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REPUBLIC OF KENYA





THE NATIONAL ASSEMBLY

TWELFTH PARLIAMENT – THIRD SESSION

DEPARTMENTAL COMMITTEE ON EDUCATION AND RESEARCH

REPORT OF THE COMMITTEE ON THE REVISED SESSIONAL PAPER NO. 1 OF
2019 ON POLICY FRAMEWORK FOR REFORMING EDUCATION AND
TRAINING FOR SUSTAINABLE DEVELOPMENT IN KENYA

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CHAIRPERSON'S FOREWORD

Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya was laid on the Table of the House by the Leader of the Majority Party on Thursday 14th March, 2019 and thereafter stood committed to the Departmental Committee on Education and Research for consideration.

Education and training is critical in promoting political, social and economic development of any country. Education is a human right, as enshrined in international treaties and conventions to which Kenya is a signatory. The 4th goal of the Sustainable Development Goals (SDGs) calls for all states to provide equitable and inclusive quality education for all by 2030.

Since independence, the Government has been committed to the provision of quality education to learners. It's against this background that the government has commissioned a number of taskforces and whose reports' valuable recommendations continue to shape the education system in Kenya today. Key among this taskforces include; the Kenya Education Commission, Ominde Report (1964), which sought to reform the education system inherited from the colonial government and recommended education for all; The Mackay report (1981) on the presidential working party on establishment of the second university in Kenya which led to the expansion of other posts secondary training institutions, the establishment of second university and the establishment of the 8:4:4 system.

The Constitution of Kenya (2010) makes education a basic right under the Bill of Rights where basic education is guaranteed for all children and the state is obliged to make its provision possible. Kenya Vision 2030 blueprint also underscores the importance of education in ensuring relevant human and social capital for sustainable development. It further places great emphasis on the link between education and the labour market, the need to create entrepreneurial skills and competences, and strong public and private sector partnerships.

The Government of Kenya 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 drop out rates, transition rates, 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. In addition, children with special needs and disabilities issues have not adequately been addressed.

It is against this backdrop that the Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya was developed by the Ministry of Education to address these challenges and provide a policy framework for the education and training sector in order to meet the challenges of the 21st Century. It is envisioned that the development of a competence based curricula will provide learners with the opportunity to acquire the pre-requisite knowledge, skills, values and attitudes to drive the country into knowledge –based and middle income industrialized nation.

As a consequence to the Sessional Paper, the Ministry of Education will develop an Education Sector Strategic Plan that will provide a comprehensive framework for programme implementation.

The Committee held meetings with the Ministry of Education where Members pointed out gaps existing in the first draft of the Sessional Paper. The Committee in its first report to the House tabled on 9th May, 2019, recommended that the Ministry addressed the existing gaps before the Sessional Paper could be implemented.

It is important to note that the revised draft of the Sessional Paper submitted to the Committee in August 2019 to a large extent addressed the said gaps. This Second Report of the Committee therefore recommends that the House approves the Sessional Paper and that the Ministry of Education proceeds with the implementation of the Policy Paper.

The Committee wishes to thank the offices of the Speaker and the Clerk of the National Assembly for the support accorded to the Members in fulfilment of the Committee's mandate. Further, I wish to express my appreciation to the Honourable Members of the Committee for their commitment and valuable contributions during the sittings to deliberate on the Sessional Paper and writing of this report.

Finally, it is my pleasant duty and privilege, on behalf of the Departmental Committee on Education and Research and pursuant to Standing Order, 199(6) to table the abridged Report on the Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya.

Hon. Julius Melly, M.P.

1.0 PREFACE

1.1 Mandate of the Committee

Pursuant to the National Assembly Standing Orders No. 2016, the Committee is mandated, among others, to: -

- i) investigate, inquire into, and report on all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned Ministries and departments;
- ii) study the programmes and policy objectives of Ministries and departments and the effectiveness of the implementation;
- iii) study and review all legislation referred to it;
- iv) study, assess and analyze the relative success of the Ministries and Departments as measured by the results obtained as compared with their stated objectives;
- v) investigate and inquire into all matters relating to the assigned Ministries and departments as they may deem necessary, and as may be referred to them by the House;
- vi) vet and report on all appointments where the Constitution or any law requires the National Assembly to approve, except those under Standing Order 204 (*Committee on Appointments*);
- vii) examine treaties, agreements and conventions;
- viii) make reports and recommendations to the House as often as possible, including recommendation of proposed legislation;
- ix) consider reports of Commissions and Independent Offices submitted to the House pursuant to the provisions of Article 254 of the Constitution; and
- x) Examine any questions raised by Members on a matter within its mandate.

1.2 Committee subjects

The Committee is mandated to consider the following subjects:

- Education;
- Training; and,
- Research.

1.3 Oversight

The Committee, according to the Second Schedule of the Standing Orders, examines the following subjects:

- i) Education;
- ii) Training; and
- iii) Research.

The Committee oversees the following Ministries and Departments:

- i) The Ministry of Education, Science and Technology
State Departments:
 - Early Learning and Basic Education
 - University Education

- Vocational and Technical Training
- Post Training and Skills Development

ii) The Teachers Service Commission

1.4 Committee Membership

Chairperson

Hon. Julius Melly, MP
M.P. for Tinderet Constituency

Jubilee Party

Vice-Chairperson

Hon. Amos Kimunya, EGH, MP -
M.P. for Kipipiri Constituency

Jubilee Party

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Hon. Moses Malulu Injendi, MP
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M.P. for Migori Constituency

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Orange Democratic Movement (ODM)

Hon. Jackson Lekumontare, MP
M.P. for Samburu East

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M.P. for West Pokot Constituency

Jubilee Party

Hon. Wilson Sossion, MP
Nominated Member

Orange Democratic Movement (ODM)

Hon. Wilson Kipngetch Kogo, MP
Member for Chesumei Constituency

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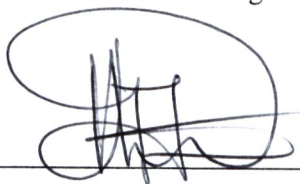
Ms. Catherine Mukunyi
Serjeant At Arms

1.6 Acknowledgement

The Committee wishes to thank the offices of the Speaker and the Clerk of the National Assembly for the support accorded to the Members in fulfillment of the Committee's mandate. Further, I wish to express my appreciation to the Honourable Members of the Committee for their commitment and valuable contributions during the sittings to deliberate on the Sessional Paper and writing of this report.

Finally, it is my pleasant duty and privilege, on behalf of the Departmental Committee on Education and Research and pursuant to Standing Order, 199(6) to table the Report on the Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya.

Sign: _____



Date: _____

17/9/2019

HON. JULIUS MELLY, MP
CHAIRPERSON, DEPARTMENTAL COMMITTEE ON EDUCATION AND
RESEARCH

2.0 OVERVIEW OF THE SESSIONAL PAPER NO. 1 OF 2019 ON POLICY FRAMEWORK FOR REFORMING EDUCATION AND TRAINING FOR SUSTAINABLE DEVELOPMENT IN KENYA

2.1 Background

Education and training in Kenya is offered at four main levels as follows; pre-primary, basic education, TVET and University. The County Governments are responsible for management of pre-primary and Vocational Training Colleges, while the National Government is responsible for policy and the management of other levels.

The Ministry of Education has undertaken a number of reforms in the sector guided by the Sessional No. 1 of 2005 on Education, Training and Research. The sessional paper led to reforms through a Sector Wide Approach to Planning (SWAP). In spite of the paper laying emphasis on access, equity, quality, relevance and the strengthening of governance and management, the expected returns on investment in education in terms of productive and skilled manpower has not been realized to the full. The demands of globalization, Kenya Vision 2030 blueprint, and the new Constitution of Kenya promulgated in 2010 requires reforms in the education and training sector to respond to constitutional requirements and emerging issues to realize the country's goals and aspirations.

Specifically, the Constitution of Kenya (2010) articles 43(1)(f), 53(1)(b) 54 and 55(a) makes education and training a right of every Kenyan. The Constitution further mandates the Government to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

Kenya Vision 2030 unveiled in 2007 underscores the importance of Education and Training in making Kenya a prosperous country with a high quality of life by 2030. The Blue print obligates the Government to provide a globally competitive and quality education, training and research. Kenya aims to be a regional centre of research and development in new technologies. This will be achieved through integrating early childhood education into primary education; reforming secondary school curricula; modernizing teacher training; strengthening partnerships with the private sector; developing key programmes for learners with special needs, rejuvenating ongoing adult training programmes; revising the curriculum for university and technical institutes to include more science and technology; and in partnership with the private sector, with the Government increasing funding education in ensuring relevant human and social capital for sustainable development.

In 2011, a Task Force on Realignment of the Education Sector to the Constitution 2010 and Vision 2030 was formed. The taskforce recommended the following;

- i. A more flexible and comprehensive structure for Kenya Education System and Curriculum Reform to specify the expected competences at every level of learning. The recommended structure was 2 years of Pre-primary, 6 years of

Primary (3 years lower and 3 years upper), 6 years Secondary (3 years junior and 3 years senior), 2 years minimum of Middle Level Colleges and 3 years minimum University education

- ii. Expand access to education at all levels
 - a) Undertake major curriculum reviews.
 - b) Abolish all school levies which discriminate against poor households.
 - c) Review capitation grants to be in line with inflationary trends.
 - d) Establish a National Council for Nomadic Education in Kenya (NACONEK).
- iii. Revamp Accreditation and Assessment System at all levels
- iv. Set up a National Qualification Framework for determining and assessing the level of achievement and competences of learners who have gone through different learning systems or different education structures. In order to achieve this, a National Qualification Authority (NQA) be established by law.
- v. Reduce the cost of education to households through the provision of teachers, teaching and learning materials and grants to cover operational and maintenance expenses.
- vi. Fast track the realization of the national skills and competences training programmes at the TVET levels.
- vii. Universities to develop their curricula and programmes based on the curricula offered at the Basic Education cycle.
- viii. Commission for University Education (CUE) to quality assure the programmes offered at all Universities in the country.

It's worth noting that a number of the above recommendations are currently being implemented. Other challenges facing the Education sector that needs to be addressed includes;

- i. Education not meeting the skill demand of the country and wastage in transition of learners to the next level of education. There is need therefore for an education system, which would ensure learners acquire competences and skills to meet labour demands and one that: offers a choice of subject pathways at the end of the elementary school phase; ensures the attainment of 100 per cent transition rate from primary to secondary school, thereby reducing wastage by introducing automatic progression to the next educational level and a system that promotes acquisition of core skills and competences (literacy, numeracy and communication skills) as opposed to acquisition of theoretical knowledge.
- ii. Rapid expansion in the university sub-sector and demand for higher education has witnessed tremendous growth in the last 5 years, both private and public universities. Along with the growth in the number of universities has come huge growth in enrolments. The growth was partially driven by the increase in the number of public universities and public financing of students in private universities by the Higher Education Loans Board. Currently there are total of 31 public universities and constituent colleges, 18 private

chartered universities, 14 operating under interim letter of authority and 5 private university colleges making a total of 74 institutions. The establishment of new university colleges and campuses has contributed to considerable growth hence university reforms is necessary to provide accessible, relevant and quality university education.

- iii. Meeting the needs of Sustainable Development Goals (SDGs) No. 4 on inclusive and equitable quality education and promote lifelong learning opportunities for all. If this goal is to be realised, it has to be accompanied by policies, strategies and programmes to develop curriculum and teaching resources, relevant teacher education and professional development, school and classroom-based pedagogic initiatives and appropriate learning environments. Furthermore, assessment of learning outcomes has to reflect changed educational objectives and outcomes.

The abovementioned has therefore informed the need for the development of sessional paper no 1 of 2019 on reforming education and training for sustainable development in Kenya to provide a policy framework to meet the current challenges and needs of the 21st Century.

2.2 Key highlights of the Policy issues in the Sessional Paper No. 1 of 2019

2.2.1 Structure of the proposed Education System in Kenya

The Session Paper proposes Competence Based Curriculum (CBC) to replace the 8-4-4 system. Under the new Competence Based Curriculum system, the Policy document proposes that basic Education will be organized into three levels: Early Years Education, Middle School and Senior School.

- i) Early Years Education includes Pre- primary and Lower Primary. Pre-primary education is for 2 years (Pre-primary 1 and Pre-primary 2 and will be for children aged between 4 and 5 years). The learners from Pre-primary 2 will join Lower Primary in Grade 1 at about 6 years of age and spend 3 years in this part of Early Years Education before joining middle school.
- ii) Middle School Education will comprise three years of Upper Primary and three years of Lower Secondary education. In Upper Primary, learners will be exposed to a broad-based curriculum and will be given an opportunity for exploration and experimentation. Lower secondary will expose the learners to a broad-based curriculum to enable them to explore their own abilities, personality and potential, as a basis for choosing subjects according to career paths of interest at the senior school.
- iii) Senior School comprises three years of education targeted at learners in the age bracket of 15 to 17 years and lays the foundation for further

education and training at the tertiary level and the world of work. It will mark the end of Basic Education as defined in the Education Act, 2013.

Under the proposal, higher education will consist of under-graduate and post graduate (Masters and doctoral) programmes as well as TVET diploma. Tertiary and University education will last for a minimum of 3 years.

2.2.2 Current Education Structure in Kenya

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

The 8-4-4 system is 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. The scope of the 8-4-4 structure and system expanded to incorporate technical skills and pre-primary education (4-5-year-old children). The system consists of 8 years of primary school, 4 years of secondary school and 4 year of higher education. 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 TVET catchment population includes youth who for some reasons do not enroll in the regular education system either at primary, secondary school or university levels. In addition, the sector offers alternative provision of basic education and training to reduce youth and adult illiteracy.

The current structure generally 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) TVET, 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. In the current dispensation of the Constitution 2010, ECDE and village polytechnics is devolved to the county governments.

The implementation of 8-4-4 structure and system does not prepare the primary level graduates well enough to enter the TVET sub-sector. In addition, it does not cater for the disadvantaged, those with special needs and those outside the formal education system. Additionally, the design of the current curriculum does not facilitate accelerated learning and flexibility for diverse needs and characteristics of learners. To contribute effectively towards the industrialization process and to address the challenges, the country is in the process of reforming education and training at all levels.

2.2.3 Enhancing Access, Equity, Quality and Relevance

Major challenges remains in ensuring and enhancing access, equity, quality and relevance in education and training as well as efficient utilization of education resources. Policies highlighted in the sessional paper to improve access, quality and relevance in the sector includes;

a) Pre- Primary Education

1. Implement the National Pre Primary Education Policy
2. Review quality standards and develop a Pre-Primary performance framework
3. Mainstream ECDE (ages 4-5 years) into the primary school system

b) Primary Education

1. Continue to provide free and compulsory primary education
2. Reform the Primary Education Curriculum
3. Implement automatic transition and transfer between grades and across levels of Basic Education.

c) Secondary Education

1. Ensure free and compulsory secondary education to all children
2. Ensure 100% transition from primary to secondary education.
3. Reform the secondary education curriculum.

d) Special Needs Education and Training

1. Provide quality and inclusive education to all learners with special learning needs.
2. Strengthen assessment for early identification, placement and referrals.

e) Adult and Continuing Education

Provide quality Adult and Continuing Education (ACE) and APBET services, programmes, and opportunities for lifelong learning.

f) Hard to Reach and Vulnerable Groups

Make provision for equitable, quality education to Marginalized, hard-to-reach and Vulnerable Groups.

g) Technical and Vocational Education and Training

1. Expand TVET programmes at national, county and constituency level.
2. Provide adequate training opportunities for accessible competency-based training.

h) University Education

1. Promote expansion to satisfy the demand for university places of the growing population.
2. Provide incentives and create an enabling environment for an increase in the number of private universities;
3. Expand Government student sponsorship to private universities and;
4. Ensure that universities enroll and graduate sufficient PhDs.

2.24 Curriculum and Assessment

The policy will reform curricula in line with relevant provisions of the Constitution 2010, aspirations of Kenya Vision 2030, the East African Community protocol, International Standards and the progressive needs of the society. The reforms shall ensure flexibility and broaden opportunities for all categories of learners. They shall also ensure both Pre-service and In-Service teachers and adequately equipped to implement the new curriculum.

a) Assessment and Examinations

The Government will implement a policy to standardize assessment of core learning outcomes, transferable skills and subject related knowledge.

b) Quality Assurance and Standards (QAS)

- i) Establish a central system for accreditation and quality assurance in basic education.
- ii) Support research system for education and training.
- iii) Promote voluntary compliance to standards.
- iii) Strengthen TVET Authority.
- iv) Strengthen CUE

c) Mentoring, Moulding and Nurturing of National Values

- v) Continue to implement commitment to the UN Convention on the Rights of the Child
- vi) (CRC) (1989) and Convention of the Rights of Persons with Disability (2006).
- vii) Review the guidance and counselling policy to include moulding, nurturing and
- viii) mentoring.
- ix) Restructure provision of Guidance, Counselling, Moulding and Mentoring to ensure
- x) effectiveness across education institutions.

- x) Require schools and teacher training institutions to implement the guidance, counselling, moulding and mentoring policies, and provide materials in support of this.
- xii) Develop with sponsors, parents and faith groups, rules, guidelines and operational
- xiii) principles defining their partnership in this area.
- xiv) Develop guidelines and establish implementation mechanisms for peer mentoring.
- xv) Mobilize sustainable funding for the provision of these services.
- xvi) Introduce mentoring and moulding programmes in education institutions with a view to inculcating national values in order to promote national unity and cohesiveness.

d) Re-Branding Technical, Vocational Education and Training

- i) Re-brand TVET to reposition the sector to achieve the utmost contribution to the economy.
- ii) Continue supporting the sub-sector through enhanced budgetary allocation
- iii) Implement CBET framework.

e) University Education

- i) Promote expansion to satisfy the demand for university places of the growing population.
- ii) Provide incentives and create an enabling environment for an increase in the number of private universities;
- iii) Increase funding
- iv) Ensure that universities enroll and graduate sufficient PhDs.

2.2.5 Information and Communication and Technology

- i) Regard the funding and provision of ICT in education in all respects as a national development priority.
- ii) Strengthen ICT integration to improve teaching and learning while continuing to support ICTs for educational administration and management (e-government) and development of digital literacy relevant to the knowledge economy.
- iii) Link investments in ICTs at all levels in the education sector to key education objectives which will be set to ensure that school leavers and college graduates have the necessary skills to contribute to the development of a modern competitive knowledge - based economy by 2030.
- iv) Invest in appropriate ICT infrastructure, systems and human capacity development across all County and Sub-County offices to ensure results-

based financing and real time information sharing for effective administration and management of the education system.

- v) Incorporate ICT in the education of children with special educational needs.

2.2.4 Governance and Management of Education and Training

- i) Rationalize education and training management systems and structures at national and county levels.
- ii) Institutionalize research in education and training to inform planning.

2.2.5 Teacher Education and Development

- i) Establish teacher education and development standards, based on acceptable principles that will ensure optimal delivery of competency-based education and training.
- ii) Modernize pre-service and in-service teacher training.

2.2.6 Teachers, Trainers and Lecturers Management

- i) Ensure efficient and cost-effective utilization of teachers by regularly reviewing and establishing appropriate staffing norms;
- ii) Review the current teacher training programmes with a view to establishing diploma level as the minimum level qualification for teachers
- iii) Institutionalize teacher performance appraisal system.

2.2.9 TVET Institutions

Rebrand the management of TVET trainers

2.30 University Education

- i) Introduce Discipline Differentiated Remuneration (DDR) for academic members of staff. Empower public university councils to determine their own individual terms and conditions of service for their staff.
- ii) Introduce a Government-funded teaching assistantships public and private universities for post-graduate students who would transit from undergraduate studies to attaining their PhDs and serve as teaching assistants.

2.3.1 Planning, Implementation, Monitoring and Evaluation

- i) Rationalize education and training management systems and structures at national and county levels.
- ii) Institutionalize research in education and training to inform planning.
- iii) Develop and implement a standard M&E system at the national, county and institutional level.

2.3.2 Resource Mobilization

a) Pre-Primary

- i) Mainstream Pre-Primary into basic education and ensure automatic transition from Pre-Primary to primary education Encourage communities to continue provision of teaching and learning materials;
- ii) Promote increased private sector financing of Pre-Primary services;
- iii) Promote girls' education through provision of sanitary towels.

b) Primary

- i) Continue to provide teaching and learning resources for free and compulsory primary education for all children;
- ii) Continue to provide resources for infrastructure
- iii) Establish a cost-effective system of sustainable financing of primary education.
- iv) Encourage and mobilize Non State Actors (NSA) to invest in education services.
- v) Invest in more ICT as instructional resource as well as a management tool.
- vi) Continue to fund school meals, health and nutrition programme
- vii) Support low-cost boarding schools in ASALs
- viii) Review unit cost after every 5 years in line with MTEF.

c) Special Education

- i) Provide instructional materials and equipment and offer incentives for local production of such materials and equipment.
- ii) Provide infrastructure and facilities.
- iii) Rehabilitate and strengthen education assessment resources centres (EARCs) as well as assessment programme.

d) Secondary education

- i) Enhance resources for free day and compulsory education
- ii) Continue to provide resources for infrastructure
- iii) Establish a cost-effective system of sustainable financing
- iv) Encourage and mobilize Non-State Actors to invest in education services
- v) Invest in ICT as an instructional and a management tool

- vi) Provide resources for equipment, teaching and learning materials as well as infrastructure for 100% transition from primary to secondary
 - vii) Review the unit cost every 3 years.
- e) Technical and Vocational Education and Training**
- i) Develop creative and innovative ways of mobilizing resources and generating revenue for TVET;
 - ii) Establish secure and sustainable funding mechanisms for development of TVET infrastructure and improving equipment.
 - iii) Establish a strong Public Private Partnership engagement.
- f) University Education**
- i) Establish lean and efficient management systems and efficient utilization of resources allocated to universities.
 - ii) Provide budgetary support to public universities in direct proportion to the total number of Full-Time Student Equivalent (FTSE) in each institution;
 - iii) Determine the amount of budgetary support per programme based on the strategic importance of the programme to national development goals and the programmes Differentiated Unit Cost;
 - iv) Extend Government sponsorship to students in private universities;
 - v) Diversify sources of funding university education through participation of businesses, industry and donations or endowments from individuals or philanthropic foundations;
 - vi) Encourage higher education institutions to be more “entrepreneurial” in providing their services and seeking contracts for research and consultancy;
 - vii) Encourage university faculty to incorporate students in consultancies, giving the students exposure and experience that will prove invaluable after graduation and
 - viii) Seek consulting teams for major projects through competition among universities and government institutions as a first step, before considering other avenues of undertaking the same.

2.32 Public-Private Partnerships in Education and Training

Progressively adopt and operationalize a Public-Private Partnership (PPP) framework for the Education and training sector.

3.0 SUBMISSION BY THE MINISTRY OF EDUCATION ON THE REVISED SESSIONAL PAPER NO. 1 OF 2019 ON POLICY FRAMEWORK FOR REFORMING EDUCATION AND TRAINING FOR SUSTAINABLE DEVELOPMENT

The Ministry of Education addressed the Gaps identified in the first Sessional Paper No. 1 of 2019 on policy framework for reforming education and training for sustainable development by the Committee as follows:

3.1 General Policy Concerns identified by the Committee in the first Sessional Paper published in January 2019.

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| Policy Issue | Issues/ Policy Gaps in the Sessional Paper published in January 2019 | Analysis of how the identified Gaps were addressed in the revised Sessional Paper |
| 1. Competency Based Curriculum Framework | <p>The Policy was not precise on ;</p> <p>a) Expected outcomes of the change in curriculum.</p> <p>b) Implementation cost of the proposed curriculum; implementation matrix and timelines.</p> | <p>a) The revised Sessional Paper provided the expected outcomes of the change in curriculum (pages 18 and 19). Details of the outcomes are elaborated in the Basic Education Curriculum Framework and the National Curriculum Policy.</p> <p>b) The projected cost of implementation of the competence based curriculum implementation matrix and timelines are provided in the NESSP 2018-2022 (pages 104-165). In addition, costing of programs is operational and implementing agencies such as TSC, KICD, KNEC, KISE and CEMASTEVA have costs in their strategic plans and annual work plans.</p> |

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| | | <p>c) Level at which different types of examinations will be administered in the basic education under the Competency Based Curriculum.</p> <p>d) Pilot study of the CBC implementation, challenges and lessons learnt.</p> | <p>c) The revised Sessional Paper provides for reforming assessments and examinations framework across all the levels (see page 32, 34, 35, 36 and 37). However, the Report from the Taskforce for Enhancing Access, Retention, Transition, Equity and Quality for Effective curriculum reform and implementation launched on 4th July, 2019 will inform the details on the administration of examinations (Gazette Notice Vol. CXXI-79 No.5328 of 14th June 2019).</p> |
| | | <p>e) Very clear Progression Pathways explaining the links between CBC in basic education, TVET and University Education.</p> | <p>e) The revised Sessional Paper provides Progression Pathways between CBC in basic education, TVET and University Education to the world of work (figures 2 and 3 in the Sessional Paper). On the lack of clarity in explaining the links, information has been reorganized to provide clarity.</p> |
| 2. | Quality of Education | <p>The policy failed to;</p> <p>a) Elaborate mechanisms for provision of adequate resources leading to overstretched facilities due to 100% transition in secondary education.</p> <p>b) Offer clarity on the nexus between quality assurance and M&E.</p> | <p>a) The revised Sessional Paper on pages 26, 53 and 54 provides for additional resources for 100% transition which is further unpacked in the National Education Sector Strategic Plan 2018-2022 at page 57.</p> <p>a) The revised Sessional Paper offers clarity on the nexus between quality assurance and M&E. This is provided for in the policy statement on strengthening M&E systems in Education, Training and Research (page 60). Further under NESSP pages 98- 103, the Sector will develop a monitoring</p> |

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| | | <p>and evaluation framework to harmonize and coordinate all monitoring and evaluation activities. There will also be joint sector reviews bringing together MOE and partners to undertake assessment of programs and projects.</p> <p>The TSC quality assurance and standards officers are at the headquarters and normally work by reading through reports done by MOE – QASOs to further advice on action; however, the officers from TSC and MOE normally form joint panels and conduct panel assessments together in the spirit of delivering as one.</p> <p>Every institution/organization has a department for quality assurance with distinct functions.</p> <p>b) Chapter 9 of the Sessional Paper on Human Resource Management and Development provide mechanisms of enhancing the capacity of workforce and institutions. Further under NESSP pages 85 and 87, the Sector has a programme on reviewing, and aligning quality assurance and standards to competence based education.</p> |
| <p>3. Frequent strikes in the Education Sector</p> | <p>The Sessional Paper did not mention mechanisms to address underlying causes of unrest and the necessary measures that can be implemented to stem out the culture of student, teachers and lecturers unrest.</p> | <p>To address the underlying causes of student unrest, the revised Sessional Paper provides for safety and security for learners under section 4.2.3 page 35.</p> <p>In the revised Sessional Paper Chapter 8 on Governance and Management, there is a policy statement on strengthening governance and management in education, training and research. The strategies include enhancing mechanisms to uphold integrity, national values and principles of governance in service delivery</p> |

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| | | | and enhance capacities of members of governing organs and management on leadership and governance at all levels. In addition, the Sessional Paper has a strategy to develop mechanisms for rebranding the teaching and training profession to motivate the trainers, teachers and lecturers (page 50). |
| | | | The NESSP provides more details to deal with student unrest which include reducing violence, radicalization, extremism, drug and substance abuse (page 87-88) and provides for guidance and counselling (page 90). The specific strategies are covered in safety standards manual for schools. |
| 4. | Monitoring & Evaluation systems | The Sessional Paper did not provide for effective and efficient systems to monitor and evaluate performance of education programmes in terms of the outcomes not provided. | The revised Sessional Paper provides a system of monitoring and evaluating performance of education programmes as provided in the policy statement of strengthening monitoring and evaluation systems (page 60). Specific details of the procedures and indicators are contained in the NESSP document (pages 104 and 137). |
| 5. | Public Participation | The Sessional Paper lacked information as to whether the Policy was subjected to public participation. There is need for evidence on which stakeholders were engaged in the preparation of the Sessional Paper. | The revised Sessional Paper contains information in regard to public participation (page 2). A key role of the Ministry is to develop/review education policies. There was need to align the Sector with the Constitution, international and regional commitments (see Schedule 4 of the Constitution). The methodology used for developing the Policy and proof of the stakeholders involved was submitted to the Committee for verification. |

3.2 Specific Gaps identified by the Committee in the Sessional Paper published in April 2019

| | Gaps | First Sessional Paper | Analysis of how the identified Gaps were addressed in the revised Sessional Paper |
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| 1. | Pre-Primary Level | The Sessional Paper did not mention the overarching framework for the implementation of the National Pre-Primary Education Policy. | The Sessional Paper provides an overarching policy statement of mainstreaming pre-primary education into the primary school system (page 23). The details are found in the Standard guidelines which provides framework for implementing the policy (<i>policy and implementation guidelines</i>). |
| 2. | Primary Level | <p>(i) The Policy did not establish an institutional framework for strengthening capacity of quality assurance officers.</p> <p>(ii) The Policy did not provide elaborate measures to enhance quality education for students in urban slums.</p> <p>(iii) The Policy is not clear on the resource mobilization framework that will ensure adequate infrastructure including teaching and</p> | <p>(i) The Policy provides for enhancing professional development of the workforce in education, training and research (page 50 of the Sessional Paper, chapter 9). Details are provided in NESSP on page: 85: (build capacity of quality assurance and standard officers for onsite school support to teachers; develop and automate institutional based quality assurance; develop quality assurance and standards framework)</p> <p>(ii) The revised Sessional Paper provides for strengthening enrolment, retention, transition and completion among all learners at all levels. It also emphasizes on strengthening the implementation of the policy of inclusive education. This includes all learners (Chapter 4). This is operationalized in NESSP under reducing disparities in education and training at all levels.</p> <p>(iii) The revised Sessional Paper provides for enhancement in the provision of resources for education, training and research (pg. 54). In addition, the policy proposes to review the</p> |

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| | | learning materials for all primary schools. | framework for promoting expansion and establishment of schools (page 25 of the Sessional Paper). This is unpacked in NESSP under the programme on universal primary education (develop a framework for financing capital and recurrent costs in public primary education; enhance primary school infrastructure with additional facilities page 53) |
| 3. | Secondary Education | <p>(i) The Sessional Paper was not elaborate on how to mitigate secondary schools overstretched facilities due to 100% transition policy.</p> <p>(ii) The Sessional Paper was silent on the development of day schools as a means of expanding access and reducing the cost to parents.</p> <p>(iii) The Policy failed to elaborate mechanisms for harmonized funding of projects in infrastructure development of secondary schools (CDF & MoE infrastructure funds).</p> | <p>(i) The revised Sessional Paper on pages 26, 53 and 54 provides for additional resources for 100% transition which is further unpacked in the National Education Sector Strategic Plan 2018-2022 (pages 57 and 58).</p> <p>(ii) The revised Sessional Paper has provided for the development of day schools under policy statement No. 1 (page 54 on enhanced provision of resources for education, training and research). The strategy is further unpacked under the NESSP 2018-2022 (page 58 under the programme “Universal secondary Education”).</p> <p>(iii) The revised Sessional Paper provides a policy statement on harmonization of financing on page 26 (strategy 1 and 6) and further unpacked in NESSP document page 56 where the sector shall undertake National Survey to inform infrastructure needs. The Ministry intends to partner with stakeholders such as NG-CDF and Education Development Partners Coordination Group (EDPCG)</p> |

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| | <p>(iv) The Policy did not mention an institutional framework for strengthening capacity of quality assurance officers.</p> <p>(v) The Sessional Paper did not elaborate measures to institutionalize guidance and counselling in secondary schools.</p> <p>(vi) The Policy did not show elaborate clear plans to motivate students to study STEM subjects.</p> | <p>(iv) The Policy provides for enhancing professional development of the workforce in education, training and research (page 50 of the Sessional Paper, chapter 9). Details are provided in NESSP on page 85 (build capacity of quality assurance and standard officers for onsite school support to teachers; develop and automate institutional based quality assurance; develop quality assurance and standards framework).</p> <p>(v) The revised Sessional Paper provides measures to institutionalize guidance and counseling with a view to strengthening enrolment, retention, transition and completion among all learners at all levels (pages 23, 25 and 26). A strategy on institutionalizing guidance and counseling at all levels has been included in the Sessional Paper. The NESSP has a programme on enhancing mentorship, moulding and nurturing of national values where guidance and counseling activities are embedded (see NESSP page 89 and 90).</p> <p>(vi) The revised Sessional Paper provides for promotion of STEM programmes at all levels of education and training (page 33, 34, 35 and 37). Under NESSP the issue of STEM has been addressed and there are strategies to motivate students to study STEM subjects (NESSP page 59 and 80).</p> |
| 4. | <p>(i) The Policy lacked indicators regarding children with special needs to facilitate policy formulation.</p> | <p>(i) The revised Sessional Paper provides for the development of a framework on multi-disciplinary approach to assessing, placing and supporting learners with special needs and disabilities (page 27). In addition, NESSP has a programme on functional assessment and early intervention services in Education and training with specific strategies to be adopted (page 64). The indicators are unpacked in NESSP M&E framework.</p> |
| Special Education | | |

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| | | (ii) The Policy was silent on tools for supervision and monitoring of special education programmes. | (ii) The framework cited above will provide guidelines for supervision and monitoring. In addition, NESSP provides for governance and accountability in inclusive education, which will address issues of supervision and monitoring (page 66). Further the Ministry has a module for assessing SNE in the NEMIS. |
| 5. | Adult, Continuing and Non-Formal Education | (i) The Policy did not provide for a framework to anchor comprehensive policy for Adult, Continuing and Non-Formal Education programmes. (ii) The Policy did not mention the need to conduct regular literacy surveys to establish literacy status in the country (the Policy refers to 2007 survey) which is outdated. | (i) The revised Sessional Paper provides the framework to anchor comprehensive policy for ACE and Non-formal Education (page 28). (ii) The revised Sessional Paper has provided for regular literacy surveys under the strategy on strengthening research, monitoring and evaluation of ACE (page 28 of Sessional Paper). In addition NESSP has planned to conduct a Kenya adult literacy survey by the year 2022 (page 62 of NESSP), |
| 6. | University Education | (i) The Policy was not elaborate on mechanisms to increase the number of students studying STEM subjects. | The revised Sessional Paper elaborates on the mechanisms to increase the number of students studying STEM subjects (page 31 and 37 of the Sessional Paper). This has been unpacked in NESSP in the programme for increasing access to Science, Engineering and Technology programmes (page 76). |

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| 7. | Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) | <p>(i) The Policy did not address measures to enhance private sector participation in curriculum design and implementation to link skills and knowledge to the requirements of the labour market.</p> <p>(ii) The Sessional Paper did not provide clear mechanisms for provision of adequate physical facilities and modern equipment need to be provided in the Policy.</p> <p>(iii) The Sessional Paper provision for quality in TVET aspects of competency based education and training lacked measurability.</p> | <p>(i) The revised Sessional Paper addresses how to enhance private sector participation in curriculum design and implementation to link skills and knowledge to the requirements of the labour market. This is in the strategy of strengthening partnerships and linkages between National, County Government, Industry and Micro, Small and medium Enterprises (MSMEs) (page 30).</p> <p>(ii) The revised Sessional Paper provides clear mechanisms for provision of adequate physical facilities and modern equipment need to be provided in the Policy (item 4.1.6 on page 30).</p> <p>(iii) The revised Sessional Paper provides for enhanced coordination and regulatory framework in TVET (page 36 of the Sessional Paper). In the NESSP document page 75, the plan provides for the development of a framework for quality assurance and maintenance of standards in TVET.</p> <p>a. The revised Sessional Paper provides for enhancing workforce management, performance and accountability (page 48). This is implemented in NESSP which provides for the development of Teacher Performance Appraisal and Development (TPAD) under the teacher Management Performance and accountability Programme (page 69& 70 of NESSP). The policy provide strategy to enhance capacity building in education, training and research.</p> |
| 8. | Teacher Management | <p>(i) The Policy does not provide; a. Clear tools for monitoring the teachers performance</p> | |

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| | <p>b. review mechanisms for staffing norms particularly in the implementation of the CBC which presents a different matrix in the computation of staffing norms.</p> | <p>b. The revised Sessional Paper provides for development of a framework on qualifications and staffing norms for technical and non-teaching staff (page 50 of the Sessional Paper). The NESSP provides for the review of teacher staffing norms at the basic education (page 68 of NESSP).</p> |
| | <p>c. Framework for guiding continuous capacity development of the Head teachers.</p> | <p>c. The revised Sessional Paper provides a framework for guiding continuous capacity development of the head teachers. This is under the strategy to enhance the capacities of members of governing organs and management on leadership and governance at all levels (page 47) and the strategy on the enhancement of professional development of the work force (page 50 of the Sessional Paper). The NESSP provides for Teacher Professional Development –TPD modules for all teachers including head teachers (page 69).</p> |
| | <p>d. Need for more resources for continuous training of teachers on CBC.</p> | <p>d. The revised Sessional Paper provides for enhanced provision of resources for education, training and research (page 54). In addition, the Sessional Paper provides for strengthening, continuous professional development of teachers (pages 33, 34 and 36).</p> |
| | <p>e. Framework for engagement of intern teachers through a formulated internship program to bridge the deficit</p> | <p>e. On intern teachers, the Sessional Paper provides for the development of a framework for alternative modes of deployment of staff in education, training and research (page 49). The sector has developed a draft internship programme for teachers.</p> <p>In addition the revised Sessional Paper provides for the development of an internship framework for the workforce in education, training and research, and aligns it with the</p> |

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| | | <p>national internship policy (page 51). In addition the Sessional Paper provides for strengthening the National Internship programme for graduates across sectors and also strengthens the national apprenticeship programme (page 38)</p> <p>(ii) The revised Sessional Paper recognized the challenge of inaccurate, untimely and in some instances complete absence of data. The Sessional Paper provides for enhancement of data management capacity in the sector (page 59 and 60). The NESSP document has a programme on data management in the education sector (pages 46 and 47). The Ministry has rolled out the NEMIS, which is a real-time database.</p> |
| 9. | <p>Legal Framework</p> <p>The Policy did not recommend any legal framework that requires review to anchor the CBC.</p> | <p>The revised Sessional Paper provided for the development and review of policies and legal frameworks for the sector and to harmonize related legislations governing education and training (pages 57 and 58). In NESSP, specific policies and legislations have also been proposed for development and review (page 46).</p> <p>Further the Basic Education Act provides for review of the curriculum after every 5 years. It also provides for the policy and guidelines on curriculum development to secure the competences and learning outcomes for the relevant structures and levels under the National Qualifications framework (Sections 73 & 74 of the Basic Education Act). The Ministry was in the process of reviewing the Basic Education Act in consultation with stakeholders.</p> |

4.0 COMMITTEE OBSERVATIONS

The gaps identified by the committee in the first Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya are, to a large extent, addressed in the Revised Sessional Paper and in the National Education Sector Strategic Plan (NESSP 2018-2022).

The approval and implementation of Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya will provide a framework for delivery of inclusive, equitable, quality and relevant education, training and research that promotes lifelong learning opportunities for all.

5.0 COMMITTEE RECOMMENDATIONS

Having considered the Sessional Policy Paper No. 1 of 2019, the Committees recommends as follows; **THAT:** -

- 1. The National Assembly approves the Revised Draft Sessional Paper No. 1 of 2019 on the Policy Framework for Reforming Education and Training for Sustainable Development in Kenya.**
- 2. The Ministry of Education should fast track the implementation of Sessional Paper No. 1 of 2019 in order to put in place a framework for delivery of inclusive, equitable, quality and relevant education, training and research that promotes lifelong learning opportunities for all.**

MINUTES OF THE 35TH SITTING OF THE DEPARTMENTAL COMMITTEE ON EDUCATION AND RESEARCH HELD ON THURSDAY, 4TH JULY 2019 IN 2ND FLOOR BOARDROOM PROTECTION HOUSE, PARLIAMENT BUILDINGS AT 10:00 AM

PRESENT

1. Hon. Julius Melly, MP - Chairperson
2. Hon. Amos Kimunya EGH, MP - Vice Chairperson
3. Hon. Moses Malulu Injendi, MP
4. Hon. Geoffrey Odanga, MP
5. Hon. (Dr.) Pamela Ochieng, MP
6. Hon. (Prof.) Zadoc Ogutu, MP
7. Hon. Catherine Wambilyanga, MP
8. Hon. Eric Muchangi, MP
9. Hon. Jackson Lekumontare, MP
10. Hon. Jerusha Momanyi, MP
11. Hon. Oroo Oyioka, MP
12. Hon. Joseph Tonui, MP
13. Hon. Peter Lochakapong, MP
14. Hon. Omboko Milemba, MP
15. Hon. Wilson Sossion, MP

ABSENT WITH APOLOGY

1. Hon. (Eng.) Nzambia Kithua, MP
2. Hon. Eve Obara MBS, MP
3. Hon. Lilian Tomitom, MP
4. Hon. Wilson Kogo, MP

NATIONAL ASSEMBLY SECRETARIAT

1. Mr. Daniel Mutunga - Clerk Assistant I
2. Mr. Philip Lekarkar - Clerk Assistant II
3. Ms. Annceta Gacheri - Research Assistant III
4. Mr. Mutai Kibet - Audio Officer
5. Mr. Manuel Leparachao - Serjeant at arms

MIN. NO. EDUC/2019/174: PRELIMINARIES

The Chairperson called the meeting to order at 10.18 am.

The Agenda of the meeting was adopted having been proposed by Hon. Oroo Oyioka, MP and seconded by Hon. (Prof.) Zadoc Ogutu, MP.

The Chairperson thanked the Members for attending an interactive session with the Cabinet

Secretary for the Ministry of Education and other Ministry senior officials in Naivasha. The objective of the conference was to appraise Committee Members on implementation of the Competency Based Curriculum and

MIN. NO. EDUC/2019/175: CONFIRMATION OF MINUTES

The Minutes of the previous sittings were confirmed as follows:

Minutes of the 29th Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. Moses Malulu Injendi, MP and seconded by Hon. Geoffrey Odanga, MP.

Minutes of the 30th Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. (Prof.) Zadoc Ogutu, MP and seconded by Hon. Peter Lochakapong, MP.

Minutes of the 31st Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. Jackson Lekumontare, MP and seconded by Hon. Eric Muchangi, MP.

Minutes of the 32nd Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. (Prof.) Zadoc Ogutu, MP and seconded by Hon. Joseph Tonui,MP

Minutes of the 33rd Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. Jackson Lekumontare, MP and seconded by Hon. Jerusha Momanyi, MP

Minutes of the 34th Sitting were confirmed as a true a true record of the deliberation having been proposed by Hon. Oroo Oyioka, MP and seconded by Hon. Joseph Tonui, MP.

MIN. NO. EDUC/2019/176: MATTERS ARISING

Under Minute MIN. NO. EDUC/2019/156 of the 31st Sitting: - The Committee observed that the matter of transfer of TVET lecturers from PSC to TSC is an active matter in court. An evidence on this matter is required to enable the Committee conclude the petition.

Under Minute MIN. NO. EDUC/2019/165 of the 33rd Sitting the Committee observed that currently pupils Standard 4, 5 and 6 in primary schools lack textbooks. The Committee resolved to invite the Ministry on the matter to compel it to supply textbooks to the said classes.

MIN. NO. EDUC/2019/176: REVISED SESSIONAL PAPER

The Committee deliberated on the Revised Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development and identified the following concerns that need to be addressed in the Sessional Paper by the Ministry of Education:-

| | Policy Issue | Policy Gaps in the Sessional Paper published in Jan 2019 | Policy Status in the Revised Sessional paper (April 2019) |
|---|--|--|---|
| 1 | Competency Based Curriculum Framework | <p>The policy provides for the proposed new structure and curriculum. This being a major policy shift in the sessional paper, the following areas should be precise;</p> <ul style="list-style-type: none"> a) Expected outcomes of the change in curriculum b) Implementation cost of the proposed curriculum; implementation matrix and timelines. c) Level at which different types of examinations will be administered in the basic education under the Competency Based Curriculum d) Pilot study of the CBC implementation , challenges and lessons learnt e) Very clear Progression Pathways explaining the links between CBC in basic education, TVET and University Education | Concerns not addressed in the revised sessional paper |
| 3 | Quality of education | Lack of adequate resources leading to overstretched facilities due to 100% transition in secondary education | No mention on additional resource mobilization to address overstretched facilities in secondary schools |
| | | Lack of mechanisms to address ineffective and uncoordinated assessment and monitoring of education programs by TSC and MoE Quality Assurance and Standards Officers | <p>The policy fails to;</p> <ul style="list-style-type: none"> a) Offer clarity on the nexus between quality assurance and M&E b) Provide mechanisms to strengthen capabilities of institutions that undertake quality assurance. |
| 4 | Frequent strikes in the Education Sector | Lack of mechanisms to address underlying causes of unrest and the necessary measures that can be | No mention of mechanisms to address underlying causes of students unrest |

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| | | implemented to stem out the culture of student, teachers, and lectures unrest. | |
| 5 | Monitoring & Evaluation systems | Lack of effective and efficient systems to monitor and evaluate performance of education programmes in terms of the outcomes not provided | The policy is not specific on whether setting targets, indicators and benchmarks for monitoring progress in implementation of education programmes is a strategy that will be adopted. Target, indicators and Benchmarks are key to M&E processes. |
| 6 | Public Participation | The Sessional paper lacks information in regard to whether the policy was subjected to Public participation. There is need for evidence on which stakeholders were engaged in the preparation of the Sessional Paper. | The policy however fails to share the methodology for developing the policy including the major stakeholders involved in developing |

B. Specific Gaps identified by the Committee in the Sessional Paper published in April 2019

| | Gaps | First Sessional paper | Status in the Revised Sessional paper |
|----|-------------------|---|---------------------------------------|
| 1. | Pre-Primary Level | (i) There is no mention of overarching framework for the implementation of the National Pre-Primary Education Policy | Not provided |
| 2. | Primary Level | (i) The policy needs to establish an institutional framework for strengthening capacity of quality assurance officers (ii) The policy should provide elaborate measures to enhance quality education for students in urban slums. (iii) The policy is not clear on the resource mobilization framework that will ensure | Not provided |

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| | | adequate infrastructure including teaching and learning materials for all primary schools. | |
| 4 | Secondary Education | <ul style="list-style-type: none"> (i) The Sessional paper isn't clear on how to mitigate secondary schools overstretched facilities, due to 100% transition policy. (ii) The Session paper is silent on the development of day schools as a means of expanding access and reducing the cost to parents (iii) The policy fails to elaborate mechanisms for harmonized funding of projects in infrastructure development of secondary schools(CDF & MOE infrastructure funds) (iv) The policy needs to establish an institutional framework for strengthening capacity of quality assurance officers (v) The sessional should put elaborate measures to institutionalize guidance and counselling in secondary schools (vi) The Policy should elaborate clear plans to motivate students to study STEM subjects | Not provided |
| 5 | Special Education | <ul style="list-style-type: none"> (i) The policy lacks indicators regarding children with special needs to facilitate policy formulation (ii) The policy is silent on tools for supervision and monitoring of special education programmes | Not Provided |
| 6 | Adult, Continuing and Non-Formal Education | <ul style="list-style-type: none"> (i) Lack of a framework to anchor comprehensive policy for Adult, Continuing and Non-Formal Education programmes (ii) Lack of mention the need to Conduct regular literacy surveys to establish literacy status in the country(the policy refers to 2007 survey) which is outdated | Not Provided |
| 7 | University Education | <ul style="list-style-type: none"> (i) The Policy is not elaborate on mechanisms to increase the number of students studying STEM subjects. | * No elaborate plans to increase the number of students studying STEM subjects |

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| 8 | Technical, Industrial, Vocational and Entrepreneurship Training (TIVET) | <ul style="list-style-type: none"> (i) The policy should address how to enhance private sector participation in curriculum design and implementation to link skills and knowledge to the requirements of the labour market (ii) Clear mechanisms for provision of adequate physical facilities and modern equipment need to be provided in the policy (iii) Policy of assuring quality in TVET in all aspects of competency based education and training lack measurability. | Not provided |
| 8 | Teacher Management | <ul style="list-style-type: none"> (i) The policy does not provide; <ul style="list-style-type: none"> a. Clear tools for monitoring the teachers performance b. Need for review of staffing norms particularly in the implementation of the CBC which presents a different matrix in the computation of staffing norms. c. Framework for guiding continuous capacity development of the Head teachers d. Need for more resources for continuous training of teachers on CBC e. Framework for engagement of intern teachers through a formulated internship program to bridge the deficit (ii) Statistics on the data provided on teachers, learners and educational institutions is not current. | <p>Not provided</p> <p>The policy is silent on the place of performance contracting as an evaluation mechanism given its adoption by the Teachers Service Commission (TSC).</p> |
| 10 | Legal Framework | The Policy has not recommended any legal framework that requires review to anchor the CBC | Not provided |

COMMITTEE OBSERVATIONS

The Committee observed the following

1. Omissions in the revised Sessional Paper No. 1 of 2019

Objectives of education and training at different levels have been omitted in the revised Sessional paper.

2. Accreditation and Assessment Systems

The Ministry is yet to formulate and standardize a framework of assessment and examination of core learning outcomes, transferable skills and subject related knowledge.

3. Grades 7,8 and 9

It was still not clear where the Junior Secondary Grades 7-9 will be domiciled in the different levels of the new education system.

Committee Resolution

The Committee resolved to invite the Cabinet Secretary on Thursday 25th July 2019 to brief the Committee on the status of the gaps in the Sessional Paper identified by the Committee.

MIN. NO. EDUC/2019/177: ANY OTHER BUSINESS

No other business arose

MIN. NO. EDUC/2019/178: ADJOURNMENT

There being no other business, the meeting was adjourned at 12.46 pm. The next meeting will be held on notice.

Signed.....

Date.....17/9/2019

Hon. Julius Melly, MP

(Chairman)

**MINUTES OF THE 39TH SITTING OF THE DEPARTMENTAL COMMITTEE ON
EDUCATION AND RESEARCH HELD ON THURSDAY, 25TH JULY 2019, IN MINI
CHAMBER COUNTY HALL, PARLIAMENT BUILDINGS AT 10:00 AM**

PRESENT

1. Hon. Julius Melly, MP - Chairperson
2. Hon. Amos Kimunya EGH, MP - Vice Chairperson
3. Hon. Moses Malulu Injendi, MP
4. Hon. Geoffrey Odanga, MP
5. Hon. (Prof.) Zadoc Ogutu,
6. Hon. (Dr.) Pamela Ochieng, MP
7. Hon. (Eng.) Nzambia Kithua, MP
8. Hon. Eric Muchangi, MP
9. Hon. Eve Obara MBS, MP
10. Hon. Jackson Lekumontare, MP
11. Hon. Jerusha Momanyi, MP
12. Hon. Oroo Oyioka, MP
13. Hon. Joseph Tonui, MP
14. Hon. Omboko Milemba, MP
15. Hon. Wilson Kogo, MP

ABSENT WITH APOLOGY

1. Hon. Lilian Tomitom, MP
2. Hon. Peter Lochakapong, MP
3. Hon. Catherine Wambilyanga, MP
4. Hon. Wilson Sossion, MP

NATIONAL ASSEMBLY SECRETARIAT

1. Mr. Daniel Mutunga - Clerk Assistant I
2. Mr. Abdifatah Bulle - Clerk Assistant II
3. Mr. Mutai Kibet - Audio Officer
4. Ms. Christine Odhiambo - Legal Counsel I
5. Mr. Manuel Leparachao - Serjeant at arms

INATTENDANCE

MINISTRY OF EDUCATION

1. Prof. George Magoha Cabinet Secretary
2. Dr. Belio Kipsang Principal Secretary- EL & BE
3. Dr. Kevit Deasi Principal Secretary TVET
4. Dr. Mercy Karogo Ag. Chief Executive Officer KNEC
5. Mr. Paul Kibet Ag. Director Secondary Education

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| 6. Mr. Andrew Rukaria | Director, Administration |
| 7. Mr. Odera Simeon | Liason Officer, CS Office |
| 8. Mr. Milton Mokak | Director Technical Education |
| 9. Dr. Reuben Ntahmburi | Director Quality Assurance and Standards |
| 10. Mr. Abdi Mould | Deputy Director Special Needs Education |
| 11. Ms. Agnes Njoroge | Senior Assistant Director Quality Assurance and Standards |
| 12. Ms. Irene Karuru | Senior Assistant Director –Vocational Education |
| 13. Mr. James Indimuli | Assistant Director Quality Assurance and Standards |
| 14. Mr. Sylvester Mulambe | Ag. DPP & EACA |
| 15. Mr. Kobia Wakamau | DA |
| 16. Mr. Martin Kungania | ADE/DPE |
| 17. Mr. Michael Kahiti | Chief Economist |
| 18. Mr. Tirimba Machogu | Legal Advisor |
| 19. Ms. Evelyn Anupi | Deputy Chief Economist |
| 20. Ms. Ann Gachaya | Senior Assistant Director Education |
| 21. Ms. Marteh Ekirapa | DDE |
| 22. Dr. Daniel Njegere | Education Advisor |
| 23. Mr. Allan Sitima | Teachers Service Commission |

MIN. NO. EDUC/2019/195: PRELIMINARIES

The Chairperson called the meeting to order at 10.12 am. Prayer was said. The Chair welcome the Cabinet Secretary and other Ministry officials to the meeting.

MIN. NO. EDUC/2019/196: CONFIRMATION OF MINUTES

Confirmation of Minutes of the previous sitting was deferred to the next sitting.

MIN. NO. EDUC/2019/197: RESPONSE TO A PETITION ON FUNDING OF CO-CURRICULAR ACTIVITIES IN PUBLIC PRIMARY SCHOOL

The Cabinet Secretary responded to the prayers in the Petition on co-curricular activities in public primary schools as follows:

i) Prayer I

Recommendation to the Ministry of Education to consider upscaling of Government capitation for co-curricular activities in public Primary schools from Kshs.76 to Kshs.150 per pupil or more with a view to avail sufficient activity fees at school level.

Response

The Cabinet Secretary submitted that the Ministry concurs that there is need for the upscaling of government capitation for co-curricular activities in public primary schools per pupil with a view to availing sufficient activity fee at school level. In 2003, the Free Primary Education capitation

was Kshs.1,020 per pupil. However, after the sixteen years (2003-2019) the capitation has marginally been increased to the current kshs.1,420 per pupil.

The Ministry of can only enhance the capitation for co-curricular activities if Parliament enhances the budget for capitation per pupil for public primary schools in the country.

ii) Prayer II

The Committee to cause the Ministry of Education to initiate an audit of the cost of co-curricular activities per pupil at school level with a view to recommending a reasonable capitation for co-curricular activities in subsequent sporting years.

Response

The Ministry has already initiated the process of auditing the actual expenditure in co-curricular activities for each pupil/learner and a committee involving various stakeholders has been established. The committee is chaired by the Director General of Education. The review will be completed by September, 2019.

iii) Prayer III

Recommendations that the share of the said capitation for sub-county, county and regional levels be submitted directly to the relevant offices

Response

From the 2018/2019 financial year, the offices at the sub county, county and regional levels are directly funded for co-curricular activities in public schools.

MIN. NO. EDUC/2019/198: PETITION REGARDING DISTRIBUTION OF TEXTBOOKS TO SCHOOLS

The Cabinet Secretary responded to Petitioner's prayers in the Petition regarding distribution of textbooks to public schools as follows:

Response to the Petitioner's prayers:

- 1. That, the Kenya Booksellers and Stationers Association have been distributing books in line with the Ministry of Education Policy that was formulated in 1998 and a pilot project done in Machakos and Laikipia Districts by the Government of Kenya in Partnership with the Republic of project Netherlands;**

Response

There was no contract/agreement/engagement between the Ministry of education and the Kenya Booksellers and Stationers Association regarding distribution of textbooks to schools or related activities. Indeed the referred book policy of 1998 was on evaluation of textbooks from private printers making the process competitive to break the dominance of Government publishers the Kenya Literature Bureau (KLB) and the Jomo Kenyatta Foundation (JKF). The cited book policy is under review since it was not covered in the Basic Education Act 2014, KICD Act 2013 and Curriculum Reforms Policy 2019.

2. **Direct delivery to schools allowed for inspection and verification of books by an inspection and Acceptance Committee and ensured that micro, small and medium enterprises accessed government procurement opportunities in accordance with the provisions of the public Procurement and Disposal Act; and**
3. **In 2016, the cabinet Secretary for Education unilaterally revised the policy and resolved to directly supply books to county education headquarters and not schools, without public participation and due consultations with booksellers as stakeholders.**

Response to 2 and 3

The Government started centralized distribution of textbooks to all public schools in 2018 after various considerations including improving learning outcomes and learner retention in schools by having a 1:1 textbook learner ratio, timely and cost-effective provision of textbooks for every learner and to enhance the MoE's capacity to make informed policy decisions related to the provision of textbooks.

Phase I in 2018 targeted all learners enrolled in Standards 7 and 8 and Forms 1 to 4 and targeted four subjects in Primary and six subjects in secondary. Initially it was necessary to get information from all the counties on the correct status with regard to accurate and reliable data. Visits were made to the schools to establish validity of data provided and observe the situation on the ground. The Ministry established that:

- (i) Textbook to pupil ratio of 1:1 was attained in all counties
- (ii) The textbooks were branded and retained in schools.
- (iii) There were huge cost savings of Kshs. 13, 819083,600.

The MOE continues to ensure that learners have textbooks on the textbooks to learner ratio of 1:1 and similar cost saving and efficiency is being experienced in lower levels of Grade 1 to 3 in Competency Based Curriculum where the MOE is procuring textbooks at about 50% of the open market price.

The procurement stages of open tender, evaluation, quality inspection at printing and inspection and acceptance at school level are carried out according to the Public Procurement and Assets Disposal Act, 2015. The entire process is also subject to public office audit systems.

The Government targets on timely and cost effective provision of textbooks was attained under this policy implementation and MOE commits to continuously improve on its operations to ensure access, quality and equity in education delivery to all Kenyan learners.

4. **The centralization and direct distribution of books at the county level by the Ministry has resulted into loss of livelihoods of business persons and bookstore owners who used to earn a living from supplies to schools**

Response

On the contrary the process has led to increase in employment opportunities of more than 150% at the printing industry and over 200% the transportation and logistics (KPA, 2019). Indeed the Kenya Booksellers & Stationers Association (KBSA) and the Kenya Publishers Association (KPA) agreed on the booksellers being distributors at school level. The MOE provided open and competitive business at both publisher and distribution levels.

5. The consistent use of data by the Ministry of Education in disbursement of free primary education and free day secondary education has not been applied in the supply of text books.

Response

In 2018 the Ministry of Education used the Free Primary Education (FPE), the Free day Secondary and Boarding Secondary Schools data in distribution of textbooks. The MOE observed insignificant differences in the actual enrolment in class compared to the data. The MOE adjusted this at field level.

In 2019 the MOE collected fresh enrolment data that was employed to distribute the textbooks. The observations are similar to 2018. The MOE rolled out the National Education Management Information Services (NEMIS) for real time data management. It is intended to provide more reliable data going forward.

6. A majority of secondary schools had attained a textbook ratio of 1:1 and hence they did not require more books and where the ratio was below 1:1 schools' requirements should have been considered before supply and Consequently, the new model of supply has caused an oversupply to text books in secondary schools to the tune of 300% in 2019 due to replication of the books supplied in the year 2018, which is wastage of public funds in contravention of the provisions of sections 160 (2) and 162 (3) of the Public Procurement and Disposal Act 2015;

Response

In 2018 the MOE provided all Public Secondary Schools textbooks to the ratio of 1:1 covering 20 subjects for both students and teacher. Following this success, the MOE held a consultative meeting with Kenya Secondary Schools Heads Association (KESSHA) on 2nd November 2018, where it was resolved that each student progress with the textbooks to the next class. This was to allow continued curriculum coverage and revision at learner level since the KSCE covers syllabus from Form 1 to Form 4.

Currently, the Ministry is implementing the request with provision of textbook to learner ratio of 1:1 in Form 1 to 3 and 15% top up for Form 4. This provision is for student textbooks and NOT teachers' guides.

A total of 18,552,296 text books for Mathematics, English, Kiswahili, Biology, Chemistry and Physics for Form 1 to Form 4 have been contracted for distribution from January 2019 to March 2019. As the learners progress with books, there are no excess textbooks.

7. That for the last two years, standards four, five and six have had any textbooks while classes seven and eight have only been issued with four out of the six text books required and Grade one, Two and Three have only been supplied with Mathematics, English and Kiswahili books since the inception of the new curriculum.

Response

Since 2003, the GOK through MOE provided instructional materials money to schools through the capitation allocations. This provision catered for all grades including standards four, five and six. The provision by the GOK through the SEQIP project targets to ensure smooth transition and therefore focused on Mathematics, Languages and Sciences. As next phase, all subject areas were fully covered.

In term 1 of 2019, the GOK through the MOE distributed over 12 Million textbooks covering Kiswahili, English and Mathematics activities for Grade 1, 2 and 3. In term 2 of 2019, over 19 Million textbooks were distributed covering Environmental, Hygiene and Nutrition, Kiswahili and English Literacy, Music, Movement, Art & Craft, CRE & HRE Activities for Grade 1, 2 and 3.

8. The failure to supply the afore-stated books has compromised the quality of education in the affected institutions.

Response

In 2018 and 2019, the GOK through MOE distributed 111,475,415 to public primary and secondary schools. This has greatly improved learner centered learning that supports creativity and innovations. Continued assessments have indicated improved learning outcomes across the country.

9. That, efforts to relieve the matter through Ministry of Education have been futile.

Response

There is NO registered and unattended effort by booksellers to MOE or its Government agencies. The booksellers have rights similar to those of all Kenyans to engage the MOE on matters that relate and support implementation of school curriculum, teaching and training.

MIN. NO. EDUC/2019/199: SESSIONAL PAPER NO. 1 OF 2019 ANALYSIS OF THE REVISED SESSIONAL PAPER NO. 1 OF 2019 ON POLICY FRAMEWORK FOR REFORMING EDUCATION AND TRAINING FOR SUSTAINABLE DEVELOPMENT

The Cabinet Secretary informed the Committee that the policy priorities, programmes and strategies identified for the Committee as missing in the Sessional Paper for the implementation of the Competency Based Curriculum General Policy and which needed to be need be addressed in the Sessional Paper are contained I various other policy documents developed by the Ministry. These documents include the National Curriculum Policy, National Education Sector Strategic

Plan for the Period 2018 -2022 and the National Education Quality Assurance and Standards Framework.

Specific references of the pages were made that contained the missing policies in the sessional paper.

The response to the Members queries on the omissions in the Sessional paper were provided by the Cabinet Secretary as in the annexed table I.

Specific Gaps identified by the Committee in the Sessional Paper published in April 2019

The response to the Members queries on the omissions in the revised Sessional paper were provided by the Cabinet Secretary as in the annexed table II.

C. Omissions in the revised Sessional Paper No. 1 of 2019

(i) Omission of Objectives of education and training at different levels

The sessional paper provides for National goals of education and the specific objectives of education and training at all levels (sessional paper Pg 14 and 15). The objectives of education and training at various levels are necessary and are contained in the specific level designs.

Further interrogation by the Committee

(ii) **Omission of Accreditation and Assessment Systems**

Issue.

This section is omitted in the revised Sessional Paper. The original draft Sessional Paper provided for reforms in assessment and examinations (pg. 102-104) - this was omitted in the revised draft). The Ministry sought to standardize a framework of assessment of core learning outcomes, transferable skills and subject related knowledge.

Response:

The revised sessional paper provides for accreditation and assessment systems at every level of education and training as follows:

- (a) Strengthen regulatory framework for Basic education (pages 33 and 35)
- (b) Institutionalize quality assurance and accreditation system in TVET (Page 36)
- (c) Enhance coordination and regulatory framework in TVET (Page 36)
- (d) Strengthen the University education regulatory framework (Page 37)
- (e) Establish a framework for post training programme (Page 38)
- (f) strengthening of the national Qualifications regulatory framework (page 41)

The Cabinet Secretary tabled an annexure on actions taken by the Ministry to address the gaps identified by the Committee on the Sessional Paper No. 1 of 2019

Committee Resolutions

1. The Committee directed the Cabinet Secretary to submit an abridged final copy of the Sessional Paper to the Committee.

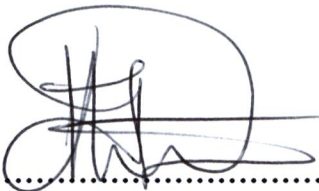
2. The Committee directed the Secretariat to prepare a Report on the Sessional Paper for consideration by the Committee and tabling in the House.

MIN. NO. EDUC/2019/200: ANY OTHER BUSINESS

No other business arose.

MIN. NO. EDUC/2019/201: ADJOURNMENT

There being no other business, the meeting was adjourned at 1.10 pm. The next meeting will be held on notice.

Signed..........Date.....17/9/2019

Hon. Julius Melly, MP
(Chairman)

**MINUTES OF THE 48TH SITTING OF THE DEPARTMENTAL COMMITTEE
EDUCATION AND RESEARCH HELD ON THURSDAY, 12TH SEPTEMBER 2019, IN
CPA ROOM, PARLIAMENT BUILDINGS AT 11:00 AM**

PRESENT

1. Hon. Julius Melly, MP - Chairperson
2. Hon. Amos Kimunya EGH, MP - Vice Chairperson
3. Hon. Geoffrey Odanga, MP
4. Hon. Moses Malulu Injendi, MP
5. Hon. Oroo Oyioka, MP
6. Hon. Wilson Kogo, MP
7. Hon. Wilson Sossion, MP
8. Hon. (Prof.) Zadoc Ogutu, MP
9. Hon. (Eng.) Nzambia Kithua, MP
10. Hon. Jackson Lekumontare, MP
11. Hon. Jerusha Momanyi, MP
12. Hon. Eve Obara MBS, MP
13. Hon. Peter Lochakapong, MP

ABSENT WITH APOLOGY

1. Hon. Lilian Tomitom, MP
2. Hon. Omboko Milemba, MP
3. Hon. Catherine Wambilyanga, MP
4. Hon. Eric Muchangi, MP
5. Hon. (Dr.) Pamela Ochieng, MP
6. Hon. Joseph Tonui, MP

NATIONAL ASSEMBLY SECRETARIAT

1. Mr. Daniel Mutunga - Clerk Assistant I
2. Mr. Philip Lekarkar - Clerk Assistant II
3. Ms. Christine Odhiambo - Legal Counsel
4. Mr. Mutai Kibet - Audio Officer
5. Mr. Manuel Leparachao - Serjeant at arms

MIN. NO. EDUC/2019/250: PRELIMINARIES

The Chairperson called the meeting to order at 11.15 am. A prayer was said.

MIN. NO. EDUC/2019/251: CONFIRMATION OF MINUTES

Confirmation of minutes of the previous Sitting was deferred to the next sitting.

**MIN.NO.EDUC/2019/252: CONSIDERATION AND ADOPTION OF COMMITTEE
REPORTS ON BILLS AND SESSIONAL PAPER NO.1 OF
2019**

The Committee considered reports on the following Bills and Sessional Paper No. 1 of 2019;

1. Sessional Paper No. 1 of 2019 on reforming the Education Sector;
2. The KICD (Amendment) Bill, (National Assembly Bill No. 33) of 2019;
3. The Higher Education Loans Board (Amendment) Bill, 2019.

Committee observations

Sessional Paper No. 1 of 2019 on reforming the Education Sector;

The Committee noted that the Report of the Taskforce for Enhancing Access, Retention, Transition, Equity and Quality for Effective Curriculum Reform had not been presented to the Committee for consideration. It was therefore not clear from the Sessional Paper on the expected outcomes of the change in Curriculum; the implementation matrix and timelines. Further, the level at which different types of examinations will be administered in the basic education under the Competency Based Curriculum (CBC) was yet to be addressed.

Dissenting View

Pursuant to Standing Order 199(5) Hon. Wilson Sossion, MP, submitted that the Sessional Paper should have been subjected to national stakeholders' consultative forums before being presented to the National Assembly for consideration. He was of the view that the Policy Paper was being rushed through for adoption while there were pertinent issues on the implementation of the new Curriculum that needed to be addressed before adoption of the Policy Paper. He was of the view that the Sessional Paper should be withdrawn for proper consultations to be made before implementation.

Adoption of Reports

Having considered reports on Sessional Paper No. 1 of 2019, the KICD (Amendment) Bill, 2019 and the HELB (Amendment) Bill, 2019, the Committee adopted the reports.

MIN. NO. EDUC/2019/253: ANY OTHER BUSINESS

There was no other business under this item.

MIN. NO. EDUC/2019/254: ADJOURNMENT

There being no other business, the meeting was adjourned at 1.00 pm. The next meeting will be held on Tuesday, 17th September. 2019.

Signed..........Date..........

Hon. Julius Melly, MP
(Chairman)

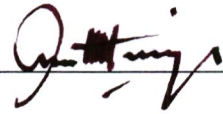
**ADOPTION OF THE REPORT ON SESSIONAL PAPER NO. 1 OF 2019 ON
POLICY FRAMEWORK FOR REFORMING EDUCATION AND TRAINING
FOR SUSTAINABLE DEVELOPMENT IN KENYA**

We the undersigned, hereby affix our signatures to this Report to affirm our approval

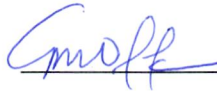
1. Hon. Julius Melly, MP - Chairperson



2. Hon. Amos Kimunya, EGH, MP - Vice-Chairperson



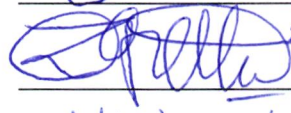
3. Hon. Moses Malulu Injendi, MP



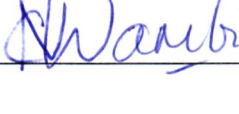
4. Hon. Geoffrey Makokha Odanga, MP



5. Hon. (Dr.) Pamela Ochieng, MP



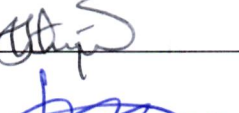
6. Hon. (Eng.) Nzambia Thuddeus Kithua, MP



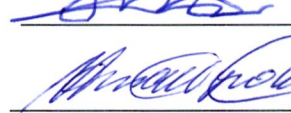
7. Hon. (Prof.) Zadoc Abel Ogutu, MP



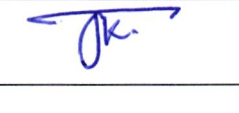
8. Hon. Catherine Wambilyanga, MP



9. Hon. Eric Muchangi Njiru, MP



10. Hon. Eve Obara, MBS, MP



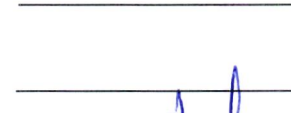
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13. Hon. John Oroo Oyioka, MP



14. Hon. Joseph Kipkosgei Tonui, MP



15. Hon. Lilian Cheptoo Tomitom, MP

16. Hon. Omboko Milemba, MP

17. Hon. Peter Lochakapong, MP

18. Hon. Wilson Sossion, MP

19. Hon. Wilson Kipngetich Kogo, MP



