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ON

A POLICY FRAMEWORK FOR EDUCATION, TRAINING AND RESEARCH

Meeting the Challenges of Education, Training and Research in Kenya in the 21st Century

October 2004

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ABBREVIATIONS

ACE	Adult and Continuing Education
AIDS	Acquired Immune Deficiency Syndrome
ASAL	Arid and Semi Arid Land
BOG	Board of Governors
CBO	Community Based Organization
CEMESTEA	Centre for Mathematics, Science and Technology Education in Africa
CHE	Commission for Higher Education
DEB	District Education Board
DICECE	District Centre for Early Childhood Education
ECDE	Early Childhood Development and Education
EFA	Education for All
EMIS	Education Management Information System
ESSP	Education Sector Strategic Plan
FPE	Free Primary Education
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
HELB	Higher Education Loans Board
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KESI	Kenya Education Staff Institute
KIE	Kenya Institute of Education
KISE	Kenya Institute of Special Education
KNEC	Kenya National Examinations Council
MDGs	Millennium Development Goals
MEO	Municipal Education Officer
MOES&T	Ministry of Education, Science and Technology

MOHANH&S	Ministry of Home Affairs National Heritage and Sports
MOH	Ministry of Health
MOL&HRD	Ministry of Labour and Human Resource Development
MTEF	Medium Term Expenditure Framework
NACECE	National Centre for Early Childhood Education
NARC	National Alliance Rainbow Coalition
NCST	National Council for Science and Technology
NEPAD	New Partnership for Development
NFE	Non Formal Education
NGO	Non Governmental Organization
ODE	Open and Distance Education
ODL	Open and Distance Learning
PDE	Provincial Director of Education
PTA	Parents-Teachers Association
PTR	Pupil -Teacher Ratio
PTTO	Provincial Technical Training Officer
R&D	Research and Development
SAGA	Semi Autonomous Government Agency
SMC	School Management Committee
TIQET	Totally Integrated Quality Education and Training
TSC	Teachers Service Commission
TTC	Teacher Training College
UPE	Universal Primary Education

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CHAPTER I
INTRODUCTION

Background

1.1   The National Conference on Education and Training held in November 2003 brought together over 800 key players in the sector. The conference mandated the Ministry of Education, Science and Technology (MOES&T) to develop a new policy framework for the education sector. This Sessional Paper constitutes the Government policy on education and training, based on the recommendations of the conference, and of the various studies undertaken on the sector. In addition, it embraces the Education for All (EFA) and Millennium Development Goals (MDGs).

1.2   The provision of education and training to all Kenyans is fundamental to the success of the Government's overall development strategy. First, the long-term objective of the Government is to provide every Kenyan with basic quality education and training, including 2 years of pre-primary, 8 years of primary and 4 years of secondary/technical education.   Education also aims at enhancing the ability of Kenyans to preserve and utilize the environment for productive gain and sustainable livelihoods. Second, development of quality human resource is central to the attainment of national goals for industrial development. Third, the realization of universal access to basic education and training ensures equitable access to education and training for all children, including disadvantaged and vulnerable groups.   Fourth, education is necessary for the development and protection of democratic institutions and human rights.

Policy Evolution

1.3   Since independence, the Government has addressed challenges facing the education sector through Commissions, Committees and Taskforces. The first Commission, after independence, came up with the Report of the Kenya

Education Commission (The Ominde Report, 1964) that sought to reform the education system inherited from the colonial government to make it more responsive to the needs of independent Kenya. The Commission proposed an education system that would foster national unity and the creation of sufficient human capital for national development. Sessional Paper No: 10 of 1965 on African Socialism and its Application to Planning in Kenya, formally adopted the Ominde Report as a basis for post-independence educational development.

1.4 The Report of the National Committee on Educational Objectives and Policies (The Gachathi Report, 1976), focused on redefining Kenya's educational policies and objectives, giving consideration to national unity, and economic, social and cultural aspirations of the people of Kenya. It resulted in Government support for 'Harambee' schools and also led to establishment of the National Centre for Early Childhood Education (NACECE) at the Kenya Institute of Education (KIE).

1.5 The Report of the Presidential Working Party on the Second University in Kenya (The Mackay Report, 1981) led to the removal of the advanced (A) level of secondary education, and the expansion of other post-secondary training institutions. In addition to the establishment of Moi University, it also recommended the establishment of the 8:4:4 system of education and the Commission for Higher Education (CHE).

1.6 The Report of the Presidential Working Party on Education and Manpower Training for the Next Decade and Beyond (The Kamunge Report, 1988) focused on improving education financing, quality and relevance. This was at a time when the Government scheme for the provision of instructional materials through the National Textbook Scheme was inefficient and therefore adversely affected the quality of teaching and learning. From the recommendations of the Working Party in 1988, the Government produced Sessional Paper No 6 on Education and Training for the Next Decade and

Beyond. This led to the policy of cost sharing between government, parents and communities.

1.7 The Commission of Inquiry into the Education System of Kenya (The Koech Report, 2000) was mandated to recommend ways and means of enabling the education system to facilitate national unity, mutual social responsibility, accelerated industrial and technological development, life-long learning, and adaptation in response to changing circumstances. The Koech Report recommended Totally Integrated Quality Education and Training (TIQET). While the Government did not adopt the Report due to the cost implications some recommendations, such as curriculum rationalization have been adopted and implemented.

1.8 Recent policy initiatives have focused on the attainment of EFA and, in particular, Universal Primary Education (UPE). The key concerns are access, retention, equity, quality and relevance, and internal and external efficiencies within the education system. The effectiveness of the current 8-4-4 structure and system of education has also come under increasing scrutiny in light of the decline in enrolment and retention particularly at the primary and secondary school levels in the last decade. The Government is committed to the provision of quality education and training as a human right for all Kenyans in accordance with the Kenyan law and the international conventions, such as the EFA goal, and is developing strategies for moving the country towards the attainment of this goal. The implementation of Free Primary Education (FPE) is critical to the attainment of UPE as a key milestone towards the realization of the EFA goal.

Political Commitment to Education

1.9 At independence in 1963, the Government recognized education as a basic human right and a powerful tool for human resource and national

development. Since then, policy documents have reiterated the importance of education in eliminating poverty, disease and ignorance.
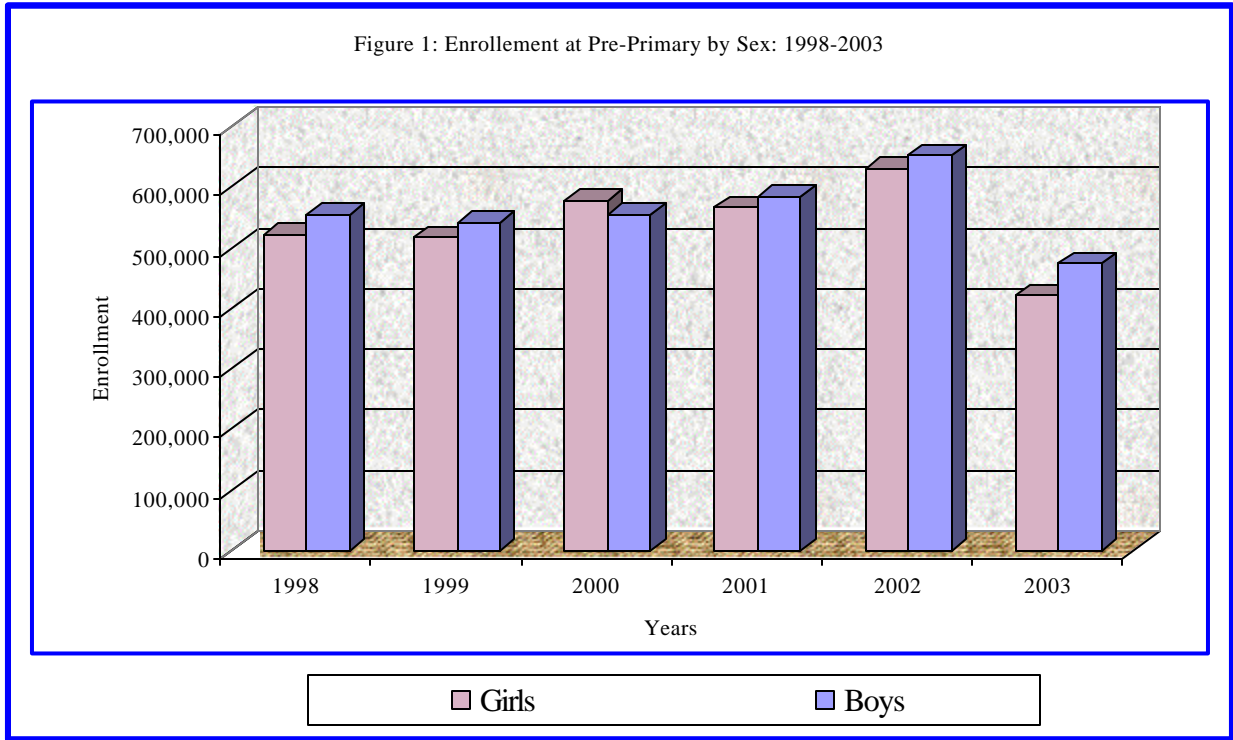
1.10 The Government is fully committed to an education system that guarantees the right of every learner to quality and relevant education. In view of this, the Government has implemented the FPE, completed a review of the education sector and is finalizing an Education Sector Strategic Plan (ESSP). At the same time, the Government, communities, development partners and other stakeholders continue to make substantial investments to support education programmes within the sector. Through this Sessional Paper, the Government commits itself to the recommendations made by the delegates attending the National Conference on Education and Training, held between 27th and 29th November 2004, to develop sector policies and implementation strategies that will ensure the provision of relevant and quality education and training to Kenyans.

Performance of the Education Sector

1.11 Since independence in 1963, the number of students enrolled at various levels of education has substantially increased. At the Early Childhood, Development and Education (ECDE) level, enrolment grew from 483,148 children in 1982 to 894,295 children (420,741 girls and 473,554 boys) in 2003 as shown in Figure 1 below. At the primary level, enrolment in formal public primary schools grew from 891,533 pupils in 1963 to 7.2 million pupils in 2004 (3.5 million girls and 3.7 million boys), as shown in Figure 2. At the secondary level, enrolment grew from 30,000 students in 1963 to 862,908 students in 2003 (415,246 girls and 447,662 boys). However, despite increased enrolment, the sector is still faced with issues of access, equity and quality.

1.12 Gross Enrolment Rate (GER) for pre-primary, however, declined from 35.4 percent in 1990 to 33.4 percent in 1999. Considering the importance of ECDE, this GER is low as there are many 4-5 year-old children who are still

out of school. The 1999 Population Census indicated that a total of 574,249 children were not enrolled in pre -primary schools and that a large proportion of

Figure 1: Enrollement at Pre-Primary by Sex: 1998-2003

Source: MOES&T Statistics Section

Figure 2: Enrollment in Public Primary Schools by Gender: 1990-2003
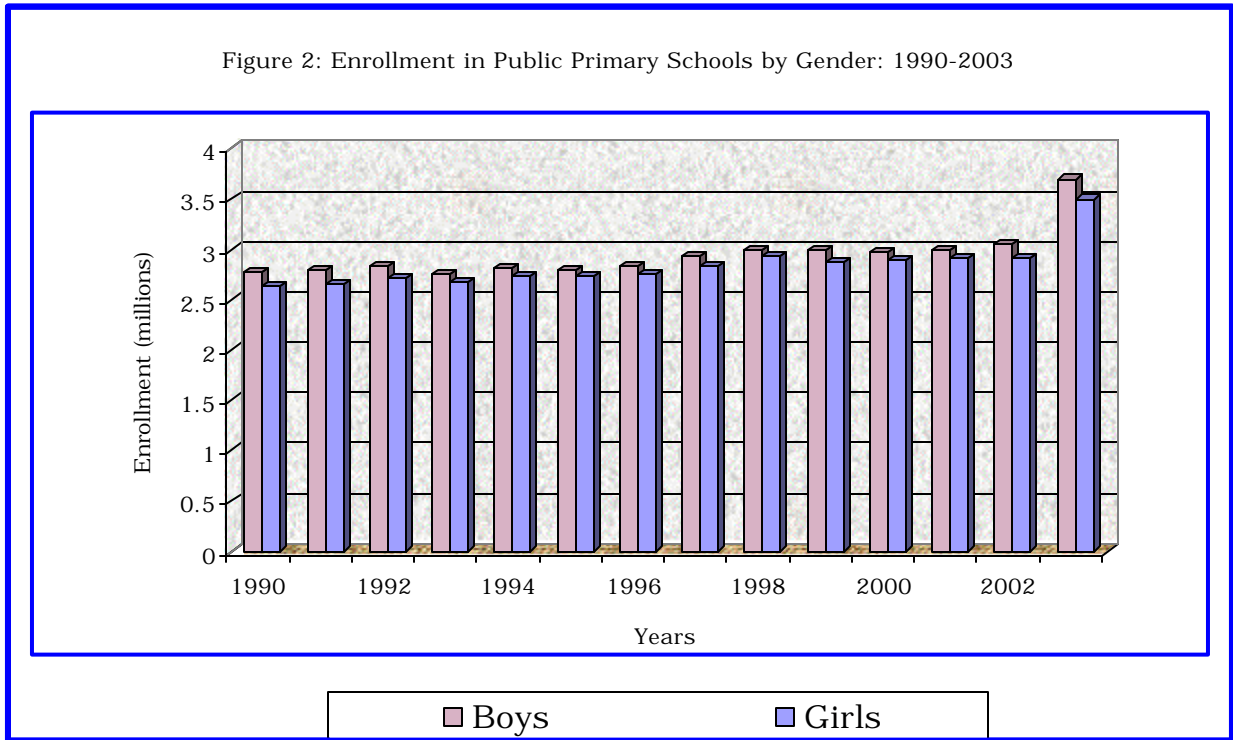
children entering primary schools do not pass through pre-primary. The low enrolment in pre-primary school level is due to various factors, including the fact that Government plays a rather limited role, lack of economic ability, and lack of awareness among communities and parents regarding the importance of pre-primary education.

1.13 The GER at public primary level peaked during the early 1990s to stand at 105.4 percent but declined to 87.6 percent in 2002. Similarly, GER at the public secondary level declined from 30 percent to 22 percent over the same period. However, following the implementation of FPE, there has been an upsurge in enrolment in public primary schools, resulting in a GER of 99 percent in 2003 (102 percent for girls and 97 percent for boys). Every effort is, therefore, required to sustain the current enrolment and address the key issues of improved access, equity and quality.

1.14 Pursuit to internal efficiency in our education system requires policy attention. Over the last one decade the cumulative dropout rate in primary education has been as high as 37 percent; and the repetition rate has been 14 percent between standards 1 and 7. The survival rate at the primary level has also been low, at 40 percent; and although at the secondary level the survival rate has been better at 84 percent, the overall performance remains low considering that the GER for the secondary level is 22 percent.

1.15 Enrolments in secondary education rose from 30,000 students in 1963 to over 862,907 students in 2003 as shown in Figure 3 below. The number of public secondary schools has also increased from 151 at independence to 3,661 today. Based on the 1999 census data, a total of 2.8 million boys and girls aged between 14 and 17 years who should have been in secondary school were not enrolled. Policy measures are therefore required to address the poor

access to secondary education as a way of supporting the country's overall development goals.

Figure 3: Enrollment in Public Secondary Schools: 1990-2003
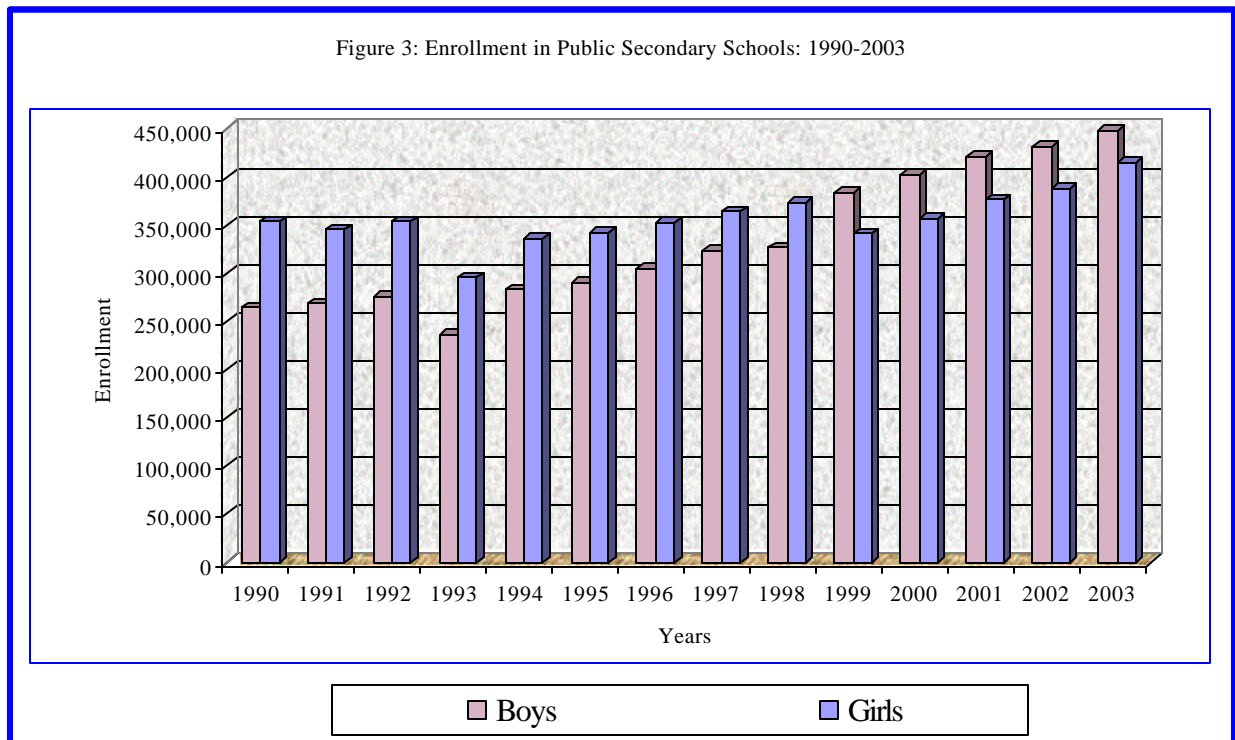
Source: MOES&T Statistics Section

1.16 The population of people with special education needs in Kenya is estimated at 10 percent of the total population; about 25 percent of these are children of school-going age. Enrolment in special education programmes is low given that out of a total population of 750,000 children with special needs who have reached school-going age, only an estimated 90,000 have been assessed to establish the nature of their special needs. Of this number, about 26,885 are enrolled in educational programmes. This implies that over 90 percent of children with special needs are at home. On average these children go to school when they are 8 years and above. Consequently, they become adults before they complete their educational programmes. At the tertiary level, the enrolment level for people with special needs is very low. There is need therefore to strengthen mobilization and awareness programmes to eradicate taboos and beliefs associated with disability, as well as develop and

implement a flexible curriculum that is child-centred and friendly to this category of learners. In addition, there is an urgent need to make all learning institutions truly inclusive by removing the key barriers. A special needs policy is also required to cater for the learning requirements of children with special needs.

1.17 With regard to skills training, the country has 4 national polytechnics, 17 institutes of technology, 1 technical teachers' training college and 21 technical training institutes. In addition, there are over 600 youth polytechnics distributed throughout the country. However, only 350 of the youth polytechnics receive Government assistance. The private sector operates close to 1,000 commercial colleges that offer courses in computers and non-technical areas of training.

1.18 In addition to the institutions above, that fall under the auspices of the MOES&T, other Government Ministries operate institutions that provide specialized technical training. These include institutions run by the Ministries of Home Affairs, Office of the President, Agriculture, Health, Water Resources Management and Development, Roads and Public Works, and Labour and Human Resource Development, among others. Overall, the management of Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) institutions is spread across 10 ministries. This makes co-ordination of their activities and maintenance of training standards difficult as the supervision of most of these institutions is left to individual ministries and private sector that often lack the capacity to assure quality and high standards of training.

1.19 The total enrolment in public TIVET institutions has increased to over 79,000 in 2003 as shown in Figure 4 below. Female students enrolment constituted 44 percent of the total, but there exists serious gender disparities in terms of overall enrolment in science and technology related professions. The bulk of female students (52.4 percent) are enrolled in business studies related courses compared to less than 5 percent in engineering programmes.

The Kenya Polytechnic recorded the highest enrolment of women students at 4,562 out of 10,472 students.

Figure 4: Enrollment in Technical Institutions by Gender: 1999-2003
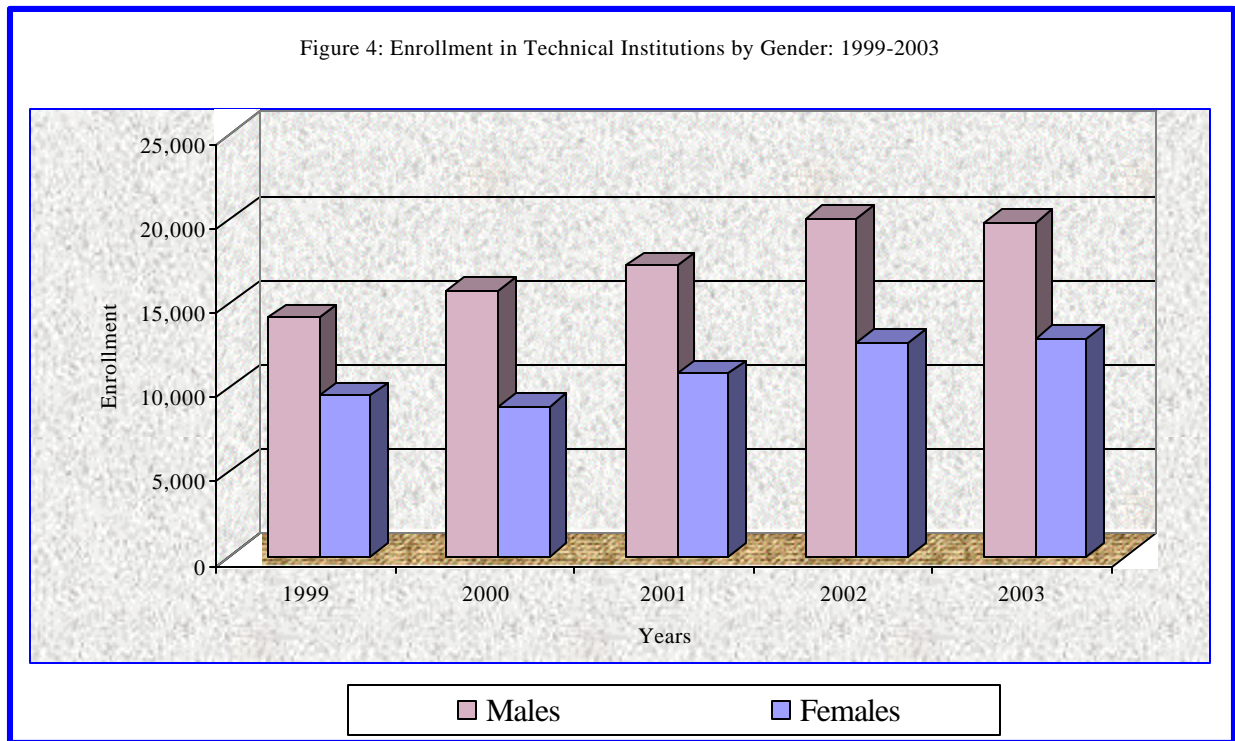
Source: MOES&T Statistics Section

1.20 Due to the limited places available in TIVET institutions, only a small proportion of eligible school leavers are absorbed. Every year less than a half of those graduating from the primary schools either join the Youth Polytechnics for artisan training or enroll directly for apprenticeship training within the 'Jua Kali' sector.   There is thus a need to develop quality skills development programmes, through TIVET institutions, that target this group.   This will enable them to engage in productive employment either directly or enter the informal sector.

1.21 For many trainees, TIVET programmes are terminal with few options for further training. The existing education and training structure therefore needs to be reviewed in order to establish opportunities that link TIVET programmes with those of higher institutions of learning. This strategy has the potential to

enhance skills training and improve the image of technical and vocational programmes.

1.22 Enrolment and growth in universities have been increasing since the establishment of the first Kenyan university, the University of Nairobi, in 1970. There are now 6 public universities and 13 recognised private universities. The total enrolment in public universities has increased from 3,443 students in 1970 to 58,017 students (18,317 females and 39,700 males) in 2003/04. In private universities the total enrolment for 2003/04 is 9,541 students (5,128 females and 4,413 males), while the officially known number of Kenyans attending foreign universities is 5,123 students. In the 2003/04 academic year, the total number of those enrolled in public and private universities rose to 67,558, as shown in Figure 5 below. However, despite the rise in enrolments, the transition rate from secondary level to university still remains low, at 12 percent. Regarding gender parity, female students constitute 32 per cent of the total enrolment in public universities and 54 percent in private universities.

Figure 5: Enrollment in Universities by Gender: 1999/00-2003/04
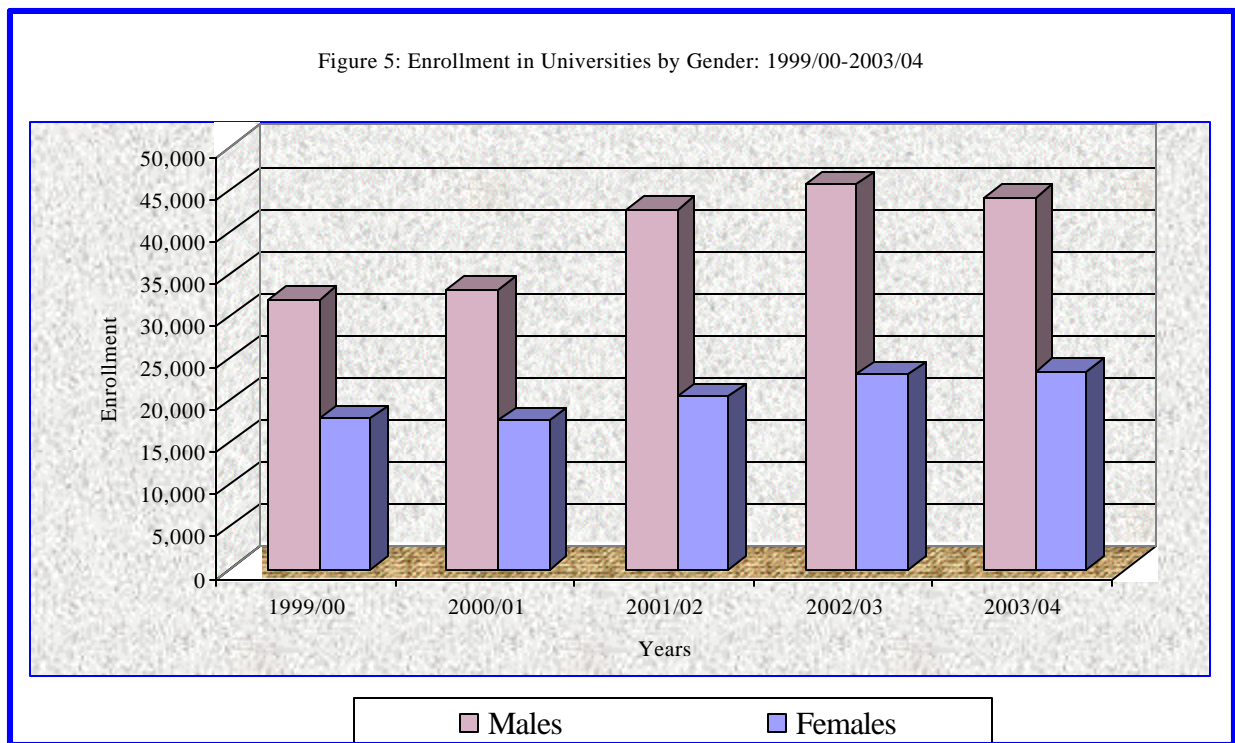
Source: MOES&T Statistics Section

1.23 Non-Formal Education (NFE) in Kenya is mainly provided and managed by communities and Non-Governmental Organizations (NGOs). The main challenges facing NFE relate to the low quality of education offered and lack of linkage with the formal education system. The sub-sector also suffers from inadequate teaching and learning resources, poor physical facilities and low prioritisation by Government in terms of budgetary allocations. Following the implementation of FPE in 2003, a total of 1.2 million out-of-school children were absorbed in formal public primary schools and 200,000 in NFE centres. This still left 1.5 million children not enrolled in any form of schooling. Many of these children may not opt to enrol in formal primary schools for various reasons. Therefore, it is imperative that an appropriate policy is established to provide more learning opportunities for the out-of-school children as well as creating a strong linkage with the formal education system.

1.24 The teacher-training sub-sector has also grown with an enrolment of 16,794 students (8,515 females and 8,279 males) in the 21 public colleges in 2003, up from 14,316 in 1999. The 8 private training colleges had a combined intake of 2,222 students (1,178 females and 1,044 males) in 2003. The enrolment of female and male students in diploma colleges was 935 and 1,185, respectively in 2003. However, employment upon graduation from Teacher Training Colleges (TTCs) is not guaranteed, as the number of graduating teachers does not match the vacancies available in schools.

1.25 The Government's objective is to see teacher training colleges empower teachers to operate within an all-inclusive education. In this regard, a variety of strategies will be developed to address special needs education; multi-grade and multi-shift delivery systems; non-formal education, and Information and Communication Technology (ICT). To meet this need, the MOES&T will strengthen the capacity of TTCs to train teachers in line with these needs, and

facilitate colleges to admit and train more teacher trainees with special needs to learn alongside other students.

1.26 The 1999 Population Census estimated that there were 4.2 million illiterate adults in Kenya. Illiteracy manifests itself more dramatically among the poor, particularly women who constitute 61 percent of the total illiterate population. Regional disparities also exist in literacy levels among adults, with women in the Coast and North Eastern provinces showing literacy levels of 37.7 percent. Additionally, enrolment in adult literacy programme has been characterized by declining rates. In 1979 when the national literacy programme was launched, the total enrolment was 415,074. Twenty years later, the total enrolment had dropped to 101,261. The enrolment in 2001 was even lower, at 93,052. Every effort requires to be made to reduce the number of illiterate Kenyans and to ensure that the education offered is of acceptable quality.

Rationale for this Sessional Paper

1.27 The overall policy goal for the Government is to achieve EFA in order to give every Kenyan the right to education and training no matter his/her socio-economic status. This will be achieved through the provision of all-inclusive quality education that is accessible and relevant to all Kenyans. This vision is guided by the understanding that quality education and training contributes significantly to economic growth and the expansion of employment opportunities. The vision is in tandem with the Government's plan as articulated in the Economic Recovery Strategy (ERS) paper. The ERS policy framework therefore provides the rationale for major reforms in the current education system in order to enable all Kenyans to have access to quality life-long education and training.

1.28 The Government has, over the years, demonstrated its commitment to the development of education and training through sustained allocation of

resources to the sector. However, despite the substantial allocation of resources and notable achievements attained, the sector still faces major challenges. Some of these challenges relate to access, equity, quality, relevance, efficiency in the management of educational resources, cost and financing of education, gender and regional disparities, and teacher quality and teacher utilization. The purpose of this Sessional Paper is to address these challenges and consequently provide a policy framework for the education and training sector in order to meet the challenges of the 21st Century.

1.29 As a sequel to this Sessional Paper, the MOEST will develop an ESSP that will provide a comprehensive framework for programme implementation. In addition, the ESSP will provide a framework within which all providers of education and training services will participate as partners. The ESSP will also be linked to the Medium Term Expenditure Framework (MTEF).

1.30 In addition to the above, the development of this Sessional Paper is aimed at harmonizing various policies, Acts, guidelines and legislations as well as addressing emerging priorities and issues since the last Sessional Paper, in 1988.

CHAPTER II
THE MACROECONOMIC CONTEXT

Introduction

2.1 Macroeconomic and demographic factors play a vital role with respect to education and training sector in any country. Some of the main macro economic and demographic indicators that have an impact on this sector are income and growth potential, population growth and structure, and public sector structure and performance. While these factors contribute to the economic growth potential, they also impose constraints upon education sector development. At the same time, good performance in the education and training sector contributes to national development through the production of an appropriate human resource that helps to spur productivity, and eliminate poverty, disease and ignorance, consequently improving human welfare.

2.2 During the last two decades the economy performed poorly mainly due to the dismal performance of the main growth sectors of agriculture, tourism and manufacturing. The GDP growth rate averaged 2% over the period. The growth of the agricultural sector fell from 3.4 percent in 1990 to 2.2 percent in 2001. Similarly, the manufacturing sector grew at the rate of 5.2 percent in 1990 but declined in performance to 0.8 percent in 2001. The poor performance of the manufacturing sector was due to the depressed demand for manufactured goods, the high rate of interest and governance issues. The tourism sector suffered a major blow following the infamous tribal clashes in the 1990's followed by the 1998 and 2003 terrorist bomb blasts which scared away the would be tourists. It is important to note that the poor performance of the economy has been manifested by low enrolment, low transition rates, dropout and completion rates, especially among girls and children from poor households.

2.3 Poor economic performance has led to rising poverty levels, which in turn has impacted negatively on key education performance indicators. It is

estimated that the proportion of the population living in poverty has risen from 48.8 percent in 1990 to 56.8 percent in 2004. However, the Government has made unequivocal commitment to reduce poverty by 50% by 2015, as stipulated by Millennium Development Goals and the Economic Recovery Strategy Paper of 2003. Following the poor economic performance, the GER in public primary schools declined from 105.4 percent in 1989 to 87.6 percent in 2002. However, with the introduction of FPE in 2003 the GER has risen to 99 percent.

2.4 Considering the country's socio-economic situation, an economic growth rate of 6.6 percent is desirable in order to achieve the poverty reduction target of 50 percent by the year 2015. However, the economy is projected to grow at about 4 percent over the current plan period. Real Gross Domestic Product (GDP) is projected to grow from the current Kshs.108.7 billion to some Kshs.138.5 billion by 2008; and per capita GDP is expected to grow from the current level of US $303 by some US $314 by 2008. The Education and training sector is expected to play a key role in this projected growth through enhancing labour productivity by improving skills and knowledge of those in production, thus creating favourable conditions for innovations which, in turn, spur economic growth.

Fiscal Resource and Performance

2.5 Revenue collection peaked at 28.7 percent of GDP in 1997/98 before falling gradually to 21.4 percent by the end of the 2000/01 financial year. This was partly due to a slowdown in economic activity, increased tax evasion, and a decline in tax rates. The share of external grants fell from 1.2 percent of GDP in 1995/96 to 0.5 percent of GDP in 1999/2000, before improving to 2.8 percent of GDP in 2000/01. Estimates indicate that Government revenue will grow by 7.6 percent due to improved tax collection. Improved revenue will augur well for increased and sustainable funding to the education and training sector.

2.6 Adequate fiscal discipline characterized the second half of the 1990s with fiscal deficits turning into surplus in 1999/2000. However, due to the slow expansion of the economy over the last decade, expenditure has continued to exceed budgeted targets. Although the deficit increased in 2001 due to drought-related expenditures, in general, poor expenditure and enforcement controls put considerable pressure on domestic financing and the accumulation of domestic debt arrears. Conversely, expenditure items, as a percentage of total public spending, have grown whereas the fiscal adjustment fell on capital investment. The spending proportions of both wage and non-wage items increased during 1995-2000.

2.7 In recent years, the Government has sought to restructure expenditure allocations across sectors to ensure the provision of basic services. In 2000, the Government adopted a three-year MTEF programme aligned with the Government's Poverty Reduction Strategy Paper (PRSP), aimed at making spending more effective and more oriented to expenditure categories with the highest potential to affect growth and improve social sector performance. As a result, human resource development, including education and health, has been identified as key priority areas for public spending in line with overall poverty reduction strategies. Currently, the education sector has the largest share of social spending, with an allocation of a quarter of the Government's available resources.

Population and Employment Trends

2.8 Since independence, Kenya has experienced a high population growth. However, the 1999 census revealed that the annual average growth rate had slowed from 4.1 percent in 1979 to 2.5 percent in 1999. The census data reflects a structure where 17.5 percent of the total population is less than 4 years and the 5-14 age group, representing primary school age, constitutes 27.7 percent of the population. Finally, the 15-19 years age group represents about 11.2 percent of the total population – see Figure 6 below. This implies

that approximately 40 percent of the total population lies within the primary and secondary school bracket. This population structure has implications on the provision of education and training with respect to services and employment opportunities.

Figure 6: Projections of School Age Population
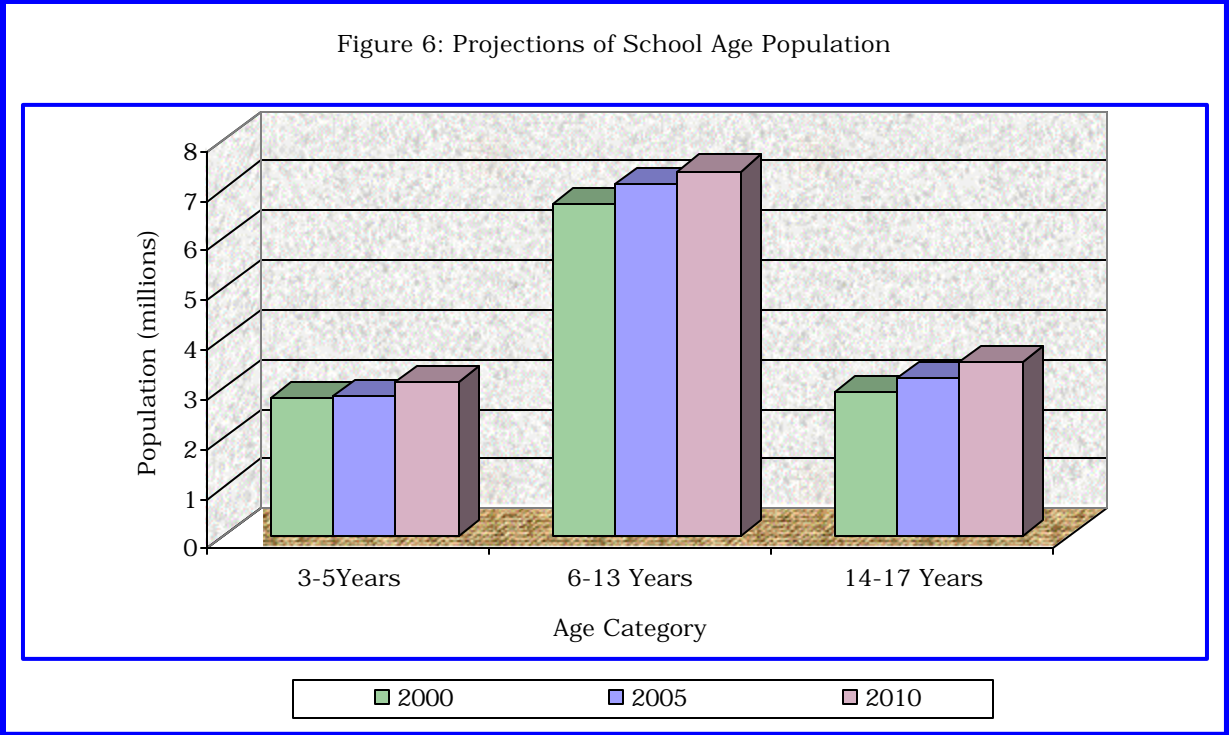
Source: Kenya 1999 Population and Housing Census – Analytical Report on Education. Vol. VIII, August 2002

2.9 In the past decade, the formal sector has not met the challenges of employment creation and income generation due to slow economic growth and declining levels of investment. Growth in wage employment decreased from 2.1 percent in 1988 to negative 1.1 percent in 2001. Formal sector employment grew by only 1.8 percent between 1997 and 2001, while the labour force increased by 3.5 percent. In the public sector, employment declined by 4.7 percent from 697,100 persons in 1997 to 658,400 persons in 2001. This was mainly due to public sector reforms. Overall, the share of public sector wage employment declined from 41.4 percent in 1999 to 39.3 percent in 2001. In the informal sector, despite the lack of adequate and appropriate technical skills, limited credit facilities, and imperfect essential support services,

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employment in this sector increased from 65 percent in 1997 to 72 percent in 2001. This trend signifies the critical role of essential skills training for economic growth.

2.10 The Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS) prevalence rate among adults is high in Kenya. After rising to about 14 percent in 2000, it is currently estimated at below 9 percent. See Figure 7 below.

Figure 7: Estimated National HIV Prevalence in Kenya: 1990-2003
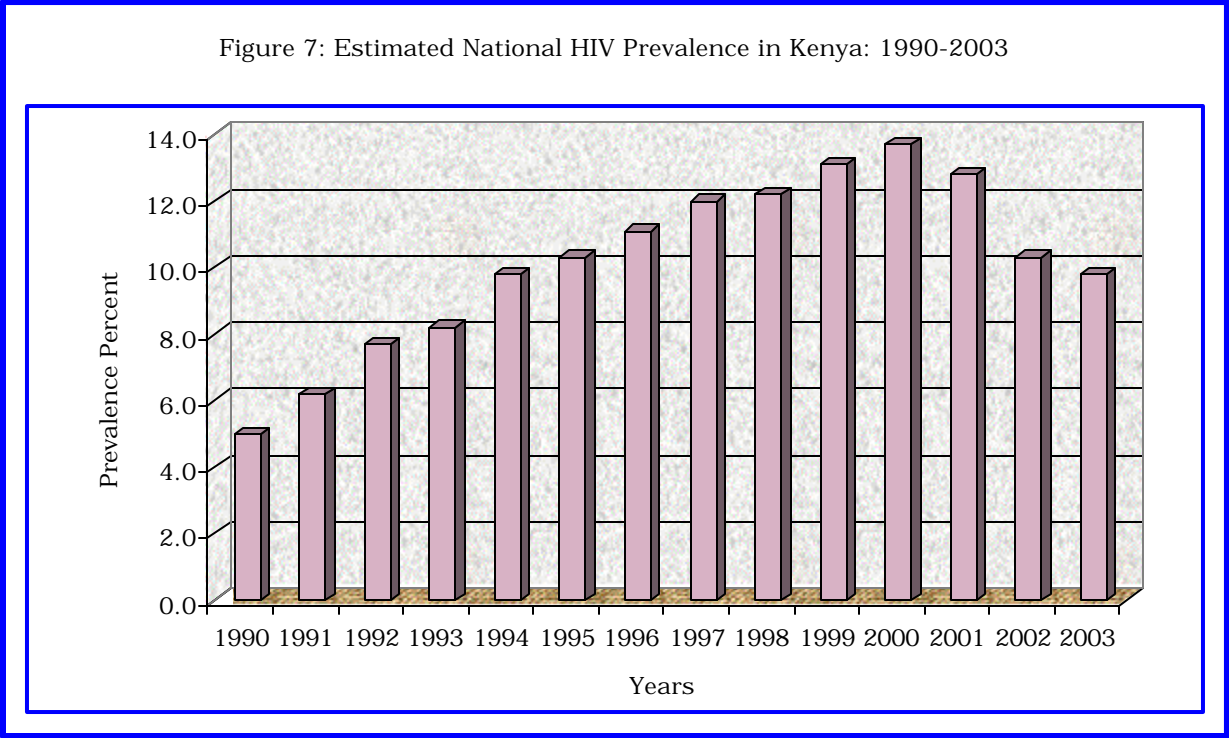
Source: The HIV/AIDS Epidemic in Kenya – Sentinel Surveillance, 2004

The increased adult mortality rate has contributed to slow economic growth and an increased dependency ratio among the population. This continues to adversely affect all sectors of the economy. For example, in the education sector, the HIV/AIDS pandemic is anticipated to affect the sector in several ways. First, children infected with HIV/AIDS at birth do not live to enroll in school. Second, the number of orphans in schools will increase as parents die from HIV/AIDS. Without appropriate interventions, the orphans will most likely drop out of school. Third, some children will stay at home to care for

sick family members. Fourth, there are teachers dying from HIV/AIDS while others are too sick to work thus denying the sector of vital skilled human resources. HIV/AIDS pandemic, therefore, threatens to undermine the country's achievements in literacy while increasing the dropout rates, the number of poorly educated children, and the number of working children, which undermines achievement of the EFA goal.

2.11 The National HIV/AIDS Strategic Plan (2000-2005) estimates that the impact of HIV/AIDS may reduce the GDP while per capita income is anticipated to fall by 10 percent by 2005. To combat this disaster the country needs to implement effective policies aimed at addressing the insidious effects of the HIV/AIDS pandemic on education and training.

Role of Education in National Development

2.12 The Government has recognized the strategic importance of improving the overall education level of Kenyans within the context of poverty reduction and economic growth. In this regard, education is not only a welfare indicator per se, it is also a key determinant of earnings and, therefore, an important exit route from poverty. As a result, increased investments in human capital including health and education is identified as one of the four pillars of the Government's overall economic recovery strategy.

2.13 Education is an investment in human capital and empirical evidence, based on endogenous growth models, shows that human capital is a key determinant of economic growth. Indeed, sustainable development is only possible if there is a critical mass of skilled people. Studies on poverty in Kenya show that education is an important factor in poverty reduction. In addition, there is a strong positive relationship between human capital and earnings as well as the overall productivity that is well captured by measures of human capital returns. Recent studies of human capital returns in Kenya show that capital returns increase as the level of education goes higher. There

are also studies showing that individuals benefit a great deal from the education of others. These findings highlight the importance of an educated population.

2.14 Education can reduce social and economic inequality. Today, Kenya is characterized by large inequalities with respect to income distribution and this has constrained economic growth. As such, investment in education is an important strategy to address such inequalities, and thus facilitate faster economic growth. Government involvement in education and training is therefore justified on the basis that human capital development has large social returns, and because the market fails to provide socially optimal returns.

2.15 For the country to achieve the desired economic growth targets and social development, a high priority needs to be placed on the development of human capital through education and training by promoting technical and vocational training, as well as the teaching of sciences and information technology. Not only will the growth of the education and training sector contribute to economic growth and social returns, it will also increase demand for more equitable education attainment, which is an important human welfare indicator by itself.

2.16 Notwithstanding the challenges the sector is facing, MOES&T is determined to take advantage of the positive changes the country is undergoing to improve access, equity, quality and relevance of education through better management of service delivery to all learners. Achievements in this sector will, therefore, reduce poverty, achieve the desired economic growth, create more employment, and guarantee sustainable development for the Kenyan people now and in the future.

CHAPTER III

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

Philosophy of Education

3.1   The development, management, organisation, and delivery of education and training services will be guided by the philosophy of "Education and Training for Social Cohesion as well as Human and Economic Development". The focus of various sub-sectors of education will be on the acquisition of life-skills and life-long learning. Emphasis will be on the provision of holistic quality education and training that promotes education that involves both cognitive and affective domains. Instilling values such as patriotism, equality, peace, security, honesty, humility, love, respect, tolerance, cooperation and democracy through education and training will be critical. Quality and relevant education and training for Kenya must also address emerging challenges such as respect for human rights, drug and substance abuse, corruption, violence and social exclusion. For these reasons, education for the 21st century will have to depart significantly from the past trends by addressing globalisation issues such as environmental concerns, technology and terrorism. For equity, it will be necessary to take affirmative action to compensate for historical and emerging inequalities and disparities in all areas of our national life including gender. Ultimately, there is need to offer Kenyans education and training that promotes sustainable development, peace and social justice.

3.2   This philosophy is in turn guided by the following:

(i)   **National unity** - Education and training inculcates patriotism and nationalism without compromising responsibility on global issues;

(ii)   **Unity of purpose** - Teamwork and striving for the national common good forms an integral and critical component of the education and training system;

(iii) **Social responsibility** - Education and training integrates social responsibility, including nurturing our cultural heritage, spiritual values, combating drug and substance abuse, sensitivity to the spread of human calamities like HIV/AIDS, developing positive attitudes to work, promoting gender equity, as well as care for the vulnerable regions and groups;

(iv) **Moral and Ethical Values** – Education and training inculcates such values as peace, integrity, hard work, honesty and equity;

(v) **Life-long learning** - Education and training must embrace the importance of learning throughout one's lifetime as critical to effective social and economic development. Access to information and knowledge resources for both the young and the old will be an essential component of learning. For this reason formal and non-formal, as well as traditional and modern learning methodologies and approaches will be integrated as important pillars of education and training;

(vi) **Science and technology** - Technology is a critical form of wealth to any nation. For this reason, innovation, research, development, Information and Communication Technology (ICT), and science and technology will form one of the key pillars of education and training;

(vii) **Equity** - Education and training must embrace equity issues such as equal opportunities for all, access, retention and completion;

(viii) **Quality** - In order to meet the demands for the 21st century, our education and training programmes must be of the highest quality to compete favourably with the international standards; and

(ix) **Environment** – Education and training must empower our people to conserve, sustain and exploit our environment for sustainable development.

Vision and Mission of Education

3.3   The Government's vision for education is to have **Quality Education and Training for Development'.**   Translated to Kiswahili this is **'Elimu Bora kwa Maendeleo'**.   This makes the purpose of our education and training focus on the development of an individual's personality to enable her or him to fit into society as a productive and civil individual.   Education and training, therefore, seeks to offer equal opportunity to all learners.

3.4   Consistent with the above, the mission of MOES&T is to work with the other education stakeholders **to provide, promote and co-ordinate quality life-long education, training and research for Kenya's sustainable development and responsible citizenry**.   The Ministry is responsible for providing an appropriate regulatory framework, developing policies and guidelines, providing educational support services, mobilizing resources for education sector inputs, and coordinating human capital development through education and training.   To meet these challenging tasks, the MOES&T will continue to fulfil its mandate and objectives through strong partnerships with all stakeholders including communities, civil society, Community Based Organizations (CBOs), NGOs, religious organizations, other Government institutions, development partners, and the private sector.

Goals and Objectives of Education

3.5   The overall goal of education is to achieve EFA by 2015 in tandem with the national and international commitments. In line with the EFA goal, which has been internationally agreed upon, the short-term goal of the sector is to attain UPE by 2005.   The Ministry has, therefore, set the following specific objectives in full cognisance of the national and international goals:

(i)   To develop a comprehensive ECDE policy paying special attention to gender, vulnerable and disadvantaged children by 2005;

(ii)   To ensure that all children, including girls, children in difficult circumstances, and those from marginalized/vulnerable groups, have access to and complete free and compulsory primary education by 2010;

(iii) To enhance access, equity and quality at all levels of education and training by 2010;

(iv)   To eliminate gender and regional disparities in primary and secondary education by 2005;

(v)   To improve the quality of all aspects of education and training so that recognized and measurable learning outcomes are achieved, especially in literacy, numeracy and essential life-skills relevant to the world of work by 2010;

(vi)   To ensure that the learning needs of all, young people and adults, are met through equitable access to appropriate learning and life-skills programmes by 2015;

(vii) To achieve universal adult literacy, especially for women by 2015;

(viii) To promote and popularise ICT as well as science and technology education by 2008;

(ix)   To promote and popularise Open and Distance Education (ODE) at all levels of education and training by 2010;

(x)   To improve the quality and relevance of teaching, learning and research at universities and TIVET institutions by 2010;

(xi)   To increase the proportion of women in teaching, administration and research at all levels of higher institutions by 2010;

(xii) To introduce new modes of operation that will provide linkages between all higher education and training institutions with communities, by 2010; and

(xiii) To ensure quality management capacities amongst education managers and other personnel involved in education at all levels by 2010.

3.6   Through pursuit of these objectives the youth will be prepared and equipped with knowledge, skills and expertise to enable them play effective

roles in the life of the nation. The MOES&T aims at providing conditions for full development of talents and personalities, promotion of social justice, ethics and morality, social obligations and responsibilities; fostering positive attitudes and consciousness towards others, including addressing gender issues in order to serve the needs of national development and, above all, foster national unity.

3.7   To monitor and evaluate progress towards the achievement of the above objectives, the Ministry has set specific targets as follows:

(i)   Attain UPE by 2005 and EFA by 2015;

(ii)   Achieve a transition rate of 70 percent from primary to secondary school level from the current rate of 47 percent, paying special attention to girls' education by 2008;

(iii)   Enhance access, equity and quality in primary and secondary education through capacity building for 45,000 education managers by 2005;

(iv)   Construct/renovate physical facilities/equipment in public learning institutions in disadvantaged areas, particularly in ASALs and urban slums by 2008;

(v)   Develop a national training strategy for TIVET in 2005, and ensure that TIVET institutions are appropriately funded and equipped by 2008;

(vi)   Achieve 50 percent improvement of levels of adult literacy by 2010; and

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

Structure and Programmes of the Sector

3.8   The national education system has evolved over time, with major changes having been instituted in the 1980s. In 1984, the 7-4-2-3 structure and system was replaced with the 8-4-4 structure and system, which introduced a broad-based curriculum at all levels. The 8-4-4 system was intended to make education more relevant to the world of work and thus

produce skilled and high-level manpower to meet the demands of the economy. Delegates at the National Conference on Education and Training, held between 27th and 29th November 2003, noted that both 7-4-2-3 system and 8-4-4 structure provide 16 years of schooling and emphasized that the content of the curriculum combined with the quality and relevance of education and training, are more important than a structure. In addition, there is debate among most countries offering 'A' Level and General Certificate of Education that centres on reforming their education system. It is apparent from the debate that these systems need to be restructured in order to offer the mastery of skills required by employers and universities. These countries, including the UK, are likely to restructure their education systems.

3.9 The scope of the 8-4-4 structure and system was expanded to incorporate technical skills and pre-primary education (4-5 year-old children). The primary education cycle caters for learners of between 6-13 years; and secondary education targets learners of 14-17 years, while university education targets learners of 18 years and above. The TIVET catchment population includes youth who for some reasons do not enrol in the regular education system either at primary, secondary school or university levels.

3.10 The current structure of education and training in Kenya comprises of the following:
(i) The ECDE, which covers early childhood care for 0-3 year-old children and pre-primary for 4-5 year-old children;
(ii) Primary education which lasts 8 years and caters for 6-13 year-old children, leading to the Kenya Certificate of Primary Education (KCPE);
(iii) Secondary education which lasts 4 years and caters for 14-17 year-olds, leading to the Kenya Certificate of Secondary Education (KCSE);
(iv) TIVET, which includes trade test courses in Youth Polytechnics, artisan, craft and diploma courses in technical training institutes and institutes of technology, craft and diploma courses in national polytechnics,

leading to trade tests, certificates and diplomas in various disciplines and business education related courses;

(v)   Business and professional studies in middle level colleges are also available, leading to certificates and diplomas; and

(vi)   University education lasting a minimum of 4 years depending on the degree pursued, leads to a bachelor's degree and post-graduate training programmes leading to masters and doctorate degrees.

3.11 Although the 8-4-4 structure and system was supposed to be progressive through TIVET, its implementation did not prepare the primary level graduates well enough to enter the sub-sector. In addition, it did not cater for the disadvantaged, those with special needs and those outside the formal education system. Consequently, many school age children have remained uncatered for. Other challenges associated with the 8-4-4 education system have included; an overloaded curriculum, high cost to parents, limited provision of learning and teaching materials, and limited resources to cater for operational and maintenance costs.

3.12 A breakthrough towards industrialisation can only be achieved through the application of technology. It will, therefore, be necessary to give prominence to technical education in all sub-sectors. However, noting that not all students leaving secondary schools will move on to middle level colleges or universities, it is important to ensure that students are prepared for acquisition of productive skills. This will enable them to contribute effectively towards the industrialisation process. In this regard, the country needs a critical mass of Kenyans with some technical skills for technological take-off and economic sustainability. In this respect, therefore, it is important to offer some important technical subjects at secondary school level. However, in view of the high cost of offering some of the technical subjects, this will be done in a controlled manner in order to make it both cost effective and affordable.

3.13 To address these issues, the Government proposes new strategies aimed at redressing the current situation. These include: completion of the rationalization of the curriculum, with a view to reducing the load on learners and the cost to parents; as well as the provision of instructional materials and funds to meet basic operational and maintenance costs under the FPE. The Ministry is also mobilizing extra resources for the development of infrastructure in regions with high poverty levels. These include ASAL areas, urban slums and pockets of poverty in medium and high potential provinces.

3.14 Whereas introduction of the FPE has reduced the cost burden of the education for parents at the primary level, secondary sub-sector is mainly financed through fees and levies paid by parents. This Sessional Paper makes policy proposals to address the issues that constrain access, under the current system, with a view to improving access to basic education and, subsequently, higher education. Among the possible expansion options is open and distance learning (ODL).

3.15 Figure 8 below, shows the envisaged structure and organization of the education and training sector as articulated in this Sessional Paper. From the primary school cycle to higher levels, this structure is intended to offer learners equal opportunities to advance to the highest level of learning either through the academic or TIVET channels. The proposed structure also provides opportunities for entry and re-entry into either channel. An additional feature of the proposed structure is that the education and training system is structured into basic and higher education and training. In the long term, basic education and training is proposed to be 14 years, comprising of pre-primary (2 years), primary/NFE (8 years), and secondary education and TIVET (4 years). Under this proposal, higher education will consist of undergraduate and postgraduate (masters and doctoral) programmes, as well as TIVET, diploma, undergraduate and post-graduate programmes.

Figure 8:   Structure and Organization of Education and Training
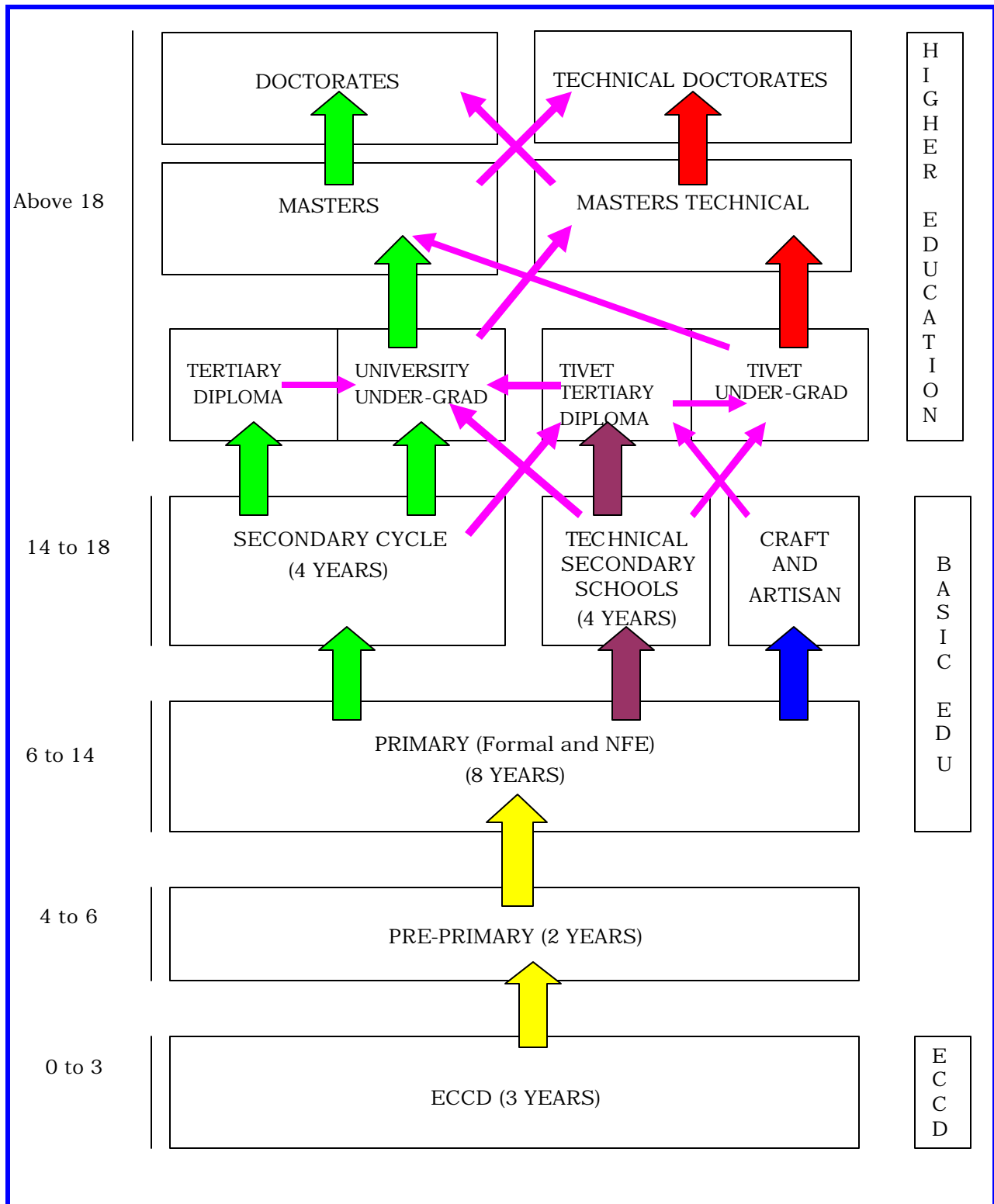
CHAPTER IV

EXPANDING ACCESS, EQUITY AND IMPROVING QUALITY

Introduction

4.1   The attainment of EFA by 2015 is a major goal and commitment of the National Alliance Rainbow Coalition (NARC) Government in line with the right to education for all Kenyans. For the children of primary school age, this right is provided for in law (Children's Act 2001) and in other official documents on education policies. This is also in line with the Government's commitment to international declarations, protocols and conventions as resolved in world conferences on EFA (Jomtien-Thailand, 1990, and Dakar-Senegal, 2000) and, by the MDGs.

4.2   To achieve EFA, the Government has undertaken various measures and is instituting reforms to address challenges related to access, equity, quality and relevance.   This chapter, therefore, addresses the current status, challenges, proposed policies and strategies for each sub-sector so as to expand access, achieve equity and improve quality and relevance.

Early Childhood Development and Education

4.3   The provision of ECDE involves households, community and Government efforts in the integrated development of children from the time of conception. The structure of ECDE provision is divided into that for 0-3 year-old children and for 4-5 year-old children. For this sub-sector, the MOES&T's policy is to focus on 4-5 year-old children with a view to providing a holistic and integrated programme that meets the child's cognitive, social, moral, spiritual, emotional and physical needs.

4.4   The Government is already implementing measures that seek to improve the performance of this sub-sector. These include: establishing guidelines and standards for the management, supervision and curriculum development for ECDE; establishment of NACECE and District Centres for Early Childhood

Education (DICECE) for purposes of in-servicing teachers and training of trainers; mobilizing communities and parents through awareness creation, and providing community support grants to support marginalized/vulnerable communities in collaboration with other partners. Other measures, which are being implemented to enhance quality at this level, include: implementing a 2-year in-service training programme for ECDE teachers; mounting a 9-month training of trainers' course; developing guidelines and syllabuses for ECDE programmes; enhancing the capacity of supervisors and inspectors to ensure quality of ECDE programmes; and equipping NACECE and DICECEs to meet the needs of the programmes.

4.5 Despite the above measures, access, equity and quality in this sub-sector remain constrained by various factors that include: limited teaching and learning materials, inadequate ECDE centres; inadequate community participation; lack of a clear policy on transition from pre-primary to primary school; inadequate nutrition and health services; lack of enough trained teachers; low and irregular salaries for ECDE teachers and lack of clear entry age guidelines. To address these challenges, the Government will:

(i)   Develop and implement an overall ECDE policy incorporating a legal framework;

(ii)   Work on modalities to mainstream ECDE as part of basic education and therefore, integrate 4-5 year-old children into the primary cycle by 2010;

(iii)   Intensify capacity building and resource mobilization with a view to empowering stakeholders to manage their ECDE facilities efficiently; and

(iv)   Develop a comprehensive National Framework with the necessary guidelines for all ECDE programmes including integrating alternative education programmes, basic ECDE requirements, a national curriculum, teacher training and certification.

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

(i)   Work with partners in the development of a legal framework for the ECDE policy;

(ii) Design a programme to build community capacities for the development and equipment of ECDE centres in partnership with other stakeholders;

(iii) Build partnerships with parents, sponsors, private sector and other state agencies to promote the development of ECDE;

(iv) Set quality standards and publicize the same among all service providers;

(v)   Develop and implement appropriate ECDE programmes for children with special needs, including the vulnerable and disadvantaged groups;

(vi) Undertake regular review of the curriculum to ensure inclusion of emerging issues and alternative approaches to early childhood education;

(vii) Standardize training and certification of ECDE teachers in consultation with other partners;

(viii) Develop and implement a monitoring and evaluation system to enhance quality assurance;

(ix) Revise pre-service training curriculum for primary teachers to prepare teachers on appropriate methodology for teaching ECDE and lower primary classes;

(x)   Develop a scheme of service for ECDE teachers;

(xi) Liase with other partners in education, particularly the local authorities, to improve salaries and terms of service for ECDE teachers; and

(xii) Continue to network with other service providers who focus on childcare and education for children from conception to 3 years.

Primary Education

4.7 The Government's policy on primary education is to achieve UPE by 2005, which is a key strategy towards attaining the overall EFA goal by 2015.

Attaining UPE will ensure that all Kenyan children eligible for primary schooling have opportunity to enrol and remain in school, to learn and acquire quality basic education and skills training. In pursuit of this policy objective, the Government introduced FPE in January 2003, which resulted in an increased enrolment of children, from 5.9 million in 2002 to 7.2 million in formal public schools alone in 2004. This is an increase of 18 percent. Another 300,000 primary school-age children are enrolled in non-formal learning centres.

4.8 Despite this performance, primary education continues to experience many challenges relating to access and equity. These include: overstretched facilities; overcrowding in schools, especially those in urban slums; high Pupil-Teacher Ratios (PTRs) in densely populated areas; high cost of special equipment for children with special needs; diminished community support following their misconstrued role vis-à-vis that of the Government in the implementation of the FPE initiative; gender and regional disparities; increased number of orphans in and out of school as a result of HIV/AIDS; and other reasons such as internal inefficiencies.

4.9 In addition to the above challenges, the sub-sector also experiences problems in the quality of learning. The current policy is that a primary school teacher should be able to teach all the 7 subjects in the primary school curriculum. However, the two years of teacher training is not adequate for the teacher trainee to acquire mastery in subject content and skills of pedagogy in all the 7 subjects. This compromises the quality of teaching offered after the training. Other factors relate to poor resource management in primary schools, in-adequate in-servicing of teachers, poor learning environment due to overcrowding, inadequate facilities, poor health and sanitation, gender insensitive environments, barriers for those with special needs and inadequacies in quality assurance also contribute to low quality.

4.10 To address these challenges, the Government is already undertaking several measures which include: providing additional support to low cost boarding schools in Arid and Semi-Arid Lands (ASALs); providing special capitation grants for special needs education; providing support to NFE institutions offering primary school curriculum in slum areas; and improving school health and nutrition in collaboration with Ministry of Health (MOH). In addition, MOES&T has initiated a school mapping exercise with a view to determining the location of schools in order to design plans to improve on access and equity; enhancing the capacity of school managers; increasing the scope of the school feeding programme; mainstreaming HIV/AIDS education into the regular school curriculum; taking affirmative action in support of the girl child; providing funds to help meet water and sanitation needs in school; and mobilizing resources from development partners in support of FPE.

4.11 The Government is also enhancing the quality of primary education by: regularly reviewing the primary education curriculum to improve its relevance and incorporate emerging issues; improving inspection and supervision; enhancing the capacity of relevant institutions for the implementation of FPE; regularly reviewing teacher education curriculum; providing teacher support programmes; and establishing specific staffing norms for effective and equitable distribution of teachers.

4.12 Despite these interventions, the sub-sector still faces the following challenges: many primary school-age children are still out of school; many schools are congested; weak managements and internal inefficiencies; low participation rates in urban slums and ASAL areas; and a growing number of orphans and other poor children forced to drop out of school. In order to address these challenges, the Government will implement the following policies:

(i) Continue to provide free and compulsory primary education for all children;

(ii) Work in partnership with parents, communities, civil society, development partners, private sector and other stakeholders to ensure effectiveness of free and compulsory primary education;

(iii) Develop strategies to enhance participation of children in special circumstances, including orphans, children in urban slums and ASALs;

(iv) Work with other partners in the implementation of HIV/AIDS policy and mobilize resources to support HIV/AIDS programmes in schools;

(v) Expand the school-feeding programme to cover children in all needy areas;

(vi) Work with partners to ensure barrier free primary schools for those with special needs;

(vii) Develop and strengthen school-based and zonal level quality assurance capacities in collaboration with partners;

(viii) Strengthen the management of school administration and School Management Committees (SMCs);

(ix) Improve the capacities of the monitoring committees at all levels;

(x) Develop and utilize monitoring tools to ensure standardization;

(xi) Establish a programme for teacher development through regular training and in-servicing with appropriate accreditation mechanisms for professional growth;

(xii) Develop mechanisms for assessing teacher competencies and reward; and

(xiii) Regularly review teacher distribution against agreed staffing norms.

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

(i) Ensure effectiveness of the FPE by encouraging community support for infrastructure development;

(ii) Expand Government supported school feeding programme, and encourage communities to provide midday meals to needy children;

(iii)   Regular in-servicing of teachers who handle lower primary classes to equip them with the necessary skills that will facilitate smooth transition of children from pre-school to primary school;

(iv)   Strengthen guidance and counselling in pre-service training;

(v)   Establish and improve guidance and counselling services, paying specific attention to providing timely information on coping with the maturation processes;

(vi)   Ensure implementation of an all-inclusive education policy by removing all barriers to disadvantaged groups;

(vii)   Collaborate with other stakeholders in establishing and improving boarding schools in ASAL areas where day schools are inappropriate;

(viii)   Sensitise parents on the need to enrol and retain girls in schools and make the school environment gender sensitive;

(ix)   Whenever possible integrate alternative modes of provision of education, such as mobile schools among nomadic communities;

(x)   Continue to work with partners and other ministries to improve the school learning environment and enhance infrastructure;

(xi)   Revise teacher education curriculum to enhance the mastery of the language of instruction;

(xii)   Place increased emphasis on physical education and sports;

(xiii)   Provide, with other partners, support to school health that includes, improved child health, sanitation and HIV/AIDS education;

(xiv)   Build the capacity to undertake and encourage school-based assessment of learning achievements, paying special attention to the acquisition and mastery of the language of instruction;

(xv)   Establish a system for periodically monitoring learning competencies at various grades using established attainment standards;

(xvi)   Develop appropriate assessment tools for monitoring FPE;

(xvii)   Strengthen capacities of quality assurance officers;

(xviii)   Sensitise communities on the Children's Act, Cap. 586 and enforce it as a way of achieving UPE;

(xix) Enhance the use of Open and Distance Learning (ODL) in primary education; and

(xx) Pay special attention to factors that enhance gender parity, for example, gender balance at school management level.

Secondary Education

4.14 One of the factors constraining growth in secondary school enrolment is lack of adequate secondary schools to match that of primary schools. In 2003, there were 3,661 public secondary schools and 641 registered private secondary schools, compared to 18,081 public primary schools. This imbalance is expected to worsen following implementation of the FPE and the projected increase in demand for secondary education, which is more acute in urban areas, especially urban slums, where over 60 percent of the total urban population is concentrated. Given that the GER for the secondary sub-sector declined from 29.4 percent to 22.2 percent between 1990 and 2000, the current situation is likely to undermine the country's efforts towards the realization of the EFA goal.

4.15 The decline in secondary school enrolments over the last decade has been caused by the following factors: high cost, (the average annual unit cost for secondary education is 5 times higher than primary education) and poverty, with an estimated 30 percent drop out rate due to this factor alone. Other factors include; high cost of learning and teaching materials, school uniforms, transport and development levies; extra expenses for private tuition; unfriendly school environment, negative effects of HIV/AIDS pandemic; and rising repetition rates. In addition, the cost of secondary education in boarding schools is higher than day schools by more than 50 percent.

4.16 Secondary education has also been characterized by poor performance in national examinations especially in core subjects such as Mathematics and Sciences. The pupil-textbook ratios are also high especially in the rural areas

and urban slums. The teacher factor is also important in explaining the poor performance in that although the majority of the teachers are graduates, they are arts oriented which results in shortages especially in Mathematics, Sciences, English and Kiswahili. An added dimension relates to secondary school teacher training which combines teaching methodology and subject mastery. Under this system both the academic and methodology suffer from an overburdened programme. Furthermore, teacher promotion has not been based on performance, but on qualifications, which contribute to internal inefficiencies.

4.17 The Government is already implementing measures to improve access and quality in secondary education. In this respect, curriculum is being rationalised and revised with a view to reducing both the load on students and teachers and the consequent cost burden on the Government and parents. The Government continues to provide teachers to all public secondary schools. In addition to these measures, MOES&T, through Kenya Education Staff Institute (KESI), is strengthening the capacities of educational managers at this level. The Government is also reviewing staffing norms in order to ensure equitable distribution of teachers and thus improve on their utilization. Under a targeted programme, the Government is rehabilitating some schools to improve the teaching and learning environment including laboratory equipment. It is also in-servicing teachers in various subjects as a measure to enhance subject mastery levels.

4.18 Despite these initiatives, the secondary sub-sector continues to face challenges, particularly the low participation rates, low transition rates from primary to secondary and from secondary to tertiary (particularly to universities), as well as gender and regional disparities. In order to address these challenges, the Government will implement the following policies:

(i)   In the long-term, work towards integrating secondary education as part of basic education;

(ii)   Promote the development of day schools as a means of expanding access and reducing the cost to parents;

(iii)   Provide targeted instructional materials to needy public secondary schools, while encouraging parents and communities to provide infrastructure and operational costs;

(iv)   Restructure the secondary school teacher training programme to require that teacher trainees attain basic qualifications in their respective subject areas and subsequently undertake post-graduate training in pedagogy or extend the Bachelor of Education degree programme to be five years like other professions;

(v)   Establish a National Assessment System to monitor learning competencies in secondary schools in order to enhance the capacity of schools to undertake school-based continuous assessment; and

(vi)   Work towards the establishment of two centres of excellence, one for boys and one for girls, at district levels to serve as role models and to increase national schools in the country.

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

(i)   Provide support to poor and disadvantaged students through secondary school bursaries;

(ii)   Provide targeted support for the development of infrastructure in areas where parents are not able to provide such support;

(iii)   Provide support to targeted boarding schools in ASALs, and other deserving areas especially for girls;

(iv)   Work in partnership with parents, communities, private sector and other stakeholders in providing secondary education;

(v)   Through DEBs, regularly review and rationalize fees and levies in secondary schools in order to reduce the cost burden on the Government, parents and communities;

(vi) Support the implementation of affirmative action in secondary education to address the needs of the marginalized and/or those in difficult circumstances;

(vii) Recognize and provide support to children with special talents and abilities;

(viii) Institutionalise and regularize in-servicing of teachers in certain target subjects;

(ix) Review the current system of issuing life-long teaching certificates;

(x) Develop the necessary institutional framework to meet the needs for quality assurance in both private and public secondary schools;

(xi) Build the capacity of practising teachers to deliver on emerging issues such as HIV/AIDS, drug and substance abuse; and special needs education;

(xii) Develop structures and strategies to ensure the institutionalisation of guidance and counselling in schools;

(xiii) Promote private sector participation in the development of secondary schools by giving them incentives;

(xiv) Increase the provision of bursaries and devise better methods of targeting and disbursing funds to the needy;

(xv) Mobilize additional resources to finance the construction of schools and provide equipment to deserving areas, especially ASALs and urban slums;

(xvi) Promote the development of more day-schools, especially in high population density areas;

(xvii) Mobilize support to ensure establishment of a minimum of 3 streams in each school;

(xviii) Complete the ongoing curriculum review process;

(xix) Regularly review staffing norms to enhance appropriate development and utilization of teachers;

(xx) Develop the necessary capacities to ensure efficiency in school management;

(xxi) Ensure the re-entry of girls who drop out of school due to pregnancy and early/forced marriage;

(xxii) 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;

(xxiii) Ensure that the school environment is gender and special needs responsive;

(xxiv) Ensure the supply of learning and teaching materials to the needy to enhance access, retention and completion;

(xxv) Develop mechanisms for flexible delivery of curriculum to cater for children with special talents and abilities;

(xxvi) Provide targeted teaching and learning materials;

(xxvii) Restructure the training programme for secondary school teachers, in collaboration with universities;

(xxviii) Mount training programmes in order to improve the capacities of all those involved in quality assurance in secondary schools; and

(xxix) In-service teachers to improve the teaching of Mathematics, Science and Technology by upgrading the Centre for Mathematics, Science and Technology Education in Africa (CEMESTEA) at Karen to a fully-fledged institution for in-service training for Science, Mathematics and technical teachers.

Special Education

4.20 Special education is important for human capital development as it prepares those who are most likely to be dependents to become self-reliant. Special education has for a long time been provided in special schools and special units attached to regular schools. Recently, we have changed to inclusive education through regular schools. However, special schools and units continue to cater for children with special needs in the areas of hearing,

visual, mental or physical challenges. This leaves out other areas of special needs such as gifted and talented, psychosocially different, autism, multiple handicapped, specific learning difficulties and communication disorders.

4.21 The main challenges relating to access and equity in the provision of education and training to children with special needs include; lack of clear guidelines and support to the implementation of an all inclusive education policy, lack of data on children with special needs and inadequate tools and skills in identification and assessment. This means that special education has not been mainstreamed in all education sub-sectors and programmes. The situation is compounded by inappropriate infrastructure, inadequate facilities and lack of equipment, which makes it difficult to integrate special education in regular programmes. Inadequate capacity among many teachers to handle children with special needs, lack of co-ordination among service providers, inappropriate placement of children with disabilities, inadequate and expensive teaching and learning materials and inadequate supervision and monitoring of special education programmes further complicate the situation.

4.22 The Government is currently implementing measures to improve the participation of children with special needs.   Under the FPE, additional capitation grants are provided to physically challenged children enrolled in special education institutions and units attached to regular primary schools. Initial support has also been provided to each public primary school to begin removing existing barriers that make the school environment unfriendly to physically challenged learners. Each special education unit has been given a grant to facilitate procurement of the necessary teaching/learning materials and equipment. In addition, the Government continues to train primary school teachers in special education as well as sponsoring training at university level in order to improve the capacity. Despite these measures, access to special education, for those with special needs, remains limited. In order to increase access and improve on quality, the Government will:

(i)   Rehabilitate and strengthen the assessment programme in order to facilitate identification and placement of learners with special needs;

(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;

(iii)   Collaborate with and co-ordinate with other providers of special education;

(iv)   Provide instructional materials through the waiving of duty on specialised equipment and materials as well as provide incentives for local production of such equipment as a way of reducing the cost of providing special needs education; and

(v)   Develop a national policy that comprehensively defines areas of special needs, and the specific needs identified.

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

(i)   Develop a programme to create public awareness on the need to send children with special needs for early assessment and placement;

(ii)   Design and implement programmes that enhance inclusive education in all institutions;

(iii)   Promote innovations in local enterprises and inculcate skills for production of equipment and learning materials for special needs education;

(iv)   Promote access to secondary, tertiary and university education for learners with special needs through affirmative action;

(v)   Strengthen institutions supporting special needs education, for example, KISE;

(vi)   Expand KISE programmes to offer in-service training to teachers on special education. In addition, KISE will be restructured and strengthened to play a more active role in the provision of special education;

(vii)   Encourage research in the field of special education;

(viii)   Develop and standardize diagnostic assessment tools to facilitate proper identification and assessment of learners with special needs;

(ix)   Strengthen the capacity of the MOES&T and the schools to ensure effective management, and implementation of the curriculum in order to meet all the needs of the children;

(vi)   Implement integrated special education programmes in pre-service and in-service teacher training;

(vii)   Promote functional skills development for youth and adults with special needs; and

(x)   Implement an appropriate and flexible curriculum for learners with special needs.

Adult, Continuing and Non-Formal Education

4.24 The Government recognizes the important role played by Adult and Continuing Education (ACE) as a vehicle for transformation and empowerment of individuals and the society. The ACE and NFE offer opportunities for those outside the formal school system to benefit from education and training. For this reason, ACE and NFE programmes are consciously designed to meet specific learning needs. One of the benefits of a successful adult education system is that once parents become literate, they will value taking their children to school. Consequently, this will facilitate the achievement of EFA.

4.25 Currently, the Government is providing support to non-formal schools that comply with the Ministry's requirements on accountability.   The Government is also selectively providing teachers to ACE programmes and teaching and learning materials have been developed for accelerated learning. Under both NFE and ACE, the Government is carrying out a needs assessment to determine the level of literacy among Kenyans. In addition, the Government is working in partnership with stakeholders to develop an ODE policy framework. Finally, the Government has developed a post-literacy curriculum

and an accelerated curriculum for those wishing to re-enter the formal system of education.

4.26 Despite the interventions and initiatives above, access and equity in ACE and NFE are characterized by low participation rates, and regional and gender disparities that arise from a long history of neglect. The quality and relevance of ACE and NFE are affected by lack of a clear policy, a negative image, lack of clear transition mechanisms, inadequate resources, unqualified teachers who often employ inappropriate methods, lack of teaching and learning materials, lack of quality assurance mechanisms, and an un-coordinated large number of service providers. In order to address these challenges, the Government will:

(i)   Develop a national qualification framework that will provide opportunities for linkage with the formal education and training systems, thus creating re-entry at all levels; and

(ii)   Harmonize all legal provisions dealing with education, including ACE and NFE, Children's Act and the Board of Adult Education Act.

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

(i)   Promote learning and training opportunities to ensure adequate access by all learners, adults, children, out-of-school youth, and other hard-to-reach groups;

(ii)   Develop and regularly review ACE and NFE curriculum;

(iii)   Implement a national system for assessment and certification for ACE and NFE;

(iv)   Register all NFE centres, offering formal curriculum to learners, with MOES&T and monitor their activities;

(v)   Develop a legal framework for the establishment of a coordinating mechanism that embraces all aspects of education under the auspices of MOEST;

(vi) Work with other stakeholders in the establishment of a new and comprehensive policy on ACE and NFE;

(vii) Mobilize resources and stakeholders for support to ACE and NFE programmes;

(viii) Collaborate with other stakeholders to develop the necessary capacities for the development and management of a national ACE and NFE system;

(ix) Establish distance education programmes for ACE and NFE learners to reach more people;

(x) Collaborate with other stakeholders in the development of a national qualification framework to provide opportunities for linkage with the formal education at all levels;

(xi) Conduct regular literacy surveys to establish literacy status in the country;

(xii) Work with other partners to develop and implement special ACE and NFE programmes to cater for the un-reached and hard-to-reach such as nomadic groups, people with special needs, and prisoners;

(xiii) Partner with other stakeholders to improve existing supporting infrastructure, for example, use of solar power to facilitate the use of ICT in areas not served by the national power grid;

(xiv) Introduce other modes of delivery including ODL;

(xv) Build the capacity of the ACE providers to ensure quality in service delivery and management of ACE programmes and provide orientation in ODL;

(xvi) Integrate quality assurance services to an overall national quality assurance system;

(xvii) Strengthen research, evaluation and monitoring of ACE programmes; and

(xviii) Register all eligible learners in NFE centres for purpose of national examinations.

University Education

4.28 University education plays a crucial role in national development. The Government's long-term policy is to provide a framework for a sustainable, competitive and autonomous national university system. Such a policy objective will take account of the comparative strengths of private and public institutions with the aim of reducing wastage through unnecessary duplication. It will also seek to ensure the development of a diversified financial base and enhancement of managerial independence, while at the same time paying attention to issues of relevance, and responsiveness to the market and to national priorities. University education and training will, therefore, need to be demand-driven, of high quality, gender sensitive, technologically informed, research supported, democratically managed and globally marketable.

4.29 Despite the rapid expansion of higher education over the past two decades, challenges to access and equity remain. These include: inadequate capacity to cater for the growing demand for more places in the universities; mismatch between skills acquired by university graduates and the demands of the industry; an imbalance between the number of students studying science and arts based courses; rigid admission criteria that excludes the possibilities for credit transfers amongst universities and for graduates from other post-secondary institutions; and gender and regional disparities in terms of admissions and in subjects and courses undertaken.

4.30 To address these challenges that constrain access, equity and quality in university education, the Government will, through the respective University Councils and CHE:

(i)   Promote the expansion of university education and training in tandem with population growth and the demand for university places and research facilities;

(ii)   Promote private sector investment in the development of university education and training;

(iii)   Strengthen quality assurance mechanisms in all university education institutions;

(iv)   Provide scholarships based on the needs of the economy; targeted bursaries and loans to the needy, taking into account gender parity;

(v)   Ensure relevant training in all professional courses to address the current skills mismatch;

(vi)   Promote rationalisation of academic programmes among universities with the aim of creating centres of excellence and make each university have a comparative advantage;

(vii)   Develop a mechanism for universities to undergo regular peer reviews and evaluation of their programmes;

(viii)   Work with public universities to develop a performance based system of appointments and promotions;

(ix)   Introduce facilities for special needs students in order to enhance their participation;

(x)   Review all professional programmes to ensure incorporation of internships into the academic programmes; and

(xi)   Expand the financial base of HELB to enable it mobilize more resources for loans to needy students.

4.31 To implement these policies, the Government, through respective councils and CHE, will employ the following strategies:

(i)   Create incentives for increased investments in university education, training and research;

(ii)   Facilitate the establishment of an all-embracing national accreditation system with credit transfer;

(iii)   Increase Government contribution and improve on the existing university loans system to ensure availability of financial support to poor students;

(iv)   Empower HELB to mobilise resources from the private sector to enable it give loans to all categories of students;

(v)   Promote open universities, and distance education to increase learning opportunities;

(vi)   Create incentives for improvement of the infrastructure in all local universities;

(vii) Provide more support for scholarships and research at university level;

(viii) Ensure integration of attachment/internships into the training system to enhance relevance and productivity as well as minimising wastage;

(ix)   Support affirmative action to ensure equitable access to university education;

(x)   Work with universities to develop and implement capacity building programmes for academics and university managers;

(xi)   Coordinate, through CHE, a national accreditation system for all tertiary institutions and universities as a means of guaranteeing quality education and training;

(xii) Constantly carry out an all embracing programme review to facilitate competitiveness of tertiary and university programmes;

(xiii) Require each university to maintain records on academic productivity including publications, awards, funds from third parties, and patents and royalties. Each university should also work out a mechanism for this purpose and maintain an inventory of short- and medium-term national skills' needs;

(xiv) Collaborate with partner institutions to establish internal evaluation mechanisms for academic programmes and management and ensure publication of the results;

(xv)   Work with relevant Government Ministries to develop modalities for the establishment of incentives to promote investments in the university sub-sector;

(xvi) Harmonise the existing legal frameworks that govern university education to empower CHE to carry out its functions effectively; and

(xvii) Empower CHE to be the national quality assurance agency of tertiary and university education;

Technical, Industrial, Vocational and Entrepreneurship Training

4.32 The objective of TIVET is to provide and promote life-long education and training for self-reliance. The challenges facing this sub-sector include: inadequate facilities and capacities to cater for those who complete primary and secondary education and wish to undertake TIVET. Managing TIVET under various government departments has also posed a challenge to the sector, leading to disparities in the training standards due to lack of effective capacities. Lack of effective co-ordination of training and the disproportionate duplication in the production of skilled personnel across the entire economy has resulted in: mismanagement of scarce resources; unnecessary duplication of efforts; conflict of jurisdiction; under-utilization of available training facilities; wasteful and unnecessary competition; and costly and irrelevant training programmes. The immediate task is, therefore, to undertake the development of a National Skills Training Strategy and to implement the necessary reforms along with a legislative framework for a comprehensive TIVET system.

4.33 The current TIVET curriculum is inflexible and not responsive enough to the changing needs of the labour market. Therefore, there is a mismatch between the skills learned in training institutions and skill demands from the industry. Second, some of the teachers are inadequately trained and the mechanisms for quality assurance are weak due to lack of adequate support to inspection and supervision services. Third, equipment and physical facilities used for training are inadequate, old and outdated. Fourth, most of the training and reference materials and textbooks are sourced from overseas, which makes them costly hence unavoidable. In addition, there is a general feeling that private sector is not adequately represented in the curriculum design and development process.

4.34 In order to address the challenges in the sub-sector, the Government will:

(i) Involve all relevant stakeholders in the development of a comprehensive national skills training strategy;

(ii) Devise mechanisms and apply appropriate incentives to promote private sector investments in the development of TIVET facilities;

(iii) Provide scholarships and other merit awards for staff and students in order to promote excellence in creativity and innovation in the field of science and technology;

(iv) Provide loans and bursaries to enhance access to TIVET taking special account of marginalized groups, such as female students and, the physically handicapped;

(v) Require secondary schools that have infrastructure, equipment and staff to offer industrial and technical training curriculum;

(vi) Place skills training institutions under one coordinating Ministry in order to make them appropriately staffed and equipped to provide credible TIVET programmes; and

(vii) Rehabilitate facilities in public TIVET institutions to ensure quality training.

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

(i) Provide an alternative path for TIVET graduates to access higher education and training upto degree level;

(ii) Mobilize resources to rehabilitate TIVET institutions at all levels from youth polytechnics to national polytechnics;

(iii) Create opportunities for national polytechnics to offer degree level qualifications while retaining their present mandates;

(iv) Establish a national TIVET authority to oversee the national skills training system;

(v)   Collaborate with stakeholders to create necessary linkages and credit transfers between tertiary institutions and with universities;

(vi)   Review the current training delivery mechanisms to include mandatory on-job training to enhance quality and relevance of training as part of the academic programme;

(vii)   Develop TIVET institutions in underserved areas of the country and enhance capacity of Higher Education Loans Board (HELB) to provide loans to TIVET trainees;

(viii) Establish financing mechanisms through bursaries, and scholarships for persons with special needs;

(ix)   Institutionalise affirmative action for female students and those from vulnerable groups;

(x)   Regulate quality of training at all levels through the proposed TIVET Authority in collaboration with CHE;

(xi)   Support the development of appropriate physical infrastructure for students with special needs;

(xii)   Provide incentives to private investors to encourage them to expand existing institutions or establish new TIVET institutions;

(xiii) Continuously take stock of the existing and anticipated demands for skilled labour in the short term and long term so as to ensure the provision of relevant training;

(xiv)   Undertake rigorous audit of existing institutional capacity in order to rationalize academic programmes offered in TIVET institutions to reflect their competitive edge and comparative advantage;

(xv)   Utilize secondary schools with facilities for industrial arts to offer secondary technical education in order to prepare the form four graduates for careers in TIVET;

(xvi)   Establish a mechanism, for the accreditation of national polytechnics to offer degrees beginning with Kenya Polytechnic (Nairobi) and Mombasa Polytechnic;

(xvii) Regularly review the equipment and infrastructure needed in every institution offering technical and specialized education;

(xviii) Regularly review training delivery mechanisms to include on and off-the-job training to enhance quality ODL, ICT and e-learning for life-long training;

(xix)   Base admissions to TIVET institutions on academic and skill qualifications only subject to the desires of the applicants while securing training opportunities for gifted students;

(xx)   Require each TIVET institution of higher learning to maintain a record of academic productivity including publications, awards, patents and royalties as well as funds obtained from third parties;

(xxi)   Require every TIVET institution of higher learning to develop an evaluation mechanism for its academic programmes and management and subject the same to TIVET Authority, CHE and peer review;

(xxii) Provide mechanisms for linkages and credit transfers to facilitate horizontal and vertical mobility;

(xxiii) Undertake regular labour market skills' surveys and training needs assessment in collaboration with the industry in order to develop manpower development plans and provide appropriate feedback into curricula design and development;

(xxiv) Allow national polytechnics to operate more independently in order to enhance efficiency, flexibility and resource mobilization; and

(xxv)   Review and update the existing (8-4-4) technical education curriculum to make its content more relevant and its implementation more flexible so as to respond to the changing needs of industry and general trends in the labour market.

CHAPTER V

MANAGEMENT AND PLANNING OF EDUCATION AND TRAINING

5.1 The MOES&T has the overall responsibility to manage all aspects of education and training. Other partner Ministries include Local Government, Home Affairs, Labour and Human Resource Development etc. These and others provide education and training although they constitute a comparatively small proportion of the overall education and training service providers.

5.2 The MOES&T is responsible for the education sector policy development, planning, development of sector strategies and regulation of the provision of education and training services by other providers. The management structure at the ministry headquarters includes the Minister, two Assistant Ministers, the Permanent Secretary, as the accounting officer, five Directors who report to the Permanent Secretary through the Education Secretary; and Administration, Finance and Accounting Divisions, who all report to the Permanent Secretary. The structure also includes a number of Semi Autonomous Government Agencies (SAGAs) responsible for the development and management of the various aspects of education and training. These agencies also report to the Permanent Secretary.

5.3 At the provincial level, the Provincial Director of Education (PDE) coordinates education activities in their respective provinces. The Provincial Technical Training Officer (PTTO) coordinates technical training activities, and monitors and supervises technical programmes in both Government and private training institutions in the province. At the district level, education management, planning, registration and monitoring of schools and teacher management fall under the District Education Boards (DEBs) with the District Education Officer (DEO) as its secretary. Apart from the municipalities, which have some management role in primary education, local authorities no longer manage education in their respective areas. For the few who manage some aspects of field operations there are serious weaknesses that need to be

addressed. However it is expected that when a new constitutional dispensation is in place, all local authorities will have an important role to play and that key functions of quality assurance and standards will remain under MOEST. At the primary school level, School Management Committees (SMCs) and Parents-Teachers Associations (PTAs) are responsible for their respective schools while secondary schools, middle level colleges and TIVET institutions are managed by Boards of Governors (BOGs), and universities by councils. These bodies are responsible for the management of both human and other resources so as to facilitate smooth operations, infrastructure development and the provision of teaching and learning materials.

5.4 In the recent past, there has been a growing involvement of NGOs and the private sector in the provision of education and training services. This has introduced new challenges relating to the management and coordination of the provision of education services, especially with regard to reporting and consultative mechanisms between providers and the MOES&T. The establishment of clearly defined consultative and coordination channels will enhance and improve the contribution of NGOs and private sector providers and thus complement the work of the MOES&T and other Government education and training service providers. For this reason, the Ministry proposes to establish a formal mechanism for consultation and coordination of all stakeholders in the sector.

5.5 Education management would be more effective where an efficient Education Management Information System (EMIS) provides a smooth flow of information to policy makers, planners, managers and other stakeholders at all levels of education and training. Currently, the MOES&T lacks an effective EMIS while electronic networking is weak and most officers require training in the use of computers. As a result, information and communication to and from headquarters to the provincial, 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. However, the Government has already developed an e-government strategic plan to deal with this challenge in the entire Government.

5.6 Data on school enrolment, facilities, teachers and other educational personnel is collected at the district level and sent to the headquarters for analysis. Speedy analysis of this data is constrained by lack of capacity at the MOES&T headquarters and when fully done, it is either too late or inadequately disseminated at both the MOES&T headquarters, to the field officers and other service providers. A similar problem on data availability and dissemination exists in respect to a data bank or skills inventory within the MOES&T to guide the development and deployment of available personnel in accordance to their areas of specialization, and for assessing training needs for individual officers. Consequently, majority of education managers and supervisors lack adequate competencies to utilize available information for management purposes. The members of BOGs and other school level managers have also not been exposed to adequate management training. As such, many institutional heads lack the capacities to oversee and account for the utilization of resources under them. This lack of capacity can be traced back to inadequate funding to KESI and lack of full time training facilities. However, following the implementation of FPE, the Government has initiated a programme for training of key stakeholders e.g. primary school heads and school committees in financial management, procurement of instructional materials and the efficient utilization of school funds and other resources. Nevertheless, the nature of training required will not be achieved without a comprehensive training programme and availability of a full time training facility.

5.7 There is now a wide range of education and training managers and stakeholders involved in the management of education institutions. Currently, decision-making in education and training management is highly centralized at

the ministry headquarters among a few officers at the expense of the districts where actual education and training and management services are delivered. As a consequence, it is necessary to decentralize some of the functions to the district and school level managers. We also need to clearly separate roles and functions of the various actors in the sector. This will make management and accountability more efficient.

5.8 Decentralization of the management of education and training services requires that the scope of authority at each level of management be well defined and the requisite legal framework established. Under a decentralized system, the role of the DEBs in education and training management would be reviewed given the fact that most aspects of education and training management functions are performed at the districts and institutional levels. It is at these levels where some of the administrative, financial and decision-making functions should be placed.

Separation of roles and functions will improve partnerships and make the working relationships cordial.   In this respect, issues relating to policy development, curriculum design, monitoring and evaluation, quality assurance and overall accountability will fall under the Ministry. Issues relating to day-to-day operations, local supervision and resource mobilization to support education and training as well as counselling of students and staff will be left to local stakeholders but with backstopping services from the Ministry and other national level actors.

5.9   To address the management issues facing the sector, the Government will:
(i)   Establish a lean education and training management structure at the headquarters to provide policy direction, resource mobilization, planning, quality assurance and the maintenance of standards, and coordination of

education and training services, while decentralizing actual delivery of services to the districts and educational institutions;

(ii)   Establish a national mechanism for consultation and co-ordination of various providers of education and training services for the purpose of ensuring harmony of services at all levels;

(iii)   Review the current operation of the Teachers Service Commission (TSC) with a view to strengthening its capacity to manage teaching services under their mandate;

(iv)   Once capacity is built, decentralize teacher management functions including recruitment, assignment, deployment and discipline services to more empowered and strengthened district and institutional management bodies;

(v)   Review the current structures of DEBs, institutional management committees, BOGs and university councils to ensure that they have the capacities to perform their professional, management and co-ordination functions;

(vi)   Delegate day to day quality assurance services and curriculum implementation to the districts and institutional levels with technical support and resources provided by or through districts and Provincial Offices, thus leaving national quality assurance services to deal with standards through regular inspections and training for capacity building;

(vii)   Collaborate with partners to develop and sustain a national capacity building programme for all sub-sectors;

(viii) Establish and mandate a TIVET Authority to coordinate the development of TIVET and ensure quality at all levels;

(ix)   Expand the mandate of CHE so that it coordinates the development of higher education and to assure quality at both university and all tertiary institutions offering diploma courses; and

(x)   Strengthen KESI to offer demand-driven capacity building programmes.

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

(i)   Regularly review training programmes to match core functions and policy directions;

(ii)   Develop a comprehensive framework and modalities for decentralizing agreed education and training functions, human and financial resources as well as decision-making authority to the district and institutional level management bodies;

(iii)   Establish a National Education Board and other necessary mechanisms for the effective participation of stakeholders in the development, management and co-ordination of education and training services;

(iv)   Undertake regular reviews of the various education and training management bodies at all levels of education and training in order to work out modalities for entrenching professionalism to enhance their management and co-ordination capacities;

(v)   Restructure the DEBs, institutional level boards, university councils and other committees in order to facilitate the development of the capacities needed to match their functions;

(vi)   Establish and adopt a performance-based management system in the appointment and deployment of educational managers at all levels;

(vii)   Establish guidelines for the registration of education and training institutions to guide officers and bodies charged with this function at all levels in order to ensure all that facilities meet health, environmental, security and quality standards;

(viii) Build the necessary capacities for strategic planning for all bodies and institutions;

(ix)   Institutionalise capacity building at the school level, district headquarters and MOES&T agencies, such as TSC, Kenya National Examination Council (KNEC), Kenya Institute of Education (KIE), KISE and KESI;

(x)   Convert Highridge Teachers College to a full time skills training college under KESI;

(xi)   Encourage institutions to strengthen student and staff associations with a view to improving governance; and

(xii)   Ensure constant dialogue with key actors as a means of receiving feedback and incorporation of emerging issues into policy development and planning processes.

CHAPTER VI

HUMAN RESOURCE AND MANAGEMENT

6.1 To provide efficient education and training services, the capacities and skills of staff in the various offices and organizations involved should be commensurate with the tasks they perform. Currently, in majority of cases, there are gaps between competencies and the responsibilities of those mandated to undertake provision of education. For this reason there is need for close collaboration between the Public Service Commission, which recruits officers and the Permanent Secretary who deploys and supervises officers in the field.

6.2 Currently, the MOES&T faces various challenges with respect to human resource development and management.   These have resulted from past practices of deploying officers without due consideration to their abilities and past performances. In addition, there has been no system to provide adequate information and skills inventory to guide those who carry out deployment functions. Further, while the Kenya Education Staff Institute (KESI) is charged with the responsibility of training and in-servicing education managers, it does not have adequate human and financial resources to undertake this task effectively.   Consequently, the majority of education managers have not received any management training to enable them manage education services and institutions efficiently.

6.3 In most cases, provincial and district education officers act as transmittal agents from the field to the headquarters, but do not make any binding decisions as they lack the power and authority to make conclusive managerial and administrative decisions.   In addition, some district level personnel do not have the requisite qualifications for the positions they hold and are, therefore, professionally handicapped to discharge their duties. In order to strengthen the capacities of the human resource involved in providing education services, the Government will:

(i)   Expedite the decentralization of education services and deploy senior and experienced managers to lower level structures;

(ii)   Expand the capacity and programmes of the Kenya Education Staff Institute to provide in-service training to all heads of education and training institutions and other personnel involved in the various aspects of institutional management; and

(iii)   Ensure that all persons serving as members of school committees and Board of Governors are exposed to focused training on institutional management.

6.4. In order to implement these policies, the following strategies will be employed:

(i)   Strengthen and relocate KESI to Highridge TTC so that it can effectively train, in-service and provide training to managers of educational institutions and those involved in the provision of education services;

(ii)   Develop and implement a structured and nationwide programme to provide training to persons serving on school committees and Boards of Governors; and

(iii)   Develop and implement criteria for the appointment and deployment of education managers at all levels of the education system.

CHAPTER VII

TEACHER DEVELOPMENT AND UTILIZATION

Teacher Education

7.1 Teachers are an important resource in the teaching/learning process and their training and utilization therefore requires critical consideration. The current Government programmes for teacher education aim at providing qualified teachers and are, therefore, central to ensuring the provision of quality education. Current teacher training programmes cater for the production of teachers for pre-primary, primary, secondary, special, vocational and technical education. The objectives of teacher education programmes aim at developing communication skills, professional attitudes and values that equip teacher with the knowledge and ability to identify and develop the educational needs of the child.

7.2 Curriculum for pre-primary teacher education entails experimental learning methods that allow trainees to direct the learning process. However, a discrepancy has been observed between theory and practice in pre-primary teacher education. In theory, the curriculum trains teachers to cater for the total development of the child's personality. In practice, however, teachers are put under pressure to provide the child with the academic head-start needed for primary school learning. Currently, only 44 percent of all pre-school teachers are trained, and this calls for the accelerated training to enable all teachers meet learning needs of the young children. Finally, the quality of pre-school education requires to be supported by effective inspection and supervisory services in order to assure proper teacher utilization and quality at this level.

7.3 Regarding primary teacher education, the policy is that primary school teachers are trained to teach all the subjects offered in the primary school curriculum. However, the content of the entire curricula is too wide to cover while at the same time acquiring the requisite pedagogical skills. In addition,

there is the need for Primary Teacher Education curriculum to encompass emerging issues such as HIV/AIDS education, drug and substance abuse, among others. The curriculum for this level should also place more emphasis on child-centred approaches in teaching so as to enhance both quality learning achievements and motivation. Currently, teaching in primary schools is dominated by transmissional forms of teaching in which pupils are passive and expected to recall facts when required to. This approach needs to be changed through regular curriculum review and in-servicing.

7.4 The majority of secondary school teachers are trained at public universities and diploma colleges and are required to specialize in two teaching subjects upon graduation. Currently, the class sizes in universities are too large for lecturers to pay special attention to methodology and therefore the quality of the teacher is often compromised. In addition, a lot of students take education courses for lack of alternatives. In order to improve the quality of the teachers graduating out of our universities, it is imperative that the secondary school teacher training programme is restructured to enable the trainees acquire sufficient subject mastery and pedagogy.

Teacher Utilization

7.5 The teacher resource is one of the most important inputs into the education system and, therefore, efficient management and utilization of teachers is critical to the quality of learning outcomes. The TSC was established through an Act of Parliament in 1968 and mandated to: register, recruit, transfer, promote and discipline teachers. To discharge these tasks, it relies on BOGs in secondary schools, PDEs and DEOs, Municipal Education Officers (MEOs) and DEBs, in the case of primary schools, as its agents. In most areas the process is well managed and serves well to effectively manage the utilization of teachers. However, there are many weaknesses that need to be addressed.

7.6 In the past, unplanned teacher recruitment for public schools has affected deployment of teachers and thus distorted their distribution. Consequently, there exists an unbalanced distribution of teachers, as most teachers prefer to work in urban, peri-urban and high potential areas where amenities are available. The current policy of recruiting teachers where vacancies exist is aimed at redressing the uneven distribution of teachers. In addition, since June 2003, the TSC has been carrying out a balancing exercise to move teachers from overstaffed areas to under staffed areas but this exercise faces major resistance. As a result, difficult and remote areas continue to suffer teacher shortage. Alternative modes of deployment for appropriate utilization of teachers, therefore, need to be explored and implemented. Locally based teacher recruitment is one way of redressing the current problems and should be supported by a clear policy. This is necessary given that all teachers have contractual obligations to serve in any part of the country. However, this employment condition needs to be protected from unprofessional practices and influences

7.7 Continuous improvement in the quality of education services should also entail continuous skills upgrading for teachers. However, this has not been the case as lack of adequate opportunities for in-service training has denied most of practicing teachers the chance to enhance their skills beyond those acquired during their pre-service basic training. The current situation calls for an urgent development of a comprehensive in-service training programme to empower teachers to deliver the changes that have been made in the existing school curricula. Other challenges facing the teaching service include, inefficient utilization of teachers, centralized teacher management, continued interference in teacher management and overlaps in the functions of school, district and national level teacher managers. In order to address the challenges facing teacher development and management, the Government will:

(i)   Delegate some teacher management functions to the SMCs, BOGs and DEBs, with respect to such responsibilities as payments, supervision and recruitment. In such instances, TSC will continue to play supervisory and quality assurance roles;

(ii)   Ensure efficient and cost effective utilization of teachers by regularly reviewing and establishing appropriate staffing norms; and

(iii)   Review the current teacher training programmes with a view to establishing diploma level as the minimum level qualification for teachers.

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

(i)   Strengthen and enhance the capacity of KIE as the national centre for curriculum development, to conduct applied research that will regularly inform teacher education curriculum review;

(ii)   Establish management benchmarks for teacher management;

(iii)   Develop human and technical capacity for teacher management at all levels;

(iv)   Develop a new teacher training policy based on current and projected needs whose long-term goal is to have diploma as the lowest level of primary school teachers;

(v)   Develop a teacher re-training programme for teachers whose subjects are no longer being taught due to the recent changes in the curriculum; and

(vi)   In-service teachers to enable them to use alternative modes of service delivery such as multi-shift and multi-grade teaching where applicable.

CHAPTER VIII

INFORMATION AND COMMUNICATION TECHNOLOGY

8.1 Information and Communication Technology skills play a key role in promoting the economic development of a country. Many of the productivity gains in the developed world economies over the past two decades can, to a great extent, be attributed to the impact of ICT. The Government appreciates and recognizes that, an ICT literate workforce is the foundation on which Kenya can acquire the status of a knowledge economy. Against this background, the Government will make education the natural platform for equipping the nation with ICT skills in order to create a dynamic and sustainable economic growth.

8.2 The Government has therefore formulated a National Information and Communication Technology Policy. The draft policy framework on ICT is currently being debated by stakeholders and will soon be tabled in Parliament for adoption and eventual enaction of an Act of Parliament on ICT. Recently, the Government developed a strategic plan for ICT (e-government) thus paving the way for widespread use of ICT in Government offices. In addition, a number of international organizations have developed, or started developing partnerships with MOES&T to facilitate the use of ICT in Government offices and educational institutions. This policy framework will also assist in ensuring that Kenya fully benefits from these partnerships, and that there is efficient coordination resulting in Kenyan-led solutions, emerging from global partnerships.

8.3 As already observed, education and training sector has a major role to play in the implementation of the proposed ICT policy. First, the sector itself is a major user of ICT, not only in education, training and research but also in the management of the sector. Secondly, success in the use of ICT in all sectors will require sufficient and a competent human resource that is well developed and equipped in the education and training sector. Thirdly,

successful introduction and use of ICT in education and training institutions will play a major role in disseminating skills to the wider society and thus create positive impacts in the economy. To facilitate faster dissemination of ICT skills in the country the MOES&T will work with other stakeholders in establishing ICT capacities across the country. In doing that MoEST will facilitate the use of education institutions as hubs of ICT dissemination in rural areas.

8.4 Information and Communication Technology has a direct role to play in education and if appropriately used, ICT can bring many benefits to the classroom as well as education and training processes in general. Its use will provide new opportunities for teaching and learning, including, offering opportunity for more student centered teaching, opportunity to reach more learners, greater opportunity for teacher-to-teacher, and student-to-student communication and collaboration, greater opportunities for multiple technologies delivered by teachers, creating greater enthusiasm for learning amongst students, and offering access to a wider range of courses.

8.5 Presently, there are a number of challenges facing access and use of ICT in Kenya which include; high levels of poverty that hinder access to ICT facilities, limited rural electrification and frequent power disruptions. Where there is electricity, high costs of Internet provision, costs associated with ICT equipment, inadequate infrastructure and support hinder the application of ICT.

8.6 The Ministry's policy on ICT is to integrate ICT education and training into education and training systems in order to prepare the learners and staff of today for the Kenyan economy of tomorrow and therefore enhance the nation's ICT skills. To address these needs, the Government will:
(i)   Develop a national ICT education policy and strategy as well as facilitate the formation of a National ICT coordination mechanism with sectoral committees, one of which should represent the education sector;

(ii)   Support and adopt the New Partnership for Development (NEPAD) recommendations for the development of ICT platforms and content in local languages;

(iii)   Work with stakeholders to ensure implementation of the NEPAD e-School Initiative under the NEPAD e-Africa Commission;

(iv)   Promote expanded use of ICT as a tool for effective management, research and development, at all educational levels and use of Internet for education, training and research;

(v)   Develop a policy on the provision of adequate infrastructure at all levels of education and training by bringing together the efforts of all stakeholders;

(vi)   Establish an ICT resource centre at the MOES&T headquarters for use by MOEST staff and the general public;

(vii)   Work with stakeholders to develop a strategy on ICT that addresses its use in all educational institutions and neighbourhoods, incorporating access, content, training of teachers and supply of ICT to the institutions;

(viii)   Promote public and private sector investments in ICT within the education and training sector; and

(ix)   Provide computers to primary, secondary schools and TTCs.

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

(i)   Facilitate universal access to ICT infrastructure, that is, power, equipment and improved connectivity in all institutions of learning in both the formal and non-formal education sectors, including affirmative action for gender, ASAL areas, rural and urban-poor schools, as well as those of special needs;

(ii)   Establish an interactive website and e-mail communication channels to and within the MOES&T and outside the ministry;

(iii)   Develop a project under the rural electrification programme that will help access power to educational institutions to facilitate wider use of ICT;

(iv)   Review of the telecommunication policy to support education, for example, preferential treatment of education and training institutions;

(v)   Establish controls at all levels of ICT integration to avoid abuse of schools-based ICT systems and ICT related crimes through incorporation of appropriate security measures in ICT infrastructure and content within data networks, and establish standards by correctly balancing user privacy and the protection of community values, establishment of and recognition of cyber laws within Kenya's legal framework;

(vi)   Develop sufficient capacity for the development and utilization of both computer hardware and software;

(vii)   Develop a national capacity for curricula design in all education and training sub-sectors to facilitate the use of ICT in service delivery so that access to quality educational services for learners at all levels of the education system is improved;

(viii) Build institutional and human capacity to facilitate the use of ICT in education and training and institutional management in order to improve the efficiency of educational administration and management at every level from the classroom, through school to the sector as a whole;

(ix)   Provide teachers and education sector managers with access to information and tools to enable them to better deliver educational services;

(x)   Promote ODE and virtual institutions, particularly in higher education and training;

(xi)   Regulate examinations and certification of ICT learning programmes in all sub-sectors;

(xii)   Develop capacity for computer assembly, and development of software and software instructional materials to support e-learning;

(xiii) Develop special computers for learners with special needs; and

(xiv)   Develop modalities for cost-reduction for ICT equipment and services.

(xv)   Create partnerships that will facilitate greater dissemination of ICT services to rural areas.

CHAPTER IX
RESEARCH AND DEVELOPMENT

9.1   Research and development (R&D) is a means of creating wealth and enhancing human development and is a critical component of higher education and training. It also plays a vital role in industrial transformation, economic growth, and poverty reduction. However, quality research requires sufficient funding, availability of highly trained research staff, adequate and appropriate facilities and equipment. For Kenya to meet her needs in R&D, there is need to give R&D priority in national development.

9.2   Currently, the overall responsibility for the management of R&D lies within the MOES&T.   The ministry provides the overall national policy guidelines on science and technology whereas the National Council for Science and Technology (NCST) undertakes advisory and coordination functions. At the sectoral level, the management of R&D remains the responsibility of individual Government ministries and departments that implement R&D programmes and activities in their respective sectors.

9.3   Despite the critical role R&D plays in national development, it faces various challenges that include lack of effective coordination between the various actors, lack of harmonization on research policies, and limited research funding (0.6 percent allocation of GDP, though what is disbursed is much less). Other challenges include the fact that R&D is de-linked from development, limited appreciation for the role research and development, limited research and especially applied research, inadequate mechanisms and arrangements for dissemination and utilization of research findings, absence of an up to date research bank of inventories and directories of what has been done or is being done. In addition, there is limited demand driven and collaborative research between universities/research institutions and private sector/industries, weak institutional capacity in terms of human resources and equipment, inadequate prioritisation of research vis-à-vis goals, aspirations and commitments.

9.4   To address the human resource management issues facing R&D, as outlined above, the Government will:

(i)   Invest more on R&D and target priority development areas for more funding;

(ii)   Restructure and strengthen NCST so that it can undertake its advisory and coordination functions more efficiently;

(iii)   Ensure that there is a strong linkage between the country's research with respect to goals, aspirations and commitments; and

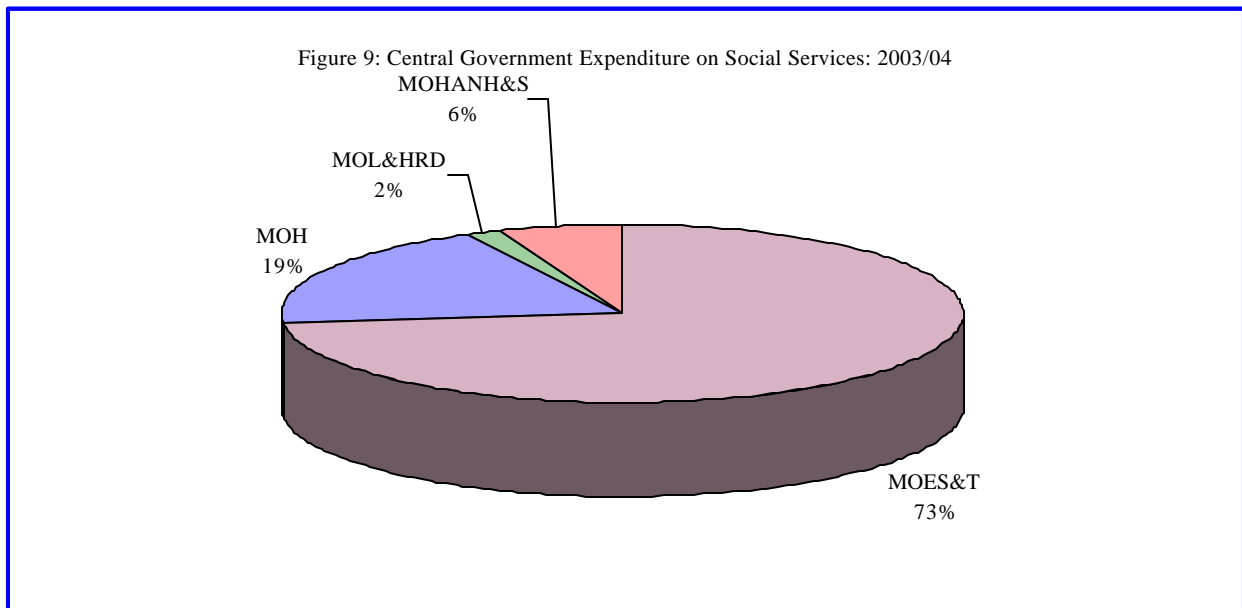(iv)   Ensure that research findings are widely disseminated and utilized.

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

(i)   Creation of a national R&D fund;

(ii)   Diversify sourcing of funds for research and development to increase funding levels;

(iii)   Adopt collaborative demand driven research that emphasizes value-added research;

(iv)   Establish mechanisms and partnerships for dissemination of research findings;

(v)   Establish a national research databank and directory;

(vi)   Emphasize agricultural research for food security and focus on light industries (jua kali) raw material processing, including value addition;

(vii)   Allocate more funds to university research work; and

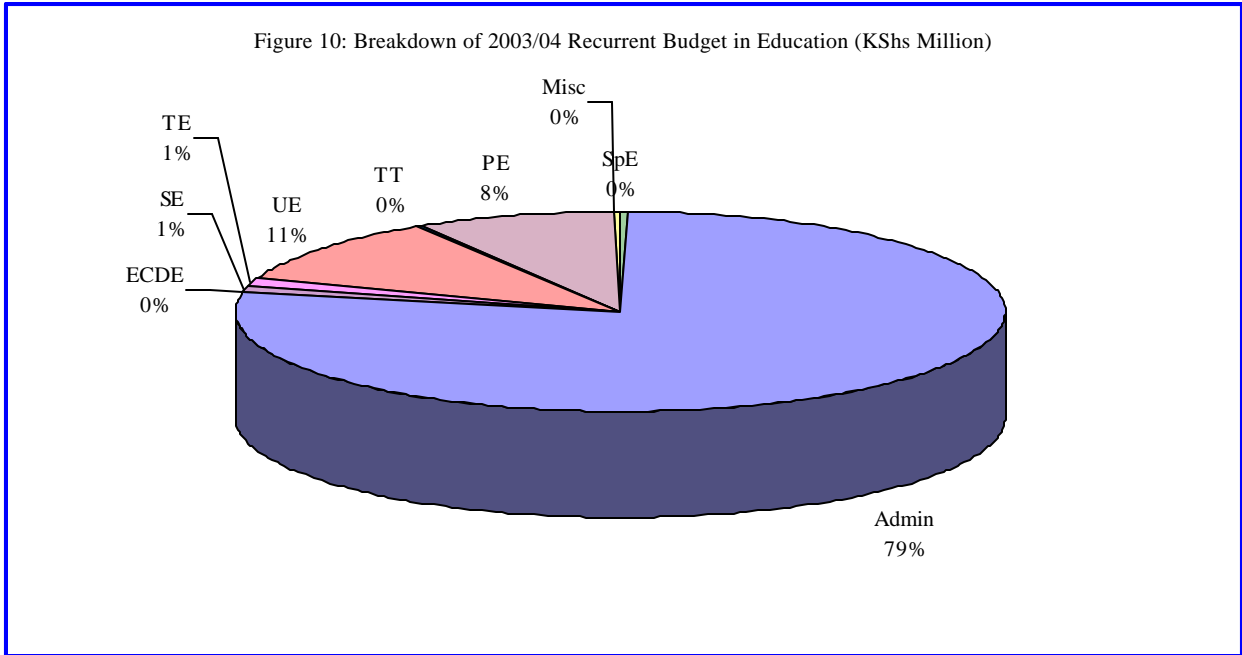(viii) Recognise outstanding researchers and scientists for national honours and promotion.

CHAPTER X

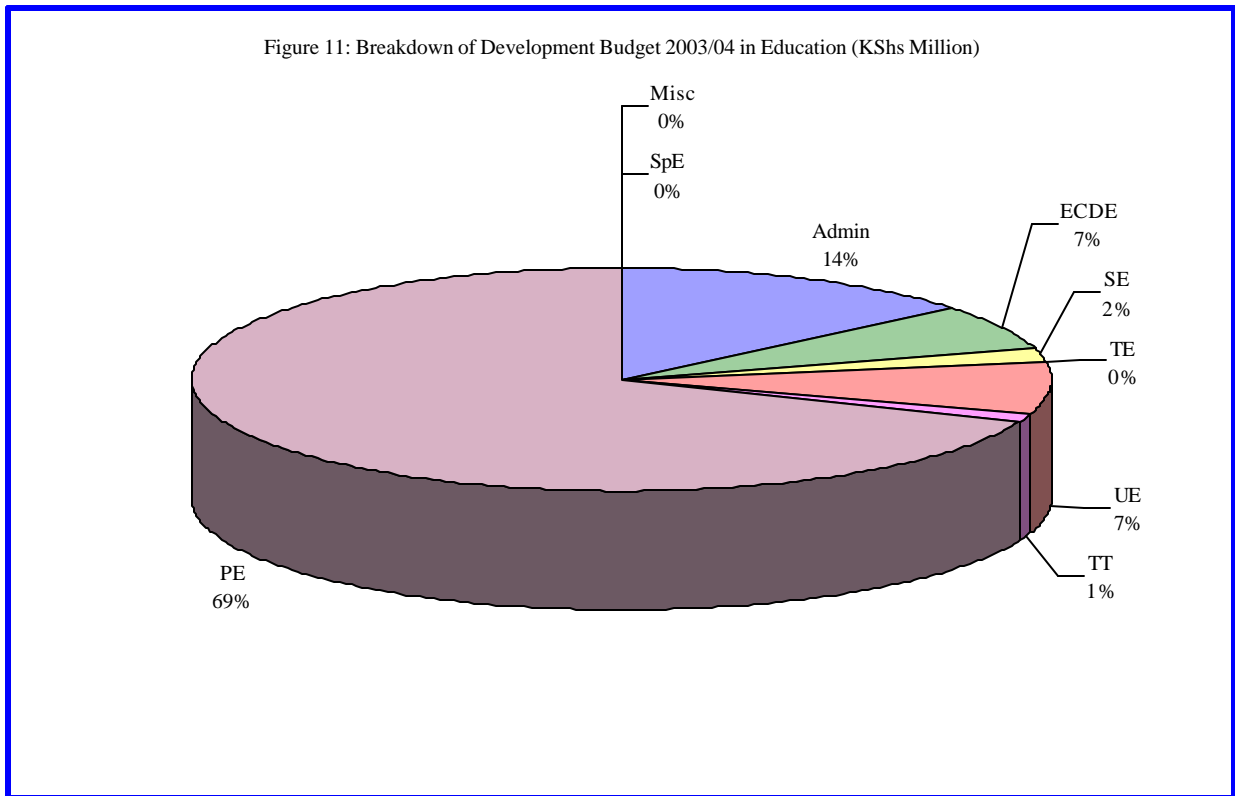# FINANCING AND PARTNERSHIPS IN EDUCATION

10.1 Education and training financing encompasses all financial outlays by central and local Government, the private sector, NGOs, households, communities and external partners. The average Government spending on education and training, excluding the share by households has ranged between 5 and 7 percent of the GDP. At the national level, recurrent Government spending on education has been higher than any other social sector spending – 73 percent of the social sector expenditure, (see Figure 9 below). In addition, education's recurrent budget has risen from 35 percent of public sector recurrent budget in 2000 to 39 percent in 2004, with about 79 percent going towards administration and planning as shown in Figure 10 below. Out of 79 percent, 86 percent goes towards salaries and wages. Furthermore, out of the total allocation to the MOES&T, 50 percent of the resources go to primary education, with about 85 percent of the fiscal resources to primary schools being used to pay teacher's salaries. Also, development expenditure has increased since 2003 as a result of the implementation of the FPE leaving little allocation to other sub-sectors as indicated in Figure 11 below.

Figure 9: Central Government Expenditure on Social Services: 2003/04
MOHANH&S 6%
MOL&HRD 2%
MOH 19%
MOES&T 73%

Source: Economic Survey 2004

Figure 10: Breakdown of 2003/04 Recurrent Budget in Education (KShs Million)

Misc 0%
TE 1%
SE 1%
ECDE 0%
UE 11%
TT 0%
PE 8%
SpE 0%
Admin 79%

Source: Economic Survey 2004

Figure 11: Breakdown of Development Budget 2003/04 in Education (KShs Million)

Misc 0%
SpE 0%
Admin 14%
ECDE 7%
SE 2%
TE 0%
UE 7%
TT 1%
PE 69%

Source: Economic Survey 2004
Where   Admin – Administration and Planning, ECD – Early Childhood
            Development, Misc – Miscellaneous, PE – Primary Education, SE –

Secondary Education, SpE - Special Education, TE – Technical Education, TT – Teacher Training, UE – University Education

10.2 The current heavy investment that is borne, to a large extent, by the Government alone, calls for a review to ensure collaboration and partnership with other stakeholders. One important policy option is partnership between the Government and non-public providers of education and training that can help reduce public financing. The challenge is therefore to establish partnerships between Government, households and local communities, private sector providers of educational services, including sector employers, religious organizations and civil society organizations, for example, NGOs and foundations. Such a partnership will ensure the attainment of the overall goal of EFA by 2015.

10.3 Without a working partnership on financing, it will be hard to address the problems of inadequate access, inequity, low quality and the current heavy household financial burden. These problems deserve urgent attention if wastage and cost of education and training is to be contained. In addressing current challenges, it will be necessary to target support to the most needy.

10.4 In view of the heavy public support required for basic education, there is need for increased participation by the private sector in the provision and expansion of education, particularly at secondary, TIVET and university levels. Encouraging investments from the private sector will be crucial for sustained sector expansion and will require a new policy framework within which to promote and regulate private investment, private school registration as well as quality assurance and supervision. The policy focus here will be on removing the constraints to private sector participation in education, for example, in the areas of school financing and land acquisition, by giving incentives designed to make private education more attractive to investors. Increased private sector investments will relieve public funds to finance the implementation of

curriculum reform and assure quality and relevance in the provision of basic education.

10.5 The provision of teaching and learning materials to schools will form part of the overall policy for quality improvement and reducing the cost of education to households. The Government started to do this in 2003 by giving grants to schools for textbooks, and other teaching and learning materials, under the FPE.

10.6 Public, community and household finances will also be critical to the improvement of school facilities to reduce over-crowding in classrooms, and to provide adequate furniture and equipment to improve teaching and learning environments. This will entail building new classrooms and rehabilitation and maintenance of existing facilities.

10.7 The proposal to integrate pre-primary education within primary subsector will imply increased investment in infrastructure and personnel to cater for increased demand. It is recognized that over 50 percent of existing public primary schools already share some facilities with their respective pre-primary units. The financing of pre-primary education, however, will remain a community responsibility until the Government is able to take over the responsibility.

10.8 At the primary level, school census of February 2004 revealed an increase in enrollment in formal public primary schools from 6.9 million pupils in January 2003 to 7.2 million pupils in January 2004. Another 300,000 pupils are learning in non-formal institutions, making a total of 7.5 million pupils. The cost of providing education at this level covers teachers' salaries, including benefits, non-salary costs, teaching and learning materials and other operating costs. The Government will continue to meet these costs while parents will meet other costs, including infrastructure.

10.9 Mobilization of adequate resources for the expansion of secondary school education is a major determinant of the envisaged increase in transition from primary level. The Government will continue to finance teachers' salaries, targeted support to vulnerable groups such as supply of laboratory equipment, building of new schools in marginal areas, while parents provide other support. At the household level, the average student cost for secondary education is KShs. 25,900 for a boarding school and Kshs.10,500 for a day school. This average expenditure by households amounts to 200 percent of the total per capita income measured by consumption of the poorest 20 percent of the Kenyan households. According to the Welfare Monitoring Survey II, household contribution to secondary education increased by 51.4 percent between 1994 and 2002.

10.10 Financing of special education still remains a major challenge for the Government. On average, the Government spends 0.2 percent of the total education budget on special education, which is grossly inadequate. Consequently, most of the financing comes from civil society, particularly local and international NGOs. In light of the Government's commitment to the EFA goal, a framework incorporating the financing requirements of special education will be established as part of the overall strategy for the sub-sector.

10.11 University education and training is expensive and requires huge investments by all partners. In 2003, the average spending per student at the university level was 31 times, 6 times, and twice as expensive in relation to primary, secondary and TIVET education, respectively. This represents high ratios of spending on university to primary and secondary. It indicates that university education is particularly expensive to Government and is not sustainable within current resources. Universities will, therefore, have to reduce their dependence on the Government by diversifying their sources of income as well as ensuring more efficient and cost effective use of institutional resources. They will also be required to establish comprehensive financial

management systems that ensure efficiency in the application of resources. Finally, given the current budgetary constraints, the strategy for the financing of university education and training, TIVET institutions as well as middle level colleges, should entail requiring all beneficiaries of higher education to make higher contributions.

10.12 The Government, working with tertiary and university managements, will deliberately target mobilization of more financial resources from the private sector, industry, grants, and fees payments by students. Government grants to these institutions will be earmarked for financing the basic and critical capacity and skills needed for national development. Private sector and students will therefore be required to contribute more towards the financing of quality, tertiary and university education and training.

10.13 To address the challenges that relate to financing education and training in Kenya, the Government will:

(i)   Work with partners to mobilize additional resources to finance education and training at all levels;

(ii)   Continue to finance basic education while proportionately reducing financing for higher education;

(iii)   Promote increased private sector financing of education services;

(iv)   Provide education services based on the unit cost of providing such services at all levels; and

(v)   Encourage educational institutions to expand and intensify their income generating activities.

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

(i)   Develop a sector wide strategic plan and mechanisms for collaboration by all stakeholders in programme implementation and financing;

(ii)   Increase the budgetary allocations towards basic education;

(iii)   Introduce cost-sharing measures that differentiate between those who cannot afford to pay for education at secondary and higher education levels;

(iv)   Design and implement a cost-cutting programme at all levels of education;

(v)   Adopt appropriate and effective staffing norms for the efficient utilization of teachers across educational institutions;

(vi)   Provide targeted funding to marginalized regions and vulnerable groups;

(vii)   Introduce efficiency-seeking modes of classroom utilization such as double-shifting and multi-shift, particularly for lower level primary classes;

(viii)   Develop a framework that clearly defines mechanisms for enhancing private sector participation in financing and development of the education sector;

(ix)   Continue with the rationalization of the curriculum at primary and secondary levels as a measure to reduce cost and improve education quality;

(x)   Encourage communities and stakeholders to support the development of infrastructure for ECDE; and enhance funding to ECDE programmes in order to sustain and expand the sub-sector;

(xi)   Develop a framework for enhancing the development of special education; and

(xii)   Establish effective financial management systems and capacities in all educational institutions.

10.15 With respect to financing university education and training, the Government through CHE, and in collaboration with relevant University Councils will:

(i)   Establish equitable financing mechanisms that will take into account affordability by Government, households and other stakeholders;

(ii)   Work out a programme for reduced support to university education and training;

(iii)   Work in partnership with the private sector, sponsors and other stakeholders to provide more support to this sub-sector;

(iv)   Continue to develop mechanism for supporting those who cannot afford university education and training, and enhance the proportion of needy students benefiting from targeted selective and merit-driven bursaries and scholarships;

(v)   Discontinue Government financial support for undergraduate students who study abroad unless they secure scholarship provided to the Kenyan Government or they pursue programmes not locally available but essential to national development;

(vi)   Encourage universities to diversify their sources of income and to ensure more efficient and cost effective use of institutional resources;

(vii)   Require institutions offering degree programmes to adopt differentiated unit costs for education and training;

(viii) Establish minimum and critical capacity for the development of human resources required for national development, leaving the cost of additional capacity, maintenance and operation to be borne by parents and other stakeholders;

(ix)   Require public universities to out-source some of the services such as, security, transport, cleaning and catering; and

(x)   De-link management of students' accommodation and catering from the academic programmes and out-source the management of the same.

10.16 To implement these policies, the Government in collaboration with relevant University Councils and CHE, will employ the following strategies:

(i)   Introduce incentives and rebates for investors in university education and training;

(ii)   Support the development of HELB into a strong financial institution capable of supporting all tertiary and university students;

(iii)   Encourage the private sector, for example, commercial banks, to establish special savings account, into which parents could contribute over a number of years, towards the eventual cost of their children's university education and training;

(iv)   Encourage private sector participation in university education by creating strong links between industry and TIVET and universities;

(v)   De-link public universities from the Government so as to facilitate commercialisation of non-academic services;

(vi)   Initiate earmarked taxes in financing higher education and training. A viable strategy is to earmark some tax sources and dedicate this to university education financing;

(vii)   Support the establishment of endowments/grants from private individuals and industries to support financing of TIVET and university education and training; and

(viii) Develop mechanisms for establishing the critical capacity needed for national development in higher education institutions for financing.

CHAPTER XI
LEGAL FRAMEWORK

11.1 Education and training in Kenya is governed by the Education Act (1968) and other related Acts of Parliament, including TSC Act, KNEC Act, Adult Education Act, University Acts, and various other Acts and Charters for universities. However, the Education Act of 1968, and the related Acts are not harmonized, and are no longer adequately responsive to the current and emerging needs and trends in education and training.

11.2 The legislation governing sector operations has therefore not kept pace with new developments. 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, TIVET and non-formal education sub-sectors as well as the roles of trans-national(cross-border) providers of education and training are not covered. These are important issues, which need to be catered for under a new legal provisions.

11.3 While the MOES&T regards local authorities as key actors in financing and management of primary education their roles are not spelt out in law. In addition, the seven municipalities recognized by the Education Act play a role in the supervision of schools, and management of teachers seconded to them by TSC. However, the law does not spell out what roles must remain under the Ministry thus creating areas of possible conflict. In particular, it is noted that the requirements for appointment of education officers in such municipalities differ significantly from those in the Ministry of Education, Science and Technology. The Act also 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.

11.4 The Teachers Service Commission Act established a highly centralized system of teacher management, which creates a top-heavy secretariat, and allows only limited decentralization through agency to PDEs and DEOs, for deployment and disciplining of teachers. Current efforts by TSC to decentralize its functions need to be addressed within the TSC Act.

11.5 Currently, there are six public universities and six chartered private universities. A separate Act of Parliament establishes each public university while specific charters awarded as per the provisions of Universities Act establish each of the private universities. A separate Act of Parliament establishes CHE, as an external quality assurance body for university education and training. There is, however, no harmonization between the various Public University Acts and the CHE Act. As a result, CHE has problems extending its external quality assurance services to public universities. Consequently, it has concentrated its efforts on private universities, with this practice being resented as discriminatory. Another Act of Parliament established HELB as the agency responsible for university loans and bursaries. However, given the existing legal framework HELB has no mandate to fund tertiary level students, many of whom need support to undertake studies.

11.6 In the Acts, Charters and Statutes of various universities, there is no reference to HELB. This situation has made some of the Vice-Chancellors from public universities to sideline it, thus failing to attend Board meetings. In order to address this and other challenges, there is need to revise all the relevant Acts of Parliament on university education and training with a view to harmonizing them and thus facilitate clear division of labour between the various actors.

11.7 To address challenges arising from the segmentation of programmes within the TIVET sub-sector across several departments and ministries, there

is need to harmonize the operating legal framework and have only one law to regulate this sub sector. In addition, there is need to set up a national training authority to facilitate linkages and coordination between the various actors. In particular, such a body would be charged with the responsibility of ensuring quality and relevance of skills' training.

11.8   The Board of Adult Education is mandated to provide adult education and to regulate the provision of adult education including the registration of adult education centres.   Some of these education centres have admitted children of below 15 years yet their teachers may not have skills to handle them.   In addition, the Children's Act 2001 makes education a basic human right without spelling out the role of parents and guardians in the provision of education to their children.   All these issues need to be addressed and the various roles clearly delineated.

11.9   In response to the growing and changing operating environment and in order to address emerging issues, the Government is determined to develop a new policy with appropriate national philosophy, vision, and mission on education and training.   Once this is achieved, there will be need for a new legal framework to guide sector operations. The new legal framework will 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.   In addition, this harmonized legal framework will decentralize operational functions and vest authority and decision-making in management bodies at all levels of service delivery in the education and training sector.