

Ministry of Education



Republic of Kenya

A Policy Framework for Education

*Aligning Education and Training to the Constitution of Kenya (2010) and Kenya Vision
2030 and beyond*

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Abbreviations and Acronyms Update

ABE	Adult and Basic Education
ACCA	Association of Chartered Accountants
ACE	Adult and Continuing Education
AIDS	Acquired Immuno-deficiency Syndrome
ASAL	Arid and Semi-Arid Lands
BOGs	Board of Governors
BOM	Board of Management
BOT	Board of Trustees
CATS	Competence Assessment Tests
CBO	Community Based Organization
CDE	County Director of Education
CDEs	County Directors of Education
CDF	Constituency Development Fund
CEB	County Education Board
CEC	County Education Committees
CEMASTEА	Centre for Mathematics and Science in East Africa
CEO	County Education Officer
CHE	Commission for Higher Education
CPA	Certified Public Accountant □Kenya
CPD	Continuous Professional Development
CPE	Continuous Professional Education
CPS	Certified Public Secretaries - (CPS-K)

CPU	Central Planning Unit
CRC	Convention on the Rights of the Child
DACE	Director Adult & Continuing Education
DBE	Director of Basic Education
DEOs	District Education Officers
DFOS	Director of Field & Other Services
DGE	Director General of Education
DHRM	Director of Human Resource Management
DPP&EACA	Director of Policy, Partnerships & East African Community Affairs
DQAS	Director of Quality Assurance & Standards
DSTE	Director of Secondary & Tertiary Education
EAC	East Africa Community
EARCs	Education Assessment Resource Centres
ECDE	Early Childhood Development Education
EFA	Education For All
EMIS	Education Management Information System
ERSWEC	Economic Recovery and Wealth Employment Strategy
ESQAC	Education Standards and Quality Assurance and Commission
FBO	Faith Based Organization
FDSE	Free Day Secondary Education
FPE	Free Primary Education
KJSC	Kenya Junior Secondary Certificate
GDP	Gross Domestic Product

GER	Gross Enrolment Rate
GPI	Gender Parity Index
HELB	Higher Education Loans Board
HIV	Human Immuno-deficiency Virus
HRD	Human Resource Development
HRM	Human Resource Management
HTELB	Higher Education and Tertiary Education Loans Board
IB	International Baccalaureate
ICT	Information and Communication Technology
ICTEC	National Centre for ICT in Education
IGCSE	International General Certificate of Secondary Education
INSET	In service Education & Training
IT	Information Technology
JKF	Jomo Kenyatta Foundation
KASNEB	Kenya Accountants and Secretaries National Examinations Board
KEAC	Kenya Education Assessment Council
KEMI	Kenya Education Management Institute
KESI	Kenya Education Staff Institute
KICD	Kenya Institute for Curriculum Development
KIE	Kenya Institute of Education
KIHBS	Kenya Integrated Budget and Household Survey
KIPO	Kenya Intellectual Property Right Organization
KISE	Kenya Institute of Special Education

KJSC	Kenya Primary Certificate
KLB	Kenya Literature Bureau
KLSSA	Kenya Lower Secondary Scholastic Assessment
KNALS	Kenya National Adult Literacy Survey
KNATCOM	Kenya National Commission on for UNESCO
KNEC	Kenya National Examinations Council
KPC	Kenya Primary Certificate
KPSA	Kenya Primary Scholastic Assessment
KSSC	Kenya Senior Secondary Examination
LATF	Local Government Transfer Fund
MDGs	Millennium Development Goals
MoE	Ministry of Education
MoH	Ministry of Health
MoHEST	Ministry of Higher Education Science and Technology
MVC	Most Vulnerable Children
NACONEK	Natural Council for Nomadic Education in Kenya
NAS	National Assessment System
NESIP	National Education Sector Investment Programme
NCEOP	National Committee on Educational Objectives and Policies
NEB	National Education Board
NER	Net Enrolment Rates
NFE	Non Formal Education
NFECs	Non Formal Education Centres

NFS	Non Formal Schools
NGOs	Non Governmental Organizations
NPs	National Polytechnics
NQF	National Qualification Framework
NSCT	National Council for Science and Technology
NCRST	National Council for Research Science and Technology
NCRI	National Council for Research and Innovation
ODL	Open and Distance Learning
OVC	Orphans Vulnerable Children
PC	Performance Contracting
PCR	Primary Completion Rates
PDEs	Provincial Directors of Education
PPP	Public Private Partnerships
PS	Principal Secretary
PSC	Public Service Commission
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
QAS	Quality Assurance and Standards
SAGAs	Semi-Autonomous Government Agencies
SCs	Student Councils
SEBF	Secondary Education Bursary Fund
SEPU	School Equipment Production Unit
SMCs	School Management Committees

SNE	Special Needs Education
SRT	Science Research and Technology
STD	Sexually Transmitted Diseases
SWAP	Sector Wide Approach to Planning
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
TPR	Teacher Pupil Ration Textbook Pupil Ratio
TSC	Teachers Service Commission
TTCs	Teacher Training Colleges
TTIs	Technical Training Institutes
UN	United Nations
UNESCO	United Nations Education Scientific and Cultural Organization
UPE	Universal Primary Education
UFGC	University Funding and Grants council

CHAPTER ONE: INTRODUCTION

Mandate

1.1 The mandate of the Education Sector is to respond to the Constitution (2010) and Kenya Vision 2030 and in so doing to propose strategies to address wastage and inefficiency; improve financial management and accountability, and to make education in Kenya inclusive, relevant and competitive regionally and internationally.

Vision

1.2 The provision of quality education and training to all Kenyans is fundamental to the success of the Government's overall development strategy. Kenya Vision 2030 articulates the development of a middle income country in which all citizens will have embraced entrepreneurship, be able to engage in lifelong learning, learn new things quickly, perform more non-routine tasks, be capable of more complex problem-solving, willing and able to take more decisions, understand more about what they are working on, require less supervision, assume more responsibility, and as vital tools towards these ends, have better reading, quantitative, reasoning and expository skills.

Mission

1.3 The mission of the Government of Kenya is to create an education and training environment that equips learners with desired values, attitudes, knowledge, skills and competencies, particularly in technology, innovation and entrepreneurship, whilst also enabling all citizens to develop to their full capacity, live and work in dignity, enhance the quality of their lives, and make informed personal, social and political decisions as citizens of the Republic of Kenya.

Policy Initiatives

1.4 This policy framework is informed by the work of earlier commissions, task forces, working groups and the report of the task force on the realignment of the education sector to Constitution, 2010 and vision 2030. These aimed at establishing a national system of education to lead Kenya on the path of self-determination (Ominde, 1964); national unity and economic self-determination (Gachathi, 1976); expansion of secondary education, higher education and the introduction of the 8-4-4 system (Mackay, 1981); improving financing,

quality and relevance (Kamunge, 1988); accelerating industrial and technological development and life-long learning (Koech, 2000) and re-aligning the education sector to the Constitution and vision 2030 (Odhiambo, 2010). The policy which currently guides operations of the Government of Kenya in the education sector is the Sessional Paper No. 1 of 2005 on Education, Training and Research.

1.5 During the last few years, major reforms and innovations have included the implementation of Free Primary and Free Day Secondary Education. This has enabled the Country to make significant progress towards attaining Education for All (EFA) and the Millennium Development Goals (MDGs). To date, the main focus has been on improving levels of access, retention, equity, quality, relevance, and the overall efficiency of the education sector.

Macro-economic Context¹

1.6.1 Macroeconomic performance and demographic dynamics are major factors influencing the development of the education and training sector of any country. Sustainable economic growth and development generally facilitates the sustainable provision of education, whereas large regional inequalities and low economic performance constrain it. Both population growth and the dynamics of the labour market impact significantly on the demand for schooling, whilst improved access to quality schooling and training is fundamental to human and economic development, and the elimination of poverty. Kenya Vision 2030 identifies quality education and training as key enablers of human capital development, and the means of eliminating poverty, disease and ignorance, and also for improving the citizens' standards of living.

1.6.2 Kenya's erratic economic performance has had adverse effects on provision of education and training and rising poverty levels. Although the economy grew at a high rate of 6-7% in the 1960s and 1970s; during the 1980s and 1990s, the country experienced declines in macroeconomic performance. From 2003 the real GDP growth rate rose from a low of 5.1% in 2004 to 7.1% in 2007 before a drastic decline to 1.7% in 2008. The latter was attributed to post-election violence in early 2008, rising food, fuel prices and the start of the

¹ Source of data:

Kenya Economic Survey – various issues; EMIS – 2009; Kenya Integrated Household Budget Survey – 2005-2006; School Mapping data set (2007); Appropriation accounts (various Issues) and Population Census (2009).

global economic crisis. According to the Kenya Integrated Budget and Household Survey (KIHBS) (2005/6), 45.9% of the population are poor, with a gini coefficient of 0.45. During the same period, it was estimated that 49.1% of the rural population and 33.7% of the urban population were poor.

1.6.3 Unemployment levels are also relatively high. The working-age population (persons aged 15-64 years) in Kenya is estimated at 19.8 million persons with a labour force participation rate (the ratio of total labour force to the working-age population) of 73%. Youth (persons aged 15-24) unemployment rate (25%) is relatively high when compared with the overall unemployment rate of 12.7%.

1.6.4 Prospects of wage employment in the formal sector is limited with about 80% of the workforce working in the informal and non-wage employment sector. Further, although the country created about 500,000 jobs during the ERSWEC time frame (2003-2007), more than 80% of these jobs are in the informal sector. The formal (public and private sectors) accounted for about 20% of wage employment.

1.6.5 Kenya's literacy level is about 70% with low secondary education NER (32%). Only 15% of adults aged 15-64 years have attained secondary education and above. A large number of youth graduating from the formal education system are unemployed despite the fact that opportunities for high technology skilled workforce exist. This situation has been attributed to a mismatch between training and skills demanded in the labour market, and limited input from employers/industry into curriculum design in Universities, TIVET institutions and middle level colleges.

1.6.6 This situation calls for sustainable implementation of micro economic and macro economic policies that stimulate growth of the economy and high-performance enterprises that demand high skilled labour, while creating employment opportunities to absorb graduates from formal and technical education and training programmes. It is necessary to create a positive cycle of sustained economic growth, industrialization and sustained development, whilst also creating a conducive environment for high technology adaptation and innovation.

Sector performance

1.7.1 In absolute terms, the education sector in Kenya has experienced massive expansion in enrolment and number of institutions over time. According to the Ministry of Education's Management Information System (EMIS), the number of public and private primary schools increased from 6,058 in 1963 to 27,489 in 2010, while the number of secondary schools has increased from 151 to 7308 over the same period. Enrolment in primary education has grown from 892,000 pupils in 1963 to about 9.4 million pupils in 2010, whilst enrolment in secondary education has grown from around 30,000 students in 1963 to 1.7 million students in 2010. The increase has been accelerated by the introduction of Free Primary Education (FPE) and Free Day Secondary Education (FDSE) programmes in 2003 and 2008 respectively. At the TIVET level enrolments stood at 82,843 in 2010. Enrolment into the university sub sector stood at 180,978 in 2010.

1.7.2 The main issues facing the education sector have been challenges of access, equity, quality, relevance and efficiency in the management of educational resources. In 2003, the Ministry of Education embarked on a series of reforms geared towards attaining the education related Millennium Development Goals (MDGs) and Education for All (EFA). The recommendations of the 2003 National Conference on Education and Training informed the development of the e Sessional Paper Number 1 of 2005. It outlined short, medium and long term sector targets which included the Attainment of Universal Primary Education (UPE) and Education for All (EFA) by 2015.

1.7.3 The following specific targets were set:

- (i) A primary school NER of 100 % by 2015,
- (ii) A completion rate of 100 % by 2010
- (iii) Achievement of a transition rate of 70 % from primary to secondary school level from 47 %, paying special attention to girls' education by 2008;
- (iv) A 50% Net Enrolment Rate (NER) in Early Childhood Education (ECDE) by 2010;
- (v) Gender parity at primary and secondary by 2015.
- (vi) Development of a national training strategy for TIVET by 2005, and ensuring that TIVET institutions are appropriately funded and equipped by 2008;
- (vii) Achievement of a 50% improvement in levels of adult literacy by 2015; and

(viii) Expansion of public universities to have a capacity of at least 5,000 students each by 2015, and an increase in the proportion of all students studying science-related courses to 50 %, with at least one third of these being women, by the year 2010.

1.7.4 These targets were to be achieved by building the capacity of 45,000 education managers, and the construction/renovation of physical facilities/equipment in public learning institutions in disadvantaged areas, particularly in Arid and Semi-Arid Lands (ASALs) and urban slums. However, although the country is on track towards attaining the access targets at national level, there are regional inequalities which will constrain the country from attaining the EFA, MDGs and the Kenya Vision 2030 goals.

Early Childhood Development and Education

1.7.5 Access and participation at the ECDE level are still low with a NER of 42% in 2009 and 50% in 2010. This means that 58% and 50% of the school-age going pupils were not in school in 2009 and 2010, respectively. Furthermore, only 60% of the counties had a NER above the national figure of 42% with the lowest values observed in North Eastern (5%), (figure 1.1). Low access levels can be explained by the fact that ECDE was not compulsory in Kenya, in spite of being critical in laying the foundation for performance in the subsequent levels of education.

Table 1.1: ECDE NER by County, 2009

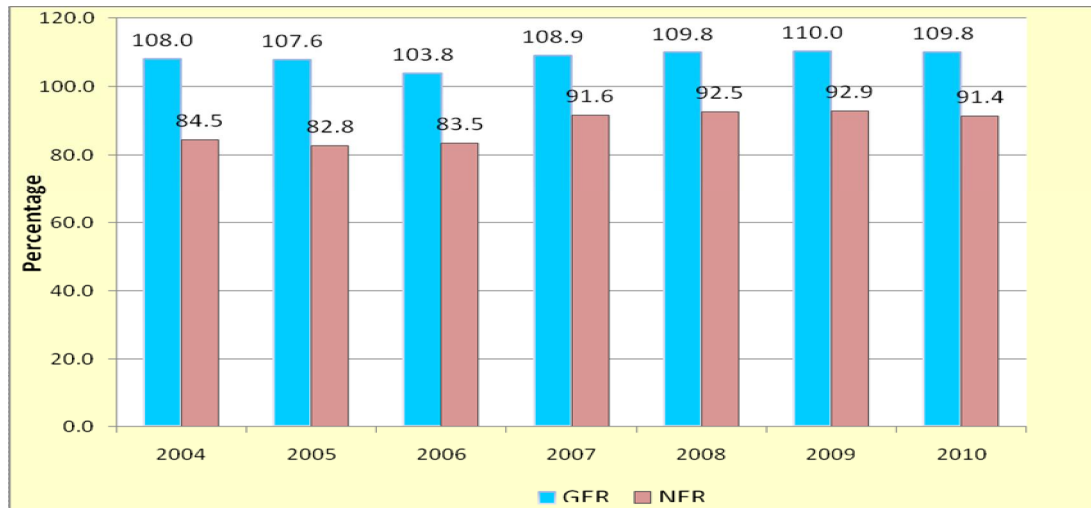
	Male	Female	Total		Male	Female	Total
1 Nyeri	61.6	61.9	61.8	25 National	41.3	42.3	41.8
2 Kiambu	60.8	60.9	60.8	26 Isiolo	42.1	41.2	41.7
3 Kisumu	59.6	61.0	60.3	27 Vihiga	41.3	42.0	41.7
4 Nairobi	57.4	58.0	57.7	28 Samburu	42.1	39.8	40.9
5 Mombasa	57.2	57.6	57.4	29 Machakos	40.1	40.7	40.4
6 Homa Bay	56.3	57.9	57.1	Trans			
7 Nyandarua	54.8	55.0	54.9	30 Nzoia	39.3	41.2	40.2
8 Nakuru	54.2	55.3	54.7	31 Murang'a	39.3	39.8	39.5
9 Uasin Gishu	51.7	52.9	52.3	32 Busia	35.9	37.9	36.9
10 Migori	51.0	52.1	51.5	33 Kakamega	35.1	37.7	36.4
11 Laikipia	51.4	51.5	51.4	34 Kwale	34.7	35.9	35.3
12 Taita Taveta	50.6	51.9	51.2	35 Bungoma	33.5	35.8	34.7
13 Nandi	49.9	51.6	50.7	36 Meru	33.5	34.5	34.0
14 Nyamira	48.3	48.8	48.5	37 Tharaka	33.8	34.2	34.0
Elgeyo-				38 Embu	32.6	33.1	32.8
15 Marakwet	47.9	49.1	48.5	Makueni	31.5	32.4	32.0
16 Kisii	47.9	48.6	48.2	40 Kitui	30.3	32.1	31.2
17 Kericho	47.0	48.6	47.7	41 Narok	29.5	29.6	29.6
18 Kirinyaga	47.8	46.8	47.3	42 Tana River	29.9	28.7	29.3
19 Siaya	45.1	47.0	46.0	43 West Pokot	28.9	29.5	29.2
20 Baringo	44.0	46.2	45.0	44 Marsabit	24.4	24.2	24.3
21 Lamu	43.2	45.0	44.1	45 Turkana	19.0	19.0	19.0
22 Bomet	41.9	42.7	42.3	46 Garissa	6.8	6.7	6.8
23 Kajiado	42.1	42.0	42.1	47 Mandera	6.2	6.3	6.3
24 Kilifi	41.8	42.2	42.0	48 Wajir	5.2	5.0	5.1

Source: Ministry of Education EMIS (2009)

Primary Education

1.7.6 The national Gross Enrolment Ratio (GER) at primary level increased from 91.2 % (92.7 and 89.7 % for boys and girls respectively) in 1999 to 109.8 % (109.8 % and 109.9 % for boys and girls respectively) in 2010. The Net Enrolment Rate (NER) increased from 68.8 % (for boys and girls) in 1999 to 91.6 % (94.1 % and 89.0 % for boys and girls respectively) in 2007 to 92.5 % (94.6% and 90.5% for boys and girls respectively) in 2008 and further to 92.9% (93.6% and 92.1% for boys and girls respectively) in 2009. However, in 2010 the NER dipped slightly to 91.4% (90.6% and 92.3 % for boys and girls respectively). Despite this impressive performance, there still exists gender and regional disparities in access and participation in primary education level as shown Fig 1.2 and 1.3 below.

Figure 1.1: Primary Schools Gross Enrolment Rate (GER) and Net Enrolment Rate (NER) nationally, 2004-2010



Source: Ministry of Education EMIS and Economic Survey, Various issues

1.7.7 It is the Government's policy within the context of EFA and the MDGs to enhance gender equity. The gender disparity in enrolment has been improving steadily and the disparity is relatively small with a gender parity index at primary level being constant between the years 2007 and 2008 at 0.94 and registering 0.98 in 2009. Special consideration will have to be given to the marginalised/vulnerable learners in ASALs and urban slums.

Analysis at the regional level shows unsatisfactory primary school enrolment levels in most ASAL counties. Garissa and Turkana have especially low NERs of 34% and 25% respectively against a national average of 91.4% in 2010. In general, the primary school NER for boys was higher to that of girls in most Counties except in some Counties in Central and Eastern Regions (see Table 1.2). The number of primary school teachers increased from 170,059 to 171,301 in 2009 and 184,873 in 2010, allowing for a PTR of 41:1, although within this there are regional disparities.

1.7.9 The Textbook-Pupil ratio (TPR) for lower primary has improved from one textbook for more than 10 pupils before 2003 to 1:3 by 2007, reaching 1:2 in 2008 and 2009. For upper primary TPR has improved from 1:2 in 2007 to almost 1:1 in 2008 and 2009 for the majority of schools. However, these have weakened sharply since 2009, and small schools with low enrolments do not benefit from economies of scale, and have ratios far higher than the national average.

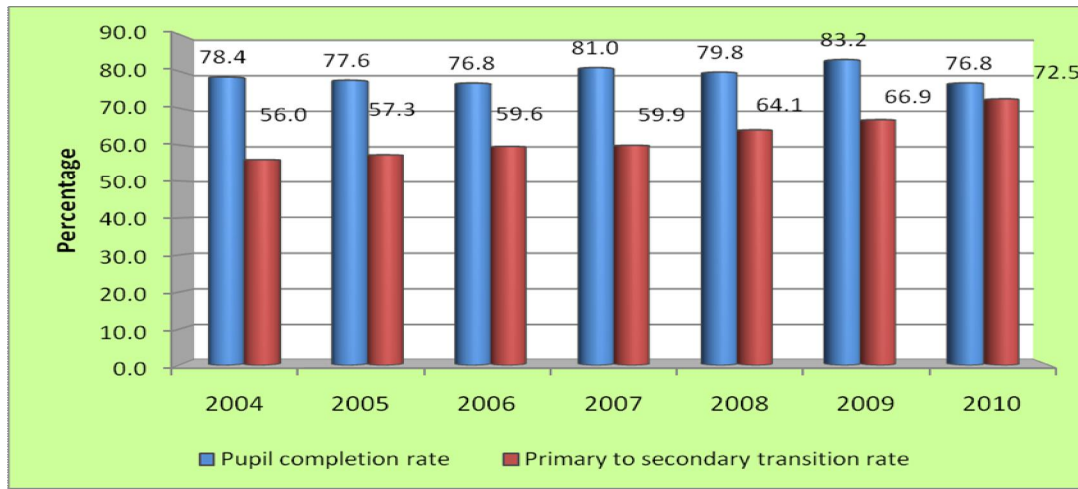
Table 1.2: Primary Education NER by County, 2009

	Male	Female	Total		Male	Female	Total
1 Murang'a	93.2	93.7	93.4	25 Trans Nzoia	81.8	84.3	83.1
2 Nyeri	92.1	93.1	92.6	26 Homa Bay	82.2	83.7	82.9
3 Kirinyaga	91.3	92.4	91.8	27 Nandi	80.9	84.7	82.8
4 Embu	90.4	92.1	91.3	28 Kakamega	81.1	83.9	82.5
5 Kiambu	90.4	91.2	90.8	29 Migori	81.7	83.3	82.5
6 Nyandarua	89.7	91.2	90.4	30 Busia	81.0	83.3	82.2
7 Machakos	89.4	90.7	90.1	31 Mombasa	80.6	81.6	81.1
8 Makueni	88.7	90.4	89.6	32 Laikipia	80.6	80.9	80.8
9 Bomet	87.9	89.6	88.7	33 National	76.2	78.3	77.2
10 Tharaka	87.3	89.1	88.2	34 Lamu	74.4	75.1	74.7
11 Kericho	87.4	89.0	88.2	35 Kajiado	73.2	73.0	73.1
12 Nyamira	87.6	88.7	88.1	36 Narok	69.5	69.7	69.6
13 Vihiga	86.1	88.9	87.5	37 Kwale	69.1	69.9	69.5
14 Elgeyo-Marakwet	86.3	88.3	87.3	38 Kilifi	67.9	69.0	68.5
15 Nairobi	86.6	87.2	86.9	39 Baringo	67.2	69.8	68.5
16 Kisii	85.9	87.4	86.7	40 Isiolo	63.2	63.7	63.5
17 Taita Taveta	85.6	87.3	86.5	41 Tana River	53.8	51.5	52.7
18 Nakuru	85.1	86.8	85.9	42 West Pokot	50.2	52.1	51.1
19 Uasin Gishu	84.0	86.2	85.1	43 Marsabit	49.0	47.7	48.4
20 Meru	84.1	85.9	85.0	44 Mandera	42.9	40.6	41.9
21 Siaya	84.0	85.7	84.9	45 Samburu	43.1	39.5	41.3
22 Bungoma	83.2	85.7	84.5	46 Wajir	35.9	32.9	34.6
23 Kisumu	83.2	84.8	84.0	47 Garissa	35.0	32.9	34.1
24 Kitui	82.3	84.9	83.6	48 Turkana	24.7	24.6	24.6

Source: Ministry of Education EMIS (2009)

1.7.10 Completion Rates are presently at 76.8% (79.2% boys and 74.4% girls) in 2010, although having declined from the previous year, 83.2% (88.3% and 78.2 % for boys and girls respectively) in 2009. Transition rates from primary to secondary increased marginally from 59.6 % (56.5 % for male and 63.2 % for female) in 2007 to 64.1 % (61.3 % for male and 67.3 % for female) in 2008, further increasing to 66.9 % (64.1 % for male and 69.1 % for female) in 2009 and to 72% in 2010.

Figure 1.2: Primary completion rate (PCR) and primary to secondary transition rate, 2004-2010



Source: Ministry of Education EMIS and Economic Survey, Various issues

Non formal Education

1.7.11 Non Formal Education (NFE) plays a critical role in increasing access to basic education especially in informal settlements and marginalized areas. These regions have low participation rates in formal primary education schools. In most instances Non Formal Education Centres (NFECs) follow a formal curriculum, although greater flexibility exists with regards standards of learning facilities and the wearing of uniforms. Currently there are 355 registered Non- Formal Education Institutions in the country with the majority in the Nairobi region.

Special Needs Education

1.7.12 According to the school mapping data set there are 3,464 special needs institutions (38.2% ECDE, 3.4% NFE, 54.1% primary and 4.3% Secondary) in the country with 2,713 integrated institutions and 751 Special Schools. Eastern region recording the highest number of SNE units at 734 while North Eastern had the lowest at 56. Among these, there are 10 public secondary schools for learners with Hearing Impairments, 3 for learners with Physical Handicaps and 4 for learners with Visual Impairments making a total of 17 secondary schools for learners with disabilities throughout Kenya. These figures show that access and participation of children with special needs is relatively low across the country. Generally access and participation of pupils with special needs is low and their needs are not being

specifically addressed, especially children with behavioural difficulties and those with various forms of learning difficulties and attention deficit. The emphasis on academic performance and examinations creates an unfavourable learning environment for children with special needs and disabilities and even moderate learning difficulties. This poses a challenge to the integration and inclusion of children with such disabilities in regular schools. The absence of reliable data on children with special needs across all levels of education, constrains effective special education service delivery and planning.

Adult Education

1.7.13 The provision of Adult Education throughout Kenya has been constrained because the department of adult education has been located in various ministries since 1966, and has not during that period been adequately funded. Meeting the goal of adult education requires structural and curriculum reform to fit it to the aspirations of the Constitution (2010) and the Kenya Vision 2030 in particular, to raise levels of literacy.

1.7.14 The Kenya National Adult Literacy Survey (KNALS, 2007), revealed that only 61.5% of the adult population has attained minimum literacy level, leaving 38.5% (7.8 million) adults illiterate. It also revealed that only 29.6% of the Kenyan adult population has attained desired literacy competency. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years are illiterate. The survey further revealed high regional and gender disparities in literacy achievements, with Nairobi recording a high of 87.1% and North Eastern province recording the lowest at 8%. The Medium Term Plan for Kenya Vision 2030 recognizes the need to have literate citizens and sets the target of increasing the adult literacy rate from the current 61.5% to 80% by 2012 and hence the need for expanding provision of adult education across Counties.

Secondary Education

1.7.15 The importance of secondary education globally has grown considerably especially in developing countries with the success of Universal Primary Education (UPE). Expansion of secondary education in Kenya has resulted from government, development partner, and private providers support for basic education over the past decade. A review of secondary education development in Kenya indicates that the number of secondary schools increased from 2,678 in 1990 to 3,999 (11.3% private) enrolling 0.870 million students in 2003 and

4,215 (13% private) schools enrolling 1.03 million students (10% in private schools) in 2006 and 1.7 Million in 2010 (8% private).

The number of secondary schools has increased from a total of 6,566 secondary schools in 2008 to 7,308 in 2010 against 27,489 primary schools in 2010, having increased from 26,206 in 2008. Enrolment grew from 1.18 million students in 2007 (639,393 boys and 540,874 girls) to 1,328,964 (735,680 boys and 593,284 girls) students in 2008 and further to 1,701,501 (914,971 boys and 786,530 girls) students in 2010. The GER for secondary increased from 27.3 % (28.8% for boys and 25.7% for girls) in 1999 to 47.8 % (50.9 for boys and 46.3 for girls) in 2010. The NER recorded an increase from 28.9 % (29.8 % for male and 27.9 % for female) in 2008 to 35.8 % (36.5% for boys and 35.1% for girls) in 2010 having progressively improved from 13.7% (13.5 for male and 13.9 for female) in 1999. Over the same period, Gross Enrolment rate (GER) rose marginally from 26.8% in 1990 to 32% in 2010. The gender disparity index as at 2009 stood at 0.96% up from 0.75 in 1990.

Table 1.3: Secondary Education NER by selected counties

		Male	Female	Total			Male	Female	Total
1	Turkana	3.8	3.1	3.5	25	Kericho	20.4	22.4	21.4
2	West Pokot	5.4	6.0	5.7	26	Meru	19.1	25.3	22.3
3	Garissa	7.2	6.5	6.9	27	Taita Taveta	20.7	25.6	23.1
4	Wajir	7.5	6.8	7.2	28	Homa Bay	24.0	22.6	23.3
5	Tana River	8.2	6.6	7.4	29	National	22.2	25.9	24.0
6	Samburu	7.5	8.1	7.8	30	Vihiga	22.5	27.8	25.2
7	Mandera	9.2	8.3	8.9	31	Uasin Gishu	23.8	29.9	26.9
8	Kwale	8.7	9.6	9.1	32	Kajiado	25.0	28.9	27.0
9	Marsabit	10.0	8.8	9.4	33	Makueni	24.2	30.4	27.2
10	Kilifi	10.6	10.4	10.5	34	Tharaka	23.9	30.6	27.2
11	Narok	9.9	11.3	10.6	35	Kisumu	28.1	28.3	28.2
12	Busia	16.7	15.9	16.3	36	Machakos	26.2	32.5	29.3
13	Lamu	15.6	17.3	16.4	37	Nakuru	29.7	34.9	32.3
14	Isiolo	16.6	16.9	16.7	38	Mombasa	33.6	31.5	32.5
15	Kitui	15.0	19.0	17.0	39	Laikipia	30.1	35.1	32.5
16	Bungoma	15.8	19.5	17.7	40	Embu	28.3	37.0	32.6
17	Baringo	16.2	21.0	18.5	41	Nyandarua	31.2	39.4	35.2
18	Nandi	16.2	21.7	18.9	42	Kisii	34.4	36.0	35.2
19	Migori	19.7	18.8	19.2	43	Kirinyaga	34.0	42.1	38.0
20	Kakamega	17.5	21.0	19.3	44	Murang'a	36.0	42.1	39.0
21	Elgeyo- Marakwet	17.4	22.2	19.8	45	Nyamira	37.9	43.2	40.5
22	Siaya	19.1	20.5	19.8	46	Nyeri	42.5	50.3	46.3
23	Bomet	17.9	22.1	20.0	47	Nairobi	49.0	47.2	48.0
24	Trans Nzoia	18.7	21.9	20.3	48	Kiambu	47.5	52.4	50.0

Source: Ministry of Education EMIS (2009)

1.7.17 Data presented in Figure 1.5 shows that Counties in Central and North Eastern regions had the highest and lowest NERs, respectively. A low NER of 3.5% for secondary education was recorded in Turkana County and a high of 50% in Kiambu County against the national average of 24.2%.

Technical Industrial and Vocational Education and Training

1.7.18 TIVET level enrolments have grown from 71,167 (36,541 male and 34,626 female) in 2006 to 82,843 (43,070 males and 39,773 female) in 2010. In 2008, two National Polytechnics (Kenya Polytechnic and Mombasa Polytechnic) were converted into University Colleges, leaving two National polytechnics, namely Eldoret and Kisumu. In addition, there were 25 Technical Training Institutes and 14 Institutes of Technology as well as 817 Youth Polytechnics and one (1) TIVET Teacher Training College. The TIVET sub-sector has been under resourced and requires considerable investment to improve infrastructure and equipment, including ICT.

Teacher Education and Management

University Education

1.7.19 Growth has also been witnessed in the university sub-sector. Enrolment has grown from 112,229 (68,345 male and 43,884 female) in 2006 to 180,978 (111,050 male and 69,928 female) in 2010. In 2009, there were a total of 31 public and private universities (including university colleges) as well as 23 university campuses. These higher education institutions are not evenly distributed across the country, with Nairobi having the highest number of public and private universities (13), while Coast and Western provinces has the least (2). The shortage of places to meet growing numbers of students exiting secondary education, and inadequate funding of higher education are key issues facing the sub-sector.

Private sector provision of education

1.7.20 A feature of the past ten years has been the increasing levels of private provision of education across all levels. In 2008, 924,192 primary school children representing 10.8% of total primary education enrolment were in private schools while 171,097 secondary school children representing 12.31% of total enrolment were in private secondary schools. However, growth in numbers of Private Secondary Schools has been restricted largely by the high cost

of establishing such facilities as science and computer laboratories, the lack of land and more generally through the absence of incentives for potential entrepreneurs.

1.7.21 The Government acknowledges the need to create incentives to encourage Private Sector investment in education. Sessional Paper No 1 of 2005, and now this policy paper will propose further measures, including the need to address issues related to land, taxation and bureaucracy.

Key Challenges across the Sector

1.7.22 Although there has been marked progress towards realising universal primary education (UPE), and increasing access to secondary and other levels of education across the sector, retention of pupils, especially at the primary level, remains a problem. In spite of continuing to receive the highest percentage of budgetary allocation over the last decade, especially since the launch of (FPE) and (FDSE), quality remains a major issue across the entire spectrum of education sector, and will form the focus of Government's attention over the next decade.

1.7.23 Major challenges include:

- (i) Weak governance, management and unaccountable implementation of education services overall;
- (ii) Weaknesses in the management of teachers, particularly regarding the deployment and development of teachers, and the reluctance to discipline absentee and under-performing teachers;
- (iii) Weak financial management systems across the sector, the lack of transparency, predictability of funding and understanding of the flow of resources and information within and across the system, has resulted in the misappropriation of funds;
- (iv) Associated with this is the disproportion in the unit cost across sub-sectors where funding of Higher Education remains a challenge in spite of receiving 12% of the education budget.
- (v) Wastage and high numbers of children out of school mainly due to the prevalence of user charges and other diverse factors;
- (vi) High level of teacher pupil ratio compounded by a shortage of experienced teachers, yet the existence of large numbers of unemployed teachers because funding and deployment of teachers has not been rationalised;

- (vii) Overcrowded classrooms in some schools that compound the issue of poor quality education in public schools;
- (viii) Teacher training programmes that are viewed as being largely unfit for purpose and in need of radical reform;
- (ix) Shortage of places in secondary schools to absorb primary education graduates, who in turn are forced to join the swelling ranks of the unskilled and unemployed youth;
- (x) Inadequacies in the provision of educational infrastructure, especially in Arid and Semi-Arid Lands (ASAL) areas where the provision of alternative forms of schooling are non-existent; and
- (xi) Failures to ensure and meet the educational needs of vulnerable children and young adults, and those young persons requiring specialist support, equipment and disability friendly environment.
- (xii) Prevalence of high levels of adults illiteracy. Diminished community/parental support for government initiatives regarding FPE and FDSE.
- (xiii) Addressing the challenges of reaching the hard to reach children in the country.
- (xiv) Gender and regional disparities.
- (xv) Addressing the need for a more flexible curriculum and assessment system.
- (xvi) Addressing management limitations especially the coordination of establishment of new schools.
- (xvii) Improving the collection, management and use of planning and financial information.

Implications of the Constitution of Kenya (2010) on Education and Training Sector

1.8.1 The new Constitution makes provision for the rights of Kenyan people to education and the provision of education services. In particular:

- (a) **Article 10(1)** of the Constitution states that the national values and principles of governance are binding on all State organs, State officers, public officers and all persons whenever any of them (a) applies or interprets the Constitution; (b) enacts, applies or interprets any law; or (c) makes or implements public policy decisions.
- (b) **Article 10(2)** of the Constitution sets out the national values and principles of governance. These include *inter alia*, the sharing and devolution of power, the rule of law and the participation of the people; equity, inclusiveness, equality, human rights,

non-discrimination and the protection of marginalised groups, good governance, integrity, transparency and accountability, and sustainable development.

(c) **Article 11(2) (b) and (c)** of the Constitution recognises the role of science and indigenous technologies in the development of the nation, and the promotion of intellectual property rights of the people of Kenya.

(d) **Articles 20, 35, 42, and 43** of the Constitution state clearly that every person has the right to education. If the State claims that it does not have the resources to implement the right, a court, tribunal, or other authority shall be guided by the principle that it is the responsibility of the State to show that the resources are not available to meet that constitutional right. The State will give priority to factoring in access to vulnerable groups or individuals (women, older members of society, persons with disabilities, children, youth, members of minority or marginalised communities, and members of particular ethnic, religious or cultural communities). Every citizen has the right of access to information held by the State and information held by another person and required for the exercise or protection of any right or fundamental freedom. The State shall publish and publicise important information affecting the nation.

(e) **Articles 53, 54, 55, 56, 57, and 59** of the Constitution have provisions on children's right to free and compulsory basic education, including quality services, and to access educational institutions and facilities for persons with disabilities that are integrated into society, to the extent compatible with the interests of the person. This includes the use of Sign language, Braille or other appropriate means of communication, and access to materials and devices to overcome constraints arising from the person's disability. There are also provisions on access for youth to relevant education and training; access to employment; participation and representation of minorities and marginalised groups in governance and other spheres of life, special opportunities in educational and economic fields, and special opportunities for access to employment. The rights of minorities and marginalized groups to reasonable access to water, health services and infrastructure are also enshrined, as is that it is incumbent upon government to develop a culture of human rights, promote gender equality and equity and facilitate gender mainstreaming in national development.

(f) **Articles 62, 63, 66** refer to public land which will be vested in and held by a county government in trust for the people resident in the county, and shall be administered on their behalf by the National Land Commission; unregistered

community land to be held in trust by county governments on behalf of the communities for which it is held; enactment of Parliament of appropriate legislation ensuring that investments in property benefit local communities and their economies. The articles are relevant since educational infrastructure is constructed on public, and or community land.

(g) Articles 174, 175, 176, 189 and Schedule 4 of the Constitution have provisions on the devolution of services to county governments, ensuring equity, access, quality and special attention to the minorities and marginalised groups.

(h) Articles 201(a), (d), and (e), 226, and 227 have provisions on Public Finance relating to transparency, accountability, and appropriate governance of public monies.

(i) Chapter 13 and its articles on the Public Service provides for the values and principles of public service.

(j) Article 237 on the Teachers Service Commission accords special status to the TSC.

1.8.2 Key Issues to be addressed

There are three main sets of issues relating to Education in the Constitution.

1.8.2.1 The Bill of Rights

(a) The Constitution affirms the right of all Kenyans to education. *Article 21* recognizes the fundamental duty of the State and every state organ to observe, respect, protect, promote and fulfil the rights and fundamental freedoms outlined in the Bill of Rights.

(b) The right to education includes both duties and obligations which are to be realised immediately and those which are subject to progressive realisation. The obligation to ensure free and compulsory basic education and the prohibition of discrimination in education are, for instance, immediate obligations. These also qualify as "minimum core obligations" which apply regardless of available resources. On the other hand, most of the obligations relating to the right to education are to be realised progressively according to the maximum available state resources.

(c) Whilst the detailed implications of this Rights Approach to free and compulsory education and related services will need to be determined, it is clear that people will increasingly demand their rights through a more empowered civil society. The provisions of *Article 46 (1 a, b)* are important as they grant consumers the right to goods and services of

reasonable quality and to information necessary for them to gain full benefit from goods and services. Education as a service must meet minimum quality standards, which suggest there will be an increase in pressure for improved education service delivery and quality, with comparisons being made between counties concerning meeting declared indicators and results.

1.8.2.2 Devolution to the counties

The Constitution of Kenya (2010) places major emphasis on decentralization with strong governors and autonomous counties. There are many issues still to be resolved, such as the relationship between the central government, the counties and the urban local governments. However, it is likely that the initial change process will be fast, as the new county structures are required to be in place by early 2013. The following are specific issues to be addressed:

(a) *Education as a national responsibility*

(i) The constitution envisages that education will continue to be primarily a national responsibility. This has important implications for National level resource distribution, and the decentralised decision-making.

(ii) Major issues/concerns relating to education service delivery include;

- The respective roles of the national and county governments, and between counties and educational institutions;
- Financing arrangements.

(b) *Decentralisation*

Decentralisation of the education sector to the school level is relatively well established. The national Government could retain the responsibility for setting policy, allocating the national education budget, supervising and regulating the education system. In order to avoid over-centralisation of decision-making and implementation, there is particular need to determine:

(i) The specific education functions that could be devolved from the National to the County governments. This implies distributing existing administrative staff away from the national ministry to devolved levels. There is the opportunity to strengthen County governments to assist the National line ministry to better supervise, legislate, regulate, monitor and evaluate the

education system. The devolved functions would require revising Performance Contracting and appropriate accountability measures;

(ii) Whether each county will have its own education department/unit. County level authorities shall provide the day-to-day operational support through devolved functions and be empowered appropriately to ensure that accountability is promoted and maintained.

Responsibility for managing and implementing education service delivery could also be effectively devolved further. The role of the current provincial, district, division and zonal level education authorities, including Boards of Governors (BOGs), School Management Committees (Primary) SMCs, and Parents-Teachers Association (PTA) will be reviewed and redefined. These sub-authorities shall be mapped onto county education service delivery systems with authority being given to implement the national policies, and to provide quality assurance and relevant education through county level mechanisms.

(c) ***Resource allocation***

Much will depend on decisions regarding key human resource issues, including recruitment procedures by counties, staff salaries and allowances, and the qualification framework. It is likely that some specialist staff will continue to be recruited and employed centrally. It is envisaged that the counties will receive funding equivalent to 15% of total revenue and access to an equalization fund

There are issues to be resolved regarding:

- (i) the criteria for allocating the Constituency Development Fund (CDF) if this continues to exist (under guidance from the Resource Allocation Commission),
- (ii) policies towards user fees, and
- (iii) the cost of transferred, new and proposed, functions and services.

Whilst it is usual practice to define functions and then determine resource needs, the current situation in Kenya has been in the reverse, with funding having been defined up-front and resourcing the exact functions of the ministries and districts determined by that. With devolution it will be necessary for Government to fully embrace programme based, demand driven budgeting.

(d) **Management**

There are issues related to the management of the sector, especially as the Constitution makes the Teacher Services Commission (Teacher Management), a former Semi-Autonomous Government Agency (SAGA), a statutory Commission. Its relationship with the MoE will have to be clarified and established. Similarly, there are the other SAGAS with specific mandates which will have to be reviewed in light of the new Constitution, including the Kenya Institute of Education (KIE) - Curriculum Development, the Kenya Education Management Institute (KEMI) - Sector capacity building, the Kenya National Examination Council (KNEC) - Examinations and Certification, Jomo Kenyatta Foundation (JKF), the Kenya Literature Bureau (KLB), the Kenya Institute of Special Education (KISE) and the Centre for Mathematics, Science and Technology in Africa (CEMASTEA), School Equipment Production Unit (SEPU), Board of Adult Education (BAE).

(e) **Infrastructure**

There are many issues relating to school infrastructure across the sector.. The introduction of ECDE as part of basic education, makes the need to address this, critical. While the introduction of the counties brings new opportunities for service delivery improvements, there are potentially considerable resource implications of the devolution of functions which will need to be considered carefully.

All of the above issues need to be seen within the context of pressing on with major reforms within the education sector. *Inter alia*, these relate to embracing shared responsibility for education, introducing credible governance and anti-corruption measures, education sector policies at ECDE, TIVET and University education levels.

Ministerial reorganization

1.8.3 Under the Constitution of Kenya (2010), the Cabinet will be limited to not fewer than 14 and not more than 22 cabinet secretaries, which means that there will be a reorganisation of Ministries. The Ministry of Education (MoE) and the Ministry of Higher Education, Science and Technology (MoHEST) may merge into a single ministry, which will result in a re-definition of the roles and responsibilities of possible new departments.

Functions remaining at the national level shall include: education policy, standards, curriculum, examinations, granting of university charters, universities, tertiary educational institutions, institutions of research, higher learning and primary schools, special education,

secondary schools and special education institutions (Constitution 2010, schedule 4). There will be changes to the design and implementation of the National Education Sector Investment Programme (NESIP). Whilst the process of merger could bring about efficiency improvements, there is the risk that newly-achieved gains in basic education from the creation of a separate ministry for that purpose in 2008 could be lost. For this reason an agreed percentage of the Education budget shall be established and ring-fenced for Basic Education and only reviewed every three years.

Kenya Vision 2030 and Education and Training

1.8.4 Kenya Vision 2030 places great emphasis on the link between education and the labour market, the need to create entrepreneurial skills and competences, and the need to strengthen public and private sector partnerships. This has considerable importance for the structure and focus of the education system and curriculum. It also has considerable relevance to teacher development at all levels starting from ECDE to university; and trainers for high technology and technical skills. Consequently the government has given serious consideration to changes to the 8-4-4 structure, the introduction of technical and academic curriculum pathways, and the centrality of ICT to teaching and learning. Kenya Vision 2030 also recognises the need for a literate citizenry and sets targets for eliminating adult illiteracy whilst increasing learning achievements.

CHAPTER TWO: ENHANCING ACCESS AND EQUITY

Introduction

2.1 The 2010 Kenya Constitution has provisions for children's right to free and compulsory basic (ECDE, primary and secondary) education, including quality services, and to access educational institutions and facilities for all persons including those with disabilities. According to the Constitution, there should be adequate participation and representation of minorities and marginalised groups in all spheres of life. This marks a distinct shift to a Rights Based agenda from the hitherto supply side policy and, as such, has fundamental importance to the way in which education services are provided and to the structure of the education system.

2.2 *Kenya Vision 2030* recognizes that education and training of all Kenyans is fundamental to the success of the Vision. In order to realize the national development goals, relevant and quality education and training is required to meet the human development needs of a rapidly changing and a more diverse economy. A major challenge remains in ensuring and enhancing access, equity and education standards especially in marginalized regions and deprived urban areas.

2.3 Despite the progress made over the last decade in enhancing access, retention, quality completion rates and gender parity in education and training, the sector continues to face major challenges.

Early Childhood Development and Education

2.4 The provision of ECDE involves households, community and Government efforts in the integrated development of children in the 0-3 year old and 4-5 year old age range.

2.5 Access to this sub-sector, together with equity and quality of provision, is constrained by various factors, including an insufficient number of trained teachers, an inadequate number of ECDE centres, limited availability of teaching and learning materials, limited community participation, and inadequate nutrition and health support services.

2.6 To address these challenges, the Government shall implement the following policy:
Implement free and compulsory ECDE for all 4 to 5 year olds in Kenya.

2.7 To implement the above policy, the Government shall employ the following strategies:

- i) Implement the ECDE policy, strategic development and implementation plan;
- ii) Set quality standards and develop an ECDE performance framework;
- iii) Ensure that all primary schools have an ECDE unit;
- iv) Create funding modalities for ECDE to include; start-up grant, capitation grant, school feeding, maintenance and development of infrastructure;
- v) Mobilise resources and engage stakeholders;
- vi) Develop and implement appropriate ECDE programmes for all children with special needs, including the vulnerable and disadvantaged groups;

Primary Education

2.8 Kenya is a signatory to the Jomtien Agreement (1990) and Dakar Framework for Action (2000) to achieve the EFA and Millennium Development Goals (MDGs) by 2015. The Government's commitment to provide formal education is best evidenced by the considerable investments made in education.

2.9 In 2003 the Government introduced Free Primary Education which has enhanced access to education for both boys and girls. However, learning outcomes in literacy, numeracy and essential life skills remain poor. The primary sub-sector is reported as continuing to experience many challenges, including; high pupil-teacher ratios, overcrowded classrooms, high levels of teacher absenteeism, high levels of pupil absenteeism and ultimate drop-out, increased number of orphans due to HIV and AIDS, inadequate infrastructural development, weak governance and financial management, un equitable deployment and weak management of teachers, and gender and regional disparities. More pronounced disparities exist in arid, semi-arid and deprived areas in urban conglomerations, whilst counties with the worst teacher-pupil ratios also have the worst learning outcomes. It is notable that in some schools, teachers are employed by parents to make good the shortage of teachers.

2.10 Teacher quality remains a major challenge with issues concerning teacher absenteeism, the competence of teacher trainers, curriculum relevance and inadequate training resources of particular concern.

2.11 The challenge remains of providing an education which takes account of spiritual, social, security, moral and cultural practices which impede access and equity.

2.12 The Government has already adopted the principle of Child-Friendly Schooling, and accepts that schools shall not exclude, discriminate or stereotype on the basis of difference, respects diversity and ensures equality of learning for all children. It further accepts that schools shall respond to diversity by meeting differing circumstances and needs of children based on gender, social class, ethnicity and level of ability,

2.13 To address these challenges, the Government shall adopt the following policies:

- (i) All primary schools shall be Child-Friendly.
- (ii) Implement automatic transition and transfer between grades and levels of education.

2.14 To implement the above policies, the Government shall employ the following strategies:

- (i) Require the efficient utilisation of resources, human and physical, especially as regards teacher deployment, management and development, and the introduction of CPD for teachers.
- (ii) Implement the policy of inclusive education for special needs pupils.
- (iii) Provide School-feeding in distressed areas.
- (iv) Adopt and implement:
 - The Policy Framework for Nomadic Education in Kenya
 - The National Adult and Continuing Education Policy.
 - The National Special Needs Education Policy Framework of 2009.
 - The policy for alternative provision of basic education and training.
 - The Health and Nutrition Policy of 2011.

- The Gender Policy in Education of 2007.
 - The education sector on HIV/AIDs of 2011
- (v) Sensitise communities on the Children's Act, Chap 586 and enforce it;
 - (vi) Require schools and communities to identify excluded children and to ensure their enrolment.
 - (vii) Ensure the implementation of an all-inclusive education policy by removing all barriers to disadvantaged groups.
 - (viii) Expand the Government supported school feeding programme, and encourage communities to provide the midday meal.
 - (viii) Expand and strengthen mobile primary schools and low cost boarding primary schools, where day schools are inappropriate, to improve access and retention.
 - (vii) Integrate the *Madrassa/Duksi* system into the formal education system in predominantly Muslim regions to improve access and retention.
 - (viii) Sensitize parents on the need to enrol and retain girls in schools and make school environment gender sensitive.
 - (ix) Address factors that enhance gender parity.
 - (x) Conduct a needs assessment to provide baseline data for implementing alternative modes of delivering education, including home schooling.
 - (xi) Operationalize the Nomadic Education Policy framework so as to address the challenges in the provision of education in ASALs.
 - (xiii) Fast track the establishment of National Council for Nomadic Education in Kenya (NACONEK).
 - (xxiv) Provide low cost boarding schools in Arid and Semi-Arid Lands (ASALs).

Secondary Education

2.15 The Government is already implementing measures to improve access and quality in secondary education and through the implementation of Free Day Secondary Education (FDSE). This has led to increased enrolment from 1.03 million students in 2006 to over 1.7 million pupils by 2010, with an increase in the transition rate from 60% in 2006 to over 69% in 2009. In addition to these measures, the MoE, through Kenya Education Management Institute (KEMI), continues to strengthen the capacities of secondary school managers. Under targeted programmes the Government is rehabilitating schools and improving the provision of teaching and learning materials.

2.16 The average annual public unit spending for secondary education is 5 times that of primary education suggesting that greater efficiencies are required.

2.17 Expanding provision for all in the secondary education sub-sector is a major challenge because of limited facilities. In addition, opportunity and other costs, the imposition of levies and other fees by schools, the perceived lack of relevance of the curriculum and the lack of fit between what is taught and the needs of the world of work do not provide sufficient incentives to parents and learners to keep their children in school. An unfriendly school environment, high levels of teacher absenteeism, especially in rural areas, poverty at the household level, negative effects of the HIV and AIDS pandemic and rising repetition rates, all drive learners away from secondary schooling.

2.18 There are only 17 public secondary schools that integrate special needs education within their formal programmes.

2.19 An inequitable distribution of teachers, teaching and learning resources exists between the three categories of secondary schools (National, Provincial and District), with National schools receiving the highest priority, followed by provincial schools. Performance in national examinations is skewed in favour of National and Provincial Schools.

2.20 Youth in Arid and Semi-Arid lands and informal settlements are further disadvantaged by the limited number of schools and school places available, the costs thereof, and the perceived inappropriateness of the curriculum. Regional disparities present a major challenge in making quality secondary education affordable in all parts of the country.

2.21 The MoE acknowledges the need to develop a policy framework for teacher education and CPD.

2.22 The MoE also acknowledges the need to reform the secondary school curriculum with the emphasis shifting from knowledge reproduction to knowledge production and, to make ICT central to it. Learners exiting current secondary schools have limited skills and abilities to join the world of work; they lack an ability to choose the type of trade or work they may wish to join at either middle or tertiary level.

2.23 In order to address these challenges, the Government shall implement the following policies:

- (i) Apply strategies to ensure equity of resourcing and the efficient utilisation of resources, human and physical, especially as regards teacher deployment, management and development Fully integrate secondary education as part of basic education;
- (ii) Ensure access to secondary education to all children;
- (iii) Ensure inclusive education for learners with special needs and disabilities.
- (iv) Adopt and implement gender policy.
- (v) Provide school-feeding in distressed areas;

2.24 To implement the above policies, the Government shall employ the following strategies:

- (i) Re-categorisation of schools
- (ii) Employ effective monitoring and accountability mechanisms to enhance spending effectiveness;
- (iii) Ensure establishment of a minimum of 3 streams in each secondary school.
- (iv) Regularly review staffing norms to enhance appropriate teacher development and utilization of teachers;
- (v) Develop a Teacher Development and Management Policy, and through it institute CPD for all teachers;
- (vi) Address the issue of teacher absenteeism;
- (vii) Revise and strengthen teacher conditions of service, increase the number of weekly contact hours to 20-24 hours, and introduce performance contracts for all teachers; (TE)
- (viii) Develop the use of itinerant teachers
- (ix) Strengthen mechanisms for holding teachers accountable to the schools and communities they are serving; (TE)
- (x) Review the current system of issuing life-long teaching certificates;
- (xi) Improve the deployment of teachers;

- (xii) Strengthen the school inspection services; (quality)
- (xiii) Revise the curriculum and make ICT central to it; (curriculum)
- (xiv) Through county education board, regularly review and rationalise fees and levies in secondary schools in order to reduce the cost burden on parents and communities;
- (xv) Develop professional assessment programmes to identify children with special talents and abilities and support by offering them specialised teaching and training. (curriculum)
- (xvi) Expand the provision of targeted low cost boarding schools for persons with severe disabilities, those living in ASALs, children living under difficult circumstances, and children at risk;
- (xvii) Strengthen affirmative action in secondary education to address the needs of the marginalized and/or those in difficult circumstances.
- (xviii) Mobilise additional resources to finance the construction and rehabilitation of schools and provide equipment to deserving areas, especially ASALs and urban slums. (F)
- (xix) Develop mechanisms to ensure the re-entry of girls who drop out of school due to pregnancy and early/forced marriage.
- (xx) Sensitise stakeholders and communities to discard socio-cultural practices that prohibit effective participation of girls and boys in secondary school education, and enforce legislation against the violation of the Children's Rights.

Special Needs Education

2.25 Special needs education requires appropriate adaptations to curricula, teaching methods, educational resources, medium of communication and the learning environment in order to cater for individual differences in learning. Special needs education is important for human capital development as it prepares those who would otherwise be dependents to be self-reliant. Traditionally, Special Educational Needs education has been provided in special schools, integrated schools and in special units attached to regular schools Provision of educational services has often been skewed towards four traditional categories - hearing impairment, visual impairment, mental retardation and physical handicap leaving out all other areas. Areas left out include learners with Autism, Gifted and Talented, Emotional and Behavioural Difficulties and specific learning disabilities. . More recently provision has been extended to such children in regular schools through the policy of inclusivity.

2.26 The main challenges relating to access and equity in the provision of education and training to children with special needs include; cultural prejudice and attitude, the reluctance to implement guidelines on the implementation of the SNE policy and inclusivity, a lack of data on the number of children with special needs, and inadequate tools and skills for assessing and identifying learners with special needs.

2.27 In order to address these issues, the government shall adopt and implement the following policies:

- (i) Adopt and implement inclusive education.
- (ii) Integrate special education programmes in all learning and training institutions and ensure that the institutions are responsive to the education of learners with special needs and disability.

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

- (i) Adopt and implement inclusiveness education in all institutions. Design and implement programmes that enhance inclusive education in all institutions;
- (ii) Implement affirmative action to enable gifted and talented learners, learners with special needs and disabilities to access secondary, tertiary and university education;
- (iii) Restructure KISE and enhance its capacity to enable it to play a more effective role in the training of teachers and other personnel working for and with learners with special needs and disabilities, including tailored courses for Head teachers and educational managers to support inclusive education;
- (iv) Mobilise funding for Special Needs Education and other support for research in the field of special needs education;
- (v) Develop and standardize diagnostic assessment tools to facilitate the early identification, assessment and placement of learners with special needs;
- (vi) Implement inclusive education programmes in pre-service and in-service teacher training.
- (vii) Establish and fund EARCs at County level.
- (viii) Mobilise funds to ensure that all schools have adapted ICT facilities to support the learning of learners with special needs and disabilities.

- (ix) Adopt a multi-sectoral approach to support health services.
- (x) Enhance capacity building for EARCs.
- (xi) Strengthen the multidisciplinary approach in assessment of children with special needs and disabilities.
- (xii) Establish pilot special needs schools, integrated programmes and inclusive schools as centres of excellence at county levels.
- (xiii) Establish a national centre (institution) to coordinate acquisition and production and repair of specialized and assistive devices.

Adult, Continuing and Non-Formal Education

2.29 The Government recognises the important role played by Adult and Continuing Education (ACE) as a vehicle for transformation and empowerment of individuals. ACE and NFE offer opportunities for those outside the formal school system to benefit from education. For this reason, ACE and NFE programmes are consciously designed to meet specific learning needs. Despite the importance of adult education, the Kenya National Adult Literacy Survey (KNALS, 2007) has revealed that only 61.5% of the adult population has attained minimum literacy level, leaving 38.5% (7.8 million) adults illiterate. It also revealed that only 29.6% of the Kenyan adult population has attained desired mastery literacy competency. About 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years are illiterate. The survey further revealed high regional and gender disparities in literacy achievements with Nairobi recording the highest at 87.1% and North Eastern province recording the lowest at 8%. The Medium Term Plan for Kenya's Vision 2030 recognizes the need to have literate citizens and sets a target of increasing the adult literacy rate from the current 61.5% to 80% by 2012.

2.30 Challenges that have affected Adult and Continuing Education programmes over the years include the absence of an all-inclusive ACE policy framework, poor strategic planning, lack of trained literacy and adult education teachers, a high turnover of staff and volunteer teachers, limited resource allocations and infrastructure. Although the Government established the Directorate of Adult and Continuing Education to coordinate the relevant programmes, it has not been adequately resourced. As a result access to ACE and NFE programmes are low whilst gender disparities are high. ACE and NFE is affected by a negative image. The lack of teaching and learning materials, the application of appropriate

quality assurance mechanisms, and without co-ordinated service delivery, leaves the sub-sector in need of major reform and resourcing. A further issue concerns the transition of adult learners from primary to secondary education and the appropriateness of the curriculum.

2.31 In order to address these challenges, the Government shall adopt the following policy:

The provision of quality ACE and NFE services and programmes

2.32 To implement the above policy, the Government shall employ the following strategies:

- (i) Define ACE, NFE, NFS, informal sectors and determine the respective roles, responsibilities and inter-connections
- (ii) Develop an ACE and NFE strategic and implementation plan with sustainable funding, including an analysis of cost-sharing options.
- (iii) Review Adult Basic Education and Training (ABET) curriculum.
- (iv) Finalise and implement the ACE and NFE policy.
- (v) Implement National Qualification Framework (NQF) with clear linkages to the formal education and training system Harmonise all legal provisions dealing with ACE and NFE .
- (vi) Establish and implement strategies to work with other private sector partners and NGOs to mobilise funds to develop and implement targeted ACE and NFE programmes.
- (vii) Strengthen research, monitoring and evaluation of ACE and NFE programmes.
- (viii) Strengthen quality assurance in all ACE and NFE institutions.
- (ix) Enhance the capacity of ACE and NFE trainers..

Education for Marginalised Communities

2.33 The Constitution states that "marginalized group means a group of people who, because of laws or practices before, on, or after the effective date, were or are disadvantaged by discrimination on one or more of the grounds in Article 27 (4)"

2.34 Government identifies marginalised groups, nomadic or communities as those who live in geographically isolated areas or in areas of overcrowding (slums) or in conditions

considerably from the dominant society. It has endeavoured to promote access, equity and transition in education and training through the introduction of Free Primary Education (2003) and Free Day Secondary in (2008). The MOE together with other stakeholders has implemented various programmes with varying degrees of success to support the most vulnerable children, girls, and women in the Arid and Semi-Arid lands, urban slums.

2.35 Despite the gains in access and equity since the launch FPE and FDSE there still remain pockets within Kenyan communities which have remained unreached for a host of reasons; economic, cultural, social, and political. These groups are diversified and have different educational needs. As a result different strategies are required to address issues affecting them.

2.36 In general, marginalised communities are characterised by not having a clear institutional framework to oversee the development and implementation of policies and strategies developed by the State, They live in both high and low population concentrations, whilst in addition pastoralists, for example, have religious obligations which require children to attend Madrassa/Duqsi schools in addition to whatever formal education arrangements are provided by the state. High levels of poverty and lack monetary resources generally exist. In nomadic areas few teachers have a nomadic background whilst stigmatization can occur on grounds of special needs, cultural and other practices such as FGM and early marriages.

2.37 In view of the above, the government shall adopt the following policies:
Make provision for equitable, quality education to Marginalised Groups

2.38 To achieve the above policies, the government shall adopt the following strategies:

- (i) Develop a coherent education strategy and implementation plan to address the needs of Marginalised Groups;
- (ii) Adopt an holistic approach to pastoralist education;
- (iii) Establish rescue centres to cater for vulnerable girls;
- (iv) Sensitize communities on the needs of marginalised and out of school children;
- (v) Where appropriate, boost wireless transmission to increase radio coverage and reception and develop relevant radio content for marginalised children;

- (vi) Ensure the provision of proper water and sanitation in schools, immunization and regular de-worming of all school going children at school level, supplementary feeding and registration of births at school level;
- (vii) Prioritise the introduction of capitation/development grants to all Non-Formal Education Centres/Schools to ensure availability of funds for tuition and relevant instructional materials;
- (viii) Work with other providers of Non-Formal education to be able to address issues of accommodation, infrastructure, staffing, HIV/AIDS, water, sanitation, health and nutrition.
- (ix) Regularise the employment of teachers in non-formal schools.
- (x) Make it easier for schools to register with the MoE.
- (xi) Introduce and operationalise a flexible curriculum policy for NFE schools.
- (xii) Develop learning resource materials to support NFE schools

CHAPTER THREE: STRUCTURE OF EDUCATION AND TRAINING

3.1 In 1984 the Government abolished the 7-4-2-3 system of education and A-levels and restructured education and training to the current 8-4-4 system. The rationale behind this was to make the education system more practically oriented and more responsive to the needs of the country and its people. However, anticipated results did not materialise in spite of rationalising the curriculum. The heavy emphasis on academic examinations promoted only the cognitive domain. It led to social injustice by categorizing schools and favouring only the intellectually gifted. Together with limited increases in the number of places for learners in secondary education, nearly 80% of learners leave school to join the informal sector. The education system has unintentionally depicted them as failures and widened the gap between rich and poor. It has divided the nation into white collar workers and labourers with associated attitudes and has created a generation of young people with inappropriate attitudes to work. Further, it leaves little room for the development of technical skills, innovation and the exploitation of individual talents. Learners exiting the system at the end of either primary or secondary school levels often have limited skills and abilities to join the world of work, and often lack a career or trade focus.

3.2 The challenge facing the Government of Kenya is to harness the skills and competencies that are presently being lost and to provide an education system which meets the aspirations of Vision 2030, and which provides its young people access to an equitable and relevant quality education. At the heart of this vision will be a curriculum which will provide knowledge, skills, competencies and values to enable learners to move seamlessly from the education system into the world of work, with further academic, technical and vocational education adding value to what has been acquired through the schooling system. It will shift the emphasis on knowledge reproduction to knowledge production.

3.3 The envisaged structure shall re-affirm the right of all Kenyans to Basic Education (Articles 43 (f), 53(1b), 53 (2), 54 (b), 55 (a) and 56 (b) of the constitution, 2010); re-affirm the right of all Kenyans to an education system which is responsive to the aspirations of Vision 2030; promotes national values and citizenship; provides for life-long learning and equips citizens with appropriate knowledge, skills and competencies to be competitive in a globalised world. It shall give prominence to general academic, talent, technical and vocational education across all phases of the education system and guarantee access for all.

3.4 To address the challenges in the current structure and national aspirations, the Government shall adopt the following policy:

Develop an appropriate structure aligned to the Constitution 2010 and the Vision 2030

3.5 To implement the above policy, the Government shall employ the following strategies:

- (i) Design an appropriate structure of education and training which honours the Constitution 2010 and in particular article 10 (2).
- (ii) Develop a phased implementation plan.
- (iii) Revise the Basic Education curriculum and all instructional materials and provide funds to meet basic operational and maintenance costs under Free Universal Basic Education (FUBE)
- (iv) Mobilise additional resources for the development of physical facilities and infrastructure in all counties, especially in regions with high poverty levels including ASAL areas.
- (v) Build teachers' capacity for curriculum delivery and assessment within the structure designed.

CHAPTER FOUR: STRUCTURE AND ASSESSMENT OF THE CURRICULUM

Relevance of the Curriculum

4.1 The National Goals of Education embodied in Vision 2030 focus on enlarging learners' knowledge, experiences and imaginative understanding as well as developing an awareness of moral values and capacity for life-long learning. At the heart of this vision is a curriculum which will provide knowledge, skills, competencies and values to enable learners to move seamlessly from the education system into the world of work, with further academic, technical and vocational education adding value to what has been acquired through the education system.

4.2 Curriculum is defined as 'a plan for providing learning opportunities and experiences to the learners in order to achieve the educational goals and specific objectives required by Kenyan society'. It is the sum total of the learning opportunities presented to the learner (Education Act, Cap 211).

4.3 The current primary and secondary school curriculum was reviewed in 2002, followed in 2004 by a review of the primary teacher education curriculum and the diploma teacher education curriculum in 2007. More recently in 2008, Kenya Vision 2030 established clear priorities for the curriculum, whilst the Constitution of Kenya (2010) and on-going changes in the broader economic environment following the signing of the East African protocol impact directly on the shape and priorities of the curriculum,.

4.4 Vision 2030 calls for a curriculum which accommodates individual and corporate social responsibility, and moral and ethical values. It also calls for the development of technical and entrepreneurial skills and competencies. The content of basic and higher education, therefore, shall need to be designed to equip all learners with relevant knowledge, skills, competencies and values, enabling learners to develop to their full capacity, enhance the quality of their lives, able to make informed decisions and predisposed to engage in life-long learning. Aligning the curriculum to address the aspirations of Vision 2030, the Constitution and the East African Community protocol is a national priority.

4.5 The summative evaluation of primary and secondary school curricula (Republic of Kenya, 2009) identified gaps in the current curricula. Whilst the content of the curriculum

addresses patriotism and national unity, it is argued that inculcating these values has been less successful because carrier subjects like history and government and religious studies are optional subjects at the secondary level. Further, much of the primary and secondary school curriculum content relegates practical skills necessary for economic development to non-examinable subjects. The acquisition of requisite practical, technological and entrepreneurial skills is not addressed and, has created a situation where the study of practical and vocationally orientated subjects is regarded as the least desirable option to learners.

Curriculum content

4.6 In addressing the need to construct a balanced education curriculum aligned to delivering the aspirations of Vision 2030, the Government shall focus on core educational outcomes, independent of the subject being taught, and on developing a repertoire of skills and competencies required by all learners and teachers. These include:

- Literacy, numeracy, and enquiry skills (the ability to read, write, compute, research and process information), and the teaching thereof;
- Thinking skills (the ability to comprehend, synthesise, evaluate and apply information), and the teaching thereof;
- Communication skills (the ability to communicate verbally, in sign language, and in writing; to talk, listen and act on directions), and the teaching thereof;
- Observation and investigative skills (the ability to find and record information, observe, review and assess), and the teaching thereof;
- Application and transferable skills (the ability to make and create things, demonstrate and use skills and competencies in more than one context), and the teaching thereof;
- Social and ethical skills (the ability to understand, empathise, respond appropriately and to make wise ethical decisions), and the teaching thereof;
- Entrepreneurial skills (the ability to take independent and productive action based on an ability to review and evaluate that action), and the teaching thereof.

The Government shall review the percentage time within the curriculum allocated to the development of these skills and the allied assessment weighting given to each throughout the curriculum. Guide lines shall be developed to operationalise this approach in planning and timetabling.

4.7 The school curriculum shall therefore ensure that these skills and competencies are developed in an incremental way across all subjects, irrespective of how the curriculum is constructed and what subjects are being taught, but taking into consideration the age of the learner. Further, in any scheme of work and series of lessons, teachers shall be able to assess the extent to which activities included in designed to develop skills of reading, listening, comprehending, problem-solving, writing, communicating, speaking, investigating (discovering), making, doing and practising.

4.8 Core teacher competencies shall be aligned with delivering the above, and all teachers shall be able to demonstrate the following skills and competencies:

- Practical competencies in teaching learners to acquire literacy, numeracy and enquiry skills.
- Practical competencies in planning teaching and learning.
- Practical competencies in teaching and managing a class (especially with large numbers of pupils in difficult environments and those with special needs and disabilities).
- Practical competencies in using print and electronic media as a creative learning resource and in making and using other teaching and learning materials.
- Practical competencies in monitoring, assessing, recording and reporting children's progress and using this information to inform further planning.
- Curriculum subject knowledge and understanding.

Guide lines shall be developed which includes the percentage time within the curriculum allocated to the development of these skills, the allied assessment weighting given to each throughout the curriculum and the indicators of performance.

4.9 In order to make the curriculum specifically relevant to Vision 2030; emphasis shall be focused on technology, innovation and entrepreneurship, talent development, and the need for schooling to be more closely related to the world of work. Because technology relies heavily on the use of ICT, the provision of ICT facilities across the education sector shall be a Government spending priority.

4.10 East African Community (EAC) member countries (Tanzania, Uganda and Rwanda) are moving towards a competency based curriculum and assessment. The examination oriented Kenyan curriculum shall be revised and competencies and skills, , will be assessed. The introduction of standardised assessment testing across the Basic Education cycle will address this need. Further, at present technical subjects are offered in limited number of secondary schools only, and as a result, few students are exposed to them early enough.

4.11 To address the above issues the Government shall implement the following policy

Reform the curriculum in line with relevant provisions of the Constitution 2010 and aspirations of Kenya Vision 2030.

4.12 In order to address this policy, the Government shall employ the following strategies:

- (i) Undertake a major reform of the curricula and the assessment thereof across all levels of education and training in order to align it with the Constitution and to ensure that the aspirations of Kenya Vision 2030 are met and emphasis placed on developing the repertoire of skills and competencies necessary to achieve these goals.
- (ii) Develop a progressive assessment framework which identifies the knowledge, skills and competencies that will be assessed at each cycle.
- (iii) Review and develop print and electronic teaching and learning materials to ensure that the content addresses the skills and competencies framework, and that they are aligned with the Constitution (2010), especially with regards to equal opportunity, gender and civil rights.
- (iv) Mobilise and secure funding for a massive expansion in ICT provision across the sector.
- (v) Strengthen school quality assurance mechanisms.

Assessment and Examinations

4.13 The current summative assessment at the end of primary cycle does not adequately measure learners' abilities while school based assessment is not standardised. In addition, there has been widespread malpractice examination. Assessment is no longer seen as part of the teaching and learning process but as a means of determining who can move to higher education in ever decreasing numbers. In essence, the current system of summative

assessment at the end of the various cycles together with the limited availability of student places at secondary and higher education level dictates the teaching/learning process towards examinations as opposed to learning. It creates failures and fails to identify individual aptitudes, skills and competencies.

4.14 To address the above shortcomings in assessment and examinations, the Government shall implement the following policy:

Introduce standardised assessment of core learning outcomes, transferable skills and subject related knowledge.

4.15 In order to implement this policy the Government shall adopt the following strategies:

- (i) The Kenya National Examinations Council (KNEC) shall be renamed the Kenya Education Assessment Council (KEAC) to reflect the specific focus of its work;
- (ii) Require KEAC to develop standardised competency based assessment tests items (Competence Assessment Tests (CATs), to assess core competency areas, and to align each to all specific levels within the Basic Education cycle. KEAC shall make teas battery of these tests items available to teachers via the internet.
- (iii) Require schools to introduce regular cumulative assessment using the Competence Assessment Test items (CATs). This assessment shall include termly tests and a final scholastic assessment test at key points in the education cycle. The curriculum and textbooks shall be revised to ensure knowledge and core skills and competencies that will be tested are fully covered.

Standards and Quality Assurance (QAS)

4.16 Developing and maintaining standards in education and promoting quality education remains a major challenge across education systems throughout the world. Quality in Education is the degree to which education can be said to be of high standard, satisfies basic learning needs, and enriches the lives of learners and their overall experience of living (UNESCO, 2000).

4.17 There is a strong link between the quality of provision and retention rates. If parents and learners do not perceive the value of going to school and staying in school, they will leave. It is known that if learners understand and clearly perceive the link between schooling and obtaining a job, the incentive to remain in school increases.

4.18 This poses two challenges to the Government; the first is how to develop and maintain the quality the provision of education and training - the second is how to narrow the gap between schooling and work, and to establish clear links between them.

4.19 In order to develop and maintain quality of provision, Government believes it is necessary to have systems and structures which guarantee the independence of the process of Quality Assurance.

4.20 Given the heavy investment in education (6.4% of GDP), it is a matter of considerable concern to the taxpayer that it is not getting value for money from the education sector. Whilst enrolment rates at primary and secondary levels have increased, learning outcomes have not done so. One reason, amongst others, is that the application of measures for quality assurance and standards are not functioning adequately. Minimum quality standards are not being achieved, nor are schools being regularly inspected and teachers, schools and the institutions managing them being held to account.

4.21 At present, the Ministry of Education has a Directorate of Quality Assurance and Standards (QAS) mandated by the Education Act of the Laws of Kenya Cap 211 to undertake issues of quality and standards through independent assessment/ inspection. The Directorate's functions include establishing, maintaining, improving quality and standards in all educational and training institutions whether public or private other than Universities. However, the directorate suffers from a lack of funding to conduct its work, it is understaffed, and personnel require capacity building to effectively meet the challenge of decentralisation. Further, the directorate does not have the authority to take action against underperforming schools and individuals, or indeed to hold the Ministry of Education to account for failing to resource its work satisfactorily.

4.22 To address these challenges the Government shall implement the following policies:

- (i) Establish an independent Education Standards and Quality Assurance Commission (ESQAC). It will be the national custodian of standards and quality in education and it will hold to account all service providers across the education sector, including *inter alia* the MoE, CHE and the TSC. ESQAC will concern itself with the effectiveness of

government's education policy implementation, strategic planning, resource mobilisation and the management of resources by ministries and institutions concerned with education, and their management bodies.

- (ii) Reconstitute the current Directorate of Quality Assurance and Standards in the MoE with decentralised services to County, sub- county and school level;

4.25 To implement the above policies the government shall employ the following strategies:

- (i) Ensure that ESQAC sets up an appropriate infrastructure, prepares annual plans, programmes and reports, and appoints and trains Associate Assessors;
- (ii) Enhance school-based quality assurance capacities in collaboration with stakeholders;

National Qualifications Framework (NQF) and National Assessment System (NAS)

4.26 A formal NAS and NQF framework listing all public and private sector assessment and the qualifications awarded does not exist in Kenya. Although at a school level KNEC examinations are uniform throughout Kenya irrespective of region or the rural/urban divide, various private institutions and professional bodies offer international or their own qualifications. No register of these qualifications, their award criteria or the skills and competencies required exist. As a result there is no means of ensuring the integrity of Kenyan qualifications or any way of assessing whether international qualifications meet national norms and standards and, vice versa.

4.27 A National Qualifications Framework (NQF) is a structure for developing, describing and systematising the relationships across qualifications. It provides a way to compare qualifications, and to ensure that they are quality assured and recognised both nationally and internationally. A NQF is the set of principles and guidelines by which records of learner achievement are registered to enable national recognition of acquired skills and knowledge. Such a framework is an integrated system for encouraging life-long learning. The framework makes a hierarchical distinction between qualifications and categorizes them by level. At this stage, little is known about the comparability of these qualifications internally within Kenya or of those offered internationally.

4.28 To address issues of the comparability of international qualifications, to facilitate the mobility of learners, and to improve academic and professional qualification, various

countries have developed National Qualification Frameworks. For example the Bologna Process is harmonizing all academic qualification in Europe, to the benefit of students and academic staff across the European Union. A start has already begun in Kenya to assess foreign qualifications, especially in the case of foreign teachers teaching in Kenya, and to harmonise national qualifications within the East African Community.

4.29 The development of an all-encompassing NQF brings other gains. NQF includes descriptive and accreditation indicators for each qualification level hence national and international qualification equivalences can be arrived at. Such indicators also allow institutions to assess what credits an individual can transfer between institutions thereby facilitating the mobility of learners and graduates. Most important of all is that a NQF can assist learners to make informed decisions about qualifications they need; they can compare levels of different qualification and identify clear progression routes within a chosen career. It also allows for course developers to state clearly the credit-worthiness of courses and programmes. It is also an essential tool for institutions wishing to place their courses on the internet.

4.30 To address these issues the Government shall implement the following policy:

Introduce a National Qualifications Framework for Kenya

4.31 To implement this policy, the Government shall employ the following strategies:

- (i) Develop a National Qualification Framework; which encompasses all educational and professional qualifications; identifies the various profiles (level descriptors, learning outcomes, credit ranges); indicates what learners are expected to know, understand and able to do on the basis of the given qualification; indicates how learners may move between qualifications and levels in the education system; and lists the criteria and procedures for the verification of framework comparability.
- (ii) Test, certify and apply the framework to all local and international qualifications.
- (iii) Establish an interagency and inter-ministerial institution to develop, administer and coordinate the NQF in Kenya as recommended by the report on the Harmonization of the Legal Framework on Education, Training and Research.
- (iv) Equate and harmonise all national and foreign qualifications that are available at the Basic and Higher Education level.
- (v) Specifically develop a Credit Accumulation Scheme to cover all validated Continuing

Professional Development so that such programmes can be credited towards further qualifications.

Mentoring, Moulding and Nurturing of National Values

4.32 The majority of today's learners are faced with numerous personal challenges that require them to make life-defining decisions often early on in their lives. Increasingly younger people have to handle issues dealing with sexuality, peer pressure, drug and substance abuse, harmful traditional practices and negative media influences. At the same time they have to make sense of broader political and social changes. Providing young people with support and guidance to assist them to manage these issues effectively forms a critical part of education. The government accepts that the family and parent community have a major role to play in this regard, but nonetheless argues that education is required to provide guidance and support through the provision of life skills programmes.

4.33 The Government also believes that for Kenya to become a stable, middle income country, proud of its achievements and able to take its rightful place in the community of nations, it is necessary that national values are shared and understood by the population as a whole; recognising that ethnic divisionism will destroy this goal.

4.34 In spite of pockets of good practice in some schools and institutions, guidance, counselling and mentoring services currently do not exist in sufficient depth, nor is it provided in a comprehensive or coherent manner. Specifically, it does not address in a holistic way career/business guidance, personal development and educational mentoring. Teachers generally lack the skills necessary to provide this support, and there is lack of clarity on how parents and teachers and others can work together to provide life skills support and training, and advice on entry into the world of work.

4.35 The Government through the Ministry of Education offers education guidance and counselling services dealing with children with learning difficulties and maladjustment. It also manages Special Schools for children with severe learning difficulties in conformity with the national special education needs policy. Pockets of good practice exist, but identification of children and provision generally is unsatisfactory. The present Special Education Needs policy includes provision for the inclusion of learners with mild learning disorders in main

stream schools, for which few teachers have the capacity to identify and manage this group of learners.

4.36 The major challenges faced by the government include the absence of valid data, a clear understanding of the extent of these challenges, inadequate funding for the ministry's Guidance and Counselling Unit, and an overall lack of capacity in the nation's schools to provide both general guidance and counselling support and mentoring to all learners. There is need to introduce mentoring and moulding programmes in education institutions with a view to inculcating national values in order to promote national unity and cohesiveness.

4.37 To address the above challenges the Government shall implement the following policy:

Introduce a guidance, counselling, moulding and mentoring policy for all Kenyan schools.

4.42 To address the above policy, the government shall employ the following strategies:

- (i) Reaffirm the Government's commitment to the UN Convention on the Rights of the Child (CRC) (1989) and Convention of the Rights of Persons with Disability (2006).
- (ii) Undertake a major review of the provision and effectiveness of Guidance and Counselling, Moulding and Mentoring across all education institutions;
- (ii) Require all schools and teacher training institutions to implement the guidance, counselling, moulding and mentoring policies, and provide materials in support of this.
- (iii) Develop with sponsors, parents and faith groups rules, guidelines and operational principles governing their engagement in this area.
- (iv) Develop guidelines and establish implementation mechanisms for peer mentoring.
- (v) Mobilise sustainable funding for the provision of these services.

CHAPTER FIVE: GOVERNANCE AND MANAGEMENT OF EDUCATION AND TRAINING

5.1 Since independence in 1963, Kenya's education sector has witnessed a rapid quantitative expansion. In 2010 both public and private institution figures were: ECDE - 38523, primary - 27489, secondary schools - 7308, TTCs 238 (ECDEs /primary/secondary) -, TIVET 818, and universities - 32. However, this growth has brought concerns over the general quality of education offered in education and training institutions. The quality of teaching, management and the provision of resources are generally blamed for this.

Governance of the Education Sector

5.2 Governance is the process of providing policy leadership, oversight and strategic guidance on the management of resources and the delivery of services as well as the formulation and implementation of sound policies and regulations. The Constitution of Kenya (2010) has given the issue of governance in the provision of public services considerable significance. However, the potential exists for conflict over the roles and responsibilities for the delivery of education services in a devolved constitutional structure.

5.3 The current Education Act bestows upon the Minister for Education considerable discretionary power in the management and governance of the education sector. In almost all public education and training institutions, the Minister has power to appoint the members of the respective governing bodies and the heads of institutions. Most of these bodies are required to refer most matters of decision-making to the Minister. This creates inefficiency and encourages patronage. It also grossly undermines the independence of governing bodies, and delays administrative action from being taken. Inadequate or weak systems of checks and balances allows mismanagement to go without punishment. Further, the present Education Act does not adequately define the roles of parents, communities, civil societies, professional groups, teacher unions, sponsors, teachers, learners and other stakeholders in the provision and governance of education and training.

5.4 Presently, overall policy leadership is bestowed on the government through the twin Ministries of Education and that of Higher Education, Science and Technology. These ministries are headed by separate Ministers with each having parallel accounting officers (the

Permanent Secretary) and a range of directorates. Under the PS Ministry of Education, there is an Education Secretary heading the technical work of the Ministry, working with and overseeing six directorates (DACE, DBE, DQAS, DSTE, DFOS, and DPP&EAC). Further, each directorate is subdivided into divisions with respective officers responsible for specific educational activities, roles and responsibilities under their mandate.

5.5 Management of education is also devolved to the provinces headed by PDEs and DEOs in charge of primary, secondary and tertiary education in their areas of jurisdiction. Provincial education offices have departments with staff responsible for different education activities and functions. Although the management structure is different in cities and municipalities, where ECDE and primary education are under local education authorities (falling under the Local Government Ministry) with departments and staff to oversee curriculum delivery and quality assurance of ECD centres and primary schools, evidence of similar decision-making delays exists.

5.6 A major weakness of the present structures is mismanagement of resources and the general non-accountability which occurs across all levels. Funds sent directly to institutions and those managed by MoE offices are at times not properly utilized for intended purposes. Weak accountability, ineffective monitoring and tracking systems coupled with an over-centralized, hierarchical and bureaucratic decision-making system encourages mismanagement. Work that ideally should be carried out by field officers is being carried out by MoE headquarters..

5.7 Harmonisation of the work between different agencies such as TSC, KNEC and MoE is weak, with especially the multiplicity of codes being used resulting in delays, inconsistencies and even paralysis of operations. In the absence of legal provisions guarding against misinformation or non-cooperation in the provision of required data, heads of units and institutions can provide inflated data in order to receive more funding. Unreliable data has effectively rendered the Educational Management Information System (EMIS) functionally ineffective.

5.8 Misunderstanding and confusion exist over the role of Sponsors and the Ministry of Education with regard to ownership, management and appointment of heads and teachers of

faith-based sponsored schools. This situation has led to some sponsors asserting undue influence on the running of schools.

5.9 Institutional governance organs such as the PTAs and BoGs are perceived to have insufficient authority to enable the efficient management of institutions. In spite of their significance in governing schools, Parents□Teachers□Associations (PTAs) have no legal standing. The current Education Act fails to provide legal recognition for their effective participation.

5.10 Under the Constitution of Kenya (2010), 47 Counties have been created together with 290 constituencies. Reconfiguring governance at the national, county, constituency and institutional level is now mandatory. Whereas the Constitution requires devolution in the management of education, policy-making will remain a Ministry headquarters responsibility. Implementation of education services will be separated, with local management bodies being given the powers to act within the Constitution according to education act 2012.

5.11 To address these challenges the Government shall implement the following policies:

- (i) Delegate the delivery of basic education to County level with the MoE headquarters concerning itself with national education policy and sector performance; education sector planning and financing, coordination and regulation; curriculum oversight and assessment; and partnerships.
- (ii) Establish a National Education Board (NEB) whose role will be to advise the Cabinet Secretary on all matters concerning education in the country.

5.12 To implement the above policies the Government shall employ the following strategies;

- (i) Finalise a single Act of Parliament to govern education.
- (ii) Rationalise Headquarters and County level staffing.
- (iii) Establish the position of Director General of Education (DGE) responsible for the implementation of education across the sector.
- (iv) Rationalise and refocus the Semi-Autonomous Governments Agencies (SAGAs) responsible for the development and management of various aspects of Education and Training.

- (v) Establish County Education Boards (CEB).
- (vi) Define the functions and membership of County Education Board (CEB).
- (vii) Establish the post of County Directors of Education (CDEs).
- (viii) Recognise the role of Parents□Teachers□Associations (PTA) in the Education Act.
- (ix) Establish an Education Office at the county and sub □ county levels.
- (x) Establish a Board of Management (BoM) and Parents□Teachers□Association (PTA) at institutional level.
- (xi) Establish Governing Councils for TTCs institutions.
- (xii) Establish Student Councils (SCs) for educational institutions with effective representativeness.
- (xiii) Develop codes of conduct and regulations for BoMs, PTAs, CEBs and SCs and Sponsors and establish clear roles and responsibilities..
- (xiii) Institutionalise financial tracking and auditing in all learning institutions at county level.
- (xiv) Develop regulations which hold management bodies individually and collectively liable for any loss, misuse or embezzlement of funds under their dockets.
- (xv) Hold all officers in the Ministry of Education personally liable for any loss, misuse or embezzlement of funds. Create guidelines, sanctions and penalties for officers who give false information or fail to participate in the accounting process.
- (xvi) Strengthen both the finance and internal audit unit and systems.
- (xvii) Require Counties to employ relevant non- teaching and support staff for basic education institutions.
- (xviii) Create well-defined schemes of service for non- teaching and support staff.
- (xix) Institutionalize the Education Management Information Systems within the MoE and County Offices.

Management of the Education Sector

5.13 Basic Education in Kenya is managed by the MoE and various institutions including and the TSC. The sector's unsatisfactory management performance is evidenced in: poor management and lack of good governance; impropriety in financial management; weak accountability; high staff turnover; poor service delivery; poor national examination results; and infrastructural decay in a number of education and training institutions.

5.14 Issues exist over the capacity of provincial, district and county auditors to undertake the work required, and whilst procedures and rules governing the financial management of institutions exist, they are not being effectively applied. Audit reports are often sent back too late for any meaningful action to be taken by respective institutional management teams. Primary and secondary schools either do not employ bursars/accounts clerks for lack of funding, or have employed finance management staff with questionable qualifications. Patronage in appointments is rife, whilst the process and manner of their employment, often compromises professional independence. The situation is exacerbated by deploying persons to management positions direct from the classroom without relevant induction. Some are not being interviewed for these positions.

5.15 Training and capacity development for School Management Committees and Boards of Governors is limited. Sector co-ordination among different players is weak, with roles and responsibilities not clearly defined. Evidence exists of undue political interference in the appointment of institutional managers. Poor establishment mapping and planning, staff shortages and inefficiencies are the result, whilst the absence of minimum professional qualifications and guidelines, standards and benchmarks for the appointment of institutional managers compound the situation. Communities feel alienated as they are not being involved in the management and governance of their schools.

5.16 To address these issues, the Government shall implement the following policies;
Reform governance and management across the education sector.

5.17 To implement this policy the Government shall employ the following strategies:

- (i) Review and revise all governance and management structures across the sector and linkages between them to ensure they are fit for purpose.

- (ii) Review and revise all conditions of service, terms of reference, deployment criteria and procedures with a view to operationalising a performance contract system across the MoE and TSC at national and local level.
- (iii) Review and define the role of sponsors, investors and financiers across the education sector.
- (iv) Provide for appropriate community representation in the management and governance of education institutions.
- (v) Increase the number of county level auditors so that schools are audited at least once a year.
- (vi) Establish and implement minimum qualifications and competencies for all levels of management in the sector;
- (vii) Establish and implement open and competitive processes for the identification of and appointment of institutional managers;
- (viii) Develop a scheme of service providing for employment by the MoE of high integrity institutional accountants (bursars), accounts clerks and other support staff;
- (ix) Clearly delineate roles, responsibilities and expectations of stakeholders at institutional level, with attendant reporting lines and accountability structures;
- (x) Require all school managers to sign legally binding performance contracts with associated targets for purposes of appraisal.
- (xi) Develop a system of capacity building which provides regular in-service training with successful completion thereof having a bearing on promotion.
- (xii) Establish a system that incorporates effective participation of learners, parents and teachers in the day to day management of institutions.
- (xiii) Establish transparent legal procedures for dealing with the misappropriation of public resources, including holding officers collectively and individually accountable for the refund of plundered resources and their immediate removal from public office.

Human Resource Development and Management

5.18 Human capital is one of the most critical resources needed for social-economic development of an organization or nation. Successful nations and individual organisations invest heavily on human resource capacity development. Therefore, a critical mass of educated people who are equipped with appropriate knowledge, skills and attitudes is required in order to achieve the country's political, economic and social goals that are articulated in Kenya Vision 2030. For these aspirations to be achieved there is need for the Ministry of Education to be an efficient and effective organization This requires enhanced capacity by way of informed and pro-active leadership; clear

management goals, targets and structures; development and implementation of a staff development policy and an effective system of staff appraisal. Where this does not exist, it will have to be developed.

Human Resource Development: Administrative, Management and Support Personnel

5.19 Major issues exist in turning the MoE into a learning organisation with highly skilled and motivated personnel. These relate to not having prioritised funding for Human Resource Development (HRD), a failure to develop a clearly articulated institutional staff development plan, and more specifically for being slow to address staffing and equipment needs. Apart from existence of staffing vacancies in most cadres, there is also inefficient staff management and utilization..

5.20 The new governance configuration outlined in the Constitution of Kenya (2010) requires adequate decentralized structures.. A gap between competencies and the responsibilities of education staff exists in relation to assignments undertaken. The basis for deploying officers is seldom adhered to. There is a high turnover of staff especially at mid-to-higher job levels resulting in cases of officers having stagnated in one job group indefinitely within the Ministry.

5.21 The absence of systematic deployment together with low staffing levels has led to officers undertaking work outside their areas of expertise. This has made it extremely difficult for MoE to achieve expected performance levels, whilst high staff turn-over has led to low staff morale as staff focus on resolving most urgent and immediate activities and failing to think strategically. A system of formal staff capacity building has been slow to develop.

5.22 At institutional level, apart from a lack of capacity and the absence of policy guidelines to assist members of the BOGs and SMCs, there is no provision for training these officials. In certain technical areas, especially ICT, lack of capacity and allied resource gaps are such that persons are virtually unproductive. This has serious implications for the overall quality of service delivery.

5.23 Devolution under the Constitution will mean that staff will be rationalized with some being deployed to the counties. For both those who remain in headquarters and those devolved, capacity building will be required to enable them to meet new roles and responsibilities.

5.24 To address the above challenges, the government shall implement the following policies:

- (i) Adopt a policy of Change Management by transforming the MoE into a learning organization.
- (ii) Make Human Resource Development central to the MoE's activities.

5.25 To implement the above policies, government shall employ the following strategies:

- (i) Establish a clear national picture of the authorised/approved staff establishment levels for the education sector and create a list of all vacancy levels; taking into account operational requirements, geographical context (counties), gender balance requirements, age profile of existing staff, experience and skill profiles of existing staff and staff required by areas of specialization
- (ii) Establish clear staffing norms taking cognizance of the current devolution and all emerging issues, and recruit sufficient and qualified personnel for the education sector at all levels.
- (iii) Develop and institute an effective HRM policy throughout the MoE which ensures that officers enjoy an acceptable work-life balance.
- (iv) Decentralize the appointment of Board of Managers (BOMs) to the counties so as to eliminate delays in constituting these management bodies as well as ensure strict adherence to criteria on minimum qualifications of members to these bodies.
- (v) Implement a policy of individual performance contracting linked to annual appraisal and performance pay.

Human Resource Development: Teacher Education and Development

5.26 Kenya currently has seven public universities offering initial teacher training courses, whilst there are 21 public teacher training colleges offering certificate courses for training in primary teaching and 3 public teacher training colleges offering diploma level training. There are several private institutions offering a similar range of programmes.

5.27 Teacher education in Kenya is provided for the following levels: pre-primary (certificate level), primary (certificate level), secondary (diploma level) and secondary (graduate level). Programmes of study are also offered at university level (for secondary school teachers) and teacher training college level. Pre-primary and primary teacher training courses focus on pedagogy and, where appropriate, subject knowledge content. Secondary teacher training courses concentrate on

subject knowledge in two subject areas and the pedagogy on the teaching thereof. In addition students are required to follow courses in education theory. The balance of time allocated to theory and practice is a matter of debate, with the argument now moving towards a greater emphasis on teaching and teaching methods, leaving the more theoretical aspects of education to be addressed in post-graduate programmes.

5.28 Many scholars have pointed to the questionable impact of much teacher training, arguing that working habits acquired by persons who become teachers in the early stages of their own schooling tend to stay with learners to some degree throughout their learning or teaching careers. The hardest element to change and the major challenge facing the profession concerns changing instructional practices towards greater collaborative relationships between teachers and learners. Researchers who have conducted learning assessments for lower graders in Kenya have recently confirmed that there is ineffective teaching in schools, which leads to low levels of achievement. Teaching and learning are what ultimately make a difference in the mind of the learner, and thus affect knowledge, skills, attitudes and the capacity of young people to contribute to contemporary issues. Therefore, action needs to be taken to improve teaching and learning processes in Kenyan schools so as to develop an appropriately skilled human resource for the country.

5.29 The general consensus is that Teacher Education in Kenya has not kept pace with developments that have occurred throughout most developed countries. Policy framework for teacher education is absent while at the same time teacher education and the teaching profession are not well defined as teachers do not have a clearly defined career development plan. To make matters more complicated, few teacher educators have teacher training qualifications and even fewer have recent and relevant primary or secondary school teaching experience. In the face of resource constraints, there are neither policies for the recruitment and career development of teacher educators as a specialist cadre within the teaching profession, nor is there a clear career and professional route to becoming a teacher educator.

5.30 It has been acknowledged that at the subsector levels, the teacher education curriculum for ECDE, primary and secondary school teachers is outdated, overloaded and very theoretical in nature. There is a weak link between teacher training colleges and higher education institutions, especially universities who train them. Neither Teacher Education nor Teaching has been professionalised in Kenya. Currently, the minimum entry grade to primary teacher education is 'C plain' (at KCSE) while at secondary level, students entering teacher training at universities are not the highest

qualified students. Furthermore, there is no adequate screening of applicants for pre-service training to ensure that only those who have an interest in teaching join teacher training colleges.

5.31 To address the above challenges, the government shall implement the following policies:

- (i) Professionalise teaching and teacher education.
- (ii) Make Continuing Professional Development (CPD) of teachers and teacher educators a contractual entitlement.
- (iii) Outsource all CPD and INSET provision to appropriate organizations on competitive basis.

5.32 To address the above policies, the Government will employ the following strategies:

- (i) Undertake an in-depth study of teacher education in Kenya focusing on improving the quality of teachers and teacher educators.
- (ii) Develop and implement a teacher education policy, which has at its centre the Continuing Professional Development (CPD) of teachers and teacher educators.
- (iii) Develop a teacher development and management policy.
- (iv) Require that TSC implements a scheme for all teachers and teacher trainers to develop their own personal CPD plan on a three year basis, and to monitor their performance and achievement on the basis of these plans.
- (v) Fund CPD on the basis of an annual grant to teachers (a teachers' capitation grant) for their exclusive use to buy validated CPD training services.
- (vi) Require TSC to manage the CPD process, and to account for the relevant expenditure annually.
- (vii) Require KICD to vet all CPD training for fitness for purpose, and assign credit points to each training package which may be used as credits towards higher diploma or degree awards.
- (viii) Make ICT a priority area for CPD for all teachers.
- (ix) Establish a teacher education directorate to co-ordinate the development of teacher education nationally.
- (x) Build the capacity of teachers in developing and using school based assessment of learning achievements, paying special attention to the acquisition of literacy, numeracy and enquiry skills.

CHAPTER SIX: FINANCING, INVESTMENT AND RESOURCE MOBILIZATION

6.1 Public spending on education and training increased from Ksh.92.6 billion in 2005/6 to Ksh.160 billion in 2009/10; accounting for 28 percent of the aggregate public expenditure in 2005/6 and 26 percent in 2009/10. The country's education expenditure as a percentage of GDP remained fairly constant, ranging from 6.1% in 2005/6 to 6.4 % in 2009/10. Recurrent spending, predominantly administration and teachers' salaries, accounted for 91% of education sector public spending in 2009/10.

6.2 The unit public spending at secondary education was 3.8 times higher than that of primary education in 2010 and constituted 58 percent of the GDP per capita. Technical and university education public unit spending were 8 times and 14 times higher than that of primary education; respectively. Public spending per capita at Technical and university education were 124 and 214 percent of the GDP per capita which was about Ksh.56,267 in 2010 at market prices. These costs exclude the off-budget expenditures such as household spending on education and off-budget financing by development partners and Non-Government Organisations. These disparities shall be addressed.

6.3 Although low income groups benefit more from primary education expenditures, they benefit the least from investments at secondary and tertiary education compared to high and medium income groups. The gains for poorest quintile at primary level are estimated at 24.7 percent; 9.5 percent for secondary and 1.9 percent for tertiary education². Gains for richest quintile are 27.2 percent and 70 percent, at secondary and tertiary education respectively. This points to the need to increase access to post primary education among low income groups in order for education and training to play a more significant role in poverty reduction and to address income inequalities, and ensure sustainable development and in developing high technology skills identified in Kenya Vision 2030.

6.4 Despite the introduction of Free Primary and Free Day Secondary Education, 1.9 million primary school age children and 2.7 million secondary school age children were out of school in 2009 (2009 Census). This was mainly because school managers in both public primary and secondary school levels re-introduced levies. These levies comprise of PTA charges, extra tuition charges, examination fees, sports fees and boarding fees, among others. All these off-budget

² Demery L. and Gaddis (2009). Social Spending, Poverty and gender Inequality in Kenya

expenditures add to the high cost of schooling in Kenya. Fees in private education institutions are high when compared to public education institutions, yet increasing numbers of parents are sending their children to private schools; arguing that quality is better and teacher absenteeism lower.

6.5 Co-ordinating the mobilization of resources in the sector is poor. Physical infrastructure development especially those funded through decentralized funds such as the Constituency Development Fund (CDF) and Local Government Transfer Fund (LATF) is not clearly linked to central government spending and recurrent sector spending. This has resulted in the emergence of small and unviable schools in some localities, many without qualified teachers or with limited numbers of teachers.

6.6 The Kenya Constitution (2010) (Article 43 (1) (f)) makes education a right of every Kenyan and underscores the importance of education in sustainable development. The provision holds that every child has a right to free and compulsory basic education; and access to affordable tertiary education, training and skills development. Provision of basic education is also provided for as a basic human right in the Bill of Rights implying that citizenry will hold the state accountable in ensuring that every school age going (age 4-17 years) child is in school. This is consistent with the national education targets, Education for All (EFA) and Millennium Development Goals (MDG) targets on increasing access, equity, quality, relevance, efficiency and effective management of education and training.

6.7 Recent sector reforms and envisaged sector expansion requires the development of mechanisms for ensuring sustainable financing of education and training in the country. The number of entrants to the ECDE level is projected to increase from 1.9 million pupils in 2010 to approximately 2 million pupils in 2012 (71% public) and 2.5 million pupils (75% public) by 2015. Total primary school enrolment (public and private) will increase from 9 million pupils in 2009 to 10 million (92% public) in 2012 and 11.5 million (93% public) by 2015. Total secondary school enrolment is projected to increase to 2.18 million students in 2012 (93% public) and to 2.4 million students (93.5% public) by 2015.

6.8 In view of the above, financing and resource mobilisation of education and training will be guided by the principles of affordability; needs-based resource allocation including capitation grants; efficiency in resource utilisation; partnerships; strong decentralised financing and accountability

systems; and effective coordination. Overall, education and training financing sources will include financial outlays by central and county governments, private sector providers of educational services, religious organizations, civil society, foundations, the private sector and Non-Governmental Organisations; households, communities and other stakeholders.

6.9 The envisaged expansion of the education sector also assumes an increased participation by the private sector in the provision and financing of education and training, particularly at the secondary, technical, tertiary and university levels. The government shall develop and implement a policy framework that promotes private investment across all levels of education. It shall also improve and facilitate private school registration as well as learn from the private sector on how to inculcate the culture and practice of quality assurance and supervision. The aim will be to remove constraints and to facilitate on private participation in education whilst maintaining quality standards, and to make private education more attractive to private investors.

6.10 The government shall uphold the overall policy for quality improvement but will aim to reduce the cost of education to households through the provision of teachers, teaching and learning materials and grants to schools to cover operational and maintenance expenses under the Free Primary education (FPE) and Free day Secondary education (FDSE) policy. Needs-based capitation grants shall be allocated to learners in ECDE, primary, secondary, special needs education, adult education and not-for-profit non-formal schools that meet set criteria.

6.11 The building of new schools/classrooms and the rehabilitation and maintenance of existing facilities will continue to be the responsibility of the (central and county) government, communities and households. Community and household support will be based on agreed guidelines and aimed at reducing the cost burden of education on communities and households.

ECDE

6.12 The Fourth Schedule, on the Distribution of Functions in the Constitution of Kenya (2010), allocates the responsibility of planning and development of ECDE, village polytechnics, home craft centres and childcare facilities to County governments. The National Government shall retain responsibilities for policy, standards and curriculum development, even where implementation is undertaken by county governments. The constitutional requirement making ECDE (4-5 years) part of basic education sub-sector will require increased investment in infrastructure and personnel to

cater for increased demand. Currently over 60 percent of the existing public primary schools already share some facilities with their respective pre-primary units. Consequently, responsibility for financing this sub-sector as part of basic education shall be borne by both the Central and County governments.

6.13 A major challenge facing ECDE service provision is that most teachers are untrained and where teachers have been trained, they are employed on very low salaries. In the Sessional Paper No. 1 of 2005, the government was to have integrated ECDE into basic education but this policy was not fully implemented, and most ECDE development has come from private initiatives. ECDE structures are mostly semi-permanent, local or church halls or any other building which the local communities accept as suitable. However, few premises have been inspected and the consensus view is that many ECDE premises fail to meet minimum education standards. The sector generally lacks adequate learning and teaching materials, especially books for use at the early age, whilst no standard curriculum is followed. There is no evidence that operators of ECDE centres consider the needs of children with disabilities.

6.14 To address these challenges, the Government shall, through the respective County governments, adopt the following policies:

- (i) Mainstream ECDE into basic education and ensure automatic transition from ECDE to primary education across the country;
- (ii) Provide ECDE capitation grants based on the unit cost of providing such services at this level; while considering specific standards for school inputs including teachers; teaching and learning materials and capacity building;
- (iii) Promote increased private sector financing of ECDE services;

6.15 To implement the above policies, Government shall employ the following strategies:

- (i) Enforce the provisions of the Constitution.
- (ii) Review ECDE policy, standards and regulations with a view to arriving at clear instruments and articles governing the ECDE sub-sector.
- (iii) Recruit, remunerate and deploy teachers to ECDE centres to meet a PTR target of 30:1 and a class size of 25:1;
- (iv) Monitor and ensure automatic transition from ECDE to primary education across the country;

- (v) Establish clear criteria for registration of ECDE Centres;
- (vi) Regulate levels of fees charged in private ECDE Centres;
- (vii) Strengthen partnership for the development of ECDE services through a number of incentives to private investors;
- (viii) Identify and allocate capitation grants for children with special needs and plan for special ECDE Centres that would offer services to such children; and
- (ix) Promote nutritional and health programmes at ECDE Centres in collaboration with the line Ministries of Health, agriculture and other stakeholders.
- (x) Review financing of ECDE to ensure that ECDE funding becomes sustainable; including teacher education curriculum support.
- (xi) Mobilise funding for the introduction of appropriate ICT across all ECDE centres.

Primary

6.16 At the primary level, the government shall continue to cover the cost of teachers' personal emoluments, non-salary costs, teaching and learning materials and other operating costs; but shall hold officers and teachers accountable for this investment. Parents will meet other indirect costs, including uniforms.

However, the sub-sector faces serious challenges including; resource mismanagement, poor infrastructure, corruption related to procurement, failures in monitoring, maintenance and equipping schools; all of which are going to require considerable financial investment to remedy. Equally challenging is the need to improve the efficiency of the sub-sector, not least to ensure the application of efficient staffing norms, improved value added from teachers, cutting the levels of teacher absenteeism and improving the quality of teaching and learning outcomes. The continued existence of child labour and the failure of schools to report such practices to relevant authorities further constrain access and completion whilst making schools less cost-effective.

6.17 To address these challenges, the Government shall adopt the following policies:

- (i) Establish a cost-effective system of sustainable financing of primary education.
- (ii) Mobilise private sector investment in education services.

- 6.18** To implement the above policies, the Government shall employ the following strategies:
- (i) Finance primary education through the provision of teachers; teaching and learning materials, operational costs and capacity building of teachers;
 - (ii) Address issue of cost-effectiveness of the education sector by reviewing teachers' terms and conditions of service and addressing teacher absenteeism to obtain greater value for money.
 - (iii) Develop a Financial Management System for schools to capture both budgetary and off-budget resources in schools;
 - (iv) Ensure budgetary allocations to schools are on the basis of identified individual school needs and unit cost;
 - (v) Review unit cost after every 5 years to take into account emerging issues in the sector and inflationary tendencies;
 - (vi) Review the current norms on ideal school size and to increase it to at least 160 pupils, with at least 25 pupils per class or 160 pupils per school within the first year of establishment.
 - (vii) Provide education services based on learning needs and the unit cost of providing such services at this level;
 - (viii) Ensure that the development and maintenance of infrastructure is well coordinated and linked to the recurrent budgetary provisions; both by central government, county government and decentralized funds.
 - (ix) Implement enrolment based staffing norms; with high potential schools receiving teachers on basis of 1:45 pupils and 1:25 pupils for low potential areas.
 - (x) Use school mapping and demographic data in planning and provision of education, including and establishing new schools.
 - (xi) Offer structured training to all head teachers and members of school management committees/boards in accountancy and procurement management, backed by well trained support staff.
 - (xii) Change the composition of school procurement committees to include members of the SMC with the Chair not being the same person as the Chair of the SMC.
 - (xiii) Ensure full enforcement of teacher absenteeism disciplinary measures as in the Code of Regulations in order to improve efficiency in teacher resource utilisation in schools.

- (xiv) Integrate sanitary towels costs into FPE capitation grants to schools for girls who require them;
- (xv) Promote girls education through provision of sanitary towels to girls requiring them.
- (xvi) Review financing of Primary Education to ensure that FPE becomes sustainable;
- (xvii) Mobilise funding for the introduction of ICT across all primary schools.

Special Education

6.19 Financing of special education still remains a major challenge to the Government. The Government spends 0.2 percent of the total education budget on special education, which is inadequate. Consequently, most of the financing comes from civil society, particularly local and international NGOs. In view of the Constitution of Kenya (2010), its commitment to international protocols on the rights of children and its commitment to the EFA goals, a framework incorporating the financing requirements of special education will be established.

6.20 There is a shortage of specialised teachers and other support staff; children and youth with severe special needs continue to be excluded from school due to the inability of regular schools to meet their physical and educational needs. Identification of children with special needs remains problematic, whilst the Education Assessment Resource Centres (EARCs) have inadequate specialized equipment and human resource to discharge their services effectively. Additional costs associated with children with disabilities, such as medical treatment, special diets and assistive devices raise the unit cost of special education. Inappropriate infrastructure, inadequate facilities and lack of equipment compound the difficulties being faced in this area. Whilst the government subscribes to the policy of inclusion in education, it acknowledges that integration of all children with special needs in regular education and training programmes is professionally unachievable.

6.21 To address these challenges, the Government shall implement the following policy:
Adopt and resource the Special Education Needs Policy.

6.22 To address the challenges and policies, the government shall implement the following strategies:

- (i) Enhance and continue disbursing capitation grants to special schools and units; procure specialised instructional materials and equipment in addition to the capitation;

- (ii) Provide incentives for local production of specialized equipment and instructional materials;
- (iii) Disburse operational grants to EARCs to enable the staff carry out community mobilisation and other outreach activities;
- (iii) Undertake a needs assessment of the Kenya Institute of Special Education (KISE) and universities which offer training programmes for special needs education teachers across all levels.
- (iv) Adequately fund and resource these institutions.
- (vi) Improve SNE data management system and integrate it into the EMIS at National and County levels;
- (vii) Provide specialized instructional materials, equipment, assistive devices and appropriate ICT software and hardware to institutions with learners with special needs;
- (viii) Improve the physical and social environments in learning institutions;
- (ix) Develop and fund programmes to create public awareness and advocacy on SNE Mainstreaming into the education programmes across levels.

Secondary Education

6.23 Secondary School Education is currently financed through capitation grants from Government under the Free Day Secondary Education programme and boarding user fees by households. The private sector, Faith Based Organizations (FBOs), NGOs and Community Based Organizations (CBOs) invest in secondary schools and complement school construction by the Government. Due to the high cost of funding public secondary education in Kenya, which accounts for 23% of the total education budget, sustainable financing investment strategies, including for the delivery of technical subjects, will need to be pursued to allow the sub-sector to expand to meet demand.

6.24 Other direct fiscal challenges facing the secondary sub-sector include:

- (i) Low transition rates from primary to secondary school level. In 2009 and 2010, the admission rate was recorded at 62 percent and 66 percent, respectively, or 34 percent of pupils completing primary education are not progressing to secondary education;
- (ii) There is coexistence of over-utilisation and underutilization of resources with the pupil teacher ratio of 24:1 against the national pupil teacher target of 35: 1 (ERSWEC); and low teacher workloads (up to 18 contact hours a week). Class sizes are even lower in some areas and there is the emerging challenge of small schools in some regions.

6.25 To address the above challenges, the government shall implement the following policy:
Establish a cost-effective system of sustainable financing of secondary education.

6.26 To address the above policy, the government shall implement the following strategies:

- (i) Develop and institutionalise the use of a linked in school-County-Headquarters Financial Management Information System to capture both budgetary and off budget financing (including user fee charges) to the sector while empowering parents and community members to make better choices and participate more effectively in school financial management
- (ii) Review teachers' conditions of service and implement cost-effective staffing norms.
- (iii) Improve access to secondary education through reduction of unit costs at secondary education and the introduction of automatic progression and transition through the various grades and levels;.
- (iv) Review the current norms on ideal secondary school size to at least 150 pupils; and at least 25 pupils per class or 150 pupils per school within the first year of establishment;
- (v) Adopt cost effective resource allocation standards including class sizes of 45 students; PTR of 1:35; and for each school to have at least 3 streams per class for effective resource utilisation.
- (vi) Review the curriculum based teacher establishment staffing norm to include enrolment considerations while increasing the average teaching load from 18 hours to 20 hours per week while progressively increasing it to 25 hours per week.
- (vii) Require all school principals to sign performance contracts.
- (viii) Increase capitation grants for secondary school students in line with inflation,
- (ix) Target day schools for the expansion of secondary education.
- (x) Target secondary school bursaries from the Ministry of Education for poor and vulnerable children in public schools through Country Education Boards. Beneficiaries shall be identified from primary school level and provided with full support for secondary education.
- (xi) Improve the management, monitoring, targeting and effectiveness of decentralized bursary funds.

- (xii) Expand secondary school entry to at least three streams per school to ensure better utilization of teachers.
- (xiii) Where necessary, construct additional facilities to cater for the envisaged reforms.
- (xiv) Strengthen school inspection and quality assurance services to ensure compliance with contracts and quality norms.
- (xv) Ensure full compliance with the fees guidelines.
- (xvi) Reform teacher training policy to ensure teachers are trained to teach at least two specialist subjects.
- (xvii) Explore other cost effective modes of secondary education delivery including distance learning and use of ICT.
- (xviii) Reform the curriculum to reduce the number of taught and optional subjects; while integrating problem solving skills.
- (xix) Improve the special assistance scheme and affirmative action policies for the needy students.
- (xx) Ensure effective co-ordination and implementation of all projects in the sector.
- (xxi) In Arid and Semi-Arid Lands (ASAL) expand provision of boarding and mobile schools, which shall be subsidized by the government.

Public /Private Partnerships in Education and Training

6.39 As indicated above, education and training in Kenya is financed by the Central and local Government, the private sector, NGOs, households, communities and other stakeholders. Contributions from these sources come in many forms and a feature of the past ten years has been the increasing levels of private provision of education across all levels.

6.40 Policy shifts that culminated in the recognition of private universities emerged in the late 1980s and early 1990s, and coincided with the wave of liberalization that affected most sectors of the economy. As a result, and in order to provide a legal and institutional framework for the regulation of higher education in a liberalized environment, the government enacted the Commission for Education (CHE) Act in 1995. Overall, private universities account for about 20 per cent of the university student population in Kenya. An analysis of enrolments in private universities in 2010/11 using the accredited/non-accredited dichotomy shows that out of the 37,848 students enrolled in

private institutions, accredited institutions have the bulk of the enrolment at 31,327 or 83%. Unaccredited institutions enrol the remaining 6,520 or 17%.

6.41 The government is committed to ensuring quality and relevance of provision of education and training, as well as how to improve efficiency of public spending in order to meet the demand for education at all levels. However of particular concern is the low participation level in higher education and potential equity effects.

6.42 To address these challenges the government shall implement the following policy:

Adopt a public-private partnership (PPP) framework for the Education Sector in Kenya.

6.43 To address the above policy, the Government shall employ the following strategies:

- (i) Develop a PPP framework
- (ii) Carry out a study of PPP in Kenya and establish effective ways of implementing it in education
- (iii) Build MoE capacity on PPP.

CHAPTER SEVEN: LEGAL FRAMEWORK

7.1 Education and training in Kenya presently has its legal basis in the Education Act of 1968 and other related Acts of Parliament, including the TSC Act, the KNEC Act, the Adult Education Act, and various Acts and Charters for universities. However, the Education Act of 1968, and related Acts are not harmonized, and are no longer adequately responsive to the emerging environment created by the Constitution (2010) or to Kenya Vision 2030.

The Constitution

7.2 The Constitution of Kenya, (2010) 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 everyone under Article 43, every child has a right to Free and Compulsory Basic Education Under Article 53 (b). Children are to be protected from abuse, inhumane treatment and violence under Article 53(1) (d). Youth are entitled to government measures which include affirmative action to ensure that they have access to relevant education and training, access to employ and protection from harmful cultural practices and exploitation under Article 55.

7.3 Every matter involving the child must take into consideration the best interest of the Child as required by Article 53(2). Persons with disability have a right of access to appropriate educational institutions and facilities under Article 54. The constitution also provides that minority and marginalized groups are to be provided with special opportunities in the educational and economic fields (Article 56(b)).

7.4 The Fourth Schedule (Parts 1 & 2) 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, tertiary education and institutions and other institutions of research and higher learning. It also has the mandate for primary education, special education, secondary education and the promotion of sports and sports education. The County governments have mandate over pre-primary education, village polytechnics, home-craft centres and childcare facilities.

International Conventions

7.5 By virtue of Article 2(6) of the Constitution, treaties or conventions ratified by Kenya are to form part of the law of Kenya. Accordingly, a number of conventions relating to education which Kenya has ratified, form part of the education legal framework of the country.

7.6 Kenya has ratified two key regional conventions which make provision for education. These are; the African Charter on the Human and Peoples' Rights, Article 17, which provides that every individual shall have a right to education; and the African Charter on the Rights and Welfare of the Child, 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.

7.7 Of the UN Conventions, Kenya has ratified the International Convention on Social and Economic Rights, Article 13, which declares the recognition of the right of all to education and the objectives thereof, and the Convention on the Rights of the Child, Articles 28, 29 and 30, which secure the rights of a child to free and compulsory basic education.

Legislation to be Implemented

7.8 The provisions on education under the constitution and international conventions cannot by themselves adequately facilitate the provision of education and training in the country. Further legislation will have to be passed in order to bring the principles to fruition.

7.9 Some existing laws governing education are not aligned with the Constitution and the socio-economic needs of the country. For example, the expanded role of parents and communities through the establishment of PTAs, in education management and financing, the role of civil society organizations such as NGOs in the provision of education especially, in ECDE, primary and non-formal education sub-sectors as well as the roles of international and private providers of education and training..

7.10 The Education Act assigns the management of secondary schools to BoGs and primary schools to SMCs without giving any role to parents through PTAs and communities in the management of schools and resources.

7.11 The Teachers Service Commission Act established a highly centralized system of teacher management, which allows limited decentralization through agency to PDEs, DEOs and MEOs for

deployment and disciplining teachers. In order to align TSC functions to the Constitution, it will be necessary to decentralize them.. The currentTSC Act will have to be repealed and the revised version enacted in line with the Constitution.

7.12 In order to address these issues, the government shall adopt the following policy:

Enact a new Education Act.

In order to implement the above policy, the government shall adopt the following strategies;

- (i) Repeal all the relevant Acts of Parliament on education and training with a view to:
 - harmonising them, facilitating a clear division of roles and responsibilities and providing for:
 - resolving of existing conflicts in related Acts;
 - re-defining the existing structures to develop and promote education;
 - re-orientating of existing structures to embrace the demands of Kenya Vision 2030 and the Constitution (2010);
 - closing of identified gaps;
 - developing a comprehensive Education and Training legal framework which defines the roles and responsibilities of all players and stakeholders;
 - providing sanctions against persons and/or bodies and institutions contravening the demands of the constitution;
 - providing sanctions against individuals and/or bodies found guilty of the misappropriation of public funds, breach of contract or for unprofessional conduct.
- (ii) Develop a responsive education strategic and implementation plan and financing framework.
- (iii) Identify and indicate the roles of different actors in the provision of education and training services at all levels particularly, the Government, parents/community, sponsors and the private sector.
- (iv) Decentralize operational functions and vest authority and decision-making in management bodies at all levels of service delivery in the education and training sector.
- (v) Establish an independent National Standards and Quality Assurance Commission which will hold accountable all ministries, departments and institutions involved in the provision of education services.
- (vi) Ensure that the Ministry and national education bodies have their duties and services effectively devolved to the county level.
- (vii) Create an enabling legal environment to facilitate public-private partnerships.

CHAPTER EIGHT: PLANNING, IMPLEMENTATION, MONITORING AND EVALUATION OF EDUCATION AND TRAINING

8.1 Planning of Education and Training

8.1.1 Deepening decentralization of the management of education and training services requires that the scope of authority at each level of management be well defined and that the requisite data and information management system is established for effective education planning. Currently, most aspects of education and training planning are performed at the national level with district and local level offices responsible for implementation. Under a decentralized system, the role of the County Education Boards in education and training planning will be enhanced with Education Planning being institutionalised through the introduction of planning functions at the county level. Requisite Human Resource Capacity building as well as financial resources will support this process, and will be achieved through a programme of training procured through an open tender process.

8.1.2 As observed in the Sessional Paper No. 1 of 2005, Education Planning and Management would be more effective were an efficient Education Management Information System (EMIS) available; one which provides a smooth flow of information to policy makers, planners, managers and other stakeholders at all levels of education and training. Currently, information and communication to and from headquarters to the Counties, district and school levels is normally through letters and circulars sent by post or by faxes thus causing delays in decision making and follow-up actions. The education ministries lack an effective EMIS while electronic networking is very limited. Effective education management and planning using e-systems will need to be enhanced so that county and national headquarters are linked electronically. This shall be accompanied by a programme of capacity building for officers in relevant data management systems.

8.1.3 At present data on school enrolment, facilities, teachers and other educational personnel is collected on paper at the school level and send to the district level for partial processing. Speedy analysis of this data is constrained by lack of capacity at the headquarters and when fully done, it is either too late or not adequately disseminated at the headquarters, to the field offices and SAGAs. A similar problem exists with regards the availability and dissemination of up-to-date data within the two education ministries, TSC and SAGAs.

8.1.4 The linkage between provision of education facilities and spatial planning is weak, restricting the ability to engage in micro planning and integrating education needs in different parts of the country and the demand for education services into a coherent plan. Such a plan would provide a platform for ensuring that provision of education in Kenya is managed sustainably and equitably. A spatial framework employing GIS technology shall be used to anchor the implementation, monitoring and evaluation of education policy.

8.1.5 Education planning at the national level is currently facilitated by the Central Planning and Project Monitoring Unit (CPPMU) in the Ministry of Education. The Central Planning and Project Monitoring Unit is staffed with a few economists who are overwhelmed by education planning work. The functions of the CPPMU include Information Management, Budgeting, Strategic Planning, and Policy Formulation, undertaking Feasibility Studies and Monitoring and Evaluation. In a sector as wide as education and training, the services of the CPPMU are spread very thinly thereby reducing the impact of its work. The absence of institutional Strategic Plans, and Provincial, District and School Development Plans demonstrate this weakness, and justifies the establishment of a cadre of Education Planning Professionals. The Government shall address this by establishing such a cadre.

8.1.6 With devolution, there will be an increase in the number of education and training managers and stakeholders involved in the management of education institutions. As a consequence, it shall be necessary to decentralise certain planning functions to the county and school level. Roles and functions of these various actors in the sector shall need to be clarified to ensure that planning, management and accountability in the sector is efficient. Currently, decision-making in education and training management is highly centralised at the ministry headquarters with limited capacity at district level where actual education and training and management services are delivered. This situation will be reversed by undertaking a staffing and skills needs analysis at national and county level, and, where necessary, transferring Education Officers to the County level offices.

8.1.7 To address these planning issues, the Government shall implement the following policies:

- (i) Rationalise education and training management systems and structures at national and county levels.
- (ii) Establish a National Education Board

8.1.8 To implement and address these policies, the Government shall employ the following strategies:

- (i) Develop a comprehensive framework and modalities for decentralizing education and training functions, human and financial resource management as well as decision-making authority to the County and institutional level management bodies;
- (ii) Establish a national mechanism for consultation and co-ordination of various providers of education and training services for the purpose of ensuring harmony in education planning and provision of services at all levels;
- (iii) Strengthen the education planning at national, county and institutional levels.
- (iv) Entrench education planning in the education law
- (v) Establish guidelines for the registration of education and training institutions to ensure that construction of schools is linked to current budgetary allocation and address the trend of un planned school construction and consequent staffing of un planned schools
- (vi) Develop and effective and harmonised education data management system for the country
- (vii) Develop and institutionalise an efficient financial management system for education; customised for at national, county and school levels.
- (viii) Establish a cadre of Education Planning Professionals for the education sector;
- (ix) Establish national EMIS system with decentralised electronic data management, processing capacity;
- (x) Strengthen KEMI to offer education planning capacity building programmes in collaboration with relevant institutions.
- (xi) Harmonize and link the collection and processing of education statistics framework at County and Ministry and Agency levels with the National Integrated Monitoring System.

8.2 Monitoring and Evaluation

8.2.1 Monitoring is a continuous process of data collection, analysis and measurement of progress towards project objectives. Evaluation is the assessment of a project to determine the relevance and fulfilment of objectives, effectiveness, impact and sustainability.

8.2.2 The Government faces many challenges with regards M&E. Government ministries and districts have not fully embraced M&E, and there is a general lack of appreciation and a positive attitude towards monitoring and evaluation. Monitoring activities have not been harmonised resulting in duplication of effort, an inefficient use of resources, and an inadequate appreciation of monitoring and evaluation results. Funding for M&E is a major challenge within the government.

Schools and districts are not well sensitized on the importance of providing reliable and credible data. Some school managers exaggerate enrolment figures in order to obtain more government/donor funding. Establishing an accurate baseline upon which to measure changes in the quality of education services being provided is an on-going challenge. There are a limited number of personnel with technical competencies and skills in M&E, whilst data analysis is often poor.

8.2.3 To address these challenges the Government shall adopt the following policies:

- (i) Establish an independent Education Standards Quality Assurance Commission.

8.2.4 To implement the above policies the Government shall employ the following strategies;

- (i) Develop a national Monitoring and Evaluation (M&E) strategy and link the education M&E system with the National Integrated monitoring and evaluation framework;
- (ii) Strengthen the Directorate of Quality Assurance and Standards
- (iii) Standardize Monitoring and Evaluation procedures
- (iv) Build capacity of personnel at county and institutional level.
- (v) Enhance school based M&E activities
- (vi) Establish a sustainable M&E funding mechanism.
- (vii) Strengthen the co-ordination process to avoid duplication of efforts.
- (viii) Strengthen the process of obtaining comprehensive baselines linking all M&E activities to the Education Management Information Systems (EMIS).
- (ix) Introduce centralised information tracking system and complementary reporting systems to improve data gathering and the dissemination of results.
- (x) Develop and implement a score card system on key basic education indicators (on access, participation, internal efficiency, and learning achievements, among others) for monitoring at various levels; institutional, county and national.