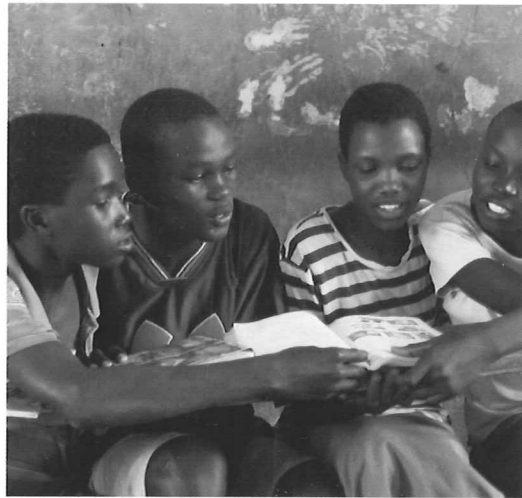
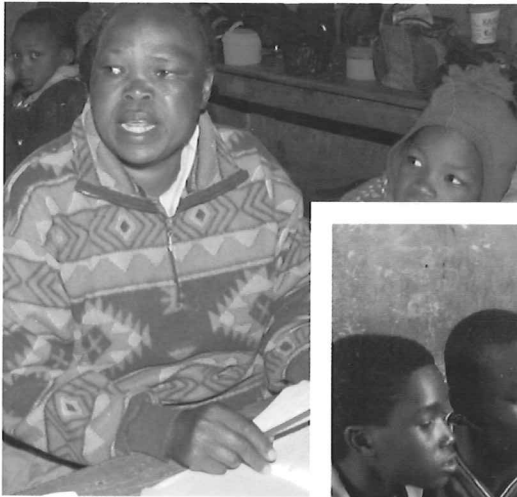




Republic Of Kenya
Ministry Of Education

POLICY FOR ALTERNATIVE PROVISION OF BASIC EDUCATION AND TRAINING



MAY 2009

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FOREWORD



The Government is committed to providing quality education to all citizens as a basic human right and affirms itself to the principles contained in the Universal Declaration of Human Rights (1948). As the Ministry incharge we are committed to achieving all the targets, in the agreements and conventions to which Kenya is a signatory such as the Jomtien Declaration on Education For All (1990); the Dakar Declaration of Education For All (2000); and the Millennium Development Goals (2000) that call for increased access to quality basic education and training which we have domesticated. As part of our commitment we have designed policies and laws have been passed to enforce the delivery of education. These include the Children Act of 2001, the Persons with Disabilities Act of 2003 and the Sessional Paper No. 1 of 2005.

The Dakar Forum set 2015 as the year to achieve Education For All (EFA). It also acknowledged that this goal cannot be achieved solely through formal education. The forum therefore, advocated for third channel approaches, including non-formal education. As one of the initiatives to achieve the national and international EFA commitments, the Government introduced Free Primary Education (FPE) in 2003. This witnessed the influx of over 1.0 million children into our formal school system. There are however many school age children who are unable to join the formal school system. We also have many youths and adults who have missed out on formal education, who are either enrolled in Non-Formal Schools (NFS), Non-Formal Education Centres (NFEC) or Adult and Continuing Education (ACE) classes. These institutions

provide education and related services, with many of them being unregistered by the Ministry of Education.

The current national policy recognises that all children, youth and adults are entitled to basic quality education as a right. However, despite the implementation of the FPE initiative, it is estimated that nearly one million children and youth have been unable to access education through our formal delivery channels. In addition, according to the 2007 Kenya National Adult Literacy Survey, 7.8 million Kenyans are illiterate, with youth aged between 15 and 30 years constituting 35% of them. This problem is particularly acute in informal urban settlements, ASAL and pockets of poverty across the country. It is mainly in these environs that NFS/NFEC/ACE have emerged as viable channels to respond to the education needs of children, youth and adults who are unable to join formal education institutions.

In our view, this Policy will provide the necessary guidelines to streamline the development and management of alternative channels that provide education and training to needy Kenyans. I urge, therefore, all Kenyans and our partners to read it and give us their comments and suggestions on how best we can reach every learner in our country.

A handwritten signature in black ink, appearing to read 'S.K. Onger', with a horizontal line drawn underneath the name.

Hon. Amb. Prof. Sam K. Onger, EGH, MP
Minister for Education

PREFACE



The Education Act places the mandate for the delivery of education services on the Ministry of Education. The Board of Adult Education Act, which is charged with the responsibility of coordinating the provision of adult and continuing education is a critical player in our efforts to reach adult learners. Towards fulfilling our mandate the Ministry has provided a broad framework for a wide range of non-governmental and community based service providers to participate in education service delivery. To enhance our outreach we have initiated strategies that enable us to fund learners through non-formal schools (NFS), non-formal education centres (NFEC) as well as the adult and continuing education (ACE) centres.

A major impediment that has in the past, led to the exclusion of many of these institutions from MoE support is that most service providers have been registered by other government departments to offer different services yet have ended up providing education and training. Many of them are uncoordinated, making it difficult to supervise their activities in order to ensure quality and standards. It has similarly been observed that despite the Government efforts to have all school age children and youth enrol in formal schools, various challenges have inhibited the attainment of this goal. These challenges include overcrowded informal urban settlements, the impact of the HIV and AIDS pandemic and other sicknesses, child labour, nomadic lifestyles and outdated cultural practices. Adult and Continuing Education, which offers a second chance to access education, has also faced many challenges.

It has therefore, become essential for the government to develop a Policy for Alternative Provision of Basic Education and Training in a manner that reaches the out of school children, youth and adults. These provisions will use both the formal and NFE curricula. As part of our efforts we plan to support community based NFS, NFEC and ACE which are formally registered and are using approved curricula to provide education and training to disadvantaged and vulnerable learners throughout the country.

It is on the basis of the need to streamline and mainstream the provision and management of NFE, that the Ministry of Education, together with other partners, has developed this policy which is anticipated to provide the necessary guidelines to enable all eligible learners access quality education in an effort to realise the EFA, MDGs and our other national targets.

The process of developing the policy has been informed by stakeholders' experiences through extensive consultation, fieldwork as well as international study visits to countries successfully implementing alternative programmes. We challenge all those concerned to scrutinize this document and give us their reactions.

A handwritten signature in black ink, appearing to read 'Prof. Karega Mutahi', written over a horizontal line.

Prof. Karega Mutahi, CBS
Permanent Secretary

ACKNOWLEDGEMENT



The Ministry of Education has developed the Policy for Alternative Provision of Basic Education and Training through a collaborative effort. I wish to express the Ministry's gratitude to all partners, in particular UNICEF, ILO-IPEC, USAID and DFID who made valuable contributions towards the development of this policy. UNICEF and ILO-IPEC specifically provided the required technical assistance through a consultant who guided the development process.

We recognise the focussed leadership provided by the Minister of Education, Hon. Prof. Sam Ongeru and the support accorded by the assistant ministers. The policy development process was given impetus by the selfless determination and keen interest of the Permanent Secretary, Prof. Karega Mutahi. The coordination of the policy development process by the Ministry of Education staff is highly appreciated. Finally, we wish to recognise the tireless efforts of the technical team who guided the formulation of the policy.

It is our hope that all ministry staff, stakeholders and especially the NFS, NFEC and ACE officers who provided vital information that informed the policy development will remain focussed and support the implementation of the policy.

A handwritten signature in black ink, appearing to read 'G. Godia', written in a cursive style.

Prof. George I. Godia, EBS
Education Secretary

ABBREVIATIONS AND ACRONYMS

ABE	Adult Basic Education
ABET	Alternative Basic Education and Training
ACE	Adult and Continuing Education
ASAL	Arid and Semi Arid Lands
BAE	Board of Adult Education
CESA	Comprehensive Education Sector Analysis
DACE	Directorate of Adult and Continuing Education
EFA	Education For All
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information Communication and Technology
INSET	In-service Training
KAEA	Kenya Adult Education Association
KALA	Kenya Adult Learners' Association
KATTI	Kenya Association of Technical Teachers Institute
KESI	Kenya Education Staff Institute
KESSP	Kenya Education Sector Support Programme
KIE	Kenya Institute of Education
KNALS	Kenya National Adult Literacy Survey
KNEC	Kenya National Examination Council
MDGs	Millennium Development Goals
MoE	Ministry of Education
NFE	Non Formal Education
NFEC	Non Formal Education Centres
NFS	Non Formal Schools
NGO	Non Governmental Organisations
ODE	Open and Distance Education
ODL	Open and Distance Learning

OOS	Out of School
SAGA	Semi Autonomous Government Agencies
SAPs	Structural Adjustment Policies
SWAP	Sector Wide Approach to Planning
TSC	Teachers Service Commission
UBEP	Undugu Basic Education Programme
UNICEF	United Nations Children's Fund
DFID	Department for International Development
CBO	Community Based Organisation
FBO	Faith Based Organisation
UNESCO	United Nations Education Science and Cultural Organisation
ILO/IPEC	International Labour Organisation/International Programme on Elimination of Child Labour

DEFINITION OF OPERATIONAL TERMS

Adult and Continuing Education:

Is the entire body of learning processes within the perspective of life long learning whereby out of school youth and adults are given opportunities to develop their abilities, enrich their knowledge and improve their skills to meet their own needs and those of their society. Adult learning encompasses formal, non-formal and continuing education and a spectrum of informal and incidental learning available in a multi-cultural learning society.

Alternative Provision:

A provision that intentionally seeks to provide an option/choice that is responsive and relevant to the needs of the targeted population. These options must have parity of esteem and convey comparable chances.

Basic Education:

A wide range of educational activities offered in formal, informal and non-formal settings. Within formal settings, it refers to primary and secondary education.

Complementary Provision:

Adds on or complements education. It seeks to integrate the school with community and societal realities. Ideally formal, informal and non-formal provisions act together to offer a complete learning experience.

Equitable Provision:

Refers to fairness and justice in the provision and distribution of educational services. It invariably includes access and the availability of education to all as a human right.

Mobile Schools

A School system that is suited to the lifestyle of the nomadic communities ,which allows learning to take place un interrupted.

Non-Formal Education:

any organized, systematic and quality education and training programs, outside the formal school system, that are consciously aimed at meeting specific learning needs of children, youth and adults.

Community Based

Established by the community for the community and managed by the community.

Non-Formal Schools:

Refer to institutions that resemble formal schools in that they aim at transmitting a formalised curriculum leading

to formal school examinations. They however differ in school practices, management, financing, staffing conditions, registration, operating environment and school structures.

Open & Distance Learning:

Education delivery that is not limited to direct learner-teacher physical contact but rather exploits use of e-learning, radio and other audio and video programmes as a channel for learning.

Supplementary Provision:

Follow-up activities that come later in life and add on to formal education. They generally aim at skill acquisition, apprenticeship or enrichment. This provision can be situated within the broader context of continuing and lifelong education.

Policy:

A deliberate plan of action to guide operations and achieve rational outcomes.

SECTION ONE

1.1 PREAMBLE

A fundamental policy of the Government of Kenya is to provide quality basic education to all its citizens, both as a basic human right in a democratic society, and as a means of achieving socio-economic developmental goals. This policy derives its impetus from the Universal Declaration of Human Rights which asserts that “everyone has a right to education”. Its domestication is reflected in key policy documents such as the Children Act, Cap 586 (2001) of the Laws of Kenya which declares that education shall be free, compulsory to all children. Others include Sessional Paper No. 1 of 2005 on a Policy Framework for Education, Training and Research, the current official blueprint in the education sector, that commits the government to increasing educational opportunities for all Kenyans, Board of Adult Education (BAE) Act Cap 223 of 1966 (revised 1967) which empowers the BAE to coordinate and promote activities of adult education in Kenya.

The commitment by the government to provide Education For All (EFA) is based on the understanding that a well trained human resource is a pre-requisite for not only economic growth but also social and individual progress. It is within this context that the government launched Free Primary Education in 2003 and Free Day and a tuition waiver for Boarding Secondary education 2008, to ensure that all school going age children enrol in formal schools. However, various constraints such as overcrowded informal urban settlements, nomadic lifestyles and child labour continue to inhibit access to formal Education.

Achieving EFA is hinged on the ability to universalise primary education for school age children as well as augment alternative basic education provisions for the youth and older populations. Given that formal education delivery channels are unable to reach all school age children, educationists and policy makers have since the 1970s argued for alternative delivery channels to complement mainstream efforts. It is within this spirit that this policy is formulated, to provide guidance to those provisions that seek alternative and complementary routes to reach the goal of education for all.

1.2 BACKGROUND

Over the years, consistent effort has been made to address issues of access, equity, quality and relevance of education. At the national level, commissions of education have periodically been set to review educational provision and this has been accompanied by government propelled interventions such as the free primary and secondary education schemes that seek to increase participation in education. Curriculum reviews have been undertaken to address relevance and ease overload on the learners. Public-Private Partnerships in education have been encouraged leading to increased individual and community participation in the education sector. Despite all these efforts, a number of children remain un-served or underserved by the education system. The number of out-of-school (OOS) children and youth in the country, estimated at over one million, is substantial and is attested to by their presence in large numbers on the streets, in the informal urban settlements and around rural trading centres during school hours. These drop outs from the formal school system have raised the illiteracy levels of adults in the country. According to the

findings of the 2007 Kenya National Adult Literacy Survey (KNALS), the adult literacy level stands at 61.1%, leaving a massive 7.8 million youth and adults (38.5%) illiterate. Factors leading to non-enrolment of school age children in formal schools are well documented. Increasing household poverty, effects of redundant cultural practices and the HIV and AIDS pandemic have been acutely felt in informal urban settlements, Arid and Semi Arid Lands (ASALs) and pockets of poverty across the country. Most of the vulnerable children are found in these areas and are invariably identified as child workers, orphans, nomadic children, street children/youth, and adolescent parents. Their adverse socio-cultural and economic situations do not allow them to enrol in formal schools.

In an effort to address the educational needs of out of school children and youth, a number of education and training programmes have been initiated. These educational activities became more pronounced in the 1970s. Given that they emerged outside the formal school system, they came to be referred to as Non Formal Education (NFE) activities. The bulk of the NFE activities were run by NGOs, religious organisations, communities, philanthropic agencies and individuals. The NFE programmes comprised two general components: literacy programmes for adults and vocational training for both youths and adults. In 1975 however, an NFE centre, Undugu Basic Education Programme (UBEP) was conceived with the aim of providing literacy and vocational skills for youth from slums and other low income families. The Undugu movement drew its impetus from vocational oriented institutions that preceded it such as the Village Polytechnics, the Christian Industrial Training Centres and the National Youth Service. The UBEP differed significantly from adult literacy programmes or skills training centres and institutions in that it offered a combined package of basic literacy and numeracy as well as skills training to OOS children. UBEP was to mark the genesis of an alternative educational provision in Kenya catering for non-enrolled children. Similarly the Department of Adult Education was established to coordinate the provision of Adult and Continuing Education (ACE). Many other institutions in this category have since emerged.

The 1980s was however characterised by dwindling participation in formal schools, which was aggravated by the Structural Adjustment Policies (SAPs) that were designed to be economic recovery programmes. One of the visible outcomes of SAPs in the education sector was less public expenditure on education. As a result, cost sharing in education was introduced. This resulted in many disadvantaged children, especially girls, from rural communities, the urban poor and children with disabilities, not accessing formal education due to prohibitive costs associated with schooling. Some of these drop outs enrolled in adult education programmes which was not tailor made for their needs. In an effort to reach the spiralling numbers of non-enrolled children, Ministry of Education (MoE) in collaboration with development partners, sought to provide broad policy frameworks to ease the participation of a wide variety of service providers. These providers were registered under different government departments such as the Office of the President, State law office, Social Services and Ministry of Education, and sought to provide school age children with education, as well as a variety of programmes such as health, nutrition, counselling and protection services. A number of the providers however operated without registration.

The various providers were instrumental in initiating low cost schools and ACE centres. Additionally existing institutions, such as the Dugsi and Madrassa were formalised to offer basic education. However, because these provisions did not satisfy the formal school regulations in terms of acreage, staffing, facilities and followed a quasi-official curriculum, they came to be categorised as Non Formal Schools. Another category of schools that emerged were primarily

located in the ASALs and were identified by the flexible modes of delivery. The *Lchekuti* schools in Samburu District, for example, adapted the formal primary school curriculum to be offered on a part time basis for four years. Learners from such schools/centres were then expected to join formal primary schools in standard five. Other examples include the *Osiligi* schools of Laikipia district and Mobile schools in North Eastern Province. These institutions are predominant in ASAL, urban unplanned settlements and pockets of poverty across the country.

In an effort to systematise provisions, the Kenya Institute of Education (KIE) developed the NFE curriculum for use by these institutions. This curriculum comprises both academic and technical subjects. It is designed as a six year course with horizontal and vertical linkages and equivalencies with the formal education curriculum. The current scenario is such that institutions for OOS children, youth and adults offer any of the three curricula, namely, the NFEC-KIE curriculum, the official curriculum for formal primary schools or an institution based curriculum.

Alternative secondary schools have emerged as a natural sequel offering a flexible mode to those wishing to progress to secondary education. A needs assessment conducted by KIE in 2006 alerted the Ministry to their mushrooming. It was evident that there was need to systematise the provision. The KIE once again took the lead in designing an alternative secondary curriculum that had the aim of serving those unable to access mainstream secondary education.

In summary, four broad categories of alternative educational provisions have emerged to cater for out of school (OOS) children, youth and adults. The first type is NFS primary which follows the national primary education curriculum and enrolls school age children. The second type, referred to as Non Formal Education Centres (NFEC), includes all those flexible and complementary provisions that offer basic education and skills training to children and youth. The third, referred to as ACE, offers continuing education and training for out of school youth and adults. The fourth category is the NFS secondary which offers secondary education curriculum in a flexible manner. Despite the poor conditions in which some of these institutions operate, they accord many learners an opportunity to access education and are currently recognised as a viable option of reaching non-enrolled children youth and adults.

1.3 POLICY AND REGULATORY FRAMEWORK

The existing policy framework encourages all learners to enrol in the formal school system. However, it is acknowledged that some learners may continue to be excluded. It is these learners who are targeted by these non formal institutions operating outside the formal school system. Official recognition of NFS/NFEC/ACE is traced to the Non Formal Education project of 1994 that was launched within the framework of GOK-UNICEF programme cooperation 1994-1998. The preparation of two key documents; the Needs Assessment Survey and the Comprehensive Educational Sector Analysis (CESA) both of 1994 presented comprehensive data on the existence of OOS children, youth and adults and observed their exclusion in policy formulation and implementation. Thereafter, OOS children received more detailed attention in education planning. This was reflected in the Master Plan on Education and Training of 1997-2010 and several EFA assessment reports prepared in 2000. The National Conference on Education and Training (2003) which mandated the MoE to develop a new policy framework for the education sector further identified the importance of NFE in augmenting existing effort to provide Education for All. The Sessional Paper No. 1 of 2005 that emerged from the 2003 conference subsequently devotes attention to NFE, highlighting the low quality provision, lack of linkage to the formal education system and argues for an appropriate policy.

Under the Sector Wide Approach to Programme Planning (SWAP), the government in collaboration with development partners, developed the Kenya Education Sector Support Programme (KESSP 2005-2010). The KESSP is the single largest investment programme undertaken by the government in the education sector. It is designed along the broader national policy framework as detailed in the Economic Recovery Strategy (ERS) and embedded in Vision 2030 and may be viewed as a sequel to the Sessional Paper no 1 of 2005 on a Policy Framework for Education, Training and Research. In all, KESSP contains twenty three investment programmes, two of which are the NFS/NFEC and Adult Basic Education (ACE) investment programme. The KESSP (2005-2010) reiterates that NFS target non-enrolled school age children using a formal curriculum while NFEC targets school age children youth and adults, who cannot attend formal school, using a variety of curricula, including the NFE national curriculum. The official recognition of NFS/NFEC and ACE has enabled the sub-sector to benefit from services accorded to formal primary schools, key of which is financial support and provision of teachers to selected NFS/NFEC and ACE institutions.

A non-responsive education system and curriculum have been faulted with pushing many secondary learners out of learning institutions, thus the need for initiating different strategies of accessing secondary education through alternative provisions. Official recognition of alternative secondary education is therefore a recent initiative to cater for those willing to pursue secondary education.

National and International guiding statements urge that NFE programmes should have links to the formal education system; otherwise they run the risk of evolving as parallel and often inferior systems for disadvantaged learners. They warn that providing learners with basic literacy and numeracy skills through NFE alone is not sufficient, and that mainstreaming the learners into formal institution is critical in ensuring their further education. They further argue that the nature of programmes offered such as accelerated or catch-up education, in effect breaks down the traditional artificial boundaries between “formal” and “non-formal” learning arrangements. Therefore, they urge for the integration of NFE into the legal framework of education and training to ensure that non-formal education sector is included in the national education statistics. Such integration would ensure minimum standards with regards to provision and assessment to enable NFE programmes to benefit from MoE quality assurance services, curriculum development and teacher preparation. It is within this spirit that the ensuing policy is formulated. It seeks to systematise the provisions by offering guidelines that will ensure minimum standards of providing alternative education to children, youth and adults.

1.4 SCOPE OF APPLICATION

The policy on alternative education applies to children, youth and adults. It addresses the education and training needs of the learners as guided by the spirit and vision of key education documents. The policy articulates the principles, goals and guidelines for children, youth and adults in four broad categories:

1. Alternative provision of primary education for school age children aged 6 -14 years, (NFS primary)
2. Alternative basic education and training that covers basic literacy and skills training for learners aged 11 to 18 years (NFEC)
3. Alternative provisions for adult and continuing education and training for learners aged over 18 years (ACE)

4. Alternative provision of secondary education for school age children and youth, aged over 14 years (NFS secondary) This policy legitimises alternative educational provisions as a diversified form that will ensure all learners, including those with special needs, access quality education.

1.5 PRINCIPLES

The guiding principles to this policy take cognisance of the international conventions, national laws, policies, guidelines and regulations espoused in the education sector (listed in Annex 4) that seek to ensure that the right to education for each person is upheld. The principles are:

a. Access to Education

All children, youth and adults have a right to education. However due to various socio-economic and cultural factors, they miss out on the formal school system. These groups shall be reached through flexible and responsive education provisions.

b. Inclusion

Responsive educational service delivery efforts have to be made to reach learners with special needs including those in marginalised areas and the most vulnerable.

c. Equity of Provision

For vulnerable learners to effectively participate in the education process, basic needs of food, clothing, shelter, health and psycho-social well-being shall be met by the government in collaboration with stakeholders.

d. The Alternative Education Provisions

The provisions shall seek to augment existing efforts in providing formal education to those currently excluded. The provisions shall be flexible and have linkages to the formal system to allow learners join the mainstream and progress through education.

e. Learning Environments

All learners shall have access to a safe, friendly and protective learning environment.

f. Quality Education

The education provided shall be, relevant and of quality in order to enhance abilities for productive gain and sustainable livelihoods.

1.6 GOALS

This policy is guided by the national goals of education. It is in accordance with the national development strategy projected by the government that seeks to achieve EFA, develop quality human resources, and protect democratic institutions and human rights. The following specific goals guide this policy formulation:

- a. To ensure that all children, particularly girls, those with special needs and /or in difficult circumstances have access to free and compulsory quality basic education.
- b. To ensure that all out of school youth and adults, particularly girls and women, those

with special needs and in difficult circumstances have access to free quality basic education

- c. To enhance access, equity and equality at all levels of basic education and training.
- d. To eliminate gender and regional disparities in all levels of basic education and training.
- e. To enhance the quality of all aspects of education and training
- f. To ensure that the learning needs of youth and adults are met through equitable access to appropriate learning and life skills programmes.
- g. To promote ICT as well as science and technology education and training
- h. To promote Open and Distance Education (ODE) at all levels of education and training.

SECTION TWO: POLICY PROVISIONS

The main aim of the alternative provisions articulated in this policy shall be to provide quality basic education, training and related services to all learners who are outside the formal education system. There shall be four distinct services that will seek to offer:

- 1) Alternative provision of primary education for school age children aged 6 -14 years, (NFS primary)
- 2) Alternative basic education and training that covers basic literacy and skills training for learners aged 11 to 18 years (NFEC)
- 3) Alternative provisions for adult and continuing education and training for learners aged over 18 years (ACE)
- 4) Alternative provision of secondary education for school age children and youth, aged over 14 years (NFS secondary)

2.1 Alternative Provisions of Formal Primary Education for School Age Children, 6 -14 years, (NFS primary)

School age children (6 -14 years), who are out of school due to mitigating socio-economic factors, shall be catered for through alternative and complementary approaches. These approaches shall seek to offer basic education using:

- a. The national primary school curriculum. The distinctive feature shall be the flexible school practices such as school timing, or flexible organisation e.g. mobile schools.
- b. Bridging education, comprising compensatory or catch-up classes to raise the learners' proficiency and ease the transition of school age children back to formal schools.
- c. National curriculum adapted for children with special needs.

2.1.1 Objectives of Alternative Provisions of Formal Primary Education for School Age Children

The alternative delivery provisions for school age children shall be guided by the objectives of primary education in Kenya. The alternative delivery shall provide learners with the opportunity to:

- a. Acquire literacy, numeracy, creativity and communication skills
- b. Enjoy learning and develop desire to continue learning
- c. Develop ability for critical thinking and logical judgement
- d. Appreciate and respect dignity of work
- e. Develop desirable social standards, moral and religious values
- f. Develop into self-disciplined, physically fit and healthy persons
- g. Develop aesthetic values and appreciate own and other peoples culture
- h. Develop awareness and appreciation of the environment
- i. Develop awareness and appreciation for other nations and international community
- j. Instil respect and love for own country and the need for harmonious co-existence
- k. Develop individual talents
- l. Promote social responsibility and proper use of leisure time
- m. Develop awareness and appreciation of the role of technology in national development.

Guided by these objectives, the alternative and complementary provisions for school age children shall seek to retain flexibility, be responsive to the socio-economic situation and needs of the learners and enhance the cultivation of life skills.

2.1.2 Target Population

Out-of-school children age 6-14 years who are unable to access basic education through the conventional formal system shall be the main beneficiaries. Most of these children live under difficult circumstances and have been adversely affected by HIV and AIDS, child labour, nomadism, conflict, poverty and inhibitive cultural practices and beliefs. Their right to education, protective environment and life has been threatened.

To promote access to education for these children:

- The government shall offer leadership in providing holistic support to allow children to participate in education. This shall include assistance in provision of essential needs of food, clothing and health.
- The MoE shall take measures to ensure that the children are not exploited through provision of sub-standard education and services. The MoE shall ensure that all institutions meet minimum quality standards.
- The MoE shall extend the provision of alternative delivery mechanisms and improve existing facilities to make them more learner-friendly.
- The provision shall also include advocacy to strengthen community mobilisation and awareness creation to increase enrolment.
- The MoE shall institute at least one boarding school facility per district, which shall further operate as a centre of excellence, targeting the most vulnerable children.

2.1.3 Curriculum Development

The alternative provisions for school age children (6 -14 years) shall follow the official primary school curriculum leading to national examinations.

The national language policy of education shall be followed with respect to the text books and instruction. The language of the catchment area or Kiswahili in multilingual communities, shall be used in the lower levels. Kiswahili and English shall be taught as subjects while English shall be used as a medium of instruction at upper primary.

2.2 Alternative Basic Education and Training that Cover Basic Literacy and Skills Training for Learners aged 11 to 18 years (NFEC)

Out of school children and youth (11-18 years), shall be provided with alternative basic education. These provisions shall seek to offer:

- a. The NFE- national curriculum that provides for linkages and equivalence with the formal primary school curriculum.
- b. An approved curriculum offering literacy and numeracy as well as related training and services to young persons (overage). It includes centres with skills training components and other services such as rehabilitation and psycho-social support.

Besides the national examinations, learners oriented to skills training, shall be eligible to sit for Government Trade Tests. Linkages shall therefore be established with the relevant ministries charged with the administration of skills training institutions.

2.2.1 Objectives of NFEC

The NFEC shall provide the learner with the opportunities to:

- a. Acquire literacy, numeracy, creativity, manipulative and communicative skills
- b. Develop self-reliance, utilisation of senses and instil interdependence for peaceful coexistence
- c. Develop into a self-disciplined, physically fit and healthy person
- d. Develop ability for critical thinking and logical judgement
- e. Acquire diversity of meaningful and enjoyable experiences that will motivate continuation of learning
- f. Appreciate and respect the dignity of work and facilitate self employment
- g. Acquire suitable basic foundation for the world of work in the context of economic and human resource needs of the nation
- h. Develop awareness and appreciation of the role of technology in national development
- i. Develop a desirable and adaptive attitude to life based on social, moral and spiritual values
- j. Develop an understanding on how the environment can be protected and sustainably used for individual, national and international development
- k. Foster patriotism and develop awareness and appreciation for other nations and the international community
- l. Appreciate own and other peoples' cultural heritage and develop aesthetic values
- m. Make good use of leisure time
- n. Develop individual talents and abilities.

2.2.2 Target Population

The target group is ideally learners aged 11 years and above who are viewed as having surpassed the formal school entry age and are in need of alternative educational provisions. However, learners below 11 years who cannot access formal or non formal schools due to various circumstances shall be considered for admission upon evidence-based explanation, augmented by set criteria developed by MoE. The children may be rerouted back to formal schools as appropriate. The said learners may, or may not have previous formal school experience.

2.2.3 Curriculum Development

The alternative education programme shall use the official NFEC curriculum and curriculum support materials developed and approved by KIE.

Individual institutions with specialised needs shall :

- (a) Adapt the national NFE curriculum or
- (b) Develop their own curriculum which shall be submitted to the National Curriculum Development Centre for approval (KIE).

The curriculum shall have linkages and/or equivalencies with the formal system. The horizontal linkages shall allow entry and re-entry across the education system while vertical linkages shall allow transition and progression to higher levels of education.

2.3 Alternative Delivery Provisions for Adult and Continuing Education and Training for Learners aged over 18 years (ACE)

Adult and Continuing Education (ACE) shall aim at giving a second chance to youth and adults who due to diverse reasons and circumstances, have missed out on formal education, to acquire education and training. It also avails opportunities for those willing to pursue life long education in order to improve the quality of their lives.

2.3.1 Objectives of Alternative Delivery Provisions for Adult and Continuing Education and Training for Learners aged over 18 years (ACE)

On the basis of national goals of education and those of adult and continuing education the objectives of ACE are to;

- i) Provide basic skills of reading, writing, number work and communication to eradicate illiteracy in all its forms
- ii) Sustain literacy through provision of post literacy curricula and life-long learning programs to make learners functionally literate.
- iii) Promote the acquisition of relevant knowledge, skills, attitudes and values to facilitate adaptation of science, ICT, and other technologies.
- iv) Provide opportunities for further learning and training for realisation of individual potentials.
- v) Develop opportunities through improved entrepreneurial skills for wealth and employment creation.
- vi) Promote self-confidence, positive values and behaviour for peaceful co-existence.
- vii) Promote respect for cultural diversity and foster national unity.
- viii) Foster community understanding and participation in governance and democracy
- ix) Promote nationalism, patriotism and awareness of the role of the individual in national development.
- x) Foster the acquisition of life skills and conflict resolution skills.
- xi) Promote mental, physical and spiritual development of the learner.
- xiv) Promote positive environmental and health practices.

2.3.2 Target Population

For the purpose of this policy, the target group shall be: -

- a) Any person aged over 18 years.
- b) Youth 15 years and above who by virtue of their roles in the society are unable to access education in the formal institutions.
- c) Prisoners and youth in Approved Institutions who wish to further their education.

2.3.3 Curriculum Development

The ACE curriculum shall be developed by KIE and shall provide linkages and equivalences between the NFE and formal education curricular. Other ACE providers may originate their institutional-based curriculum and present it to KIE for approval. The various ACE curricula shall be examined both institutionally and by recognized examining bodies, as found appropriate. The ensuing certificates will be recognised nationally.

Modalities to accelerate older learners who have accumulated experiences may be put in place to enable them to complete their studies within a shorter period.

2.4 Alternative Provisions for Formal Secondary Education for School Age Children, aged over 14 years (NFS secondary).

Young persons not able to access formal secondary education shall be offered an alternative secondary education. Graduates from non-formal schools, non-formal education centers and adult and continuing education centers with formal school certificates, or their equivalents shall be eligible.

2.4.1 Objectives of Alternative Provision for Formal Secondary Education

Alternative Secondary Education shall be guided by the objectives of formal secondary education in Kenya to:

- a. acquire necessary knowledge, skills and attitudes for the development of the self and the nation
- b. promote love for, and loyalty to, the nation
- c. promote harmonious co-existence among the people of Kenya
- d. promote mental, social, moral, physical and spiritual development
- e. enhance understanding and appreciation of inter-relationships among nations
- f. promote positive environmental and health practices
- g. build firm foundation for further education and training
- h. develop ability for enquiry, critical thinking and rational judgement
- i. develop into responsible and socially well adjusted person
- j. promote acceptance of and respect for all
- k. enhance enjoyment in learning
- l. identify individual talents and develop them
- m. build a foundation for technological and industrial development
- n. develop into a self-disciplined individual who appreciates work and manages time properly.

2.4.2 Target Population

The entry age shall be over 14 years and above. Admission of older learners shall be merited. A Kenya primary school certificate, or its equivalent, is a pre-requisite. The targeted shall include:

- Secondary school dropouts
- Workers in need of secondary education
- KCPE graduates (and equivalent) who cannot enrol in formal secondary schools
- Other persons in need of secondary education but cannot enrol in the formal education schools

2.4.3 Curriculum Development

The alternative secondary education programme shall use the formal school curriculum. Modalities to accelerate older learners who have accumulated experiences may be put in place to enable them complete their studies within a shorter period.

2.5 Registration

All the alternative delivery provisions offering education and training to children, youth and adults shall be registered with the Ministry of Education. In this regard, the MoE shall intensify the registration of alternative education provisions. MoE shall develop guidelines for the registration of NFE institutions (NFEC/NFS and ACE).

There shall be evidence of the need for the alternative provision to warrant registration. MoE shall ascertain the need through verifiable mechanisms. Upon application, a provisional registration certificate shall be issued during which time the institution/learning provision shall be expected to meet accepted minimum standards of quality as stipulated in the Education Act, or provided for by MoE in terms of prescribed standards. The learning provision shall receive full registration within 18 months of application, upon compliance with the set standards.

MoE shall develop special guidelines for centres within the urban areas that are reflective of the acreage limitations. Urban Non Formal Education institutions shall be expected to abide by this criterion as basis for registration.

Provisions affiliated to already registered institutions shall be registered by the host institution who shall make all official returns of the alternative learning arrangements to the Ministry of Education.

Registration or attachment to a registered institution is a prerequisite for any alternative learning institution/provision to benefit from resource allocation from the government.

2.6 Location

Sharing of resources shall be encouraged to ensure efficient utilisation of existing institutional resources. Alternative and complementary provisions shall be encouraged to adopt different time schedules for learning to enable use of existing institutional resources.

Learning provisions of a mobile nature suited to ASAL and nomadic pastoral lifestyles shall be encouraged. Alternative provisions shall be attached to existing educational institutions allowing the concept of satellite centres, comprising a fixed school and affiliated centres to develop.

Borrowed and rented space that meet acceptable standards of size, quality, safety, sanitation and play facilities shall be used. Such space may include community halls and religious facilities. To enhance security of tenure, a lease agreement/Memorandum of Understanding shall be entered into for at least five years. The MoE shall have knowledge of such agreements. Provisions with long term objectives shall be encouraged to develop permanent structures that meet acceptable standards.

2.7 Teachers/Facilitators

For the alternative provisions to maintain quality and achieve parity of esteem with mainstream institutions, teacher management shall adhere to existing standards governing formal institutions. The MoE will liaise with the Teachers Service Commission (TSC) in registration of new alternative provisions for the purposes of teacher resource planning.

The TSC, in collaboration with institutional management committees/board of governors, local government authorities, communities and other development partners, shall manage teachers in alternative provisions. Teacher management shall include offering guidance on registration, recruitment, deployment, promotion, remuneration and discipline as well as maintenance of standards. Private-Public Partnerships shall be encouraged.

All alternative provisions shall be staffed by trained teachers. The teachers shall undergo further training in pedagogical skills and alternative delivery methodologies. Specific teacher training colleges and universities shall be identified and mandated to offer specialised training which shall seek to enhance capacities in content and pedagogy appropriate to alternative methodologies. The basic education and skills training centres shall be staffed by trained instructors who shall have received pedagogical training from a technical training college.

Teacher training shall be planned for and provided by MoE as a national programme. National teacher training institutions, including multi-purpose training institutions, shall take the lead in teacher professional development and training, which shall include both pre-service and periodic in-service programmes as appropriate.

Teacher training shall seek to be responsive to emerging issues. Periodic revisions in the teacher education curriculum shall be undertaken.

2.8 Pedagogy

In addition to conventional teaching and learning methods, the alternative provisions shall encourage:

- Adapt methods from traditional/religious forms of learning
- Adopt part-time learning
- Utilise the shift learning system in high population areas.
- Utilise multi-grade/multi-age methodologies and small school approaches in sparsely populated areas
- Use Adult and Continuing Education methods

To facilitate the alternative pedagogy, existing teacher training institutions shall be tasked with offering specialised training that accommodates the alternative approaches. Institutional based teacher development strategies will be used.

2.9 Assessment

The function of assessment and examination administration shall be performed by the Kenya National Examination Council (KNEC) and other recognised examining bodies. Placement, formative and diagnostic assessments shall be institution-based. The examining bodies shall:

- Offer leadership in the setting of competence-based assessment
- Manage end of cycle examination and accompanying certification. A certificate of competencies shall be given as an option for learners who shall not sit for the national examination.
- Collaborate with KIE to develop an examination framework for NFE curricula to ensure accreditation and linkages with formal curriculum.

The teacher training institutions will, however, endeavour to enhance the capacities of teachers to develop institution-based assessments. Placement assessments shall be administered prior to admitting a learner and shall aid in placing the learner in an appropriate grade/level.

2.10 Open and Distance Education

Besides the direct pedagogical approach to teaching and learning, the alternative provisions shall encourage distance education delivery that exploits the use of e-learning, correspondence radio and other audio and video programmes. The variety of ODE systems for use in alternative provisions shall include:

- Correspondence systems
- Educational television and radio systems
- Multi-media systems comprising text, radio, video and computer based material
- Single mode institutions whose sole mission is use of ODE.
- Specialised training shall be facilitated in ODE to enable effective usage.

SECTION THREE: MANAGEMENT AND GOVERNANCE

3.1 Management of Alternative Provisions

The educational provisions will require skilled managers with the ability to conceptualise, plan, coordinate, fundraise, implement, motivate, control and budget. The Ministry of Education shall provide criteria of minimum standards of educational achievement, language proficiency and necessary skills required as pre-requisites for managers.

Unless attached to an existing institution, the alternative provisions in consultation with the Ministry of Education shall constitute management boards and committees to address management issues. Management committees shall include teachers, parents, guardians and learners, where applicable. The Education Office shall be represented in all management boards and committees.

The management composition shall adhere to the stipulations spelt out in the Education Act. The committees shall further seek to be inclusive by meeting one third gender representation. Effort shall be made to include persons with disabilities and parents/guardians of learners with special needs in management. Local community representatives shall be involved to enhance sensitivity to local realities and consolidate collaboration from the community. The committees/boards shall also seek to maintain a national outlook.

The Kenya Education Staff Institute (KESI) shall take a lead in enhancing the managerial skills in areas such as computer and e-learning, communication and financial management. Managers shall be required to undertake periodic refresher/in-service courses.

3.2 Resource Mobilisation

There shall be collective involvement of communities, organisations, the government and other partners to harness resources. Resources shall include financial, material, technical and human. Any alternative provision financed by the government shall not charge levies without approval as per guidelines set by the Ministry of Education

Efficacy shall be increased through pooling and use of existing resources. The use of existing resources in terms of institutional space, existing administration and administrative structures and adaptation of existing learning resources shall be encouraged.

Teachers who are already employed shall be approached to offer services in the alternative provisions based on agreed terms. They shall be crucial in mentoring newly trained teachers.

Locally available resources shall be tapped for educational services. This shall include use of community facilities and resource persons.

3.3 Public-Private Partnerships

The private sector comprising individuals, companies and enterprises play a critical role in supporting education. These shall be encouraged to operate in alternative learning arrangements within the policy boundaries. The private sector shall be instrumental in supplementing finances and services for specialised provisions evident in special needs education.

Deliberate and systematic effort shall be made to manage and sustain the partnerships. An updated list of partners shall be maintained for effective tracking, communication and networking.

Association with entities such as the Kenya Head Teachers Associations, Kenya Private Schools Association, Kenya Complementary Schools Association, Kenya Independent Schools Association, Kenya Adult Education Association, Kenya Adult Learners Association, Kenya Association of Technical Teachers Institute and Kenya National Association of Parents will be encouraged as a channel of communicating with like-minded bodies to address issues faced in the educational sector.

3.4 Quality Assurance and Standards

The function of quality assurance and standards entails supervision of curriculum implementation and monitoring of educational institutions and facilitators to ensure that the curriculum is delivered appropriately. The process of quality assurance and standards shall comprise:

- Assessing all the institutions offering alternative education, including those not registered under MoE. Institutions offering educational services shall be advised to seek registration as appropriate.
- Reviewing the learning and teaching materials in collaboration with KIE.
- Advising on curriculum evaluation in collaboration with KNEC.
- Designing INSET for teachers in alternative provisions.
- Supervision of curriculum delivery.

3.5 Administration

The Ministry of Education derives its mandate from the Education Act which places delivery, regulation and coordination of education services within the ministry. The alternative provisions shall be administered through the appropriate directorates who will:

- seek to enhance access, equity and quality in basic education and training
- cater for secondary education, diploma colleges and other tertiary institutions
- advise on the design, development, implementation and evaluation of curriculum and programmes
- disseminate and monitor the implementation of the policy
- mobilize the out of school youth and adult to enrol and participate in Education.

There shall be a National Inter-ministerial Technical Committee chaired by the Permanent Secretary, Ministry of Education for the purpose of implementing the policy guidelines and coordinating amongst government departments.

The National Inter-ministerial Technical Committee shall formulate operational guidelines and develop strategies to strengthen linkages and ensure the implementation of commitments between government ministries/departments, private sector, NGOs, communities, parents and development partners.

Provincial level administration shall be steered under the Provincial Education Board. The Provincial Commissioner shall chair and the Provincial Director of Education shall serve as Secretary. The Provincial Adult Education Officer shall be a member of the committee. Alternative provisions within local authorities shall be steered through the Education Committee.

Similarly, the District level administration shall be steered under the District Education Board. The District Commissioner shall chair and the District Education Officer shall serve as Secretary. The District Adult Education Officer shall be a member of the committee. Alternative provisions within local authorities shall be steered through the Education Committee.

The relevant semi Autonomous Government and Agencies (SAGA) shall offer specialised functions for the alternative provisions as appropriate.

3.6 Monitoring and Evaluation

Educational statistics of all alternative learning arrangements shall be included in the Education Management Information Systems to be used for practical planning and financial allocation.

The policy for alternative provision of basic education shall be reviewed periodically to take into account emerging developments. The Directorate of Policy and Planning will offer leadership in the evaluation which will enable:

- a. Determination of the extent to which the objectives of the policy/programmes have effectively been achieved
- b. Assessment of efficiency, effectiveness and impact of policy/programmes and interventions
- c. Adjustment or reform policies/programmes
- d. Re-evaluation of the validity of the policy rationale

3.7 Operational Plan

The Ministry of Education, through its directorates and specialised agencies, shall take the lead in operationalising the policy. Guidelines will be developed to guide implementation of the policy. However, Effective operationalisation of the policy will require inter-ministerial collaboration as well as the involvement of other alternative education providers and stakeholders.

A detailed Alternative Education Implementation Strategy shall be developed detailing issues, challenges and actions. This strategy shall be the basis for developing a logical framework as well as costing the provisions. The process shall include compiling educational statistics on existing services, mapping the potential need, deployment and costing.

SECTION FOUR: ANNEXURES

4.1 International Conventions, National Laws, Policies and Regulations

Children Act (2001)

Constitution of the Republic of Kenya

Education Act (1968 revised 1980)

Education Sector Policy on HIV and AIDS (2004)

Board of Adult Education Act, (1966), cap 223 revised 1967

Kenya National Adult Literacy Survey Report (2007)

Draft Adult and Continuing Education Policy Framework (2008)

Draft National Non-formal Education policy for out of school youth and adults (2005)

International Instruments and Conventions (Universal Declaration on Human Rights 1948,

Convention against Discrimination in Education 1960,

Convention on the Elimination of All forms of Discrimination against Women 1979,

Convention on Technical and Vocational Education 1989,

Convention on the Rights of the Child 1989)

Master Plan on Education and Training 1997-2010 (1998)

Persons with Disabilities Act (2003)

Gender and Education Policy (2007)

Harmonisation of the Legal Framework on Education, Training and Research. A Report of the Task Force on the Review and Harmonisation of the Legal Framework Governing Education, Training and Research (2007)

Task Force on Special Needs Education (2003)

Teacher Service Commission Act (Cap 212) 1967

Kenya National Examination Council Act, Cap 2254

Kenya Education Sector Support Programme 2005-2010. Delivering Quality Education and Training to all Kenyans (2005)

Secondary Education Strategy (2007)

Sessional Paper No. 1 of 2005 on a Policy Framework for Education, Training and Research (2007)