

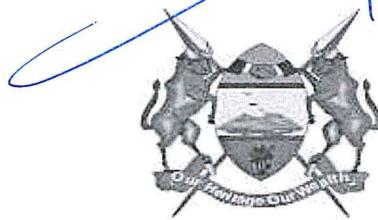
Hon Speaker  
PPD for  
14/10/24

RECORDS SECTION  
COUNTY ASSEMBLY OF BUNGOMA

14 OCT 2024

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COUNTY GOVERNMENT OF BUNGOMA



COUNTY ASSEMBLY OF BUNGOMA

OFFICE OF THE CLERK



THIRD ASSEMBLY THIRD SESSION

EDUCATION AND VOCATIONAL TRAINING COMMITTEE

REPORT ON STATUS OF ECDE TEACHERS IN BUNGOMA COUNTY



AUGUST, 2024

THE OFFICE OF THE CLERK  
COUNTY ASSEMBLY BUILDING  
BUNGOMA KENYA



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## **LIST OF ABBREVIATIONS**

ECDE : Early Childhood Development Education

TSC : Teachers Service Commission

## **CHAPTER ONE**

### **1.0 PREFACE**

**Hon. Speaker,**

On behalf of the members of the Education and Vocational Training Committee, it is my pleasure and duty to present to this honorable House the Committee's report on the Status of ECDE Teachers in Bungoma County.

### **1.1 THE MANDATE OF THE COMMITTEE**

**Hon. Speaker,**

The Sectorial Committee on Education and Vocational Training is constituted pursuant to the provisions of Standing Order No. 217 of the County Assembly of Bungoma and executes its mandate in accordance with Standing Order 217(5) which provides as follows:

- a) Investigate, inquire and report all matters relating to the mandate, management, activities, administration, operations and estimates of the assigned departments.
- b) Consider quarterly reports of the assigned departments and report to the House within twenty-one (21) sitting days upon being laid;
- c) Study the programme and policy objectives of departments and the effectiveness of the implementation;
- d) Study and review all county legislation referred to it;
- e) Study, assess and analyze the relative success of the departments as measured by the results obtained as compared with their stated objectives;
- f) Investigate and inquire into all matters relating to the assigned departments as they may deem necessary, and as may be referred to them by the County Assembly;
- g) To vet and report on all appointments where the constitution or any law requires the House to approve, except those under Standing order 208 (Committee on Appointments); and
- h) Make reports and recommendations to the County Assembly as often as possible, including recommendations of proposed legislation.

## **1.2 Committee Membership**

### **Hon. Speaker,**

The Committee on Education and Vocational Training as currently constituted comprises of the following Members: -

1. Hon. Benjamin Otsiula	Chairperson
2. Hon. Stephen Kaiser	Vice chairperson
3. Hon. Joan Kiron'g	Member
4. Hon. Ali Machani	Member
5. Hon. John Wanyama	Member
6. Hon. Jacob Psero	Member
7. Hon. Okasida Ipara	Member
8. Hon. Christine Mukhongo	Member
9. Hon. Abraham Obama	Member
10. Hon. Aggrey Mulongo	Member
11. Hon. Jack Kawa	Member
12. Hon. Timothy Chikati	Member
13. Hon. Angeline Rugut	Member
14. Hon. Mildred Barasa	Member
15. Hon. Allan Nyongesa	Member

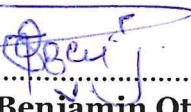
## **ACKNOWLEDGEMENT**

**Hon. Speaker,**

On behalf of the Committee on Education and Vocational Training, I would like to express my deepest gratitude to members of the committee for their dedication and hard work. I also wish to express sincere appreciation to the office of Honorable Speaker and Clerk for their invaluable support and cooperation. Their efforts ensured that we had the necessary facilitation to carry out our duties effectively. Additionally, I extend my sincere thanks to the Department of Education and Vocational Training for their timely responses and unwavering cooperation throughout this process.

It is therefore my pleasant duty and privilege, on behalf of the Sectorial Committee on Education and Vocational Training to table this report on the Status of ECDE Teachers in Bungoma County and its recommendations to the Assembly for deliberation and adoption.

Thank you.

Sign .....  Date ..... 14/10/2024

**Hon. Benjamin Otsiula MCA- Khasoko Ward.**

**CHAIRPERSON, COMMITTEE ON EDUCATION AND VOCATIONAL TRAINING.**

## CHAPTER TWO

### **2.1 THE ESTABLISHMENT AND SITUATIONAL ANALYSIS OF ECDE CENTERS IN BUNGOMA COUNTY**

#### **2.2 INTRODUCTION**

**Hon. Speaker,**

The Fourth Schedule of the Kenyan Constitution outlines the distribution of functions and powers between the National and County Governments. Specifically, Part 2(9) of this Schedule, along with Section 5 of the County Governments Act, 2012, mandates county governments to oversee pre-primary education, village polytechnics, home craft centers, and childcare facilities.

Section 26(1) of the Basic Education Act No. 14 of 2013 further specifies that county governments are responsible for providing funds for the development of infrastructure essential for basic education institutions, including pre-primary education centers, childcare facilities, home craft centers, and village polytechnics. In accordance with this constitutional mandate, The County Government of Bungoma has established 812 registered ECDE centers, though the number of unregistered centers remains undetermined.

However, these centers operate under challenging conditions, such as inadequate facilities for teachers, shared sanitary amenities with primary schools, and insufficient furniture for learners. To address the rising enrollment rates, Bungoma County has recruited ECDE teachers in phases and initiated the recruitment of an additional 200 teachers. Unfortunately, this recruitment process has faced significant delays, extending beyond the anticipated timeframe.

The prolonged delay by the Bungoma County Public Service Board in finalizing the recruitment of these teachers has created a state of limbo, impeding effective planning and decision-making within the education sector. This delay has resulted in confusion and uncertainty among forthcoming educators and educational institutions, potentially diminishing teacher morale and affecting the overall quality of education in the county. Moreover, the strain on existing resources and increased workload on current teachers may lead to burnout and decreased job satisfaction.

In response to these issues, the Committee on Education and Vocational Training undertook an inquiry to evaluate the current status of ECDE teachers. The inquiry aims to identify challenges, analyze teacher attrition rates in relation to the learner population, and propose appropriate solutions. This report presents an analysis based on the information provided by the department regarding these matters.

### **2.3 LEGISLATIVE POLICY FRAMEWORK**

**Hon. Speaker,**

To give effect to a fair view of the status of ECDE teachers in the county, the committee was aware to the requirements of article 41(2. ab), 43(1. f), 53((1. b) and 237 (2. a) of the Kenya constitution.

The ECDE Teachers Scheme of service, 2021 provides for well-defined job descriptions and specifications with a clear delineation of duties and responsibilities at all levels within the career structure for ECDE teachers, an action that will ensure proper deployment and utilization of Early Childhood Development and Education teachers.

The basic education Act no.3 of 2021 section 36,37 and 38 on ECDE teaching staff, the management of ECDE and recruitment of early childhood teachers.

The basic education Act, 2013 section 26(1) stipulates that the roles of the county government shall include the provision of funds required for the development of the necessary infrastructure for institutions of basic education and training used for conducting preprimary education, childcare facilities, home craft centers and village polytechnics.

The ECDE teachers' scheme of service of 2021 provides a structured framework for career progression, job responsibilities, and the terms and conditions of employment within a specific profession.

## CHAPTER THREE

### 3.0 ECDE TEACHER STATUS ASSESSMENT

#### 3.1 TEACHER DISTRIBUTION PER SUBCOUNTY

The department of Education and Vocational Training submitted that there is a total of 820 ECDE centres, 1930 ECDE teachers with an enrolment of 78,751 learners across the County. However, during the analysis it is evident to report to this house that Bungoma County has a total of 812 ECDE centres with staff establishment of 1,882 on the payroll as at July 2024 and learners' enrolment at 78,672.

Below is a breakdown of schools per sub county.

##### 3.1.1 Sirisia Sub County

The sub county has a total of three wards having a total of 89 centers with Lwandanyi ward having the highest number of 36 centers, accommodating 3136 learners with only 62 teachers.

Ward	No.of ECDE centers	Learner enrollment	Staff establishment
Namwela	21	1943	48
Lwandanyi	36	3136	62
Malakisi/kulisiru	32	2968	68
<b>TOTAL</b>	<b>89</b>	<b>8,047</b>	<b>178</b>

##### 3.1.2 Bumula Sub County

The Sub County comprises of six wards with 107 ECDE centers serving 10,432 learners, managed by 218 staff members. Bumula ward is particularly notable for having the highest enrollment, accommodating 1,829 learners with just 35 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Bumula	19	1829	35
Khasoko	11	1185	24
Kimaeti	21	1723	42

Kabula	12	1083	28
Siboti	18	2015	38
West Bukusu	12	1204	24
South Bukusu	14	1393	27
<b>TOTAL</b>	<b>107</b>	<b>10,432</b>	<b>218</b>

### 3.1.3 Tongaren Sub County

The Sub County has six wards, hosting 106 ECDE centers with a total enrollment of 9,352 learners and 233 staff members. Naitiri/Kabuyefwe ward has the largest number of learners of 1,939 verses 47 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Mbakalo	17	1861	41
Milima	14	1396	39
Naitiri/Kabuyefwe	18	1939	47
Ndalu/Tabani	14	970	25
Sosysambu/Mitua	21	1530	39
Tongaren/Kiminini	22	1656	42
<b>TOTAL</b>	<b>106</b>	<b>9,352</b>	<b>233</b>

### 3.1.4 Kimilili Sub County

The Sub County has four wards with 58 ECDE centers, serving 6,016 learners with 182 staff members. Kimilili ward is leading in this sub-county with 1,874 learners' verses 45 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Kibingei	14	1437	37
Kamukuywa	15	1475	42
Kimilili	17	1874	45

Maeni	12	1230	58
<b>TOTAL</b>	<b>58</b>	<b>6,016</b>	<b>182</b>

### **3.1.5 Kanduyi Sub County**

This Sub County is divided into eight wards with 94 ECDE centers, enrolling 10,277 learners and supported by 287 staff members. Sang'alo East ward has the highest learner enrollment with 1,942 learners against 47 teachers

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Sang'alo west	17	1690	43
Sang'alo East	18	1942	47
Bukembe East	9	1153	33
Bukembe West	10	965	27
Musikoma	15	1340	45
Township	5	1072	26
Khalaba	2	205	7
Tuuti/Marakaru	18	1910	59
<b>TOTAL</b>	<b>94</b>	<b>10,277</b>	<b>287</b>

### **3.1.6 Webuye East Sub County**

The sub county consists of three wards with 59 ECDE centers, providing education to 5,519 learners, with 145 staff members. Mihuu ward has the highest enrollment of learners at 2,192 with just 55 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Ndivisi	22	2172	50
Mihuu	23	2192	55

Maraka	14	1155	40
<b>TOTAL</b>	<b>59</b>	<b>5,519</b>	<b>145</b>

### **3.1.7 Webuye West Sub County**

The sub county consists of four wards with 57 ECDE centers, 7,063 learners, and 135 staff members. Bokoli ward has the highest learner enrollment, accommodating 2,182 learners with only 39 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Bokoli	18	2182	39
Sitikho	15	1891	34
Misikhu	15	2018	34
Matulo	9	972	28
<b>TOTAL</b>	<b>57</b>	<b>7,063</b>	<b>135</b>

### **3.1.8 Kabuchai Sub County**

This Sub County has four wards, hosting 77 ECDE centers that serve 7,809 learners with 204 staff members. Mukuyuni ward has the largest learner population of 2,406 with 49 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Nalondo west	18	1849	51
Mukuyuni	22	2406	49
Chwele/kabuchai	19	1767	51
Luuya/bwake	18	1787	53
<b>TOTAL</b>	<b>77</b>	<b>7,809</b>	<b>204</b>

### **3.1.9 Mt. Elgon Sub County**

This Sub County consists of two wards with 61 ECDE centers, educating 4,332 learners with a support of 152 staff members. Kaptama ward has the highest learner enrollment of 2,307 learners with 86 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Kaptama	31	2307	86
Elgon	30	2025	66
<b>TOTALS</b>	<b>61</b>	<b>4,332</b>	<b>152</b>

### **3.1.10 Cheptais Sub County**

This comprises of four wards with 104 ECDE centers, 9,825 learners managed by 196 staff members. Chepyuk ward stands out with the highest learner enrollment of 3,254 versus 41 teachers.

Ward	No. of ECDE centers	Learner enrollment	Staff establishment
Cheptais	27	2399	57
Chesikaki	22	1974	54
Kapkateny	21	2198	44
Chepyuk	34	3254	41
<b>TOTAL</b>	<b>104</b>	<b>9,825</b>	<b>196</b>

## **3.2 TEACHER DISTRIBUTION IN ECDE CENTRES**

### **3.2.1 Schools experiencing teacher shortage**

**Hon. Speaker,**

During committee's investigation, it is with deep concern that I report to this honorable House, that several Early Childhood Development and Education (ECDE) centers are entirely without teachers to guide the young learners. This situation is alarming and requires immediate action to ensure that these learners receive the education and guidance they deserve. Below is a list of the affected centers:

1. Bulukha in Cheptais Ward, with **11** learners.
2. Liemboko in Chepyuk Ward, with **79** learners.
3. Cheptaburbur in Chepyuk Ward, with **96** learners.
4. Namakhele ADC in Tongaren/Kiminini Ward, with **60** learners.
5. Saria and Serek ECDE centers in Chepyuk Ward, with **65** and **89** learners, respectively.

### **3.2.2 Comparative Analysis of Teacher-to-Learner Ratios**

**Hon. Speaker,**

According to the national pre-primary education policy standard guidelines, the recommended teacher-to-child ratio for a regular pre-primary class is 1:25. Unfortunately, this standard is not being met in our ECDE centers within the county due to shortage of staff and an uneven distribution of teachers relative to the number of learners. The below is a sample reflection of the teacher-to-learner ratio at various centers.

School	Ward	Staff Establishment	Learner Enrolment	Ratio
<b>CATEGORY A: significantly above the recommended standard of 1:25</b>				
BUNGOMA DEB	Township	7	442	1:63
MOI DEB	Township	10	388	1:38
MUNGETI	Tuuti/Marakaru	6	243	1:40
NZOIA INDUSTRIAL	Bukembe East	6	240	1:40
WEBUYE SA	Matulo	5	210	1:42
CHEBUKAKA GIRLS	Mukuyuni	4	213	1:53
NAITIRI RC	Mbakalo	4	208	1:52
SIRAKARU S.A	Naitiri/Kabuyefwe	3	208	1:69
<b>CATEGORY B: extremely high teacher-to-learner ratios</b>				
BANAN - TEGA	Chepyuk	1	107	1:107
CHEPKURKUR	Chepyuk	1	175	1:175
<b>CATEGORY C: below the recommended standard</b>				
BUCECE	Musikoma	2	19	1:9
NAMBOANI RC	Maeni	6	82	1:13
WEBUYE PAG	Maraka	4	41	1:10
SINOKO DEB	Township	3	50	1:16
KOSTOI	Kaptama	3	51	1:17
<b>CATEGORY D: close to but slightly above the recommended standard of 1:25</b>				
NJATA DEB	Ndivisi	2	50	1:25
LUGULU BOARDING	Mihuu	7	201	1:28

### **3.3 EMPLOYMENT TERMS FOR ECDE TEACHERS**

#### **3.3.1 Teachers on Permanent, Pensionable, and Contract Terms**

**Hon. Speaker,**

The department reported that as of July 2024, there are 1,882 teachers employed on permanent and pensionable terms, while 47 teachers are on contract. During the review of written submissions, it was observed that some of the contracted teachers had their terms of engagement expired, as shown below:

Year of expiry	No. of teacher on contract
2019	2
2020	1
2021	2
2022	5
2023	14
2024	2
2025	11
2026	8
2029	1
<b>TOTAL</b>	<b>47</b>

From this table, it is noted that 24 of the contracted teachers whose terms have expired are still actively providing services. Additionally, there is one teacher currently engaged on probation.

In contrast, the 1,882 permanent and pensionable teachers are distributed across three job groups: 983 are in Job Group F, 898 are in Job Group H, and one teacher in Job Group G is on probation.

#### **3.3.2 The qualification and training levels of the ECDE teachers**

**Hon. Speaker,**

According to the ECDE teachers' scheme of service, teachers are required to be recruited and placed in positions such as Assistant ECDE Teacher, Senior Assistant ECDE Teacher, ECDE Teacher, Senior ECDE Teacher, Graduate ECDE Teacher, Principal Graduate ECDE Teacher, Assistant Director and Director, depending on their qualifications, which range from certificate to graduate levels.

The departmental report indicates that all recruited teachers meet the qualifications, holding either a certificate in ECDE, placing them in Job Group G, or a diploma in ECDE, placing them in Job Group H. Additionally, the report highlights a group of ECDE teachers classified as clerical staff who, at the time of recruitment, lacked the necessary qualifications. In regard to this, the department has since requested their redesignation, but this request has yet to be approved by the service board.

Furthermore, the department has reported the presence of graduate and postgraduate ECDE teachers. However, due to budget constraints, the department has been unable to provide salaries that reflect their higher qualifications.

Based on the departmental written submission, the table below is a summary of the teachers with their defined qualifications

<b>No.</b>	<b>QUAFICATIONS</b>	<b>No. of Teachers</b>
1.	MASTERS	1
2.	DEGREE HOLDERS	95
3.	DIPLOMA HOLDERS	731
4.	CERTIFICATE HOLDERS	453
5.	UNDEFINED	4
<b>TOTAL</b>		<b>1284</b>

It was observed that all teachers with degree qualifications are classified under Job Group H, diploma holders are placed in Job Groups H and F, and certificate holders are classified in Job Groups F and H. Additionally the department had earlier reported that as at July 2024 payroll county had a total of 1,882 staff establishment, basing on this

ground the committee noted a variance of 598 teachers, who have not featured anywhere.

**Hon. Speaker,**

Based on this observation, the committee noted that the department has partially complied with the classification standards, with teachers holding certificates appropriately placed in Job Groups F, G, and H, and diploma holders are correctly classified in Job Group H. However, there is a lack of compliance in placing diploma holders in Job Group F and degree holders in Job Group H. This inconsistency indicates non-compliance with the ECDE teachers' scheme of service, as these job groups do not align with the existing classification framework. Further, teachers may feel demotivated and unfairly treated due to misclassification, leading to potential dissatisfaction that could negatively impact their morale, career progression, and overall job performance.

### **3.4 ECDE teacher turn-over rates**

**Hon. Speaker,**

According to the department's written submission, since the staff establishment in the county, 77 ECDE teachers have left the service for various reasons, including transfers, death, resignation, retirement, imprisonment, and interdiction, from 2014 to present.

Reason for leaving	No. of teacher
Death	30
Retirement	21
Resignation	24
Jailed	1
Interdicted	1
<b>TOTAL</b>	<b>77</b>

However, during the analysis, discrepancies were noted:

- Death: 35 teachers
- Retirement: 17 teachers
- Resignation: 3 teachers

- Transfer of Services: 19 teachers
- Additionally, 2 teachers left, but the department did not provide reasons for their departure.

### **3.5 Benefits and allowances provided to ECDE teachers**

**Hon. Speaker,**

The department stated that teachers receive house and commuter allowances based on their job groups and that permanent and pensionable teachers are entitled to employer contributions to the pension scheme. However, it has been reported that teachers with expired contracts have not received their gratuity payments since 2018.

This delay has led to significant financial hardship and decreased morale, impacting their ability to meet basic needs and job satisfaction. This situation might also erode trust in the department, causing increased stress and uncertainty that affects both their well-being and professional performance.

In regard to this situation, the department should ensure timely payment of gratuity for teachers with expired contracts and address the backlog of unpaid dues since 2018. Additionally, it should review and streamline the payment processes for allowances and pension contributions to prevent future delays and ensure all entitlements are promptly paid.

### **3.6 Frequency and evaluation of ECDE teachers**

**Hon. Speaker,**

The committee was informed that teachers are regularly evaluated by sub-county coordinators and quality assurance staff from the head office using a standardized assessment tool. (**See attached Annex 6 for details.**)

### **3.7 Challenges faced in deployment and distribution of ECDE Teachers**

**Hon. Speaker,**

The following were the challenges encountered in deployment and distribution of ECDE teachers;

- 1.** Population discrepancy where some schools have high enrolment than others therefor need for more teachers
- 2.** Hostility of some areas posing threats to teachers necessitating transfers and therefore understaffing in some ECDE centers
- 3.** Some wards have fewer schools therefore having few teachers equivalent to their needs.
- 4.** Teacher turns over caused by death, resignation, retirement and transfer of services leading to understaffing
- 5.** Population drops in some ECDE centers.

## CHAPTER FOUR

### 4.0 COMMITTEE OBSERVATIONS AND RECOMMENDATIONS

#### 4.1 Committees Observations

**Hon. Speaker,**

The committee made the following observations

1. There is significant imbalance between the number of teachers and learners, with a current ratio of approximately 1:41. This is likely to cause teacher burnout and diminish the effectiveness of meeting learners' educational needs.
2. Some ECDE Centers lack teachers
3. There is a group of ECDE teachers originally classified as clerical staff due to lack of necessary qualifications at recruitment time and are awaiting re- designation.
4. Despite having graduate and postgraduate ECDE teachers, the department has been unable to provide salaries that match their higher qualifications as provided in their scheme of service.
5. The department has not adhered to the correct classification of ECDE teachers, with some diploma holders wrongly placed in Job Group F and degree holders in Job Group H. This misalignment indicates noncompliance with the prescribed ECDE teachers' scheme of service.
6. The department reported a total staff establishment of 1,882 on the payroll as of July 2024, however, the committee identified a disparity of 598 with the report on staff distribution which had a total of 1284 teachers.
7. There are twenty-four contracted teachers whose terms of service have expired and are still actively providing services suggesting lack of proper contract management and oversight.

8. The department lacks accurate and up-to-date data on unregistered ECDE centers in the county creating a significant gap in monitoring and support for these centers.

## **4.2 Committee Recommendations**

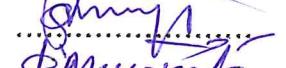
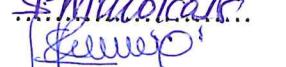
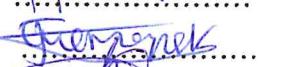
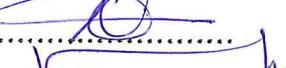
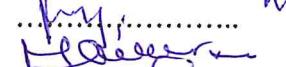
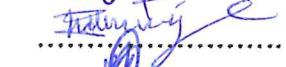
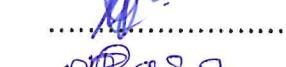
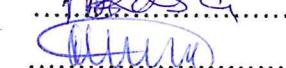
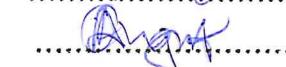
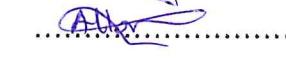
**Hon. Speaker,**

The committee made the following recommendations

1. **THAT**, the department of Education and Vocational Training should urgently recruit additional teachers to achieve a more manageable teacher-to-child ratio closer to the recommended 1:25.
2. **THAT**, the department should be implementing support systems and professional development opportunities to mitigate burnout and enhance overall educational quality.
3. **THAT**, the public service board should expedite the review and approval of redesignation of clerical staff request to ensure they are classified correctly based on their qualifications.
4. **THAT**, the department should advocate for an increased budget allocation to support equitable salary adjustments for graduate and postgraduate teachers.
5. **THAT**, the department should urgently address the discrepancy in the teacher count and reconcile the payroll with the actual number of teachers.
6. **THAT**, the department should review the contracts of the twenty-four teachers whose terms expired and further implement robust contract management system that will help prevent such issues in the future.
7. **THAT**, the department should conduct a comprehensive survey to gather and update data on all unregistered ECDE centers to enhance planning and support.

## ADOPTION SCHEDULE

We the undersigned Members of Education and Vocational Training append our signatures adopting this report with the contents therein.

NAME	DESIGNATION	SIGNATURE
1. Hon. Benjamin Otsiula	Chairperson	
2. Hon. Steve Kaiser	Vice Chairperson	
3. Hon. Ali Machani	Member	
4. Hon. Johnston Ipara	Member	
5. Hon. Joan Kirong	Member	
6. Hon. Abraham Obama	Member	
7. Hon. Timothy Chikati	Member	
8. Hon. Jacob Psero	Member	
9. Hon. Christine Mukhongo	Member	
10. Hon. Jack kawa	Member	
11. Hon. Aggrey Mulongo	Member	
12. Hon. Mildred Barasa	Member	
13. Hon. John Wanyama	Member	
14. Hon. Angeline Rugut	Member	
15. Hon. Allan Nyongesa	Member	