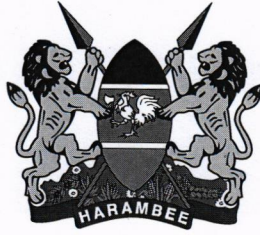


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05/05/22

THE STANDING COMMITTEE

ON

EDUCATION

Approved  
5/5/2022

REPORT ON THE INQUIRY INTO THE EARLY CHILDHOOD  
DEVELOPMENT EDUCATION (ECDE) LANDSCAPE IN THE  
COUNTRY

PAPERS LAID	
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COMMITTEE	ON BEHALF OF CHAIR EDUCATION
CLERK AT THE TABLE	M. ADIBAYI

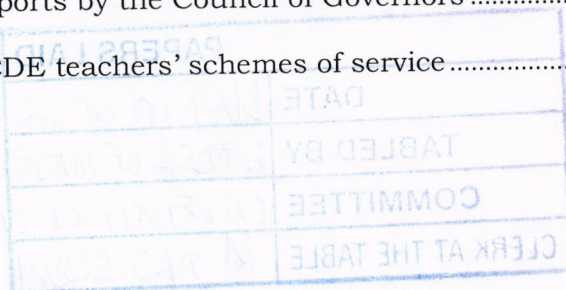
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May, 2022

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## **ABBREVIATIONS AND ACRONYMS**

BECF	- Basic Education Curriculum Framework
BOM	- Board of Management
CBC	- Competence Based Curriculum
CECM	- County Executive Committee Member
CPSB	- County Public Service Board
EARC	- Education Assessment and Resource Centre
ECDE	- Early Childhood Development Education
FY	- Financial Year
KCPE	- Kenya Certificate of Primary Education
KCSE	- Kenya Certificate of Secondary Education
KICD	- Kenya Institute of Curriculum Development
MoE	- Ministry of Education
PP1	- Pre-Primary 1
PP2	- Pre-Primary 2
QAS	- Quality Assurance and Standards
SRC	- Salaries and Remuneration Commission
TSC	- Teachers Service Commission
UNICEF	- United Nations International Children's Emergency Fund

## **PREFACE**

The Standing Committee on Education is established under standing order 218(3) of the Senate Standing Orders. The Committee is mandated to consider all matters related to education and training.

### **Mandate of the Committee**

Pursuant to the provisions of the Second Schedule of the Senate Standing Orders, the Standing Committee on Education is mandated to consider all matters relating to education and training.

1. Build capacity of Committee Members to undertake their roles in line with Article 96 of the Constitution;
2. Develop and facilitate the development of legal frameworks, policies and guidelines in the Education Sector;
3. Provide oversight for the Education Sector;
4. Facilitate budgetary resources toward the Education Sector; and
5. Any matter that relates to education and training.

### **Membership of the Committee**

- |  |                           |
|--|---------------------------|
| 1. Sen. (Dr.) Alice C. Milgo, MP         | - <b>Chairperson</b>      |
| 2. Sen. (Dr.) Agnes Zani, CBS MP         | - <b>Vice-Chairperson</b> |
| 3. Sen. Fred Outa, CBS, MP               | - Member                  |
| 4. Sen. Mwangi Githiomi, MP              | - Member                  |
| 5. Sen. (Prof.) Kithure Kindiki, EGH, MP | - Member                  |
| 6. Sen. (Prof.) Imana Malachi Ekal       | - Member                  |
| 7. Sen. Seneta Mary Yiane, MP            | - Member                  |
| 8. Sen. Falhada Dekow, MP                | - Member                  |
| 9. Sen. (Dr.) Gertrude Musuruve, MP      | - Member                  |

## EXECUTIVE SUMMARY

**Mr. Speaker Sir,**

The early childhood years are recognized as a crucial period of development for young children's physical health as well as motor, social/emotional, cognitive and language skills<sup>1</sup>.

The Early Childhood Development Education (ECDE) plays a very important role in the development of children and their preparation for school.

**Mr. Speaker Sir.**

As you are aware, Kenya's education system has evolved over time, with major changes witnessed in 1984 when the 7-4-2-3 system was replaced with the 8-4-4 system. The 8-4-4 system came with a broad-based curriculum at all levels. Its scope incorporated technical skills and pre-primary education for learners aged 4 to 5 years of age.

**Honorable Speaker,** the promulgation of the Constitution in 2010, the enactment of the Basic Education Act, 2013 and review of various policy documents to align the curriculum with the national priorities led to publication of the Basic Education Curriculum Framework (BECF).

The BECF proposes a Competence Based Curriculum (CBC) to replace the 8-4-4 system. Under the CBC, basic education is organized in three levels; Early Years Education, Middle School and Senior School.

Early Years Education includes pre-primary and lower primary. Pre-Primary education is for 2 years in pre-primary 1 and 2 for children aged between 4 and 5 years. The learners from pre-primary 2 are supposed to join lower primary in Grade 1 at about 6 years of age.

**Mr. Speaker Sir,**

The objective of pre-primary education is to prepare and develop child's mental, social and physical capabilities, the child's self-awareness, confidence and self-esteem and readiness for formal education.

Pre-school education enables the child to develop understanding and appreciation of his or her culture and environment and develop the child's exploratory skills, creativity, self-expression, discovery, aesthetic and artistic skills.

---

<sup>1</sup> UNESCO, Investing against Evidence the Global State of Early Childhood Care and Education (2015)

**Honorable Speaker**, you will recall that, in 2021 the Early Childhood Education Act (No. 3) 2021 which provides a framework for the establishment of systems for the administration of early childhood education within a county was enacted after undergoing some rigorous legislative process that culminated into a mediation process.

**Mr. Speaker Sir,**

The Senate Standing Committee on Education resolved to conduct an inquiry into the ECDE landscape and the status of implementation of ECDE policy and legal framework in the country at a sitting of the Committee held on Thursday, 9<sup>th</sup> July, 2020.

In this regard, the Committee resolved to invite the Council of Governors to a meeting to deliberate on the implementation of ECDE policies, in each county with specific reference to following issues –

1. the total ECDE enrolment throughout the country;
2. the indicative cost of providing basic ECDE school infrastructure, including teaching and learning materials and the school meals program, per pupil;
3. the measures that county governments have taken to ensure that the ECDE learning environment is adequately resourced with learning and play materials and is conducive for young learners;
4. the existing budgets and resources available for ECDE provision in each County;
5. the number of ECDE classes that have been put in place in the country since Financial Year 2017/18;
6. the number of ECDE teachers that have been recruited by the county governments since Financial Year 2017/18;
7. the teacher to student ratio in ECDE learning institutions in the country;
8. the facilities available in ECDE learning institutions to cater for learners with special needs and disabilities;
9. the existing resource and infrastructure gaps in the provision of ECDE school infrastructure and a conducive learning environment; and
10. the strategies employed by the county governments to address the existing challenges.

**Mr. Speaker Sir.**

The Committee considered the responses of the Council of Governors (CoG) at a meeting held on Thursday 6<sup>th</sup> August 2020, and further resolved to invite the CoG to provide specific information and clarification on the issues in respect to their respective counties.

Specifically, the Committee sought clarification and further information in respect to-

1. the inconsistencies in the ECDE enrollment;
2. the factors and criteria that determine how ECDE Centers are developed;
3. the measures taken to ensure that the ECDE learning environment is adequately resourced with learning and play materials and is conducive for young learners and learners with special needs and disabilities;
4. the measures and the amount of resources that had been allocated to ensure that ECDE Centers have sufficient WASH facilities, sanitizers and face masks to meet the minimum requirements for health and safety of both teachers and learners when schools re-open;
5. the resources that had been allocated to the county government from the National Covid-19 Emergency Fund and the proposed allocation to ECDE programmes;
6. the strategies employed by the county governments to ensure that all ECDE learners in the county benefit from ECDE school feeding programmes and how the county government was ensuring that this programme is sustainable; and
7. the strategies employed by the county government to address the challenges facing implementation of ECDE policies.

**Mr. Speaker Sir,**

Having analyzed the submissions on different issues, the Committee observes that the ECDE landscape is characterized by the following features-

1. The enrolment in ECDE centers increased gradually between 2013 and 2016 by about 6%. but declined in 2018 by 19% probably as a result of three-tier 8-4-4 system being replaced by the two-tier CBC system. However, the reduction in the number of learners is not consistent across the counties which is attributed to inadequate number of ECDE centers, teachers and caregivers, teaching and play materials, and low morale of staff due to poor remuneration and inadequate;
2. The county governments have invested significantly in the development of ECDE centers, with the number of public ECDE centers increasing by 14.5% from 24,767 in 2013 to 28,383 in 2019. This can be attributed to the MoE guidelines that, pre-primary school should be established within a 2 kilometer radius of residential areas and in the vicinity of primary schools. However, there have been some huge declines in the ECDE centers in some counties as highlighted in this report;

3. The recruitment of ECDE teachers is supposed to be done by the County Governments through the County Public Service Boards (CPSB) from a pool of teachers registered by the TSC. The CPSBs are expected to be guided by the Draft ECDE Teachers' Scheme of Service launched in 2018 which guides the recruitment and career progression.

However, there has been low, and irregular recruitment and remuneration of ECDE teachers which adversely affects their morale. There are some counties where ECDE teachers are recruited by parents and school managements. The Committee observes that this poses challenges related to unreliable and delayed payments and remuneration;

4. Before the Court ruling in November 2016, (Nairobi Petition 127 of 2014: Kenya National Union of Teachers vs Attorney General & 4 others) the Teachers Service Commission (TSC) had come up with a Draft ECDE Teachers' Scheme of Service which was shared with the Council of Governors. The Schemes of Service would be administered by the Chief Officer (C O) in charge of Education matters in consultation with the County Public Service Board (CPSB).

The C O would ensure that appropriate training opportunities and facilities are provided to assist serving ECDE teachers acquire the necessary additional qualifications and specializations required for both efficient performances of their duties and advancement. However, there are a lot of inconsistencies regarding the implementation of the ECDE Teachers' Scheme of Service in the country. In majority of the counties, the ECDE Teachers' Schemes of Service is not implemented and ECDE teachers are paid haphazardly irrespective of their academic or professional qualifications.

5. Twenty-six (26) county governments reported presence of different school feeding programs providing food to ECDE learners while they are attending school. The meals are in form of breakfast, snacks or lunch and vary in the quantity of food provided and in nutritional content. Some county governments provide fortified porridge, while majority provide milk.



There are a few county governments that have started requiring the ECDE centers to prepare food on site, requiring kitchen facilities, cooking staff, eating and serving utensils, and a space at the school for consuming the meal.

However, it is not clear on the strategies employed by the county governments to ensure that all ECDE learners in the country are benefitting from ECDE school feeding programmes and how the county governments would ensure that these programmes are sustainable;

6. Section 64 of the Basic Education Act, 2013 provides that every basic education learning institution should have the outdoor **playing facilities and equipment**. This includes both outdoors and indoors with provisions for learners with disabilities, administrative offices, sanitary facilities including bathrooms for both learners and other persons segregated by gender and age, kitchenette and dining area.

Nonetheless, many established ECDE centers lack physical facilities such as toilets, adequate water and WASH facilities, playgrounds, adequate teaching, learning resources and play materials suitable for ECDE in their learning environment. It was reported that most ECDE centers lack age and ability appropriate furniture;

7. The county governments have provided physical access to ECDE centers as an essential prerequisite for enrolment of **learners with special needs and disabilities**. However, the provision of education and training for this target group through special programs and special schools is still far from adequate.

There is inadequate data on the number of learners with special needs and disabilities, inadequate tools and skills for assessing and identifying learners with special needs and the ECDE centers lack appropriate assistive resources for learners with special needs and disabilities such as low blackboards, rails and other equipment used by learners with physical disability.

Further, there are very few Educational Assessment and Resource Centre (EARC) which are supposed to be used for early identification of disabilities and provision of appropriate referrals.

**Mr. Speaker Sir,**

Based on these observations, the Committee therefore recommends that-

1. the provisions of the Early Childhood Education Act, (No. 3 of 2021) which provides a framework for the establishment of systems for the administration of early childhood education should be implemented and the Ministry of Education (MoE) should expeditiously draft the attendant regulations;
2. the Senate and the County Assemblies should provide oversight to ensure that the ECDE teachers' scheme of service is rolled out and implemented in all the counties, countrywide;
3. the Council of Governors and the Teachers Service Commission should expeditiously establish modalities and create a collaborative framework on ECDE teachers' management;
4. the Ministry of Education should fast-track development and finalisation of the School Meals Policy by incorporating representation from the Council of Governors, development partners and line ministries in the technical committee;
5. the county assemblies should consider enacting legislations aimed at increasing annual budgetary allocation to education sector to at least 10% of the county revenue out of which 50% of this allocation should be to the ECDE sub-sector;
6. the Ministry of Education in collaboration with the Council of Governors should ensure that provision of the Early Childhood Education is standardised across the country through establishing quality standards and undertaking rigorous monitoring and evaluation;
7. the Ministry of Education and the Teachers Service Commission should enhance and facilitate their Quality Assurance and Standards (QAS) officers to undertake rigorous monitoring and inspections covering the ECDE centres;
8. the Council of Governors should move with necessary speed and operationalise the County Education Boards as established under Section 20 of the Basic Education (No. 14 of 2013) Act;
9. the Ministry of Education and the Council of Governors should design and implement an effective and efficient data collection and sharing system to ensure there is up to date ECDE data that is verifiable and credible; and
10. the Ministry of Education, Council of Governors and the Teachers Service Commission should ensure that in all undertakings, the educational needs for learners with special needs and disabilities are taken into consideration. This includes providing functional and fully equipped Education Assessment and Resource Centre (EARCs) and ensuring teacher: learner ratio is within recommended parameters.

While spelling out these recommendations, the Committee is cognizant of the provisions of Article 6(2) of the Constitution which provides that *“the governments at the national and county levels are distinct and inter-dependent and shall conduct their mutual relations on the basis of consultation and cooperation”*.

**Mr. Speaker**, on behalf of the Committee and on my own behalf, I wish to sincerely thank the Ministry of Education, the Council of Governors, the Council of Governors Committee on Education, the Teachers Service Commission, the County Assemblies Forum, the County Executive Committee Members (CECM) in charge of matters related to education, the Chief Officers and Directors of Education in all the counties for their input and submissions during this inquiry.

The Committee further wishes to thank the UNICEF-Kenya, EACHRights, Food for Education Foundation, *Elimu Yetu* Coalition, African Centre for Early Education, *Mzalendo* Trust amongst many other civil society organisations for their comments during stakeholder engagements.

**Mr. Speaker Sir.**

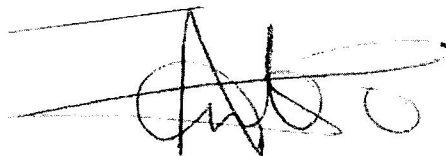
As I conclude, I wish to take this opportunity to thank all the Members of the Committee for their immense contribution during the conduct of this Inquiry and subsequent production of this report.

The Committee wishes to thank the Offices of the Speaker and the Clerk of the Senate for the necessary support extended to it in the conduct and execution of its mandate.

**Mr. Speaker, Sir**

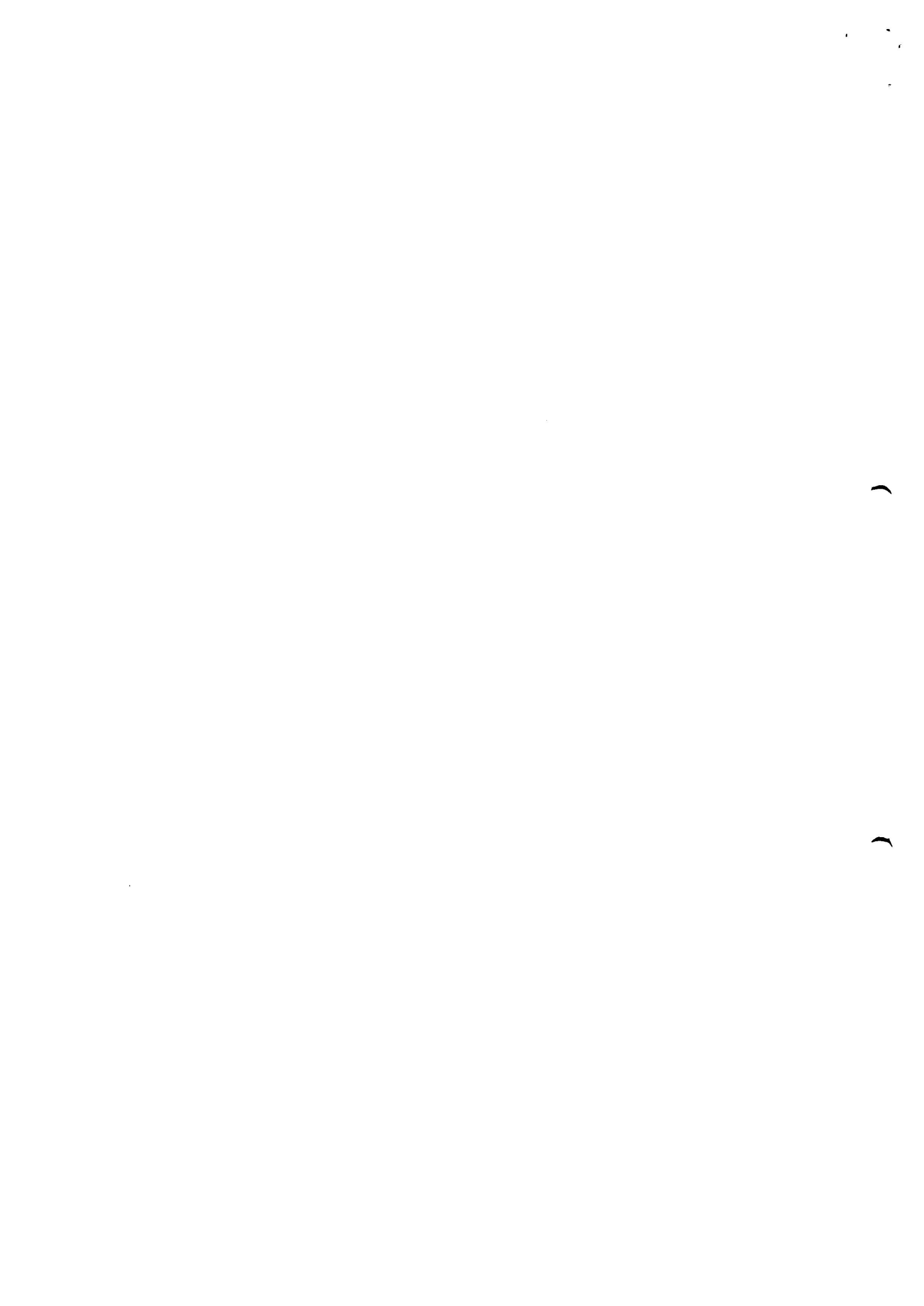
It is my pleasant duty, on behalf of the Standing Committee on Education, pursuant to standing order 232(2), to present a Report of the Standing Committee on Education on the Inquiry into the Early Childhood Development Education (ECDE) Landscape in the Country.

I thank you





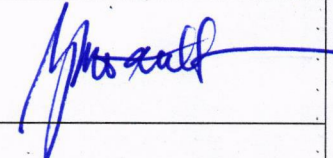






Signed..... Date.....25/04/2022...

**SEN. (DR.) ALICE C. MILGO, MP**  
**CHAIRPERSON, STANDING COMMITTEE ON EDUCATION**



**ADOPTION OF REPORT LIST**  
**STANDING COMMITTEE ON EDUCATION**

**AGENDA:** CONSIDERATION AND ADOPTION OF COMMITTEE REPORT ON THE INQUIRY INTO THE EARLY CHILDHOOD DEVELOPMENT (ECD) LANDSCAPE IN THE COUNTRY.

NO.	NAME	DESIGNATION	SIGNATURE
1	Sen. Dr. Alice Milgo, MP	Chairperson	
2	Sen. (Dr.) Agnes Zani, CBS, MP	Vice-Chairperson	
3	Sen. Mwangi Paul Githiomi, MP	Member	
4	Sen. Fred Outa, MP	Member	
5	Sen. (Prof) Malachi Ekal, MP	Member	
6	Sen. (Prof) Kithure Kindiki, MP	Member	
7	Sen. Mary Seneta, MP	Member	
8	Sen. Falhada Dekow, MP	Member	
9	Sen. (Dr.) Getrude Musuruve, MP	Member	

## **CHAPTER ONE**

### **1. INTRODUCTION**

The Senate Standing Committee on Education resolved to conduct an inquiry on the status of implementation of Early Childhood Development Education (ECDE) in the country at a sitting of the Committee held on Thursday, 9<sup>th</sup> July, 2020.

In this regard, the Committee resolved to invite the Council of Governors to a meeting to deliberate on the implementation of ECDE policies, in each County and the challenges, if any, facing implementation of the policies, with specific reference to following issues –

1. the total ECDE enrolment throughout the country;
2. the indicative cost of providing basic ECDE school infrastructure, including teaching and learning materials and the school meals program, per pupil;
3. the measures that county governments have taken to ensure that the ECDE learning environment is adequately resourced with learning and play materials and is conducive for young learners;
4. the existing budgets and resources available for ECDE provision in each County;
5. the number of ECDE classes that have been put in place in the country since Financial Year 2017/18;
6. the number of ECDE teachers that have been recruited by the county governments since Financial Year 2017/18;
7. the teacher to student ratio in ECDE learning institutions in the country;
8. the facilities available in ECDE learning institutions to cater for learners with special needs and disabilities;
9. the existing resource and infrastructure gaps in the provision of ECDE school infrastructure and a conducive learning environment; and
10. the strategies employed by the county governments to address the existing challenges.

During inception of this inquiry, the Committee acknowledged that Schedule IV of the Constitution outlines pre-primary education as function of the County Governments.

The national Government is mandated to develop educational policies, curriculum, maintain standards and National Pre-primary Education Policy, National Pre-primary Education Policy, examinations as well as training and capacity building of personnel.

The Committee sought to examine the impacts of the existing ECDE policies and identify challenges facing implementation of the policies on accessibility, flexibility, affordability and make recommendations to the Senate for possible policy interventions.

### **1.1. Early Childhood Development Education in Kenya**

The education system in the country has evolved over time with major changes having been instituted in 1984, when the 7-4-2-3 structure and system was replaced with the 8-4-4 system. The 8-4-4 system intended to make education more relevant and produce skilled and high-level manpower to meet the demands of the economy. The scope of the structure incorporated pre-primary education for learners between 4 to 5 years of age.

In the early decades after independence, pre-primary education was exclusively the responsibility of local communities and non-governmental organizations such as churches, voluntary organizations, local authorities and individual investors. However, in early 1980s, the government commenced streamlining the pre-primary program into the government administration.

The government took over the training of pre-school teachers and preparation of teaching materials and curriculum. However, the construction of pre-primary education facilities and teachers' remuneration, continued to be met by the communities and other nongovernmental agencies.

In 2005, the government published the Sessional Paper No.1 of 2005 which sought to deal with issues of policy framework for training, research and education. One of the objectives of this Sessional Paper is the formulation of a comprehensive Early Childhood Development and Education (ECDE) policy.

Further, in 2007 the government launched the National Early Childhood Development Policy Framework (2006) and the Early Childhood Development Service Standard Guidelines for Kenya (2006).

The objectives of these policy documents include ensuring that services for children are equitably accessible, relevant, affordable and of good quality; regulating the provision of services and ensuring maintenance of high-quality standards; and, coordinating and harmonizing good quality services and maximizing resource utilization across sectors.

These policies gave the Ministry of Education (MoE) the responsibility for ECDE. Consequently, the MoE established different units responsible for different aspects of ECDE.

These are-

- (i) ECE Unit of the Directorate of Basic Education, responsible for registration of preschools, policy guidelines, funding and donor matters, coordination of data collection and providing of trainers;
- (ii) ECE Unit of the Division of Directorate of Quality Assurance and Standard, which is charged with the responsibility of carrying out inspection of preschools and ECE teacher training institutions, administration of preschool teacher training examinations and issuing teacher certificates; and
- (iii) National Centre for Childhood Education (NACECE) which is responsible for development of preschool curriculum and materials, training of professional support to devolved centers for ECE coordination or research, monitoring and evaluation.

However, following the promulgation of the Constitution in 2010, the functions of the two levels of government became distinct and relatively well established. The Fourth Schedule of the Constitution distributes functions and powers between the national and County governments. Part 2(9) of the Fourth Schedule confers to County governments the responsibility to provide pre-primary education and childcare services.

In 2017, the Ministry of Education in collaboration with the county governments, the United Nations International Children's Emergency Fund (UNICEF) and Early Childhood Development Education service providers developed the pre-primary education policy to align the pre-primary education to the Constitution, the Basic Education Act, 2013, the Sustainable Development Goals and the Kenya's Economic Blue Print, the Vision 2030.

The policy addresses the overarching national objectives with regard to the provisions of care, early learning and early stimulation services and programmes in child care facilities and pre-primary institutions. It delineates the functions of National and County Governments as well as the roles of other stakeholders in the provision of pre-primary education services (Ministry of Education, 2017)



Further, in 2017, the government proposed changes in education structure through the publication of the Basic Education Curriculum Framework (BECF). In the new structure, the Competency Based Curriculum (CBC) is supposed to replace the 8-4-4 system with the 2-6-3-3-3- system.

The ECDE structure covers pre-primary education for 2 years, pre-primary 1 and pre-primary 2, expected to be for learners aged between 4-5 years. The learners from pre-primary 2 are supposed to join lower primary in Grade 1 at about six (6) years of age. The pre-primary learning areas are: mathematical activities, language activities, environmental activities, psychomotor and creative activities and religious education.

According to the Sessional Paper No. 1 of 2019 on Policy Framework for Reforming Education and Training for Sustainable Development in Kenya, the objectives of pre-primary education are to-

- i. Provide education geared towards development of the child's mental, social and physical capabilities;
- ii. Develop the child's self-awareness, self-esteem, self-confidence and readiness for formal education;
- iii. Enable the child develop understanding and appreciation of his/her culture and environment;
- iv. Develop the child's exploratory skills, creativity, -self-expression, discovery, aesthetic and artistic skills;
- v. Enhance inclusion of children with special needs and disabilities;
- vi. Nurture the child's acceptable values for spiritual and moral growth as an individual and member of society; and
- vii. Promote the child's health care and nutrition.

## **1.2. The Early Childhood Education Act, 2021**

The Early Childhood Education Act (No. 3) 2021 provides a framework for the establishment of systems for the administration of early childhood education within a County.

The Act provides for among other the-

- 1) procedure for the registration of early childhood education centres;
- 2) management of early childhood education centres;
- 3) establishment and operations of boards of management of early childhood education centres;

- 4) administration of the early childhood education system in the county with reference to matters such as the admission of children, the standards of education in a private education centre, the curriculum, education centre programmes and school feeding programmes to be implemented in an education centre;
- 5) accreditation of education centres administering or intending to administer foreign curriculum;
- 6) quality of education and standards required to be maintained in an early childhood education centre;
- 7) establishment of the county early childhood quality assurance committee to ensure the implementation of the policies and standards of education;
- 8) transitional provisions in relation to existing education centres or schools that offer early childhood education services;
- 9) formulation of regulations by the Cabinet Secretary for the effective implementation of the Act; and
- 10) amendments to the Basic Education Act, 2013 to align it with the Constitution with regard to the provisions of early childhood education services by the county governments in line with the Fourth Schedule to the Constitution.

## **CHAPTER TWO**

### **2. STAKEHOLDER SUBMISSIONS**

#### **2.1. MEETING WITH THE COUNCIL OF GOVERNORS**

At the sitting of the Committee held on Thursday, 9<sup>th</sup> July, 2020, the Committee resolved to invite the Council of Governors to a meeting to deliberate on the implementation of the Early Childhood Development Education (ECDE) policies, in each county, and the challenges, if any, facing implementation of the said policies.

Specifically, the Committee invited the Council of Governors to provide information on the following issues-

- 1) the total ECDE enrolment throughout the country;
- 2) the indicative cost of providing basic ECDE school infrastructure, including teaching and learning materials and the school meals program, per pupil;
- 3) the measures that county governments have taken to ensure that the ECDE learning environment is adequately resourced with learning and play materials and is conducive for young learners;
- 4) the existing budgets and resources available for ECDE provision in each County;
- 5) the number of ECDE classes that have been put in place in the country since Financial Year 2017/18;
- 6) the number of ECDE teachers that have been recruited by the county governments since Financial Year 2017/18;
- 7) the teacher to student ratio in ECDE learning institutions in the country;
- 8) the facilities available in ECDE learning institutions to cater for learners with special needs and disabilities;
- 9) the existing resource and infrastructure gaps in the provision of ECDE school infrastructure and a conducive learning environment; and
- 10) the strategies employed by the county governments to address the existing challenges.

##### **1.2.1 Submissions from the Council of Governors**

The Committee held a meeting with the Council of Governors on Thursday 6<sup>th</sup> August 2020 and received submission through the Council of Governors Committee on Education Chairperson.

The Council of Governors informed the Committee that Schedule 4 of the Constitution outlines preprimary and vocational training as functions of the County Governments.

The national Government is mandated to develop educational policies, curriculum, maintain standards and National Pre-primary Education Policy, National Pre-primary Education Policy, examinations as well as training and capacity building of personnel. On the other hand, the County Governments are mandated to oversee Pre-Primary Education and Child Care Facilities including the recruitment of the Pre-Primary Education Teachers and Assistants.

#### **a) ECDE Enrollment**

The Committee was informed that enrollment in County ECDE Centers had increased gradually by 6% between 2013 and 2016 from **3.019 million** in 2013 to **3.199 million** in 2016. This is attributed to the inclusion of ECDE as a mandatory level of learning in the Basic Education Act of 2014 and increased demand for pre-primary education across the country.

However, enrollment declined from **3.39 million learners in 2018** to **2.738 million in 2019**, reflecting a 19% decline. This is attributed to the full adoption of the Competency Based Curriculum from the 2018 academic year and the redundancy of the three-tier Baby Class, Nursery and Pre-Unit system under the 8-4-4 curriculum which has been replaced by the two-tier pre-primary 1 and pre-primary 2 system under the CBC. However, the enrollment is expected to increase by 5 percentage points annually.

Further, the Committee was informed that the Gross Enrollment Rate (GER) for ECDE rose by 7 percentage points from 71.6% in 2013 to 78.4% in 2019 whereas the Net Enrollment Rate (NER) rose from **68.7% in 2013** to **77.2% in 2019**. This is indicative of increased demand and transition of ECDE learners from pre-primary to primary level education.

On learner gender parity, enhanced access to education by both male and female learners led to the reduction of the gender parity index from **1.05 in 2013** to **0.95 in 2019**. This is reflected in more female learners enrolling in ECDE centers compared to previous years.

However, the Committee observed that whereas the enrolment in ECDE centers increased gradually between 2013 and 2016, by 6% and thereafter declined in 2019 by 19%, the decline in the number of learners is not consistent across the Counties.

For instance, in Kilifi County, there were 80,315 learners in 2016 while in 2019 they reduced to 23,166 (a reduction of 71%), in Kakamega County, there were 100,918 learners in 2016 while in 2019 they reduced to 59,763 (a reduction of 41%) and in Kitui County, there were 84,665 learners in 2016 while in 2019 they reduced to 46,532 (a reduction of 45%) (Find attached Table, Annex 3).

**b) The Number of ECDE centers in the country**

The Committee was informed that the county governments have invested significantly in the development of ECDE centers, with the number of public ECDE centers increasing by 14.5% from **24,767 in 2013** to **28,383 in 2019**.

In comparison, the number of private ECDE centers rose by 17.5% from 15,443 in 2013 to 18,147 in 2019. This can be attributed to the Ministry of Education guidelines that preprimary school should be established within a 2 kilometer radius of residential areas and in the vicinity of primary schools.

The Committee noted that while county governments have invested significantly in the development of ECDE centers with the numbers of public ECDE centers increasing by 14.5% from 24,767 in 2013 to 28,383 in 2019, there have been some huge declines in some Counties.

For instance, in Turkana, Muranga and Samburu Counties, the ECDE centers increased by 486, 429 and 402, respectively. However, the ECDE centers declined in Nyeri County from 448 to 314, in Homabay County from 997 to 881 and in Trans-Nzoia County from 376 to 229 (Annex 4).

**c) Recruitment and remuneration of ECDE teachers**

The Committee was informed that the CoG in partnership with the County Public Service Boards (CPSB), Ministry of Education (MoE), Teachers Service Commission (TSC), Kenya Institute of Curriculum Development (KICD), Salaries and Remuneration Commission (SRC) and support from United Nations Children's Fund (UNICEF), developed the first-ever ECDE Teachers' Scheme of Service which was launched in the year 2018.

The Scheme of Service guides the recruitment and career progression of ECDE teachers across the country. Indeed, advances made in the recruitment of qualified ECDE teachers in the County ECDE centers in line with the ECDE Teachers' Scheme of Service has led to a gradual improvement in the teacher-learner ratio.

Nonetheless, the number of teachers recruited by the County Governments through the CPSBs declined by 30% to **52,780 in 2019** from a high of **68,823 in 2016**. This can be attributed to the county governments advancing towards the implementation of the Scheme of Service which requires teachers to have at least a Certificate qualification in ECDE.

Further, the number of ECDE learners has risen due to an increased demand for pre-primary education. Therefore, the teacher-learner ratio has increased from **31.1 in 2013** to **31:1 in 2016** and **36:1 in 2019**. As the County Governments progressively recruit ECDE teachers in coming years, the teacher-learner ratio is projected to decline to 30:1 in line with the pre-primary Education Policy Standard Guidelines.

#### **d) The School Feeding Programmes**

The Committee was informed that child nutrition is a key element in ECDE and its implications are crosscutting to affect child health, productivity in classrooms. This is further supported by the National School Meals Strategy 2018-2022 developed by the National and County Governments in collaboration with key development partners.

In the 2019/20 financial year, twenty-nine (29) county governments have invested Kshs. 1.117 billion in school feeding programmes, benefitting 1.115 million learners. Out of these 29 county governments, twelve (12) have invested in School Lunch Programmes, and Eight (8) are investing in School Milk and Porridge Programmes.

Further, the Committee was informed that 18 county governments are currently adopting community led initiatives for ECDE school feeding programmes to sustain these programmes and enhance community ownership of child nutrition programmes (Annex 5).

However, the Committee observed that it was not clear on the strategies employed by the county governments to ensure that all ECDE learners in the country are benefitting from ECDE school feeding programmes and how the county governments would ensure that these programmes are sustainable.

#### **e) Cost of financing and providing basic ECDE infrastructure**

The Committee was informed that, the county governments have invested Kshs. 386,300,000 in ECDE programmes in the 2013/14 financial year. This allocation from all County Governments has increased to Kshs 4,970,916,507 in the 2019/2020 financial year. It is worth noting that this amount caters for both recurrent and development expenditure.

However, due to inadequate resources, there have been proposals on ECDE financing towards the implementation of the Basic Education Curriculum Framework (BECF). An annual capitation grant was proposed to a tune of Kshs. 2,292 per learner. The grant highlights 9 key budget lines to enhance preprimary education as follows:

- Learning resources;
- Teacher guides;
- Teaching and learning aids;
- Stationery (whiteboards & registers);
- Environment and sanitation;
- Science and applied technology;
- ICT infrastructure and maintenance; and
- Morning meals and staff and maintenance.

The Committee was further informed that nonetheless, there is need for the establishment of a conditional grant to augment existing resources by the county governments, similar to the Vocational Training Centers Conditional Grant. This grant will strengthen existing interventions by the county governments towards the improvement of services at the ECDE Centers.

**f) Strategies employed to address existing challenges**

The Committee was informed that in addition to recruitment of qualified teachers, rehabilitation and construction of the ECDE centers infrastructure, the county governments have made some significant strides in the following areas:

**a. establishment of the County Early Childhood Education Committees**

These have been established since 2019/2020 Financial Year in line with the National Pre-Primary Education Policy to provide linkages and coordinate with relevant stakeholders in improving ECDE at the county level. The National Early Childhood Education Committee was inaugurated in January 2020 to provide coordination at the national level, in which the Council of Governors is represented.

**b. establishment and provision of Legal and Policy Framework regarding ECDE**

As of July, 2020, 32 county governments had passed legislation on education including on ECDE and vocational training. This has further led to the adoption of the Pre-Primary Education Policy by the county governments.

**c. provision of approved curriculum resources**

The Competence Based Curriculum (CBC) established enhanced teaching methods to improve the quality of learning in the ECDE centers.

As such, in 2017, the Kenya Institute of Curriculum Development (KICD) developed the Curriculum Designs for Pre-Primary 1 and 2 to guide teachers in instruction at the ECDE centers.

Further, KICD developed the Orange Book which lists approved curriculum resources for learning and instruction in the ECDE centers. All county governments have been purchasing these resources (books and assorted play materials).

**d. teacher capacity building on the Competence Based Curriculum**

With the establishment of the CBC, all county governments have adopted a Cascade Model for Teaching Capacity Building on the new curriculum. These forums convened by the county governments and conducted by the MoE and the KICD have seen all teachers sensitized on the curriculum.

**1.2.2 Supplementary Issues**

The Committee considered the responses from the CoG and requested for further clarification and information on the following issues-

- 1) Whereas the enrolment in Early Childhood Development Education (ECDE) Centers increased gradually between 2013 and 2016, by 6% and thereafter declined in 2019 by 19%, the decline in the number of learners was not consistent across the Counties.

For instance, in Kilifi County, there were 80,315 learners in 2016 while in 2019 they reduced to 23,166 (a reduction of 71%), in Kakamega County, there were 100,918 learners in 2016 while in 2019 they reduced to 59,763 (a reduction of 41%) and in Kitui County, there were 84,665 learners in 2016 while in 2019 they reduced to 46,532 (a reduction of 45%);

- 2) While County Governments have invested significantly in the development of ECDE Centers with the numbers of public ECDE Centers increasing by 14.5% from 24,767 in 2013 to 28,383 in 2019, there have been some huge declines in some Counties. For instance, in Turkana, Muranga and Samburu Counties, the ECDE Centers increased by 486, 429 and 402, respectively. However, the ECDE Centers declined in Nyeri County from 448 to 314, in Homabay County from 997 to 881 and in Trans-Nzoia County from 376 to 229.

The Committee requested to be provided with information on the factors and criteria that determines how ECDE Centers are developed;



- 3) The measures that County Governments had taken to ensure that the ECDE learning environment is adequately resourced with learning and play materials and is conducive for young learners, and learners with special needs and disabilities;
- 4) The measures that had been put in place by the county governments to enable reopening of the ECDE Centers;
- 5) The resources that had been allocated by each County Government to ensure that ECDE Centers have sufficient WASH facilities, sanitizers and face masks to meet the minimum requirements for health and safety of both teachers and learners when schools re-open;
- 6) The resources that had been allocated to the County Governments from the National Covid-19 Emergency Fund and the proposed allocation to ECDE programmes by each County Government; and
- 7) The strategies employed by the County Governments to ensure that all ECDE learners in the country were benefitting from ECDE school feeding programmes and how the County Governments ensures that these programmes are sustainable.

In their response to the supplementary issues, the COG informed the Committee that:

#### **1. Establishment of ECDE Centers**

The Committee was informed that the establishment of ECDE Centers in the country is guided by the National Pre-Primary Education Policy Guidelines and the Safety Standards Manuals for Schools in Kenya.

Whereas ECDE Centers are constructed on a community needs basis, ECDE Centers are to be established within a two kilometer radius of residential areas across all counties.

The key minimum standards for the establishment of ECDE centers include:

- i. The standard size of a pre-primary classroom shall measure 8 x 6 meters to accommodate a maximum of 25 children. It shall have adequate space for children (at least 1 square metre) per child;
- ii. Classrooms shall be accessible to children with special needs and disabilities (ramps, rails and lower door handles);
- iii. Classrooms shall be well lit and well ventilated; and

- iv. Recommended learner-toilet ratio is 1:10 for female learners and 1:30 for male learners.

## 2. Learners with Special Needs and Disabilities

The Committee was informed that interventions for the provision of inclusive and accessible education for learners with disabilities are guided by the Sector Policy for Learners and Trainees with Disabilities, 2018.

The county governments identify learners with special needs as those identified with hearing, visual and physical impairments; intellectual and learning disabilities; specific learning disabilities (dyslexia, dyscalculia and dysgraphia); speech and language difficulties; cerebral palsy, albinism, autism, deaf-blindness and multiple disabilities. In addition, gifted and talented learners and those with psychosocial disorders and chronic illnesses.

The recommended teacher-learner ratio for learners with special needs in county ECDE centers are as follows:

Category of Special Needs	Recommended Ratio
Deaf Blind	1:1
Cerebral Palsy	1:1
Severe/Multiple impairment	1:1
Autism	1:5
Mild mentally impaired	1:10
Gifted and talented	1:10
Hearing impaired	1:12
Visually impaired	1:15
Physically impaired	1:15

Source: *National Pre-Primary Education Policy Standard Guidelines*

The Committee was further informed that implementation of special needs education for ECDE learners is however hampered by the following challenges:

- i. **Inadequate number of teachers trained in special needs learning;** ECDE learners with special needs require specialized attention by teachers to effectively teach. Although the 2019 Kenya Population and Housing Census identifies a disability prevalence rate of 2.2%, the number of ECDE learners with disability could be much higher.

- ii. **Inadequate learning equipment for learners with special needs.** Learners with special needs require specialized learning and play resources to familiarize themselves with the school surroundings. These include assistive devices to facilitate learning at the ECDE level are expensive and their inadequacy.
- iii. **Limited budgetary allocation for special needs learning in ECDE;** a majority of county governments have inadequate financial resource allocation for learners with special needs to facilitate acquisition of appropriate learning and play materials.
- iv. **Adequate and accessible infrastructure in ECDE Centers;** there is need for infrastructural adjustments to comply with needs and requirements for learners with special needs and disabilities. ECDE Centers lack sufficient sanitation facilities for learners with special needs which hampers the effectiveness of learning.
- v. **Limited access to appropriate medical care.** Learners with special needs require specialized medical attention to limit the extent of disruption of learning in the ECDE Centers.
- vi. **Community engagement on learners with special needs:** Limited awareness on children's rights on access to education especially for learners with special needs.

The Committee was further informed that county governments have taken different measures to enhance special needs learning in ECDE centers. These include-

- i. Progressive recruitment of teachers and caregivers;
- ii. Encouraging parents and community members to support learners with special needs and disabilities;
- iii. Community and parental engagement on advancing learners with special needs; and
- iv. Collaboration with National Government on Early identification of special needs learners in ECDE centers

### **3. School Feeding Programmes**

The Committee was informed that child nutrition is a key element in the effectiveness of ECDE and its implications are crosscutting to affect child health, productivity in classrooms. This is further supported by the National School Meals Strategy 2018-2022 developed by the National and County Governments in collaboration with key development partners.

In 2019/2020 FY, 29 county governments invested Kshs. 1.117 billion in ECDE School Meals Programmes, benefitting 1.115 million learners. Out of the 29; 12 have invested in school lunches, 8 in school milk and 9 in porridge programmes.

18 county governments are currently adopting community led initiatives for ECDE School Feeding Programmes to sustain these programmes and enhance community ownership of child nutrition programmes.

The Committee was nonetheless informed that the implementation of ECDE School Meals Programmes have encountered challenges across all county governments, hampering their effectiveness. These challenges are:

- 1) **Inadequate safe cooking and drinking water;** this constrains some ECDE centers not to provide school meals particularly because they are not connected to main water supply or have low water storage capacity.
- 2) **Drought and famine;** which mainly affects ECDE centers with Community Based School Meals Programmes and affects the supply of foodstuff requisite to sustain the programmes.
- 3) Destruction of food by pests
- 4) High enrollment in some ECDE centers
- 5) Poverty
- 6) Lack of a school meals policy
- 7) Lengthy and slow procurement process
- 8) Vastness of some counties; which poses logistical nightmares
- 9) Insecurity and dilapidated infrastructure
- 10) Lack of storage facilities in schools
- 11) Insufficient resources and facilities such as firewood and kitchens

#### **4. Indicative Cost of Providing Basic ECDE Infrastructure**

The Committee was informed that the county governments allocation to ECDE programmes for FY 2019/2020 is Kshs. 4,970,916,507. However, due to inadequate resources, there have been proposals on ECDE financing towards the implementation of the Basic Education Curriculum Framework. An annual capitation grant was proposed to a tune of Kshs. 2,292 per learner.

The grant highlights nine (9) key budget lines as follows-

- i. Learning resources;
- ii. Teacher guides;
- iii. Teaching and learning aids;
- iv. Stationery (whiteboards and registers)
- v. Environment and sanitation;
- vi. Science and applied technology;
- vii. ICT Infrastructure and maintenance;
- viii. Morning meals; and
- ix. Staff and maintenance

## **5. Provision of Play and Learning Resources**

The Committee was informed that The CBC emphasizes on the need for learning through play to enhance the effectiveness of Early Childhood Education and Development.

In order to facilitate play and creative and psychomotor activities for the learners, ECDE Centers must invest in assorted play resources. The key play resource in a typical ECDE Centre is the playground, which should satisfy the following characteristics to ensure the safety of the learners:

- must be of adequate size;
- must be well kept;
- must be fenced;
- must have trimmed grass
- must not have any sharp or dangerous objects
- must have no holes or pits; and
- must have outdoor fixed equipment

In addition, the play resources must include outdoor play equipment such as-

- |                  |           |                          |
|------------------|-----------|--------------------------|
| - swings         | - slides  | - climbing frames        |
| - dolls          | - balls   | - bouncing castles       |
| - sandpits       | - tunnels | - water tables           |
| - tyres          | - kites   | - balancing beams/frames |
| - skipping ropes |           |                          |

The county governments have invested in assorted age-appropriate and safe play resources such as Balls, Tires, Ropes, Beanbags, Dollies, Swings, Merry-go-rounds, Seesaws, Balances and Radars.

The county governments have ensured that the Centers have been equipped with appropriate learning resources to facilitate learning. Towards the implementation of the CBC, there are two levels of learning at the ECDE centers; Pre Primary 1 and Pre-Primary 2. Learners are expected to complete each level in an academic year and no learner is expected to repeat any level.

There are six subjects taught at the ECDE Centers. These include: Mathematical Activities, Kiswahili Language Activities, Language Activities, Environmental Activities, Psychomotor-Creative Arts and Religious Activities (Christian Religious Education, Hindu Religious Activities or Islamic Activities)

The key learning resource within the County ECDE Centers are the approved Kenya Institute of Curriculum Development. The Curriculum Design outlines the key competencies and expected learning experiences to be acquired by the learners in the delivery of Pre-Primary education. All County ECDE Centers are expected to have sufficient Curriculum Designs. In addition, the County Governments have invested in Learners' Textbooks and Teachers' Guides.

#### **6. Measures undertaken to ensure safe re-opening of ECDEs**

With the expected reopening of all institutions of learning tentatively scheduled for January 2021, the County Governments have largely addressed the key challenges facing the sector as follows:

- a. Strengthening of the County Early Childhood Education Committees.** These were established in 2019/20 FY in line with the National Pre-Primary Education Policy to provide linkages and coordinate with relevant stakeholders in improving ECDE at the County level. The National Early Childhood Education Committee was inaugurated in January 2020 to provide coordination at the national level, in which the Council of Governors is represented. The representation of the County Governments in the County Education Committee by the County Executive Committee Members in charge of Education has established synergy between the Ministry of Education, the County Governments and all stakeholders.
- b. Legislation and Policies regarding ECDE:** As of July 2020, 32 County Governments had passed legislation on education including on ECDE and vocational training. This has further led to the adoption of the Pre-Primary Education Policy by the County Governments.
- c. Review of existing data on ECDE:** In order to track and assess dropout and reintegration rates, current enrollment figures in learning institutions will be required to mitigate long-term in pre-primary and vocational training centers.
- d. Community Engagement on the Safe Reopening of Schools:** Enhanced parental and community engagement is essential to encourage parents on the successful reintegration of learners and trainees in schools and the effective resumption of learning.
- e. Communication:** Continued dissemination of child-friendly messages through the mainstream media and placement of visual messages in the school environment to encourage learners to maintain proper hygiene at the school and household level such as non-contact greetings and social distancing.

- f. Provision of Face Masks for Learners, Teachers and Caregivers:** In order to mitigate the spread of COVID-19 once schools reopen, the county governments will be providing facemasks for all learners, teachers and caregivers.
- g. Enhancement of outdoor play & learning programmes:** In order to address the expected surge in enrollment in the County ECDE Centers, the county governments are enhancing the quality of outdoor play-learning activities to adhere to social distancing guidelines and to stimulate learning experiences in outdoor learning activities for pre-primary learners.
- h. Cross-sector Engagement;** county governments promote information sharing and coordination of school health programmes between teachers and health officials to sensitize the school community on COVID-19 prevention measures.

### **2.2.3 Summary of Submissions by the County Governments**

The Committee considered the responses from the Chairperson, Council of Governors Committee on Education and the clarification and information provided on the supplementary issues and resolved to invite the County Governors to provide information on the issues in respect to their respective counties.

#### **Kisii County**

The Committee held a virtual meeting with Kisii County Government on Wednesday 16<sup>th</sup> September, 2020. The County government was represented by Mr. Amos Andama, the County Executive Committee Member (CECM) in charge of Education, Labour and Man Power Development.

The Committee was informed that public ECDE centers in Kisii County are hosted by the public primary schools, the yearly budget which determines procurement of teaching and learning materials is insufficient to meet the requirements. Consequently, there is no school feeding programmes.

The Committee was further informed that the Kisii County Government recruits ECDE teachers who are registered by the TSC using the draft ECDE Teacher's Schemes of Service. However, due to budgetary constraints, there is a teacher deficit which is bridged by parents through Board of Managements (BOM) teachers. Nonetheless, there are plans to recruit 500 more teachers to improve on the teacher - learner ratio.

### **Busia County**

The Committee held a virtual meeting with Busia County Government on Wednesday 16<sup>th</sup> September, 2020. The County government was represented by Mr. Douglas Barasa, the Director, in the Directorate of Early Childhood Development.

The Committee was informed that Busia County Government have recruited only 439 teachers on permanent basis while the rest were on contract and the County does not provide any school feeding programme and each school organizes its own feeding programme.

The Committee was also informed that most ECDE centers are domiciled in the public primary schools but there are about 10 centers which are stand-alone based on the need.

### **Bungoma County**

The Committee held a virtual meeting with Bungoma County Government on Wednesday 16<sup>th</sup> September, 2020. The County Government was represented by Mr. Cyrus Wanyonyi, the Director, Directorate of Early Childhood Development.

The Director provided a report on the discrepancies in data on the ECDE enrolment, establishment of ECDE centers, ECDE teachers recruitment, the School Meals Programmes in the County and the COVID-19 pandemic mitigation measures in learning institutions.

The Committee was informed that there are 46 stand-alone ECDE centers in Bungoma County while about 760 others are affiliated to public primary schools. The County Government has allocated Kshs. 139m to upgrade the ECDE centers and has employed ECDE teachers with Certificate and Diploma qualifications provided they scored D+ in their K.C.S.E. Examinations.

The Committee was further informed that there is no school feeding programme and individual ECDE centers make their own arrangements to provide meals to the ECDE learners.

The Committee was further informed that provision of ECDE in the county faces challenges related to insufficient resources and under funding, insecurity especially in areas around Mount Elgon and lack of Boards of Management in the ECDE centers.



### **Kwale County**

The Committee held a meeting with the County Government of Kwale on Thursday, 17<sup>th</sup> September, 2020. The County Government of Kwale was represented by the County Governor, Hon. Salim Mvurya who was accompanied by Mr. Abdala Bilashaka, the Director, Directorate of ECDE in the Kwale County Government.

The Committee was informed that before devolution, ECDE teaching staff was made up of 23 teachers under the defunct Kwale County Council. In 2015, the County Government recruited 450 ECDE caregivers on contractual terms and through subsequent recruitment the number rose to 762.

However, in January, 2019 all ECDE caregivers' terms and conditions were changed and regularized into permanent and pensionable terms. Further the ECDE teachers were placed in different job groups based on their qualifications. The County Government has also employed ECDE officers for purposes of monitoring the implementation of ECDE programmes. Nonetheless, the current teacher to pupil ratio in ECDE is 1: 92

The Committee observed that a child friendly ECDE center in Kwale County has two classrooms, an office, toilets, water tanks and a kitchen. Additionally, the center is provided with learning materials, play and arts facilities, furniture and there is a school feeding program that runs throughout the academic year.

The Committee was informed that provision of ECDE in Kwale County faces challenges related to existing resource and infrastructure gaps as a result of inadequate annual budgetary allocation for ECDE infrastructure, delayed disbursement of funds for ECDE infrastructure development, land issues that affect implementation of projects and understaffing of ECDE centers due to high enrollment.

### **Kilifi County**

The Committee held a meeting with the County Government of Kilifi on Thursday, 17<sup>th</sup> September, 2020. The County Government of Kilifi was represented by Donald Kahindi, the Director of ECDE in the County.

The Director presented a report on decline of ECDE enrolment, measures undertaken to ensure that ECDE centers are adequately resourced and the strategies employed by the county government to address the challenges facing the implementation of the ECDE policies.

The Committee was informed that no resources had been allocated to the ECDE programmes from the National Covid-19 Emergency Fund. However, the county received a donation of 1,760, 20 litres water cans from the UNICEF that have been distributed to all ECDE centers.

The Committee was further informed that the common School Meals Programme has been discontinued in the Financial Year 2020/2021.

### **Lamu County**

The Committee held a meeting with the County Government of Lamu on Thursday, 17<sup>th</sup> September, 2020. The County Government was represented by Mr. Paul Thairu, the County Executive Committee Member (CECM) in charge of Education who was accompanied by Mr. Mohammed Shee Sagara, the Chief Officer in charge of Education and Mr. Paul Wamba, the Director of Human Resources.

The CECM made a presentation to the Committee on ECDE enrolment, establishment of ECDE centers, recruitment and remuneration of the ECDE teachers and the challenges facing implementation of ECDE policies in the county.

The Committee observed that insecurity in some parts of the county such as Basuba Ward, was the major challenge facing the ECDE centers and majority of them do not have qualified ECDE caregivers. However, all the schools shut down during the terror attacks have been re-opened.

The Committee was further informed that there is no comprehensive ECDE Teachers' Scheme of Service but the county government was in the process of domesticating the CoG developed draft ECDE Teachers' Scheme of Service.

### **Kakamega County**

The Committee held a meeting with the County Government of Kakamega on 23<sup>rd</sup> September, 2020. The County Government was represented by Dr. George Lutomia, the County Executive Committee Member (CECM) in charge of Education Science and Technology.

The Committee was informed that Kakamega County provides a capitation of Kshs. 1000 per child every Financial Year to cater for teaching and learning materials. Further, the County has budgeted Kshs. 10m for piloting of the School Feeding Programme in the County.

Kakamega County normally sets aside a budget of Kshs. 379,674,768m each Financial Year to ensure adequacy in learning and play materials, employ qualified ECDE teachers and support staff, undertake advocacy and awareness creation on the policies, programmes and opportunities pertaining ECDE, conduct capacity building of ECDE teachers and conduct supervision and oversight of education programmes for ECDE.

The Committee was informed that the decline in enrolment at the ECDE centers is due to changes in the education system and massive transfers to privately owned ECDE centers because of better facilities.

The Committee was further informed that the County had not received any resources from the National Covid-19 Emergency Fund. However, the County was working with partners such as UNICEF, World Vision and One Acre Fund to uplift the infrastructure and provide sanitizers and face masks to meet the minimum requirements for health and safety for both teachers and learners when schools reopen.

The County Government of Kakamega has established Board of Managements (BOMs) in all public ECDE centers to assist in day to day running of ECDE centers, instituted education committees to streamline issues and policies of these centers, employed the Sub County Programme Officers who coordinate and address challenges facing implementation of ECDE policies and employed a Director to head all ECDE activities.

The Committee observed that there is no ECDE Teachers' Schemes of Service in Kakamega County. However, the county government was in the process of domesticating the draft ECDE Teachers' Schemes of Service developed by the Council of Governors and other stakeholders.

### **Tana River County**

The Committee held a meeting with the County Government of Tana River County on 23<sup>rd</sup> September, 2020. The Committee was informed that Mr. Abbas Gunyo, the County Executive Committee Member (CECM) in charge of Education would be representing the County Government of Tana River in the meeting.

The Committee was informed that in the Financial Year 2020/2021, Tana River County has allocated Kshs. 20m for ECDE teaching and learning play materials and Kshs. 30m for the provision of School Meals Programme. However, there was a shortfall of an estimated Kshs. 29.427m to ensure that the county meets the cost of WASH facilities, sanitizers and face masks for ECDE learners.

The County has continuously improved the ECDE infrastructure to cater for learners with disabilities and there are two Special Needs ECDE centers in the County. Further, The County has developed a policy on infrastructure such that any new construction of an ECD Centre should have a component of two (2) Classrooms with a store and office and two (2) toilets for both Gender.

The County had established Early Childhood Education Committees across all the centers in the county in line with the National Pre-primary Education Policy to provide linkages and coordinate with relevant stakeholders in improving ECDE at the Centers.

The Committee was also informed that the County has leveraged on ICT to develop a system that will monitor ECDE enrolment, school attendance by learners and teachers and the School Feeding Programmes. This automated system will allow the teachers to take and monitor attendance of the learners in their mobile phones as well as give Auto SMS and Voice SMS notification generation to a central system at the County Government Headquarters.

### **Mombasa County**

The Committee held a meeting with the County Government of Mombasa County on 23<sup>rd</sup> September, 2020. The Committee was informed that Ms. Maryam Mbaruk, the County Executive Committee (CEC) Member in charge of Education, together with Mr. John Musura, the Chief Officer in-charge of Education, would be representing the County Government in the meeting.

The Committee was informed that majority of ECDE learners in Mombasa County attend private ECDE centers. However, there are no public ECDE centers in two wards in the County.

The Committee was informed that there are no Special Needs Education teachers in the County, the assessment center at the County is not operational and there are no enough quality Assurance officers in the County.

The Committee was further informed that 60% of the ECDE centers in the County have modern toilet facilities and the ratio is 1:35 for boys and 1:30 for girls.

### **West Pokot County**

The Committee held a meeting with the County Government of West Pokot County on 5<sup>th</sup> October, 2020. The Committee was informed that the County Government of West Pokot would be represented at the meeting by the CECM in charge of Education and Technical Training, Ms. Ruth Kisabit.

The CECM presented a report to the Committee on the ECDE enrolment, the school feeding programmes, measures taken to ensure ECDE learning environment is resourced with learning resources and play equipment and the challenges faced in the implementation of the ECDE policies.

The Committee observed that about 32% of school aged children were not in school but there are specific programmes to reach out to them. Majority of these children are affected by poverty and therefore school meals programme are integral in attracting and retaining them in schools.

The Committee was also informed that the vocational centers had been engaged to manufacture face masks and liquid soaps in readiness for school reopening.

### **Samburu County**

The Committee held a meeting with the County Government of Samburu County on 5<sup>th</sup> October, 2020. The Committee was informed that the County Government of Samburu would be represented by Peter Lolmodooni, the CECM in charge of Education.

The CECM presented the report to the Committee about the ECDE learning environment in the county, resources and materials and facilities available and strategies employed to ensure all ECDE learners benefit from School Meals Programme.

The Committee was informed that there is a shortage on non-teaching staff in the county, insufficient teaching and learning materials and inadequate play grounds and play materials for ECDE learners.

The Committee was further informed that members of the community are usually mobilized to prepare meals for learners and provide security to the ECDE centers. However, the County Government of Samburu has set aside resources and procured motor bikes to assist in conducting monitoring and evaluation of the ECDE programmes.

The Committee observed that there is no ECDE Teachers' Schemes of Service in the county and all ECDE teachers are paid a uniform basic salary, house and hardship allowances irrespective of their academic or professional qualifications which adds to Kshs 24,000/-.

### **Turkana County**

The Committee held a meeting with the County Government of Turkana County on Wednesday 7<sup>th</sup> October, 2020. The Committee was informed that the County Government of Turkana would be represented at the meeting by the CECM in charge of Education, Sports and Social Protection, Mr. Charles Lokiyoto Ewoi.

The CECM presented a report to the Committee on the ECDE enrolment, the school feeding programmes, measures taken to ensure ECDE learning environment is resourced with learning resources and play equipment and the challenges faced in the implementation of the ECDE policies.

The Committee observed that the county government has partnered with several non-state actors such as JICA, Save the Children International, Childcare Services and WFP to provide school meals programmes. For instance, JICA has partnered with the department of ECDE to establish kitchen gardens in ECDE centers that have water supply.

The Committee observed that Turkana County government has allocated Kshs. 116m for School Meals Programme and has further partnered with development partners to come up with a school meals policy and guidelines that stipulates and details the rations per child per day and there is a tracking tool that is used to monitor the school meals distribution from the stores to the schools. Sub-county directors of education oversee the programme.

Turkana County uses guidelines provided by the Salaries and Remuneration Commission (SRC) and the Teachers Service Commission (TSC) to remunerate ECDE teachers. As such, the ECDE teachers are paid Kshs. 26,000/-.

The Committee observed that the county government utilizes the resources and tools provided by the Ministry of Education for Educational Assessment and Resource Centre (EARC) to assess the ECDE learners in the county. However, there are no specific centers for learners with special needs and disabilities. The EARC is domiciled in a local primary school.

### **Baringo County**

The Committee held a meeting with the County Government of Baringo County on Wednesday 7<sup>th</sup> October, 2020. The Committee was informed that the County Government would be represented by the Hon. Stanley Kiptis, the Governor and Mr. Clement Lomaringoria, the CECM in-charge of Education.

The Governor and the CECM presented a report about the ECDE learning environment in the county, resources and materials and facilities available and recruitment of ECDE teachers in the County.

The Committee was informed that the County has set aside Kshs. 30m to pilot a school meals programme because of financial constraints. However, the projected cost of the entire programme for all ECDE learners would cost Kshs. 150m. The World Food Programme is nonetheless assisting the county develop a school meals Bill after assisting in preparation of a school meals Policy.

The Committee was informed that the County has not recruited any ECDE teacher since 2018. Further, the existing ECDE teachers are under contractual terms and there is no ECDE Teachers' Scheme of Service. The ECDE certificate holders are paid Kshs. 10,000/- while Diploma holders are paid Kshs. 15,000/- and the Bachelor Degree holders are paid Kshs. 18,000/-.

### **Tharaka Nithi County**

The Committee held a meeting with the County Government of Tharaka Nithi County on Wednesday 28<sup>th</sup> October, 2020. The Committee was informed that the County would be represented in the meeting by Ms. Sheila M. Kiganka, the CECM in charge of Education, Training, Youth, Gender, Tourism, Culture and Sports.

The CECM presented a report to the Committee on establishment of the ECDE centers in the County, the enrollment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee observed that the County Government of Tharaka Nithi has entered into an MoU partnership with the Kenya Literature Bureau for the provision of learning and instructional materials, and also training on the Competency Based Curriculum.

The existing school feeding programmes in an estimated 80% of schools in the County are parent-run, where ECDE learners' parents contribute a small amount to the school to cater for the children's meals while in school.

Further, the county is engaging community health volunteer to conduct regular immunization, vitamin A supplementation, deworming and growth monitoring of the ECDE learners.

The Committee was informed that ECDE teachers are employed on permanent and pensionable terms with favorable remuneration. Indeed, all ECDE teachers are placed under job group F and are paid a total of Kshs. 23, 970. However, non-implementation of the ECDE teachers Schemes' of Service is frustrating career progression of these teachers.

### **Kirinyaga County**

The Committee held a meeting with the County Government of Kirinyaga County on Wednesday 28<sup>th</sup> October, 2020. The Committee was informed that Kirinyaga County would be represented in the meeting by Mr. James Kinyua Mutugi, the County CECM in charge of Education and Public Service.

The CECM presented a report to the Committee on recruitment and remuneration of the ECDE teachers, establishment of the ECDE centers in the County, the school meals programmes and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee observed that the ECDE teachers in Kirinyaga County are engaged on contractual terms and are paid Kshs 12,000/- for certificate holders, Kshs. 13,000/- for Diploma holders and Kshs. 15,000 for Bachelor degree holders.

### **Wajir County**

The Committee held a meeting with the County Government of Wajir on 29<sup>th</sup> October, 2020. The Committee was informed that Wajir County would be represented in the meeting by Mr. Hussein Sugow Gedi, the CECM in charge of Education, Gender, Sports and Social Service.



The CECM presented a report to the Committee on recruitment and remuneration of the ECDE teachers, establishment of the ECDE centers in the County, the school meals programmes and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee observed that the Wajir County Government moved from provision of Milk to provision of real meals consisting on beans and rice to the ECDE learners.

The Committee further observed that Wajir County Government has not implemented the ECDE teachers' Schemes of Service due to financial constraints and has not recruited any ECDE teachers since 2018 and the existing teachers are paid between Kshs 21, 000 and Kshs. 30,000.

### **Mandera County**

The Committee held a meeting with the County Government of Mandera on 5<sup>th</sup> November, 2020. The Committee was informed that Mandera County would be represented in the meeting by Mr. Izzudin Abdullahi Adan, the CECM in charge of Education, Sports and Culture.

The CECM presented a report to the Committee on establishment of the ECDE centers in the County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that before devolution, there were only four (4) ECDE centers in Mandera County and currently there are over three hundred (300) ECDE centers in the County. Further the ECDE enrolment has been increasing over the years in the County as a result of the School Feeding Programmes and in the Financial Year 2020/2021, the county government has set aside Kshs 63m for the School Feeding Programmes.

The Committee was further informed that the ECDE teachers are also deployed to teach in other classes in most schools due to shortage of teachers in the county following intermittent attacks mostly targeting teachers.

### **Kericho County**

The Committee held a meeting with the County Government of Kericho on 5<sup>th</sup> November, 2020 which was represented in the meeting by Ms. Lily Ngok, the CECM in charge of Education, Culture, Social Services, Sports and Youth Affairs.

The CECM presented a report to the Committee on establishment of the ECDE centers in the Kericho County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that that ECDE centers are insufficient in the County, the established centers lack requisite number of classrooms and that there are as many as 70 learners in some of the established centers. Out of 800 classrooms that have been constructed by the County Government, only 500 of them have been equipped with requisite furniture.

The Committee further observed that ECDE teachers in Kericho are paid Kshs. 15,000 irrespective of their qualifications and that they have all been placed under three year renewable contracts as long as they meet the minimum conditions. However, the contracted teachers are supposed to earn a gratuity at the end of their contracted term or if and when they retire.

### **Makueni County**

The Committee held a meeting with the County Government of Makueni on 5<sup>th</sup> November, 2020. The County Government was represented in the meeting by Dr. Naomi Makau, the CECM in charge of Education, Sports and ICT.

The CECM presented a report to the Committee on establishment of the ECDE centers in the County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee observed that ECDE teachers are paid Kshs. 10,000 for DICECE Certificate, Kshs 14,000 for Diploma holders and Kshs 20,000 for those with Bachelor's Degree. Further, all ECDE teachers are on a three-year renewable contracts.

The Committee was further informed that the Makueni County Government has set aside Kshs. 20m for School Feeding Programmes and that there is a kitchen garden in each of the ECDE centers to support the school feeding programmes

### **Meru County**

The Committee held a meeting with the County Government of Meru on 5<sup>th</sup> November, 2020. The Committee was informed that Meru County Government would be represented by Linner Nkirote Kailanya, the CECM in charge of Education, Technology, Gender, Culture and Social Development.

The CECM presented a report to the Committee on establishment of the ECDE centers in the County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that Meru County Government provides milk to ECDE centers as a form of school feeding programme, two days in a week due to financial constraints and budgetary cuts by the County Assembly. The school feeding programme requires approximately Kshs 280m. However, the Meru County Government is partnering with Non-Governmental Organizations (NGOs) to provide school feeding programmes in the remote parts of the county.

The Committee was informed that the Meru County Government has not employed any ECDE teacher since 2017. However, replacements are periodically done in centers where shortage occur due to natural attrition. Further, all ECDE teachers are placed in Job Group D and are paid a uniform salary of Kshs. 21,625/-.

### **Machakos County**

The Committee held a meeting with Machakos County Government on Thursday, 12<sup>th</sup> November, 2020. Machakos County was represented in the meeting by Ms. Ruth Nduku, the CECM in charge of Education, Skills Training and Social Welfare.

The CECM presented a report to the Committee on establishment of the ECDE centers in the Machakos County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that the Machakos County Government has partnered with Non-Governmental Organizations (NGO) to provide school feeding programmes, and make sure that learners have sufficient facilities for learners with special needs and disabilities.

The Committee was informed that all primary schools are supplied with water tanks and they will be following the guidelines issued by the Ministry of Health when schools re-open.

The Committee observed that all the ECDE teachers are paid a flat rate of Kshs. 18,540/- and there is a collaboration with the Kenya Institute of Curriculum Development to conduct training on the Competence Based Curriculum.

### **Nyamira County**

The Committee held a meeting with Nyamira County Government on Thursday 12<sup>th</sup> November, 2020. The County Government was represented in the meeting by Ms. Gladys Momanyi, the CECM in charge of Education who was accompanied by Mr. Vincent Mokuia, the Chief Officer in the same department.

The CECM presented a report to the Committee on establishment of the ECDE centers in the Nyamira County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that there is no school feeding programme in Nyamira County and that the ECDE teachers are engaged on three-year contractual terms at a pay of Kshs. 14,550 for Certificate holder and Kshs 17, 550 for Diploma holders.

### **Siaya County**

The Committee held a meeting with Siaya County Government on 12<sup>th</sup> November, 2020. The County Government was represented in the meeting by Mr. Omiti, a Director of ECDE in the County Department of Education, Youth Affairs, Gender and Social Services.

The Director presented a report to the Committee on establishment of the ECDE centers in the Siaya County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that ECDE teachers are paid Kshs 15,647 flat rate and are currently serving under contractual terms. The Committee was further informed that Siaya County Government faces the following challenges amongst others; late exchequer releases, inadequate skills and competencies, budget cuts by the County Assembly, inadequate staffing, cumbersome procurement processes and low level of technology uptake.

### **Nyandarua County**

The Committee held a meeting with Nyandarua County Government on Thursday, 19<sup>th</sup> November, 2020. The County Government was represented at the meeting by Ms. Cecilia Mbuthia, the Deputy Governor who would be accompanied by Ms. Sarah Ndegwa, the Chief Officer in the County Department of Education.

The Chief Officer presented a report to the Committee on establishment of the ECDE centers in the Nyandarua County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee observed that the Nyandarua County Government has not recruited ECDE teachers since 2014/15 Financial Year and there are currently 386 ECDE teachers in the County. However, the Committee was informed that the County Government is in the process of recruiting 200 ECDE teachers.

The Committee was informed that the ECDE teachers are engaged on contractual terms and are paid Kshs. 10,000 per month. Further, there is no ECDE Teachers' Schemes of Service.

The Committee was informed that school meals are provided three times a week. However, from 2020/21 Financial Year, the school feeding programme will be under capitation to ensure sustainability.

The Committee was also informed that there is a Nyandarua County Assessment Centre at Engineer to assess and identify the requirements for learners with special needs and disabilities

### **Kajiado County**

The Committee met with the County Government of Kajiado on Wednesday, 25<sup>th</sup> November, 2020. The County Government was represented in the meeting by Mr. Jeremiah Ole Ncharo, the CECM in charge of Education.

The CECM presented a report to the Committee on establishment of the ECDE centers in the Kajiado County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that there is a school feeding programme in form of porridge in Kajiado County which has been very instrumental in ensuring the high ECDE enrollment. Indeed, this Financial Year, the County Government has set aside Kshs. 40m and procurement of porridge is usually done in advance.

The Committee was informed that Kajiado County has implemented the Draft ECDE Teachers' Scheme of Service. All ECDE teachers are employed on permanent basis and their pay is segregated as; Certificate holder basic pay of Kshs. 23,000, the Diploma holders Kshs. 25, 000 and Degree holders Kshs. 30,000. However, there are very few degree holders currently employed in the County.

The Committee was informed that the County however faces challenges related to insufficient water supply, insufficient WASH facilities and insufficient resources.

### **Bomet County**

The Committee met with the County Government of Bomet on Wednesday, 25<sup>th</sup> November, 2020. The Committee was informed that the County would be represented by Hon. (Dr.) Hillary Barchok, the Governor who was accompanied by Ms. Juliana Yegon and Mr. Simon Langat from the County Department of Education.

The Chief Officer, Mr. Simon Langat presented a report to the Committee on establishment of the ECDE centers in Kajiado County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that ECDE teachers in Bomet County are paid as follows; Certificate holders Kshs. 13,930, Diploma holders Kshs 17,000 and Degree holders Kshs 21,000. The Committee was further informed that the county government has partnered with the Kenya Red Cross to produce hand sanitisers in readiness for school re-opening.

Further, the County Government has ensured that every ECDE center is linked to a well-equipped dispensary, and there are water harvesting programmes already in place to ensure there is sufficient water in schools.

The Committee was informed that there is no school feeding programme in the County. However, there are plans to provide milk and fortified porridge to learners and Kshs 123m will be needed to implement the school feeding programme.

The County Government has developed an ECDE policy which stipulates the staffing requirements, school feeding programmes, provides details on the establishment of ECDE centers and provision of teaching and learning materials.

The Governor proposed that there is need to place the ECDE teachers under the TSC to address disparities and discrepancies in terms of remuneration and capacity building

### **Nakuru County**

The Committee held a meeting with the County Government of Nakuru on Wednesday, 2<sup>nd</sup> December, 2020. Nakuru County was represented in the meeting by Mr. Joseph Kiuna, the CECM in-charge of Education who was accompanied by Mr. Jamleck Maina, the Chief Officer, Education and Ms. Milicent Anyango, the Director ECDE.

The CECM presented a report to the Committee on establishment of the ECDE centers in Nakuru County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that Nakuru County does not provide any school feeding programme and that the request to allocate resources to the programme has not been successful for the last two Financial Years.

The County has domesticated the ECDE Teachers' Scheme of Service development by the Council of Governors in collaboration with TSC, SRC and UNICEF. Further, there are 266 teachers employed on contract and only 13 teachers are on permanent terms. Additionally, there are plans to recruit an additional 166 teachers.

The Committee was informed that all ECDE teachers are placed under job group F and are remunerated according to the advice from the SRC at Basic Salary Kshs 19,000/-.

The Committee was informed that Nakuru County government is developing the county policy for learners with special needs and disabilities. Further, the County has ensured that there is a friendly environment in all ECDE centers to cater for learners with special needs and disabilities.

### **Kitui County**

The Committee held a meeting with Kitui County Government on 2<sup>nd</sup> December, 2020. The County Government was represented by the Governor. Hon. Charity Ngilu, who would be accompanied by Ms. Agnetta Peter, the Chief Officer in the Department of Education.

The Governor presented a report to the Committee on establishment of the ECDE centers in the Kitui County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that there are 2160 ECDE teachers in the county who are paid as casual labourers at Kshs 10,380, are not captured in the county government payroll and there is no ECDE Teachers' Scheme of Service.

The Committee was further informed that the County does not have any school feeding programme and there are no plans to initiate any school feeding programme, instead the county government is working on strategies to ensure food security for all residents.

The Committee was informed that the ECDE landscape faces challenges related to vastness of the county, low budgetary allocation and inadequate infrastructure

### **Embu County**

The Committee held a meeting with Embu County Government on 2<sup>nd</sup> December, 2020. The Committee was informed that Embu County would be represented in the meeting by Mr. John Ngari Kiamati, the CECM in charge of Education in the County.



The CECM presented a report to the Committee on establishment of the ECDE centers in the Embu County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that there are 128 model classes in Embu County and all ECDE centers have been installed with 12,000 Liters water tanks to ensure there is constant supply of clean water.

The Committee was informed that all ECDE centers have community-based school feeding programmes where members of the public provide ingredients and pay the cooks employed in the schools to prepare meals. Further, the County Government provides milk three times a week.

The Committee was informed that Embu County Government had secured curriculum designs from the KICD and was also utilizing materials and expertise provided by the Kenya Literature Bureau (KLB).

The Committee was informed that all ECDE teachers in Embu County are employed on permanent basis and Diploma holders are paid Kshs. 36,000 inclusive of commuter and house allowances.

The Committee was further informed that the County Government however faces challenges related to inadequate budgetary allocation, delayed exchequer releases and lack of ECDE capitation.

### **Narok County**

The Committee held a meeting with the Narok County Government on Thursday, 3<sup>rd</sup> December, 2020. The County was represented in the meeting by Hon. Samuel K Tunai, the Governor, Narok County Government, who was accompanied by Mr. James wa Mugo, the Chief of Staff, Narok County Government.

The Governor presented a report to the Committee on the establishment of ECDE centers in the Narok County, the enrolment of ECDE learners, factors and criteria used to determine how ECDE centers are developed and measures taken to ensure that ECDE learning environment is adequately resourced with learning and play materials.

The Committee was informed that ECDE centers in Narok County are developed within 5 kilometers, some are domiciled within the public primary schools while majority others are independent centers.

The Committee was informed that the Narok County government inherited 82 ECDE teachers from the defunct county councils. All 1219 ECDE teachers are currently employed on contractual terms but there are plans to put them on permanent and pensionable basis.

The Committee was informed that ECDE teachers are paid as follows, Certificate holders, Kshs 19,000, Diploma holders Kshs. 25,000 and Bachelor Degree holders Kshs 40,000.

The Committee was further informed that the Narok County government does not provide any school feeding programme.

## CHAPTER THREE

### 2. THE ECDE LANDSCAPE IN THE COUNTRY

Having analyzed the submissions on different issues, the Committee observed that the ECDE landscape in Kenya is characterized by the following features.

#### 1) Enrollment in ECDE Centers

In the World Conference on Education for All (1990) organized by UNESCO held in Jomtien, Thailand, it was declared that every child has a right to education<sup>2</sup>. This was further emphasized during the World Conference on ECDE in Moscow, Russia, in 2010. The governments were advised to implement the Education for All (EFA) goals and ensure that the children attend ECDE in order to increase enrollment and improve the quality of schooling.

The Constitution of Kenya provides for free and compulsory basic education every child and identifies ECDE as a function of the county governments. This has created a space for county governments to allocate more resources to ECDE and explore innovative ideas, such as engaging with private providers and establishing model ECDE centers.

Indeed, the country has achieved relatively high ECDE enrollment over time. The ECDE increased with the Gross Enrollment Rate (GER) for ECDE rising by 7% from 71.6% in 2013 to 78.4% in 2019 whereas the Net Enrollment Rate (NER) rose from 68.7% in 2013 to 77.2% in 2019. However, there are significant variations across counties, with about half of the counties having NERs below the national average.

The Committee observes that enrolment in ECDE centers increased gradually between 2013 and 2016 by about 6% it declined in 2018 by 19% as a result of three-tier 8-4-4 system being replaced by the two-tier CBC system. About 35% of these learners were reported to be in private ECDE centers. However, the Committee also observes that the reduction in the number of learners is not consistent across the counties.

For instance, enrolment in Kilifi County fell by 57,149 from 80,315 in 2016 to 23,166 in 2019, Kakamega County fell by 41,155 from 100,918 in 2016 to 59,763 in 2019 and in Kitui County fell by 38,143 from 84,665 in 2016 to 46,531 in 2019.

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<sup>2</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO). (1990). World declaration on education for all and framework for action to meet basic learning needs.

This is attributed to various factors including inadequate number of permanent ECDE centers, insufficient number of ECDE teachers and caregivers, inadequate teaching and play materials and resources, low morale of staff due to poor remuneration and inadequate essential infrastructural facilities.

## **2) Establishment of ECDE Centers**

Schedule IV of the Constitution provides for devolved functions and stipulates that the county governments have the mandate to provide sufficient resources required for the establishment of the ECDE centers and their antecedent infrastructure. However, the county governments are expected to act within the confines of the national Education Policy Framework.

The Committee observes that the county governments have invested significantly in the development of ECDE centers, with the number of public ECDE centers increasing by 14.5% from 24,767 in 2013 to 28,383 in 2019. This can be attributed to the MoE guidelines that, pre-primary school should be established within a 2 kilometer radius of residential areas and in the vicinity of primary schools.

The Service Standard Guidelines, the National Pre-Primary Education Policy Guidelines and the Safety Standards Manual for Schools in Kenya specify minimum standards for establishing ECDE centers, constructing and furnishing classrooms, as well as for developing appropriate sanitation, water, outdoor play and assistive facilities for children with disability.

To increase enrolment, majority of the county governments have prioritized construction of ECDE centers, comprising of two standard classrooms, an office, a kitchenette and a store and a lavatory block for both boys and girls. Most of these centers are domiciled in primary schools.

Nonetheless, the Committee noted that while county governments have invested significantly in the development of ECDE centers, there have been some huge declines in some Counties. For instance, in Turkana, Murang'a and Samburu Counties, the ECDE centers increased by 486, 429 and 402, respectively. However, the ECDE centers declined in Nyeri County from 448 to 314, in Homabay County from 997 to 881 and in Trans-Nzoia County from 376 to 229.

### **3) Learning and Play Materials**

Play is the main component of early childhood stimulation and provides an opportunity for all the significant activities that enhance good development to take place <sup>3</sup>. Indeed, the CBC emphasizes on the need for learning through play to enhance the effectiveness of ECDE.

Section 64 of the Basic Education Act, 2013 provides that every basic education learning institution should have the outdoor playing facilities and equipment. This includes both outdoors and indoors with provisions for learners with disabilities, administrative offices, sanitary facilities including bathrooms for both learners and other persons segregated by gender and age, kitchenette and dining area. It further stipulates that; standard classrooms should measure 7m x 6m for 25 learners for pre-primary learners.

The MOE through regulations has enumerated the safety standard guidelines including safety on school grounds, safety in physical infrastructure, health and hygiene safety, food safety, safety of children with special needs/disabilities, safety against child abuse, transportation safety, and school community relations. Adequacy of classrooms contributes to optimal enrolment in public ECDE centers, most of which were established within primary schools.

The Committee observes that the county governments have invested significantly in the development of ECDE centers, with the number of public ECDE centers increasing by 14.5% from 24,767 in 2013 to 28,383 in 2019. The county government have further invested in assorted age-appropriate and safe play resources and have ensured that the ECDE centers have been equipped with appropriate learning resources to facilitate learning. The key learning resource within the ECDE centers are the ones approved Kenya Institute of Curriculum Development (KICD).

However, the Committee observes that some ECDE centers relinquished their classrooms for use by the host primary school pupils; thus, leaving ECDE learners congested in a room or two.

Many established ECDE centers lack physical facilities such as toilets, adequate water and WASH facilities, playgrounds, adequate teaching, learning resources and play materials suitable for ECDE in their learning environment. It was reported that most ECDE centers lack age and ability appropriate furniture. Some centers do not have kitchenettes for meals preparation.

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<sup>3</sup> UNICEF, WHO, Integrating Early Childhood Development (ECD) activities into Nutrition Programmes in Emergencies. Why, What and How

There are insufficient resources and materials targeting learners with special needs and disabilities to meet their developmental needs and where they are available, they are not inclusive and only located in very few ECDE centers.

ECDE learners with special needs and disabilities faces challenges related to inadequate infrastructural and environmental setup, appropriateness of learning and play equipment, inappropriate furniture, distance travelled and individual attention from the teachers as a result of teacher-pupil ratio.

#### **4) ECDE Teachers**

The ECDE teachers' recruitment, qualifications, training and retention is a key factor in provision of stimulating, responsive and supportive interactions with learners that can lead to more positive learning and developmental outcomes.

The recruitment of ECDE teachers is done by the County Governments through the County Public Service Boards (CPSB) pursuant to ECDE Teachers' Scheme of Service launched in 2018 which guides the recruitment and career progression. However, the CPSBs are expected to recruit from a pool of teachers registered by the TSC. Further the county governments are supposed to ensure that ECD teacher recruitment policies are fully implemented.

However, there has been low, and irregular remuneration of ECDE teachers which adversely affects their morale. There are some counties where ECDE teachers are recruited by parents and school managements who consequently pay their salaries which poses challenges of unreliable and delayed payment.

The Committee observes that before the Court ruling in November 2016, **(Nairobi Petition 127 of 2014: Kenya National Union of Teachers vs Attorney General & 4 others)** the Teachers Service Commission (TSC) had come up with a draft ECDE Teachers' Scheme of Service which was shared with the Council of Governors.

This Scheme of Service is supposed to-

- i. provide for a well refined career structure that will attract and retain suitably qualified and competent Early Childhood and Development Education (ECDE) teachers in the service;
- ii. provide for well-defined job descriptions and specifications with clear delineation of duties and responsibilities at all levels within the career structure, which will ensure proper deployment and utilization of Early Childhood Development and Education teachers;

- iii. establish standards for recruitment, training and advancement within the career structure on the basis of qualifications, knowledge of the job, merit and ability as reflected in work performance and results; and
- iv. ensure appropriate career planning and succession management.

The Schemes of Service would be administered by the Chief Officer in charge of Education matters in consultation with the County Public Service Board (CPSB). The C.O would ensure that appropriate training opportunities and facilities are provided to assist serving ECDE teachers acquire the necessary additional qualifications/specialization required for both efficient performance of their duties and advancement.

However, the Committee observes that, there are a lot of inconsistencies regarding the implementation of the ECDE Teachers' Scheme of Service in the country. In majority of the counties, the ECDE Teachers' Schemes of Service is not implemented and all ECDE teachers are paid a uniform basic salary, house and hardship allowances irrespective of their academic or professional qualifications.

### **5) School Feeding Programmes**

School meals are considered an important safety net for vulnerable children from food-insecure households and communities. The Government initiated school meal activities in 1980 in collaboration with development partners and, since then, school meals have remained a core development intervention to support the country's achievements in the education sector.

There is strong evidence that school meals have multiple benefits, not only to the child but also to the community such as increased school enrolments and attendance as well as a significant and positive contribution to reducing hunger and to nutritional intake.

Primary school completion rates have also been found to be higher in schools with meals, and school lunches can account for approximately a third of the recommended daily nutritional allowances.

The Committee observes that different school feeding programs in the counties provide food to ECDE learners while they are attending school in form of breakfast, snack, and/or lunch. The meals also vary in the quantity of food provided and in their nutritional content.

Some county governments provide fortified porridge, while majority provide milk.

In the 2019/20 financial year, twenty-nine (29) county governments invested Kshs. 1.117 billion in school feeding programmes, benefitting 1.115 million learners. Out of these 29 county governments, twelve (12) have invested in School Lunch Programmes, and Eight (8) are investing in School Milk and Porridge Programmes.

The Committee observes that there are a few county governments that have started requiring the ECDE centers to prepare food on site, requiring kitchen facilities, cooking staff, eating and serving utensils, and a space at the school for consuming the meal, which sometimes make these programs relatively costly and unsustainable.

18 county governments are currently adopting community led initiatives for ECDE school feeding programmes to sustain these programmes and enhance community ownership of child nutrition programmes. However, it was not clear on the strategies employed by the county governments to ensure that all ECDE learners in the country are benefitting from ECDE school feeding programmes and how the county governments would ensure that these programmes are sustainable.

The Committee observes that provision of school meals programmes where they have been initiated encounters different challenges impeding their effectiveness. These challenges include:

- i. insufficient resources due to low budgetary allocation and cuts;
- ii. lack of school feeding policy;
- iii. inadequate safe cooking and drinking water;
- iv. drought and famine;
- v. destruction of food by pests
- vi. lengthy and slow procurement process
- vii. insecurity and dilapidated infrastructure

## **6) Learners with Special Needs and Disabilities**

The Constitution expressly prohibits discrimination against learners with disabilities in education. Article 54, specifically guarantees the right of people with disabilities to be treated with dignity and respect, and to have '*access to educational institutions and facilities for persons with disabilities that are integrated into society to the extent compatible with the interests of the person*'. Further, Article 53(b) guarantees every child the right to '*free and compulsory basic education*'.



Further, the Basic Education Act, 2013 specifically prohibits schools from denying admission to students with disabilities and authorizes the creation of a special public education system for students with disabilities<sup>4</sup>. Further, the government is mandated to establish and maintain public special schools to enroll learners with intellectual, physical, emotional, hearing or vision impairments as well as students with special talents or multiple disabilities<sup>5</sup>.

The Policy Framework for Education emphasizes the importance of assistive resources and devices in reducing effects of disabilities by enhancing functionality and mobility of learners. Assistive facilities are important for facilitating enrolment and participation of children with disability in both curricular and co-curricular activities.

The Committee observes that county governments have provided physical access to ECDE centers as an essential prerequisite for enrolment of learners with disabilities. However, the provision of education and training for this target group through special programs and special schools is still far from adequate.

There is inadequate data on the number of learners with special needs and disabilities, inadequate tools and skills for assessing and identifying learners with special needs and the ECDE centers lack appropriate assistive resources for learners with special needs and disabilities such as low blackboards, rails and other equipment used by learners with physical disability.

The Committee further observed that majority of the counties do not have an Educational Assessment and Resource Centre (EARC) supposed to be used for early identification of disabilities and provision of appropriate referrals. Where EARCs are present, they lack funding, equipment, facilities and staffing and there is insufficient awareness on the importance of education for children with special needs and disabilities.

The Committee further observes provision of ECDE to learners with special needs and disabilities is greatly hampered by inadequate number of teachers trained in special needs learning; inadequate learning equipment for learners with special needs; limited budgetary allocation for special needs learning in ECDE; inadequate and inaccessible infrastructure in ECDE Centers; and limited access to appropriate medical care.

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<sup>4</sup> Section 34 and Part VI of the Basic Education Act, 2013

<sup>5</sup> Section 44 of the Basic Education Act, 2013

## **CHAPTER FOUR**

### **3. CONCLUSION AND RECOMMENDATION**

Devolution affords a unique opportunity to improve both the quality and equity of ECDE service provision. The county governments have invested significantly in the development of ECDE centers, with the number of public ECDE centers increasing by 14.5% between 2013 and 2019. However, there have been some huge declines in some counties partly because no specific budget allocation is given to provide ECDE services. The current ECDE financing is inadequate to cover the full cost of ECDE services.

The governance and institutional arrangements between the two levels of governments are not clear. While the national government is mandated to come up with policy, standards, curriculum, and assessment, counties are expected to implementing these policies and develop programs and provide ECDE infrastructure and other resources. However, the institutional framework for implementation of ECDE related policies are not clear.

The Teachers Service Commission (TSC) is mandated to register and exercise disciplinary control over teachers including ECDE level. On the other hand, the recruitment of ECDE teachers is supposed to be done by the County Public Service Boards (CPSBs). This has created inconsistencies in hiring and remuneration of ECDE teachers.

The lack of Schemes of Service of ECDE teachers has led to low and irregular remuneration of pre-school teachers thus adversely affecting their morale.

The quality of ECDE varies across the counties and learning and play materials are insufficient and further there are insufficient resources for learners with special needs and disabilities. Further, the available ECDE data is limited and inconsistent impeding planning and evidence-based decision making. The typical emphasis in ECDE across the counties has been on constructing classrooms while little resources are allocated for teaching and learning materials, teacher training and support.

### **3.1 Committee Recommendations**

Based on the foregoing, the Committee therefore recommends-

1. **THAT**, the Senate and the County Assemblies should provide oversight to ensure that the Scheme of Service for ECDE teachers is rolled out and implemented in all the 47 county governments;
2. **THAT**, the Council of Governors and the Teachers Service Commission other members of the Intergovernmental Technical Committee should, within ninety (90) days after the tabling of this report, establish modalities and create an ECDE collaborative framework;
3. **THAT**, the Ministry of Education should fast-track development and finalization of the School Meals Policy by incorporating representation from the CoG, CSOs, Development partners and line ministries in the Technical Committee;
4. **THAT**, the County Assemblies should consider enacting legislations aimed at increasing annual budgetary allocating to ECDE sector to at least 10% of the county revenue out of which 50% of this allocation should be to the ECDE sub-sector.
5. **THAT**, the Senate, CoG and CAF should review and harmonize the pre-primary education policies and generate Bills necessary to effectively implement the ECDE policies;
6. **THAT**, the Ministry of Education (MoE) in collaboration with the CoG should ensure that provision of Early Childhood Education (ECE) is standardized across the country through establishing quality standards and undertaking rigorous monitoring and evaluation;
7. **THAT**, the Council of Governors should expeditiously operationalize the County Education Boards established under Section 20 of the Basic Education Act, No. 14 of 2013;
8. **THAT**, the county governments in collaboration with their respective county assemblies should within reasonable time harmonize policies and legislation touching on pre-primary education with the national policies and legislations;

9. **THAT**, the Ministry of Education and Teachers Service Commission should enhance and facilitate their Quality Assurance and Standards Officers to undertake rigorous monitoring and inspections covering the ECDE centers;
10. **THAT**, the MoE and the CoG should design and implement an effective and efficient data collection and sharing system to ensure there is up to date ECDE data that is verifiable and credible;
11. **THAT**, the CoG, CAF in collaboration with non-state actors such as Civil Society Organizations (CSOs) and faith-based organizations should create an inter-agency framework to create awareness and sensitization around the importance of pre-primary education;
12. **THAT**, the Council of Governors should undertake a comprehensive functional analysis, unbundling and costing of ECDE service provision; and
13. **THAT**, the Ministry of Education, Council of Governors and the Teachers Service Commission should ensure that in all undertakings, the educational needs for learners with special needs and disabilities are taken into consideration. This includes providing functional and fully equipped EARCs, ensuring teacher: learner ratio is within recommended parameters and providing sufficient learning and play materials.

## **ANNEXURES**

Annex 1: Reports by the Council of Governors

Annex 2: ECDE teachers' schemes of service