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SESSIONAL PAPER NO. 1 OF 2019

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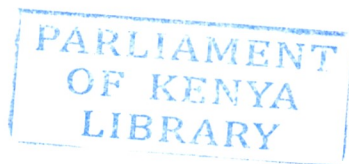
A Policy Framework

for

Reforming Education, Training and Research
for Sustainable Development

*Towards Realizing Quality, Relevant and
Inclusive Education and Training for
Sustainable Development*

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LIST OF ACRONYMS AND ABBREVIATIONS

ACE	Adult and Continuing Education
BLP	Basic Literacy Programme
CBET	Competency Based Education and Training
CEPs	Continuing Education Programmes
CESA	Continental Education Strategy for Africa
CPD	Continuous Professional Development
EACQF	East African Community Qualifications Framework
ECCD	Early Childhood Care and Development
ESA	Education Sector Analysis
FDSE	Free Day Secondary Education
FPE	Free Primary Education
FY	Financial Year
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoK	Government of Kenya
HDI	Human Development Index
ICT	Information and Communication Technology
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KICD	Kenya Institute of Curriculum Development
KNQA	Kenya National Qualifications Authority
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MSMEs	Micro, Small and Medium Enterprises
NEMIS	National Education Management Information

	System
NER	Net Enrolment Rate
NGOs	Non-Governmental Organizations
NIMES	National Integrated Monitoring and Evaluation System
PhD	Doctor of Philosophy
PLP	Post Literacy Programme
R&I	Research and Innovation
SDGs	Sustainable Development Goals
SET	Science, Engineering and Technology
SNE	Special Needs Education
STEM	Science Technology Engineering and Mathematics
SWAP	Sector Wide Approach to Planning
TSC	Teachers Service Commission
TVET	Technical and Vocational Education and Training
TVETA	Technical and Vocational Education and Training Authority
TVSD	Technical and Vocational Skills Development
UNESCO	United Nations Education Scientific and Cultural Organization

DEFINITION OF TERMS

Access:	The opportunity availed for one to enter education and training.
Accreditation:	A process of assessment and review that enables an education and training program or institution to be recognized or certified by the appointed body as meeting appropriate standards.
Admission:	The granting of opportunity for a qualified applicant to pursue education and training at a given institution and/or in a given programme.
Adult Education Instructor	A person who imparts knowledge, skills and attitudes to adults and out of school youth in adult and continuing education institutions and has undertaken a recognized andragogical training programme.
Bachelor's Degree:	An undergraduate academic degree awarded by a university or equivalent institution upon completion of a given course of study.
Differentiated Unit Cost:	The annual cost of providing a particular degree program per student. It takes into account all operational and maintenance costs, for example the staff costs, facility costs and other institutional overhead costs, but excludes capital development costs.
Discipline Differentiated Remuneration:	Academic staff remuneration that takes into account professional, labour market, and strategic focus factors for different disciplines and institutions.
Distance	Mode of delivering interactive education

Learning:	to learners who are not physically present in a traditional educational setting such as a classroom.
Educator	A person who empower learners with knowledge, competencies, skills, values and attitudes.
e-Learning:	Comprises all forms of electronically supported interactive learning and teaching.
Equity:	Fairness, impartiality and achievement in providing equal opportunities for access to education and training to all.
Head Teacher:	The lead administrator in an educational institution charged with the responsibility of curriculum and policy implementation, ensuring optimal utilization of educational resources, maintaining quality and standards and promoting professional practices and synergy in the institution and the community, while executing the teaching function.
Inclusive Education	A process of addressing and responding to the diversity of needs of all learners.
Knowledge Value Chain:	A sequence of intellectual tasks by which knowledge workers build unique competitive advantage and/or social and environmental benefit.
Learner:	A pupil, student or any other person undergoing instruction in a structured programme.
Non-Formal	Any organized educational activity

Education:	taking place outside the framework of the formal schooling.
Open Learning:	The teaching method that allows interest-guided, interactive and independent learning.
Private Institution:	An institution wholly owned by individuals other than government or not funded out of public funds for education and training purposes.
Public Institution:	An institution wholly owned by the government or funded out of public funds for education and training purposes.
Pupil:	A person who is a child or young person in school or in the charge of a teacher or instructor for learning purposes. The usage of the term is reserved for those who attend pre-primary and primary education.
Quality:	Degree of excellence as measured against agreed upon standards.
School:	An educational institution where learners receive instruction and meets the basic standards stipulated in the regulations and include those offering alternative approaches of multi-grade, double-shift, mobile schooling, out of school programmes, adult and continuing education, non-formal education, distance or correspondence instruction, or accelerated learning and talent based institutions.

Student:	Someone who attends an educational institution for learning purposes. The usage of the term is reserved for those who attend secondary, tertiary or university education.
Teacher	A teacher means a person who facilitates acquisition of knowledge, competencies, skills and attitudes to learners and has undertaken a recognized pedagogical training programme and attained accredited certification under the Teachers Service Commission Act.
Training:	The process of acquisition of knowledge, skills, and attitudes of vocational or practical skills and know-how that relate to specific useful competencies, with a goal of improving one's capability, capacity, and performance.

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CHAPTER 1

INTRODUCTION

1.0 Background

Education, training and research is a major platform for national socio-economic transformation. Thus, the Government of Kenya, in its commitment to transforming education, training and research, has instituted a number of measures based on findings of various commissions and task forces. The National Conference on Education, Training and Research held in November, 2003 culminated in the development of Sessional Paper No. 1 of 2005, a Policy Framework for Education, Training and Research, which has largely been guiding education, training and research in the country. This Sessional Paper succeeds the 2005 Sessional Paper.

The most recent initiatives are those that re-aligned education, training and research to the Constitution of Kenya. These were—

- Task Force on the Re-Alignment of the Education Sector to the Constitution of Kenya; and
- Task Force on Alignment of the Higher Education Science and Technology Sector with the Constitution of Kenya.

These two task forces completed their work in 2012. A key recommendation of these task forces was that a new policy be developed to guide the education sector. In an effort to develop this policy, the Ministry of Education, in 2012, drafted Sessional Paper No. 14 on 'Reforming Education and Training in Kenya'. However, the process of approval was not concluded.

This Sessional Paper is based on the 2012 draft. Subsequently, the policy provisions embodied in this document are to address the constitutional requirements and national aspirations as well as offer direction in modernizing and re-branding the country's education, training and research.

1.1 Evolution of Policy on Education, Training and Research

Various commissions, committees and task forces have shaped education, training and research in Kenya. Some of the key recommendations have been incorporated in the previous Sessional Papers. Since the year 2005, the sector has been guided by the policies and reports discussed below.

The Sessional Paper No. 1 of 2005 on Education, Training and Research led to reforms through a Sector Wide Approach to Planning (SWAP). Though the emphasis was on access, equity, quality, relevance and the strengthening of governance and management, the expected returns on investment in education, in terms of productive and skilled manpower, has not been realized to the full. In addition, The Constitution of Kenya has placed demands that have implications on education, training and research. This has necessitated the development of this policy through an elaborate consultative stakeholder process.

Reports of *The Task Force on the Re-Alignment of the Education Sector to The Constitution of Kenya* and *The Task Force on Alignment of the Higher Education, Science and Technology Sector with the Constitution*, made key recommendations that are summarised below:

- (i) develop a new education structure based on a reformed curriculum;

- (ii) expand access to education and training by reducing the cost to households;
- (iii) enhance access to education among vulnerable, disadvantaged and hard to reach groups;
- (iv) improve quality and standards at all levels of education, training and research;
- (v) set up a national qualification framework;
- (vi) emphasize on relevance of skills for industrial development;
- (vii) integrate Science, Technology and Innovation (ST&I) into all sectors; and
- (viii) reform the governance structures in education, training and research.

1.2 Government Commitment to Education, Training and Research

The Government of Kenya (GoK) recognises education as a basic human right and as being critical for human resource and national development. In recognising the important role of education, the Government shall ensure inclusive and equitable quality education and training, and promote lifelong learning opportunities for all, with deliberate measures to reach the most disadvantaged.

In pursuit of this commitment, the Government has integrated education, training and research in national development plans and strategies. The Government has, as a result, invested in the development of the education sector at both the national and county levels of Government.

The Government is committed to ensuring that policy objectives for education, training and research meet the

aspirations of the Constitution and the Kenya Vision 2030. In addition, the Government will ensure that the policy objectives are consistent with the international education commitments and other conventions to which Kenya is a signatory.

The Government will implement strategies to ensure universal access to education and training, target 100% transition and retention at basic education level, development of skilled manpower, integration of values, and development of science, technology and innovation.

1.3 Performance of Education, Training and Research Sector

Education, training and research in Kenya have experienced rapid growth in enrolment and number of institutions at the different levels. This growth has been accelerated by the introduction of Free Primary Education (FPE) and Free Day Secondary Education (FDSE) programmes in 2003 and 2008, respectively.

The number of pre-primary centres rose from 40,145 centres in 2012 to 41,779 centres in 2017. The enrolment in pre-primary education increased from 2,865,348 in 2012 to 3,293,813 in 2017. The Gross Enrolment Rate (GER) in pre-primary education stood at 77.1 % in 2017, while the Net Enrolment Rate (NER) in pre-primary education stood at 76.9 % in 2017.

At primary school level, the number of primary schools increased from 26,549 in 2012 to 35,442 in 2017, with enrolment rising from 9.8 million in 2012 to about 10.4 million pupils in 2017. This growth translated to a growth in GER from 106.4% to 104.4% in primary school education, while NER increased from 88.0% in 2012 to 91.2% in 2017. On gender parity, the government investment in primary education has resulted to improved parity index from 0.96 in 2012 to

0.97 in 2017. The completion rates of primary education has also increased considerably from 82% in 2012 to 84% in 2017, while the retention rate increased from 77% in 2012 to 86% in 2017.

The number of secondary schools increased from 7,834 to 10,665, while enrolment in secondary education grew from 1.9 million students in 2012 to 2.8 million in 2017. The GER increased from 50.5% in 2012 to 66.9% in 2017 while NER increased from 41.7% in 2012 to 51.1 in 2017. The gender parity now stands at 95.11% in 2017 (Economic Survey, 2018).

Technical and Vocational Education and Training (TVET) has experienced remarkable growth over the last five years. The number of TVET institutions increased from 700 in 2013 to 1,300 in 2018. Over the same period, enrolment grew by 92.5% from 148,009 in 2013 to 284,844 in 2018. The gender parity index improved from 0.68 in 2013 to 0.78 in 2018.

The university subsector has witnessed growth in the last 5 years due to establishment of new universities and expansion of the existing ones. The number of universities increased from 57 in 2012 to 74 in 2018. The total university student enrolment increased by 48.8% from 361,379 in 2013 to 537,733 in 2018. The enrolment by gender was 310,367 (57.7%) male and 227,356 (42.35) female in 2018. Student enrolment, by gender, in public and private universities, from 2013/14 to 2016/17, shows that gender parity stood at 68.89% in 2014, 68.63% in 2015, 71.48% in 2016 and decreased to 70.86% in 2017.

The sector has made a significant progress since the enactment of the Science, Technology and Innovation Act of 2013. During this period, nineteen (19) research institutions were registered and twenty-nine (29)

Institutional Ethics Review Committees accredited in universities and research institutions. The number of applications for Research Licenses increased from 2,000 in 2013 to 5,574 in 2018. The corresponding numbers for granted Licenses increased from 1,979 in 2013 to 5,600 in 2018.

1.4 Rationale for this Sessional Paper

This Sessional Paper provides the framework for delivery of inclusive, equitable, quality and relevant education, training and research that promotes lifelong learning opportunities for all.

The Constitution of Kenya provides for the right of every person to achieve the highest attainable standard of education, training and research. In addition, the Constitution assigns different aspects of education, training and research to both the national and county governments and also provides for sharing of these functions. Therefore, there is need for a policy framework that aligns the education, training and research sector to the Constitution and harmonizes policies and strategies between the two levels of Government.

Education, training and research are among the components for delivering the social pillar and also acts as a foundation under Vision 2030. The Government has, over the years, demonstrated its commitment to the development of education, training and research through sustained allocation of resources to the sector. Despite the substantial allocation of resources, and notable achievements, the sector still faces challenges relating to:

- (i) equity, quality and relevance;
- (ii) completion and transition;

- (iii) efficiency in the management of educational resources;
- (iv) cost and financing of education;
- (v) gender and regional disparities;
- (vi) challenges facing educators and learners with special needs; and
- (vii) teacher quality and utilization.

The policy provisions in this Sessional Paper aim at enhancing capacities to provide quality and relevant education, training and research.

CHAPTER 2

DEMOGRAPHIC AND MACROECONOMIC CONTEXT

2.1 Demographic and Macroeconomic Context

Kenya is bordered by Tanzania to the South and Southwest, Uganda to the West, South Sudan to the North-West, Ethiopia to the North, and Somalia to the North-East. It covers 581,309 km². Swahili is the national language of Kenya and the first official language, spoken by nearly the whole population. The country's long-term development goals are set out in Vision 2030, which aims to transform Kenya into a newly industrializing, middle-income country providing a high quality of life to all its citizens by 2030 in a clean and secure environment

About four in every ten Kenyans (36.3%) are aged 4-17 and are of pre-primary, primary and secondary school going age. As at 2017, Kenya's population was estimated at 46.6 million, reflecting a 12 Per cent growth rate between 2013 and 2017. Table 1 presents the growth of total population. The official school age is classified as follows: 4-5 for pre-primary, 6-13 for primary, and 14-17 for secondary. The school-age population grew by a 7.3 Per cent between 2013 and 2017. This has an implication on the provision of education, training and employment opportunities for young people.

Table 1: Total and School-age Population (million)

	2013	2014	2015	2016	2017*
Total Population	41.79	42.96	44.16	45.40	46.60
Population (4-17)	15.37	15.79	16.23	16.70	16.90
4-17 as Per cent of total population	36.79	36.75	36.76	36.78	36.27

*Source: Kenya Economic Survey Series (*Estimates)*

Population in Kenya has increased by close to 7 million from the census carried out in 2009. School-age population (4-17) has remained about 40% over the last five years and is expected to remain at the same level in the medium term. Kenya has entered its demographic transition, occasioning the deceleration in population growth. Consequently, the school-age population is expected to shrink in the long run, with pressure exerted on domestic resources by the school-age population also expected to ease.

2.2 Economic Growth

Kenya's economy has recorded a relatively steady growth over the period 2013-2017 as shown in Table 2. Real GDP annual growth rate averaged 5.6 Per cent, declining from 5.9 Per cent in 2016 to 4.9 Per cent in 2017. The GDP, at market prices, increased from KES 4,745 billion in 2013 to KES 7,749 billion in 2017. In real terms, the GDP per capita increased by 11 Per cent, from KES. 87,261 in 2013 to KES. 96,800 in 2017.

Table 2: Gross Domestic Product

	2013	2014	2015	2016	2017*
GDP at Market Prices (KES Bn)	4,745	5,402	6,284	7,194	7,749
Growth of GDP at Constant Prices	5.9	5.4	5.7	5.9	4.9
GDP per capita current (KES)	113,539	125,757	142,316	158,576	166,314
GDP per capita constant (KES) (2014)	87,261	89,430	91,989	94,789	96,800

*Source: Economic Survey Report 2018) (*Estimates)*

2.3 Social Context

Table 3 shows selected social indicators for Kenya. The country recorded marginal growth in the Human Development Index (HDI), from 0.53 in 2010 to 0.56 in

2015 and further to 0.59 in 2017. The expected and mean years of schooling, however, have been stagnant over time, remaining at 11 and 6 years, respectively. On life expectancy, Kenyans are living relatively longer, as life expectancy at birth increased from 62.9 years in 2010 to 66.6 years in 2015 and 67.3 in 2017. On the other hand, fertility rates (births per woman) reduced from about 4.4 in 2010 to about 3.9 in 2015 and 3.79 in 2017. Another factor is that Kenya is still a rural based country, with close to three quarters of its population living in rural areas. For those living in urban areas, slightly more than half, 56 Per cent, live in urban slums. In relation to HIV, prevalence among 15-49 year olds is estimated at 5.6 Per cent.

Table 3: Kenya Basic Social Indicators

Indicator Name	2010	2011	2012	2013	2014	2015	2016	2017
<i>Human Development Index (HDI)</i>	0.53	0.54	0.54	0.55	0.55	0.56	0.585	0.59
<i>Education</i>								
Expected years of schooling	11.1	11.1	11.1	11.1	11.1	11.7	11.9	12.1
<i>Health</i>								
Life expectancy at birth, total (years)	62.9	64.0	64.9	65.6	66.2	66.6	66.0	67.3
Fertility rate, total (births per woman)	4.4	4.3	4.2	4.1	4.0	3.9	3.85	3.79
Mortality rate, infant (per 1,000 live births)	42.5	41.3	40.6	39.6	38.2	36.5	35.6	34.9
<i>Population and Infrastructure</i>								
Rural population (Per cent of total population)	76.4	76.0	75.6	75.2	74.8	74.4	73.95	73

Source: World Development Indicators (2017).

2.4 Public Resources and Spending

Kenya's fiscal out-turn during the financial years 2012/13 to 2018/19 shows that expenditures were above revenues by about 8 Per centage points. Table 4 shows the growth of Government revenue less grants and loans, as a share of GDP. Over this period, total revenues, excluding grants, averaged about 19.9 Per cent of GDP and is expected to remain unchanged for the foreseeable future. During the same period, total Government spending averaged 32 Per cent of GDP, about 12 Per centage points above revenues.

Table 4: Resources and Spending as a Per cent of GDP

	2013/14	2014/15	2015/16	2016/17	2017/18
Total revenues excluding grants	19.9	19.6	18.8	19.1	22.1
Total Government expenditure	30.4	33.6	30.4	30.1	35.9

Source: Kenya National Bureau of Statistics, The National Treasury

2.5 Education Financing

Government spending on education indicates that over 90 Per cent goes to recurrent spending. Table 5 shows a summary of Government spending on education. The total Government allocation to the education sector increased by 25 Per cent over the period 2013/14 to 2016/17. Education recurrent budget grew by 28 Per cent over the period, increasing from KES 245,800 million in 2013/14 to KES 315,400 million in 2016/17[U2].

Table 5: Government Expenditure in KES million

	2013/14	2014/15	2015/16	2016/17 *
Total Government Revenue (Excluding grants)	1,001,374	1,141,155	1,265,441	1,429,595
Total National Government Expenditure	1,173,854	1,363,664	1,591,959	1,818,187
National Government Current Expenditure	1,004,233	1,178,256	1,372,253	1,462,394
National Government Capital Transfers	169,620	185,407	219,705	353,793
Government Allocation to Education	276,200	308,400	323,900	345,700
Education Recurrent Allocation	245,800	273,400	303,600	315,400
Education Development Allocation	30,400	35,000	20,300	30,300
Government Expenditure on Education	250,551	284,792	313,377	325,477
Education Recurrent Expenditure	235,677	263,537	298,768	302,429
Education Development Expenditure	14,874	21,255	14,608	23,048
Education Recurrent Expenditure as a Percentage of Total Education Expenditure	94.1	92.5	93.2	92.9
Education Expenditure as a Share of Total Government Expenditure	21.3	20.9	19.7	17.9

Source: The National Treasury and Planning, Ministry of Education, Kenya National Bureau of Statistics

Kenya has been going through a period of infrastructural expansion and as such, the general drop in the proportion of GDP spent on education is consistent with the increased spending on infrastructure as well as funding for county governments.

CHAPTER 3

PHILOSOPHY, VISION, MISSION, OBJECTIVES AND GOALS OF EDUCATION, TRAINING AND RESEARCH

This chapter spells out the philosophy, vision, mission, goals, objectives and policy targets of the Kenyan education system.

3.1 Philosophy of Education, Training and Research

The philosophy of the education, training and research sector in Kenya is *'provision of holistic quality and inclusive education and training for transformation to a knowledge economy, social cohesion and sustainable development'*.

The Ministry responsible for education, training and research will, therefore, focus on provision of a holistic quality education, training and research that promotes the cognitive, psychomotor and affective domains, as well as life skills and lifelong learning for sustainable development.

3.2 Vision and Mission of Education, Training and Research

The Government of Kenya's Vision for education, training and research is *'Quality, Relevant and Inclusive Education, Training and Research for Sustainable Development'*.

Consistent with the Vision, the Mission is *'To Provide, Promote and Co-ordinate Provision of Quality, Relevant and Inclusive Education, Training and Research for Sustainable Development.'*

3.3 Goals and Objectives

3.3.1 National Goals of Education

The following are the national goals of education, training, and research:—

- (i) foster nationalism, patriotism and promote national unity;
- (ii) promote the socio-economic, technological and industrial skills for the country's development;
- (iii) promote individual development and self-fulfilment;
- (iv) promote sound moral and religious values;
- (v) promote social equality and responsibility;
- (vi) promote respect for and development of Kenya's rich and varied cultures;
- (vii) promote international consciousness and foster positive attitudes towards other nations; and
- (viii) promote positive attitudes towards good health and environmental protection.

3.3.2 Objectives

In line with the national goals of education, the overall objective is to contribute to the building of a just and cohesive society by providing quality, relevant and inclusive education, training and research for sustainable development. This will be achieved through prudent management of resources and practices underpinned by integrity. To achieve this goal, the following are the specific objectives to be pursued:—

- (i) to improve the quality and relevance while increasing equitable access to education, training and research at all levels;

- (ii) to address the macroeconomic and social challenges hindering the transformation to a knowledge-based economy through the creation of technology platforms for enhanced productivity and growth;
- (iii) to set up globally competitive skills development programmes for youth employability and thus contribute to national development goals by strengthening Technical and Vocational Skills Development (TVSD);
- (iv) to establish, maintain and manage competent human resources in education, training and research;
- (v) to strengthen data management systems to support evidence based decision making in education, research and training;
- (vi) to formulate, review and implement appropriate policies, legal as well as institutional frameworks for the sector; and
- (vii) to integrate ICT in curriculum delivery and management in education and training.

These objectives are derived from the mandate of the education sector, which is to provide relevant and quality education, training and research that is accessible and equitable to all Kenyans in line with the Constitution of Kenya, Kenya Vision 2030, Sustainable Development Goals (SDGs), and other national and international protocols.

3.4 Guiding Principles

The sector will embrace the national values and principles pronounced in the Constitution, Public Service Values and Principles Act, 2015, relevant

international instruments; and applicable provisions of law. The education sector will be guided by the following principles. It will:—

- (i) affirm and enhance patriotism, national unity, mutual social responsibility and the ethical as well as moral foundation of our society;
- (ii) provide education that has open door and alternative systems of entry to ensure opportunities for continuous learning;
- (iii) emphasize quality, equity, access and relevance in education services;
- (iv) prioritize science, technology and innovation;
- (v) focus on entrepreneurship, agricultural and industrial development; and
- (vi) identify and nurture learners' talents and gifts.

3.5 Education Structure in Kenya

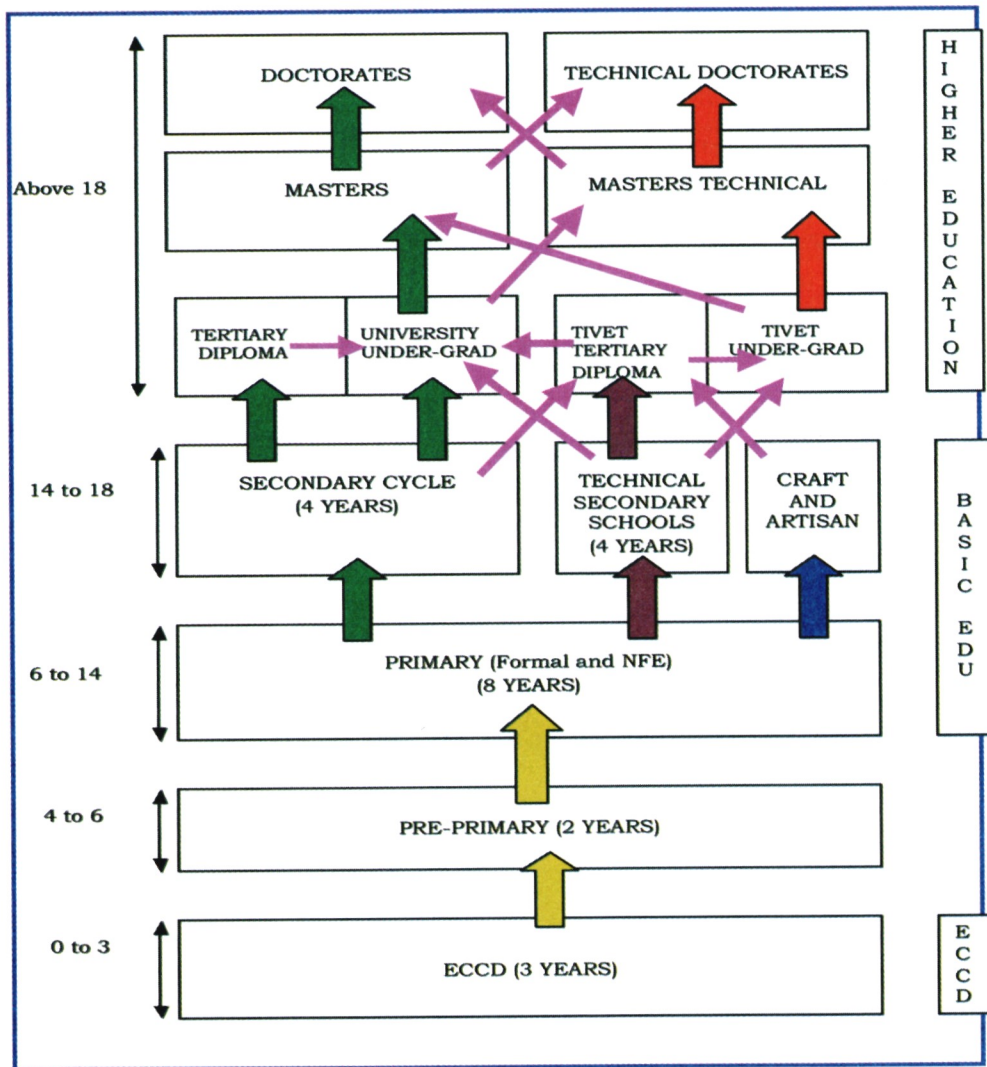
The national education system has evolved over time, with major changes having been instituted in the 1980s. In 1984, the 7-4-2-3 structure and system was replaced with the 8-4-4 system, comprising of eight (8) years of primary school, four (4) years of secondary school and at least four (4) years of higher education. The 8-4-4 system introduced a broad-based curriculum at all levels, with the intention of making education more relevant, and producing skilled and high-level manpower to meet the demands of the economy. The 8-4-4 structure generally comprises the following:—

- (i) ECDE, which covers early childhood care for 0-3 year-old children and pre-primary for 4-5 year-old children;

- (ii) Primary education, which caters for 6–3 year-old pupils, leading to the award of the Kenya Certificate of Primary Education (KCPE);
- (iii) Secondary education, which caters for 14-17 year-old students, leading to the award of the Kenya Certificate of Secondary Education (KCSE);
- (iv) TVET, which includes trade test courses in youth polytechnics; artisan, craft and diploma courses in technical training institutes and institutes of technology; as well as craft and diploma courses in national polytechnics, leading to trade tests, certificates and diplomas in various disciplines. The TVET catchment population also includes youth who, for some reasons, do not enrol in the regular education system either at primary or secondary school levels;
- (v) University education, which takes a minimum of 4 years depending on the degree pursued, leads to a bachelor's degree. This level of education also includes post-graduate programmes leading to post-graduate diplomas, masters and doctorate degrees.

In addition, the education system offers alternative provision of basic education and training among learners who are not in the formal education system. Figure 1 illustrates the structure of the education system in Kenya.

Figure 1: Structure of the Education System



Source: Sessional Paper No. 1 of 2005

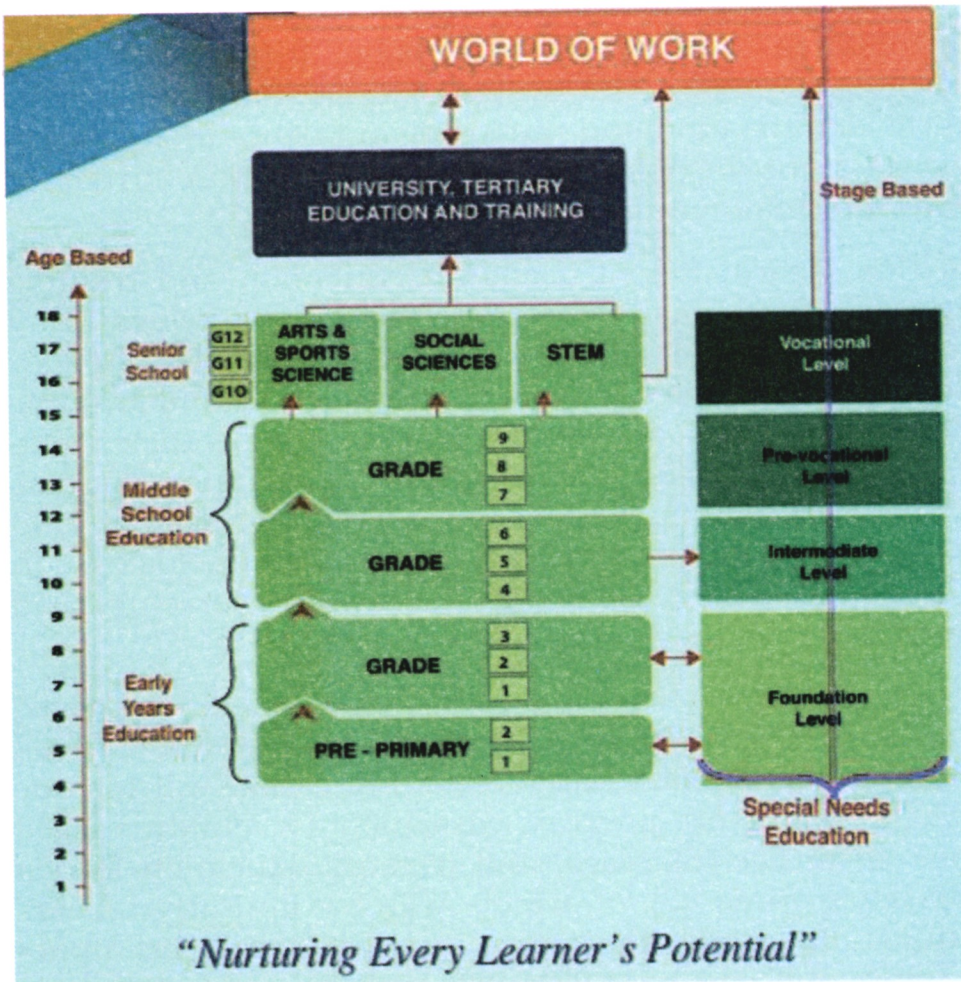
Arising out of the provisions of the Constitution for the right of all citizens to basic education, and the objectives of Vision 2030, there is need for a new education structure that lessens the rigidity in the transition from one level to the other, expands curriculum choice, and contain pre-primary education. Such a system will allow for specialization at the end of the junior secondary

school, ease re-entry of learners that had dropped out of the education system, and reduce wastage by introducing automatic progression from primary to secondary phase. The system should also provide for early identification and nurturing of talents in individual learners, be flexible, and align the Kenyan structure with international best practices.

In this regard, Kenya needs an education and training system that facilitates alternative pathways and responds to the labour market needs. This policy document proposes a system of education and training that emphasizes the attainment of competencies and values at all levels. Reforming the curriculum will also emphasize national values, integration of science and innovation, and adoption of ICT technologies. In addition, learners will have opportunities for entry and re-entry into either pathways.

Under the new structure, basic education is organized into three levels: Early Years Education, Middle School, and Senior School. Early Years Education will include two (2) years pre-primary education for children aged four (4) to five (5) years, and primary education for six (6) years three (3) of which will be in Early Years Education, while the other three (3) will be upper primary and part of Middle School Education). This level of Middle School Education therefore, will comprise three years of upper primary and three years of lower secondary education. Senior School comprises three years of education targeted at learners in the age bracket of 15 to 17 years and lays the foundation for further education and training at the tertiary level and the world of work. Figure 2 illustrates the proposed structure of the education system in Kenya.

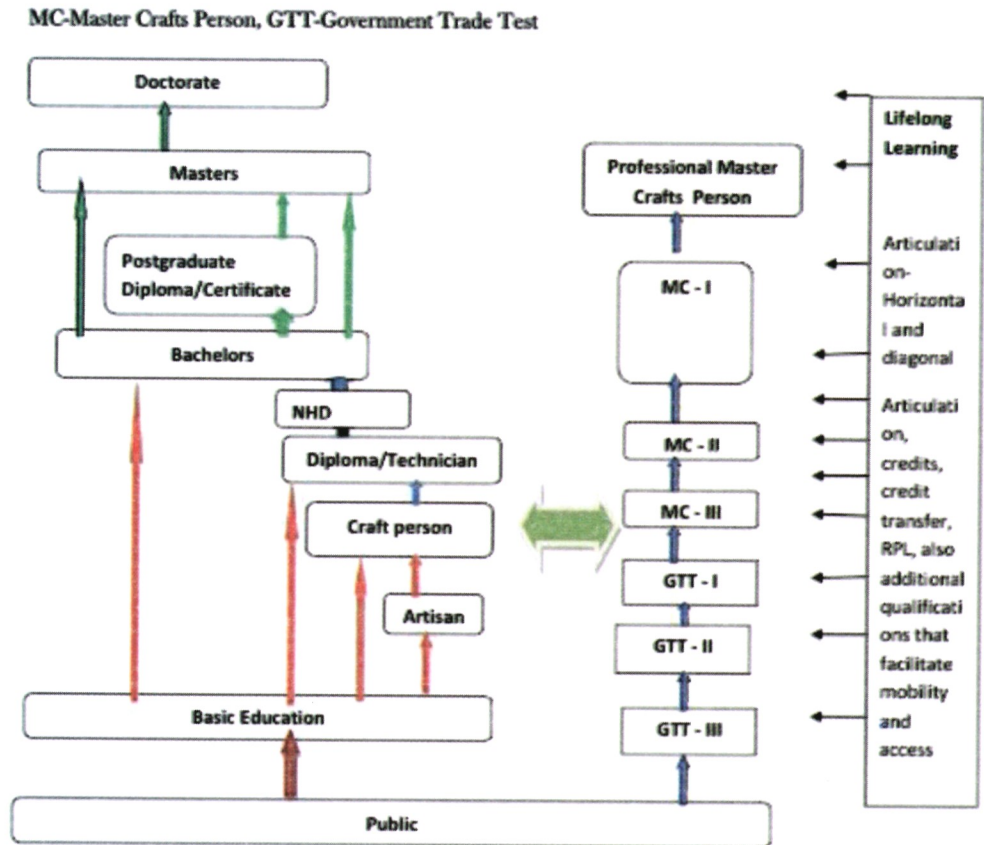
Figure 2: Structure of the Proposed Education System



Source: KICD

Figure 3 shows the education and training progression pathways.

Figure 3: Education and Training Progression Pathways



Source: KNQA 2018

CHAPTER 4

ENHANCING ACCESS, EQUITY, QUALITY AND RELEVANCE

The attainment of Kenya Vision 2030 and Sustainable Development Goals is a major pledge of the Government, in line with the right to education for all Kenyans. Consequently, the Government is committed to enhancing access to quality and relevant education and training to its citizens at all levels, while ensuring equity.

4.1 Access and Equity in Education, Training and Research

To realize the goals of national development, access and equity in education and training need to be enhanced to meet the human development needs of a rapidly changing and a more diverse economy. However, some constraints exist in ensuring and enhancing access and equity in education and training. Stated below are highlights of status as well as strategies to improve access and equity in the sector.

4.1.1 Pre-Primary

The provision of ECDE involves households, communities and Government efforts in the holistic development of learners. Enrolment in ECDE centers increased from 2.86 million in 2013 to 3.29 million in 2017, an increase of 15 Per cent. Despite this, access at pre-primary level remains relatively low, especially in arid and semi-arid areas. GER increased from 71.6 Per cent in 2013 to 77 Per cent in 2017. Similarly, NER rose from 66.9 Per cent to 77 Per cent during this period. This indicates that close to 23 Per cent of pre-primary school going children have not enrolled in ECDE centres. The number of ECDE centers increased marginally from 40,145 in 2013 to 41,779 in 2017 while

the number of trained teachers increased from 83,814 to 106,938 in the same period. The number of untrained teachers decreased from 17,248 in 2013 to 11,338 in 2017.

Access and equity in this sub-sector are constrained by various factors, which include marked regional disparities in access, weak inter-sectoral co-ordination, inadequate number of pre-primary centres, as well as limited play, teaching and learning materials. In order to enhance access and equity at the pre-primary level, the government will adopt the following policies:—

- (i) expand provision of pre-primary education; and
- (ii) mainstream pre-primary education into the primary school system.

To implement the above policies, the Government will employ the following strategies:—

- (i) review the National Pre-Primary Education Policy;
- (ii) create synergies between the national Government, counties and service providers for inclusive and holistic provision of pre-primary education;
- (iii) ensure that every primary school has functional pre-primary unit;
- (iv) strengthen enrolment, retention, transition and completion among all learners at pre-primary level;
- (v) ensure 100% transition from pre-primary to primary education across the country;
- (vi) strengthen parental engagement.

4.1.2 Primary Education

The Government has already adopted the principle of child-friendly schools to ensure that schools do not

discriminate against any child based on gender, ethnicity, social class or level of ability; equality of learning for all children; and that schools will respect diversity.

The efforts by the Government to enhance measures to improve access and equity in primary education has led to increased enrolment from 9.8 million in 2012 to 10.4 million in 2017. The primary education Gross Enrolment Rate (GER) increased from 106.4 Per cent in 2012 to 104.0 Per cent in 2017 while the Net Enrolment Rate (NER) increased from 88.0 Per cent in 2012 to 91.2 Per cent in 2017. On gender parity (girls/boys), the Government investment in primary education has resulted to improved parity index from 0.96 in 2012 to 0.97 in 2017. The completion rate of primary education has also increased considerably from 82 Per cent in 2012 to 84 Per cent in 2017, while the retention rate increased from 77 Per cent in 2012 to 86 Per cent in 2017.

The introduction of Free Primary Education, coupled with the complementary role of private schools, has enhanced access and equity in education for both boys and girls. However, acquisition of learning outcomes in literacy, numeracy and essential life skills are still low.

The primary education sub-sector has continued to experience challenges, which include: overcrowded classrooms, teacher and pupil absenteeism, high repetition rates, increased number of orphans, inadequate infrastructure, as well as gender and regional disparities. To enhance access and equity at the primary level, the Government will adopt the following policies:—

- (i) strengthen the provision of free and compulsory primary education; and

- (ii) ensure 100% transition across levels of basic education.

To implement these policies, the Government will employ the following strategies:—

- (i) ensure that all primary schools are child-friendly;
- (ii) ensure progression between grades;
- (iii) strengthen the implementation of the policy of inclusive education;
- (iv) review the framework for promoting expansion and establishment of schools;
- (v) strengthen enrolment, retention, transition and completion among all learners at primary level; and
- (vi) promote identification and development of the gifted and talented;
- (vii) strengthen parental engagement.

4.1.3 Secondary Education

The Government is implementing measures to improve access and equity in secondary education through Free Day Secondary Education (FDSE) programme and infrastructure improvement grants. This has led to increased enrolment from 2.0 million in 2013 to 2.7 million in 2017. The secondary GER increased from 54.3% in 2013 to 69.0 Per cent in 2017 while the NER increased from 38.5% to 51.1% in the same period. The transition rate from primary to secondary also increased from 76% in 2013 to 86% in 2018. The total number of secondary schools increased from 8,034 in 2013 to 10,655 in 2017.

Some of the challenges in the provision of secondary education include:—

- (i) extreme poverty in households;
- (ii) direct and indirect costs of secondary education; inadequate and dilapidated infrastructure;
- (iii) distance from schools; insecurity;
- (iv) inadequate provision for learners with special needs and disabilities;
- (v) as well as diseases and inhibitive cultural practices.

To enhance access and equity at this level of education, the government will adopt the following policies:—

- (i) ensure free and compulsory secondary education; and
- (ii) sustain 100% transition from primary to secondary education.

To implement the policies, the Government will employ the following strategies:—

- (i) establish sustainable measures for 100% progression between grades and transition between levels of basic education;
- (ii) develop differentiated unit cost for secondary education;
- (iii) develop a framework for bursary provision and social support;
- (iv) strengthen collaboration between secondary schools and tertiary institutions;
- (v) strengthen enrolment, retention, transition and completion among all learners at secondary level; and
- (vi) strengthen public private partnership in expansion of schools.

4.1.4 Special Needs Education and Training

Special Needs Education (SNE) and training is important for human capital development. It requires appropriate adaptations to curricula, teaching methods, educational resources, medium of communication, and friendly learning environment.

The major challenges inhibiting access and equity include: cultural prejudice and negative attitude; poverty; inadequate data; inadequate tools and skills for assessing and identifying learners with special needs; inadequate funding; absence of adaptation of curricula and curriculum support materials; as well as inadequate assistive devices and technologies, facilities and teachers/trainers.

To enhance access, equity, quality and relevance in the provision of education and training to learners with special needs and disabilities, the Government will adopt the following policies:—

- (i) reinforce provision of inclusive education and training for all learners; and
- (ii) strengthen assessment for early identification, placement and referrals.

To implement these policies, the Government will employ the following strategies:—

- (i) enhance implementation of affirmative action for learners with special needs to access quality education and training;
- (ii) reform education, training and research in special education;
- (iii) develop a framework on multi-disciplinary approach to assessing, placing and supporting learners with special needs and disabilities; and
- (iv) promote attitude change towards learners with special needs.

4.1.5 Adult and Continuing Education

The Government recognizes the important role played by Adult and Continuing Education (ACE) as a vehicle for transformation and empowerment of adults and out-of-school youth, aged fifteen years and above, who are not in the formal education system. ACE is provided through Basic Literacy Programme (BLP), Post Literacy Programme (PLP), Continuing Education Programmes (CEPs), and community education and empowerment programmes.

Some of the challenges that have affected adult and continuing education programmes over the years include: inadequate trained adult education instructors, a high turnover of staff and volunteer instructors, inadequate resources, inadequate and inappropriate infrastructure, inadequate instructional materials, gender imbalance, negative attitude, lack of relevant curriculum, as well as inadequate data on adult literacy. To enhance access and equity in ACE, the Government will adopt the following policy:—

- (i) enhance the provision of quality ACE for lifelong learning.

To implement the above policy, the government will employ the following strategies:—

- (i) review the adult and continuing education policy;
- (ii) expand access and participation in adult and continuing education programmes; and
- (iii) strengthen research, monitoring and evaluation of ACE.

4.1.6 Technical and Vocational Education and Training

Technical and Vocational Education and Training (TVET) focuses on providing life long skills that meet the needs of the workplace, industry as well as self-employment. Training in the TVET sub-sector is undertaken in both formal and informal institutions. These institutions are domiciled in diverse Government Ministries, Departments and Agencies (MDAs), and the private sector. The Government recognises the role of the TVET subsector in the provision of skills for industrialization and national development.

Despite the progress made over the last decade in enhancing access, retention, quality, completion rates and gender parity in education and training, the TVET sector continues to face challenges. These include: inadequate number and capacity of trainers, inadequate number of TVET institutions, limited availability of customized training and learning materials, deficiency of TVET graduates in the competencies required for labour market, limited industry participation, and inadequate research support services. Other challenges include negative perception of TVET, low enrolment of females in SET courses, and unfriendly environment for learners with special needs and disabilities. Furthermore, there is unco-ordinated admission of trainees to TVET institutions, especially private ones, coupled with existence of many legislations, some of which conflict with one another. To enhance access and equity in TVET, the Government shall adopt the following policies:—

- (i) increase access to competency based education and training; and
- (ii) improve co-ordination of TVET programmes.

To implement these policies, the Government will adopt the following strategies:—

- (i) strengthen the TVET oversight function;
- (ii) strengthen the centralized placement service for TVET trainees;
- (iii) expand TVET facilities targeting national priority sectors;
- (iv) rebrand and reposition TVET;
- (v) enhance affirmative action in TVET; and
- (vi) strengthen partnerships and linkages between national, county governments, industry and MSMEs.

4.1.7 University Education

University education is critical in producing a pool of highly skilled manpower in various specialized skills necessary for promoting higher productivity for national socio-economic development, and carrying out research to provide solutions to societal challenges. Through university education, knowledge is generated and disseminated. Furthermore, advancement and application of knowledge in the service of society at the local, regional and international levels takes place.

Placement of students has been centralized to coordinate admission and promote equity and access to universities.

Despite the progress made in improving access and equity, some challenges exist in the sub-sector. These include: inadequate resources to cater for the growing demand for university education and research; inadequate staff with PhD qualifications; high capital outlay for mounting SET related courses; negative

attitude towards STEM subjects; and inadequate supportive programmes suitable for learners living with disabilities, and the hard to reach. To enhance access and equity in university education, the government will adopt the following policy:

- (i) expand access to university education.

To implement these policies, the government will employ the following strategies:

- (i) rationalize expansion of university education;
- (ii) harmonize policies on alternative pathways to university education;
- (iii) create an enabling environment for public private partnership for university education and research;
- (iv) promote open and distance university education and research; and
- (v) promote affirmative action for university education.

4.2 Quality and Relevance in Education, Training and Research

The Government recognizes that education and training of all Kenyans is fundamental to the socio-economic development of the country. For this to be realized, skilled human capital is required. To achieve the aforementioned, relevant and quality education and training is critical. Stated below are highlights of status, policies, as well as strategies to improve quality and relevance of education, training and research.

4.2.1 Pre-Primary

The Constitution of Kenya distributes the functions of ECDE between the national and county governments. The provision of ECDE involves households, communities and Government efforts in the holistic

development of 0–5 year old children. The structure of ECDE provision is divided into: 0–3 year old and 4–5 year old children.

Issues of quality and relevance at early childhood learning are marked by weak inter-sectoral co-ordination, inadequate teaching and learning materials, disparities in terms and conditions of service, as well as inadequate nutrition and health support services. Teaching at this level mainly focuses on literacy and numeracy skills meant for early primary but this does not respond to the needs of 4 - 5 year old children. There is also high parental expectations influencing the content and teaching methodology.

To enhance the effectiveness of pre-primary education, there is need to improve inter-sectoral coordination of education at this level, provide adequate teaching and learning materials, reform the curriculum, and develop teachers.

The Government will implement the following policy:—

- (i) strengthen pre-primary performance framework.

To implement the above policy, the government will adopt the following strategies:—

- (i) mainstream pre-primary into the primary school system;
- (ii) strengthen strategic public private partnerships at pre-primary level;
- (iii) reform the pre-primary education curriculum;
- (iv) reform the assessment framework;
- (v) strengthen regulatory framework for pre-primary education;

- (vi) strengthen Continuous Professional Development (CPD) of teachers;
- (vii) promote health and nutrition for learners; and
- (viii) promote STEM programmes.

4.2.2 Primary Education

The Government is committed to the realization of free and compulsory primary education. However, acquisition of learning outcomes in literacy, numeracy and essential life skills is still low.

The primary subsector continues to experience constraints, which include teacher shortage, inadequate physical infrastructure, and high drop-out rates. In addition, increased number of vulnerable children, financial management issues, inadequate data and information on SNE, as well as uneven distribution of teachers, affect quality at this level.

ACE programmes aim at providing knowledge and skills to adults and out-of-school youth to enable them to improve their quality of life and contribute effectively to national development. Insufficient data on adult literacy rates hampers adequate planning of adult and continuing education.

The Government has put in place measures to oversee the implementation of policies and strategies that address challenges affecting marginalized, as well as hard-to-reach and vulnerable groups. The Government will adopt the following policy:—

- (i) enhance provision of quality and relevant primary education;

The Government will employ the following strategies:—

- (i) strengthen the regulatory framework;

- (ii) promote equitable distribution of teachers;
- (iii) strengthen Continuous Professional Development (CPD) of teachers;
- (iv) promote health and nutrition for learners;
- (v) strengthen partnerships and linkages in primary education;
- (vi) promote STEM programmes;
- (vii) reform the primary education curriculum; and
- (viii) reform the assessment and examinations framework.

4.2.3 Secondary Education

Secondary education is key to the provision of knowledgeable and skilled workers. Its growth is driven by:—

- (i) the need to create adequate, conducive and inclusive learning environment;
- (ii) the increasing demand for new skills and knowledge;
- (iii) the growth in the service sector that requires knowledgeable workers;
- (iv) the need for better educated citizens; and
- (v) the labour market demand for graduates with knowledge and competencies that can only start to be acquired at the secondary education level and beyond.

Consequently, there is need to improve quality of teaching, implement the newly adopted curriculum, ensure adequacy of teachers, improve the assessment of learning outcomes, enhance provision of teaching and

learning resources, provision of specialized science equipment, learning materials and teaching aids. In this regard, the Government is implementing measures to improve quality in secondary education through Free Day Secondary Education (FDSE) programme and infrastructure improvement grants.

Provision of secondary education is inhibited by factors such as: inadequate learning and teaching resources, health related issues, insecurity, inadequate and inequitable distribution of teaching staff, and inhibitive cultural practices.

The Government will adopt the following policy:—

- (i) enhance provision of quality and relevant secondary education.

To implement this policy, the Government will employ the following strategies:

- (i) strengthen the regulatory framework;
- (ii) reform the secondary education curriculum;
- (iii) reform the assessment and examinations framework;
- (iv) expand infrastructure and increase equipment for secondary education;
- (v) promote safety and security for learners; and
- (vi) promote STEM programmes.

4.2.6 Technical and Vocational Education and Training

Quality and relevant TVET programmes guarantee a strong link between skills learnt and the needs of the labour market. The Government has promoted

establishment of institutions through which quality and relevance aspects in TVET are ensured.

Since TVET is provided across various sectors in the country, quality of training differs greatly from one institution to another. In order to enhance quality and relevance in TVET, the government will address the inadequacies in the following areas, number and capacity of trainers, assessment capacity, infrastructure and equipment, industry participation, as well as research and innovation.

To enhance quality and relevance in TVET, the Government will adopt the following policies:—

- (i) enhance co-ordination and regulatory framework in TVET;
- (ii) mainstream competency based education and training; and
- (iii) strengthen research and innovation systems for TVET.

To implement the above policies, the Government will employ the following strategies:—

- (i) strengthen co-ordination and regulatory framework in TVET;
- (ii) promote continuous professional development for TVET trainers;
- (iii) institutionalize quality assurance and accreditation system in TVET;
- (iv) reform the assessment and examinations framework;
- (v) promote action research in TVET;
- (vi) promote centres of excellence in TVET; and
- (vii) strengthen implementation of CBET in TVET.

4.2.7 University Education

Quality and relevant university education is crucial to sustainable national development. The sub-sector comprises all the education and training offered in the highest institutions of learning leading to the award of degrees and postgraduate qualifications. The role of universities is teaching, research and community service.

The subsector experiences various constraints that include: inadequate infrastructure and equipment, inadequate number and capacity of academic staff, inadequate research capacity, as well as weak collaboration between academia and industry.

In order to enhance quality and relevance in university education, the Government will adopt the following policy:—

- (i) improve quality and relevance of university education; and
- (ii) strengthen research capacity in universities.

To implement this policy, the government will employ the following strategies:—

- (i) strengthen the university education regulatory framework;
- (ii) promote centres of excellence in university education;
- (iii) promote establishment of specialized universities;
- (iv) reform the university education curriculum;
- (v) reform the assessment and examinations framework;
- (vi) strengthen linkages with industry; and
- (vii) promote research and development in universities.

4.2.8 Post Training Skills Development

The Government is committed to aligning the skills imparted, with industry needs. This is done through skilling programmes, which are implemented by different actors. This is in an effort by the Government to facilitate access to productive engagement of graduates at all levels of education and training. However, this endeavour is constrained by the following: mismatch between gained skills and industry, limited data on skills, fast technological advancements in the labour market, and inadequate entrepreneurial skills among graduates for self-employment.

To enhance quality and relevance, the Government will adopt the following policy:—

- (i) promote post training skills development.

To implement the above policy, the following strategies will be employed:—

- (i) establish a framework for post training skills development;
- (ii) strengthen the national internship programme for graduates across sectors;
- (iii) strengthen the national apprenticeship program;
- (iv) provide a knowledge management system on graduates and potential employers; and
- (v) enhance linkages and partnerships between the training system and the industry.

CHAPTER 5

INFORMATION AND COMMUNICATION TECHNOLOGY

5.1 Integration of ICT in Education, Training and Research

Information Communication and Technology is identified as a foundation for socio-economic transformation. Effective utilization of knowledge and skills is, therefore, critical in creating an enabling environment for economic growth and the socio-economic well-being of all Kenyans. ICT is critical in transforming education and addressing significant challenges of access, quality, relevance and equity faced by the education system. This requires sufficient capacity to integrate ICT in education, training and research.

The Government has made efforts in integrating ICT in all sectors. Education, training and research has leveraged on this Government initiative for efficient and effective delivery of curriculum, improved governance and management, as well as delivery of quality relevant skills and services.

Despite the gains made in ICT integration in education, training and research, there are inadequacies in internet connectivity, capacity among educators, digital content, as well as ICT standards and guidelines for use in content delivery. Furthermore, unreliable power supply, attitude, and rapid change in technology are other constraints. To enhance ICT integration in education, training and research, the Government will adopt the following policy:—

- (i) strengthen ICT integration in education, training and research.

To implement this policy, the Government will implement the following strategies:—

- (i) expand ICT infrastructure in education, training and research;
- (ii) strengthen public-private partnership in ICT;
- (iii) strengthen innovation centres of excellence to nurture ICT based innovations;
- (iv) promote linkages on use of ICT between education, training and research, and MDAs;
- (v) build the capacity of managers, lecturers, trainers, teachers and instructors to integrate ICT in education, training and research;
- (vi) enhance availability and utilization of digital learning materials and open educational resource centres at all levels of education, training and research;
- (vii) strengthen ICT-based curriculum delivery and assessment approaches at all levels of education, training and research;
- (viii) promote integration of ICT in the education and training for learners with special needs and disabilities;
- (ix) enhance policy, regulatory and institutional frameworks to support ICT integration in education, training and research;
- (x) enhance e-waste management in education, training and research; and
- (xi) enhance security, safety and ethical use of ICT.

CHAPTER 6

FRAMEWORK FOR NATIONAL QUALIFICATIONS

Globally, qualification frameworks seek to facilitate improved mobility of learners and workers across regions. In line with this, the Government has developed a National Qualifications Framework. The framework cuts across the basic, TVET and university levels and seeks to create better harmony and/or integration/ co-ordination within the education and qualifications awarding system of the country. Levels of qualifications have been created, which are in tandem with the East African Community Qualifications Framework (EAQF).

Implementation of the National Qualifications Framework in Kenya is faced by:—

- (i) lack of a harmonized examination and/or assessment system, and standard(s) to be used by examination bodies in the country;
- (ii) varied admission requirements for the same level of the education system;
- (iii) lack of integration of curricular for different levels, leading to poor progression of students across levels;
- (iv) lack of a nationally accepted credit accumulation and transfer system; and
- (v) inadequate capacity to develop a central register/inventory of various qualifications.

To enhance the implementation of the national framework, the Government will adopt the following policy:

- (i) strengthen the national qualifications regulatory framework.

To implement this policy, the Government will employ the following strategies:

- (i) promote recognition and equation of qualifications at all levels;
- (ii) **standardize admission requirements** for different levels of education and training;
- (iii) strengthen credit accumulation and transfer system for different categories of qualifications;
- (iv) promote internationalization of the Kenyan education system;
- (v) enhance quality assurance system and standard(s) for qualifications; and
- (vi) establish and maintain a national database of institutions, qualifications and graduates.

CHAPTER 7

RESEARCH AND INNOVATION

Investments in Research and Innovation (R&I) for all sectors are essential for sustainable economic growth and development. R&I is a means of creating wealth and enhancing human development, and is a critical component at all levels of education and training. Effective research and innovation activities may lead to inventions and innovations. These platforms for upgrading existing technologies and improving the quality of products and services, play a key role in transforming the country into a knowledge-based economy. Relevant R&I activities are conducted by universities, research organizations, TVET, and relevant line ministry departments and specialized units in the private sector.

The key issues and gaps facing R&I sector include: low demand driven research, inadequate human resource capacity, inadequate financing, inadequate infrastructure, and weak linkages among R&I actors.

To enhance research and innovation, the Government will adopt the following policy:—

- (i) strengthen research, science, technology and innovation.

To implement the policy, the government will employ the following strategies:—

- (i) enhance technological capability and technology transfer;
- (ii) strengthen human capital for research and technology development;
- (iii) strengthen intellectual property management in education, training and research;

- (iv) enhance research and innovation infrastructure;
- (v) strengthen the policy and legal frameworks for development, utilization and commercialization of research outputs;
- (vi) strengthen industry-academia linkages;
- (vii) enhance affirmative action in research and innovation;
- (viii) enhance national, regional and international collaborations in research and innovation; and
- (ix) institutionalise R&I in learning and training institutions.

CHAPTER 8

GOVERNANCE AND MANAGEMENT

8.1 Governance and Management in Education, Training and Research

Governance focuses on the rules and mechanisms by which various stakeholders influence decisions and how they are held accountable. Governance and management in the sector are guided by the provisions of the Constitution, especially Articles 10, 201 and 232. Therefore, the sector is committed to implementing the national values and principles of governance in the provision of services.

The overall policy leadership is vested in the Ministry responsible for education, training and research. The ministry is headed by a Cabinet Secretary. The Cabinet Secretary may delegate policy implementation to semi-autonomous agencies. The other institution in the sector is the Teachers Service Commission, which is a constitutional commission.

The Ministry has decentralized its operations to regions, counties and sub-counties. The decentralized units work closely with the county governments in delivery of services. Management at institutional level is delegated to Boards of Management, Boards of Governors, Governing Councils, and Boards of Trustees. For Youth Polytechnics (Vocational Training Centers), the appointment of Board of Governors is done by the respective county governments.

Availability of credible and reliable data in the sector is a necessity for evidence-based decision-making, which is essential for effective governance and management. In view of this, the Government initiated the development of education and training management information

system aimed at providing timely, reliable and credible data at all levels.

Governance and management in the sector is constrained by:—

- (i) weak monitoring, evaluation and reporting systems;
- (ii) weak linkages among the players in education and training sector at all levels;
- (iii) inadequate ICT infrastructure to support data transactions;
- (iv) overlapping mandates; inadequate capacity for management of institutions;
- (v) and weak linkage between national and county governments.

To enhance governance and management in the sector, the Government shall adopt the following policy:—

- (i) strengthen governance and management in education, training and research.

To implement the policy, the government will employ the following strategies:—

- (i) strengthen collaboration with stakeholders;
- (ii) enhance mechanisms to uphold integrity, national values and principles of governance in service delivery;
- (iii) strengthen co-ordination for effective governance and management;
- (iv) strengthen data management system for effective and efficient planning and financial decision making;

- (v) strengthen oversight, controls and public expenditure tracking in the sector;
- (vi) enhance the capacities of members of governing organs and management on leadership and governance at all levels;
- (vii) strengthen mechanism for prudent utilization of resources and reporting at all levels; and
- (viii) strengthen the linkage between the national and the county governments.

CHAPTER 9

HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT

9.1 Human Resource Management

The sector takes cognisance of the importance of effective human resource management in order to realise its strategic objectives. Consequently, the sector is effectively and efficiently managing its workforce so as to deliver on its mandate. Both national and county governments manage the workforce in education, training and research.

The sector faces challenges related to workforce management, which include: regional disparities in distribution and utilization, inadequate workforce, weak succession management, weak support mechanism, labour relations, and varied compensation schemes for comparable levels.

To enhance human resource management in the sector, the Government will adopt the following policies:

- (i) enhance workforce management, performance and accountability; and
- (ii) ensure efficient and cost-effective utilization of the workforce.

To implement these policies, the Government will employ the following strategies:—

- (i) provide and maintain a qualified, sufficient and inclusive workforce for education, training and research;
- (ii) establish minimum qualifications and competencies for all levels of management in the sector;

- (iii) expand opportunities for career growth and progression;
- (iv) develop a framework for alternative modes of deployment of staff in education, training and research; and
- (v) develop a framework for quality assurance, registration and licensing of teachers, trainers and instructors.

9.2 Development of Human Resource

Human capital is one of the most critical resources needed for socio-economic development of a nation or an organization. Successful nations and individual organizations invest heavily in human resource capacity development. In response to the dynamic environment and changing societal needs, there is need to continuously review the sector human resource in terms of recruitment, hiring, induction, staffing, and professional development of the sector's core workforce.

Development of the sector's workforce is faced by the following challenges:—

- (i) lack of effective curriculum;
- (ii) inadequate industry experience to keep them in tandem with current practice; lack of clear policy framework for workforce development;
- (iii) unco-ordinated continuous professional development;
- (iv) lack of set standards for recruitment and management;
- (v) limited career progression and disparities in compensation for same levels;
- (vi) weak institutional based quality assurance; and
- (vii) weak linkages within the sector.

The prime challenge in special needs teacher education is that teacher educators have the subject matter but are not grounded in andragogy to train special needs teachers who are already in service. The sector also has inadequate capacity to meet the country's demands for continuous professional development for the workforce in education and training.

In order to strengthen human resource capacity in the sector, the government will adopt the following policy:—

- (i) enhance professional development of the workforce in education, training and research.

To achieve the above, Government will employ the following strategies:—

- (i) enhance capacity building in education, training and research;
- (ii) establish relevant institutions to provide learning and professional development programs to build capacity in the education and training sector;
- (iii) develop a framework on qualifications and staffing norms for technical and non-teaching staff;
- (iv) strengthen social safeguards in education, training and research;
- (v) enhance up skilling of the workforce in education, training and research;
- (vi) standardize training of curriculum implementers for similar levels;
- (vii) review special needs teacher education to address emerging issues;
- (viii) develop mechanisms for rebranding the teaching and training profession;

- (ix) develop a framework on research development and innovation in training of trainers and instructors;
- (x) establish a research institute for education, training and research;
- (xi) develop curriculum for trainers, lecturers and instructors; and
- (xii) develop an internship framework for the workforce in education, training and research, and align it with the national internship policy.

CHAPTER 10

FINANCING EDUCATION, TRAINING AND RESEARCH

10.1 Public Expenditure in Education, Training and Research

Financial allocation and efficient utilization of resources is essential in the achievement of the sector's objectives. The Government is committed to prudently utilizing allocated resources for the intended purposes in order to provide accessible, inclusive, quality and relevant education and training at all levels. Research activities are financed through the National Research Fund, which commenced its activities in 2016/2017 FY with an allocation of KES. 3 billion from the Government of Kenya.

Overall, education and training financing sources include financial outlays by the national and county governments, private sector providers of educational services, religious organizations, civil society, foundations, the private sector, Non-Governmental Organizations, households, communities, and other stakeholders. This is illustrated in Table 6.

Table 6: Education and Training Financing Sources, (KES Billion)

	2013/14	2014/15	2015/16	2016/17
National Government	264.90	290.69	307.74	339.12
Household (Parents)	196.35	214.00	230.42	245.87
County Governments	1.23	19.95	21.69	24.61
Internally Generated Funds	16.56	17.22	17.91	18.62
Constituency Development Fund	5.64	5.86	6.10	6.34
NGOs and Religious Bodies	3.52	3.66	3.81	3.96
Private Sector and Companies	0.11	0.11	0.11	0.12
External Loans and Grants	1.50	1.50	1.50	3.00
Total Education Financing	489.81	553.00	589.28	641.64
Per cent of GDP	10.3	10.2	9.4	8.9

Source: Ministry of Education; KNBS

Government expenditure in the education sector has been increasing over the years. Of the total allocation to the sector, recurrent expenditure accounts for the larger share. This is attributed to funding of compensation to employees, grants and transfers.

Financing and resource mobilization for education, training and research is guided by the principles of affordability; needs-based resource allocation; efficiency in resource utilization; Public Private Partnerships; strong decentralized financing and accountability systems; and effective co-ordination.

Financing education, training and research is faced by the following challenges:—

- (i) high cost of education, training and research;
- (ii) lack of a differentiated unit cost model across the sector;
- (iii) inadequate public expenditure tracking;
- (iv) high cost of providing education and training to learners with special needs and disabilities;
- (v) inadequate mechanism for income generating activities;
- (vi) weak financial management systems;
- (vii) unco-ordinated sources of funding for learners;
- (viii) weak co-ordination of resource mobilization efforts;
- (ix) as well as fragmented and unco-ordinated funding for post-training skills development.

To enhance financing in education, training and research, the government will adopt the following policies:—

- (i) enhance provision of resources for education, training and research; and
- (ii) strengthen financial management systems in education, training and research.

To implement the above policies, the Government will employ the following strategies:—

- (i) establish secure and sustainable funding mechanisms for the sector;
- (ii) develop the differentiated unit cost model at all levels of education and training;
- (iii) strengthen public private partnership in financing the sector;
- (iv) enhance funding for ICT integration in the sector;
- (v) enhance the capacity of institutional managers on financial management;
- (vi) strengthen the financial management systems in the sector;
- (vii) enhance local production of specialized equipment and instructional materials;
- (viii) enhance the coordination and harmonization of awarding loans, grants, scholarships and bursaries to learners;
- (ix) enhance Public Expenditure Tracking System in the sector;
- (x) enhance national, regional and international collaborations to increase investments in the sector; and
- (xi) establish a national skills development fund.

CHAPTER 11

POLICY AND LEGAL FRAMEWORK

Elaborate legal and institutional frameworks support education, training and research. The Constitution defines education as a social economic right; public good; and a fundamental imperative for development as a country. The legal framework comprises: the Constitution, Acts of Parliament, regulations made under the Acts of Parliament, and international legal instruments.

12.1 The Constitution

The Constitution of Kenya provides for a number of education related provisions embodied in the Bill of Rights. More particularly, the Constitution makes the following key provisions as regards education. It guarantees the right to education for all persons, under Article 43. Article 53 guarantees free and compulsory basic education for every child. Article 53 (1) protects children from abuse, inhumane treatment and violence. Under Article 55, the Government is required to put in place measures, which include affirmative action to ensure that the youth have access to relevant education and training, and protection from harmful cultural practices and exploitation. In addition, Article 53 (2) provides for the best interests principle, which requires that the best interests of the child must be a primary consideration in all actions and decisions affecting children, while Article 54 provides that persons with disability have a right of access to appropriate education institutions and facilities. Article 56(b) provides that minority and marginalized groups are to be provided with special opportunities in the educational and economic fields.

The Fourth Schedule (Parts I and II) on the distribution of functions between the national and county governments gives the National Government the mandate over education policy, standards, curricula, examinations, university education and the granting of university charters. It is also in charge of tertiary education and institutions, and other institutions of research and higher learning. Furthermore, the National Government has the mandate for primary education, special education, secondary education and the promotion of sports and sports education. The county governments, on the other hand, have mandate over pre-primary education, village polytechnics, home-craft centers and childcare facilities.

12.2 International Conventions

By virtue of Article 2 (5) and (6) of the Constitution, treaties or conventions ratified by Kenya form part of the laws of Kenya. Accordingly, a number of conventions relating to education, which Kenya has ratified, form part of the legal framework on education in the country.

Kenya has ratified three key regional conventions relating to education. These are:

- (i) the African Charter on Human and Peoples' Rights;
- (ii) Article 17 which provides that every individual shall have a right to education;
- (iii) the African Charter on the Rights and Welfare of the Child; and
- (iv) Article 11, which provides detailed provisions on the right to free and compulsory basic education for the child, and state's obligation towards that right.

Kenya is a signatory to the East African Community Treaty and has also entered into various protocols, agreements and regional administrative arrangements on matters of education and training.

Kenya has also ratified other conventions such as the International Covenant on Economic, Social and Cultural Rights, which recognizes the right of education to all (Article 13); and the Convention on the Rights of the Child, which guarantees the right of every child to free and compulsory basic education.

Kenya is also a signatory to the African Union Commission Agenda 2063, the Continental Education Strategy for Africa (CESA) 2016–2025 and Science, and Technology and Innovation Strategy for Africa (STISA) 2024.

12.3 Review of Legal Framework

To operationalize the relevant provisions in the Constitution, various legislations have been enacted to govern the education sector in the country. Key amongst them are:

- (i) the Basic Education Act, 2013;
- (ii) the Universities Act, 2012;
- (iii) the Technical and Vocational Education and Training Act, 2013;
- (iv) the Kenya National Examinations Council Act, 2012;
- (v) the Science, Technology and Innovation Act, 2013;
- (vi) the Higher Education Loans Board Act, 2012;
- (vii) the National Qualifications Framework Act, 2014;

- (viii) Kenya National Commission for UNESCO Act, 2013;
- (ix) the Kenya Institute of Curriculum Development Act, 2013; and
- (x) the Teachers Service Commission Act, 2012 (Cap. 212).

There are also other legal frameworks governing training that do not fall under the education sector.

The implementation of these laws has had varied experiences and lessons, such as overlaps in mandates. There are also dynamics and emerging issues in the sector. Therefore, it is necessary to regularly review some of these legislations and the relevant Regulations/Guidelines under them. The proposed review of the legal framework will support governance and accountability in the sector as well as contribute to the national development agenda.

The Government will strengthen the policy and legal frameworks in education, training and research.

To implement this policy, the Government will adopt the following strategies:—

- (i) develop and review policies and legal frameworks for the sector; and
- (ii) harmonize related legislations governing education and training.

CHAPTER 12

PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION

12.1 Planning and Implementation

The Sessional Paper will be implemented through the existing structures of the Ministry in charge of education, training and research. The Ministry will prepare National Education Sector Strategic Plans, detailing programs and activities to be implemented for the actualization of the Sessional Paper.

Most aspects of education, training and research are performed at the national level. However, some aspects, especially for the devolved functions, are managed at the county level. Nevertheless, the linkage between the provision of education and training facilities, and spatial planning is weak. This restricts the ability to engage in micro planning; and integrating education, training and research needs in different parts of the country and the demand for education services into a coherent plan.

There is also a weak linkage between planning and budgeting, leading to poor prioritization and mismatch in allocation of resources. These is coupled with inaccurate, untimely and in some instances, complete absence of data, which hinder informed policy decision-making. In addition, there is a human capacity challenge in regards to preparation of quality and informative reports for planning purposes.

To address planning and implementation constraints in the sector, the government will adopt the following policy:—

- (i) strengthen the planning and implementation framework in the sector.

To implement this policy, the government will employ the following strategies:—

- (i) enhance coordination of various providers of education, training and research;
- (ii) enhance data management capacity in the sector; and
- (iii) enhance planning and budgeting capacity in the sector.

12.2 Monitoring and Evaluation

Monitoring and evaluation is important in tracking progress of implementation of programmes and projects. It forms a basis for reprioritization and putting in place mitigation measures. The Government has embraced M&E through platforms such as National Integrated Monitoring and Evaluation System (NIMES), e-promis, National Education Management Information System (NEMIS), among others. However, effective Monitoring and Evaluation (M&E) is hampered by a general lack of its appreciation, inadequate human resource capacity, uncoordinated monitoring activities, and weak utilization of M&E results. Furthermore, institutions are not sensitized on the importance of providing reliable and credible data for monitoring and evaluation purposes.

To enhance M&E in the sector, the Government will adopt the following policy:—

- (i) strengthen M&E systems in education, training and research.

To implement the policy, the government will employ the following strategies:—

- (i) strengthen M&E in education, training and research;
- (ii) of Human Resource in M&E.

