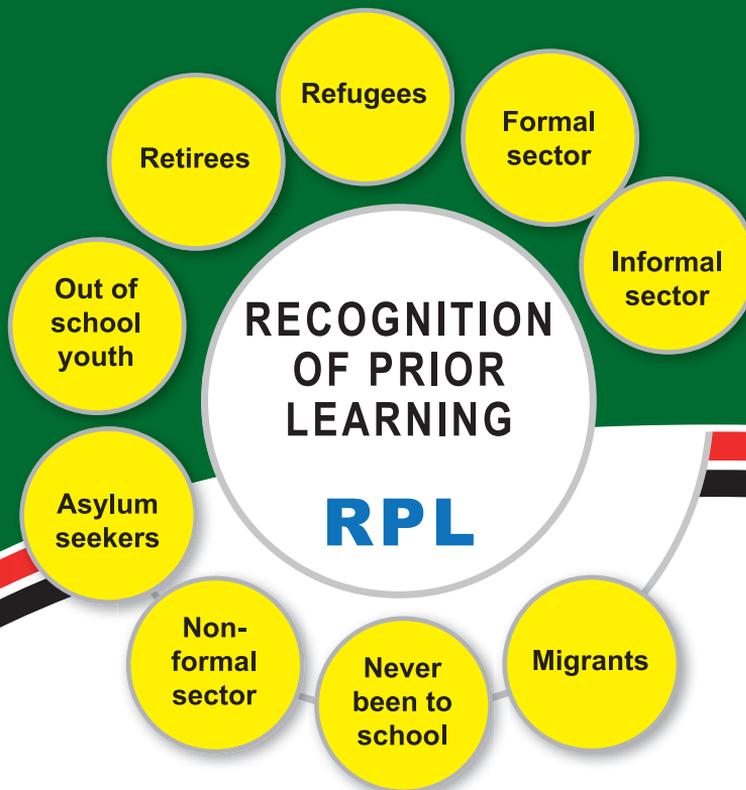




REPUBLIC OF KENYA
MINISTRY OF EDUCATION

RECOGNITION OF PRIOR LEARNING POLICY FRAMEWORK IN KENYA



*Towards making knowledge, skills
and competencies visible*

KENYA
VISION 2030

June 2021

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REPUBLIC OF KENYA
MINISTRY OF EDUCATION

RECOGNITION OF PRIOR LEARNING POLICY FRAMEWORK IN KENYA

June, 2021



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FOREWORD



The higher education sector in Kenya has been regarded as one of the best in Africa. This is evidenced by the fact that Kenya has led in developing and implementing policies, standards and procedures for the management of accreditation of institutions, qualifications and quality assurance on the continent. Currently, Kenya is one of very few countries in the East Africa region that has a fully-fledged national qualifications framework. This framework brings together Basic Education (BE), Technical and Vocational Education and Training (TVET), University Education (UE), industrial training and lifelong learning to enable better coordination and harmonization of qualifications across the various sectors. Kenya, like other countries in Africa, has a large informal sector whose integration into the national development agenda has not been well articulated. The Policy on Recognition of Prior Learning (RPL) seeks to bring into the national database numerous skills, knowledge and competencies that are currently contributing to national development but have not been well understood, articulated, documented, recognized, assessed and certificated. This policy aims at developing and implementing a more flexible, efficient learner journey in recognition that not all learning takes place in formal classes and formal laboratories. As part of its mandate to supervise the development of policies on qualifications in Kenya, the Ministry of Education has taken the lead in developing this policy for recognizing prior learning (RPL) within Kenya.

The various actors, under the ministry have worked collaboratively to develop the requisite structures within which, implementation of the RPL shall take place. The Kenya National Qualifications Authority (KNQA), in its mandate to establish and manage the Kenya National Qualifications Framework (KNQF) has played a major role in the development of this RPL policy framework. In addition, Technical and Vocational Education and Training Authority (TVETA) and other regulators such as National Industrial Training Authority (NITA) have developed RPL standards, which shall be used to quality assure the RPL process. Furthermore, Qualifications Awarding Institutions (QAIs), already accredited by KNQA, have developed assessment guides and tools to be used during the actual assessment of the RPL candidates. The Ministry,

through the aforementioned players will continue to consult with a wide range of stakeholders to review and refine these instruments so that the country can get maximum benefits from skills that exist within the “*Jua Kali*” and other informal sectors of our economy.

I am delighted that, as a result of large-scale consultations, Kenya is now ready to roll out this RPL policy framework. This is a major milestone in the management of qualifications recognized and awarded in Kenya and opens doors for innovation and massification of education while maintaining quality. The policy opens new doors for more flexible pathways through any curriculum thus enabling greater participation in higher education by learners from a wide range of backgrounds. One hopes that this resource will also assist the higher education sector in continuing to drive RPL forward, enhancing policy and practice through critical reflection, development and collaboration. I would like to thank all the players who have contributed to bring to fruition the operationalization of the RPL process in our country.



Prof. George Magoha, EGH

Cabinet Secretary,
Ministry of Education, Kenya.

PREFACE



The Kenya National Qualifications Framework recognizes three Education and Training Progression pathways namely: the Academic (Basic and University Education), TVET and Industry. The development of the Recognition of Prior Learning Policy Framework provides a key pillar underpinning the process of making invisible skills and competencies of a person visible, assessed and certificated for purposes of improved employability, alternative access and admission, societal recognition, mobility and self-esteem.

The Policy framework on Recognition of Prior Learning (RPL) acknowledges learning outcomes achieved through a range of experiences in informal and non-formal set ups. These include employer-provided training and experiential learning that results from daily activities related to paid or unpaid work, family or community life, or leisure, mainly involving incidental learning. To ensure full benefit to the RPL candidates, a tailor-made Credit Accumulation and Transfer System (CATS) will be developed. It will facilitate determination of credits assignable to non-formal or informal learning acquired through productive work or life experiences, thereby providing for upwards reticulation in the education and training progression pathways.

The Ministry, in addition to the RPL Policy Framework, has developed guidelines for implementing the policy framework. The following tools have also been developed: Candidates' Guide; Practitioners' Guide; Assessment Centres' Guide; Qualifications Awarding Institutions' (QAIs') Guide; RPL Appeal Guide; Regulatory Bodies Guide; Portfolio of Evidence (POE) guidelines and a Code of Conduct for personnel to administer the RPL assessment.

The standards and guidelines thus developed shall provide candidates and learners a fair, transparent and accessible process of evaluation, documentation and recognition of acquired skills, knowledge, and competencies. This policy framework sets forth a clear roadmap for establishing a process that acknowledges skills, knowledge, and performance outcomes achieved through formal, informal, and non-formal learning pathways prior to undertaking the RPL assessment.

It is envisaged that implementation of this policy will greatly contribute to improved employability, labour mobility, lifelong learning, social inclusivity, self-esteem, and increased productivity in Kenya.



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Ministry of Education, Kenya.

ACKNOWLEDGEMENTS



The structure of the colonial education system left many Kenyans with large gaps in their education, training and development, leading to inequality of opportunities, illiteracy and unemployment. Despite our concerted efforts to address these inequalities since independence in 1963, skills development outcomes in Kenya have not matched with market needs. It is because of this realization that during the enactment of the Kenya National Qualifications Framework Act No. 22 of 2014, one of the functions that were identified for the KNQA was to *“provide pathways that support the development and maintenance of flexible access to qualifications”*.

All over the world, it is recognized that learning does not take place in the formal setup only. This RPL policy recognizes the fact that people who work in formal, informal and non-formal sectors gain knowledge, skills, expertise and attributes through practice. Consequently, they should have the opportunity for the recognition of their acquired knowledge and skills against exit level outcomes as set out in the Kenya National Qualifications Framework (KNQF). This policy also acknowledges segments of society who have been marginalised or face additional barriers to education and employment, and the need for equity and inclusion in RPL policy and practice. This policy provides that people can approach any accredited assessment center in the country and apply for recognition of their skills. Regulatory bodies are expected to provide quality assurance and standards in line with this policy. Qualifications Awarding Institutions accredited by KNQA as set out in section 5 (1) of the KNQF Act shall carry out RPL assessment according to regulatory standards and resultant certificates registered within the KNQF, according to existing KNQF levels. Such certificates so issued will permit the learner to pursue careers in lifelong learning and employment.

I wish to acknowledge the role played by the Technical Committee to oversee the implementation of RPL in Kenya in the conceptualization and development of this Policy Framework. I also take cognizance of all stakeholders both local and international who participated in providing their input to make this document better.

This RPL process will be used as a means to redress the inequalities of the past, facilitating mobility, progression and access within education, training and development career paths. To this end, I call upon all Kenyans from all walks of life to take advantage of this new initiative for recognition of their qualifications.

A handwritten signature in blue ink, appearing to read 'Juma Mukhwana', with a large loop at the beginning and a long horizontal stroke extending to the right.

Dr. Juma Mukhwana, PhD, HSC

Director General/ CEO,
Kenya National Qualifications Authority.

EXECUTIVE SUMMARY

Over the last two years, the Government of Kenya has been implementing reforms aimed at promoting access and equity in education and training. One imperative of these reforms was the establishment of a complementary and flexible pathway by recognizing experiential learning. Learning happens throughout life, anytime, anywhere from cradle to grave (OECD 2007). This learning leads to acquisition of knowledge, skills and competencies that are not recognized and certified, hence disadvantaging the individuals.

This RPL policy, therefore, aims at guiding the implementation of recognition of prior learning for improved employability, mobility, self-esteem and advanced learning. The policy aims at mitigating the challenges faced by disadvantaged individuals who possess competencies but lack certification thereby depriving them fair opportunities with those who have attained competencies through the formal education system.

The development of this policy was a result of a broad consultation process among sector-wide stakeholders informed by the Constitution of Kenya 2010 that views lifelong learning as an important stimulus and enabler for the country's socio-economic transformation agenda as stipulated in the national development blueprint, Kenya Vision 2030. It is also anchored on legal and policy frameworks as well as on the aspirations of the African Union Agenda 2063 and the United Nations Agenda 2030 on Sustainable Development.

The policy outlines major outcomes to be achieved, including:

- i. A co-ordinated and harmonized RPL system through integration in the existing policy and legal frameworks for education, training and employment systems;
- ii. RPL applicants with skills and competencies recognized and certificated for personal development and the employment market;
- iii. Well-developed RPL implementation quality assurance, monitoring and evaluation system;
- iv. Special needs cases and the marginalized groups mainstreamed into RPL;
- v. Enhanced collaborations, linkages and partnerships among the RPL stakeholders by clearly defining their respective roles;

- vi. Increased employability for the RPL outcomes;
- vii. Enhanced visibility of the skills in the labour market; and
- viii. A sustainable financing mechanism for RPL process.

The main strategic actions identified in order to achieve the expected outcome are:

- i. Establishment of an institutional and regulatory framework;
- ii. Enhanced governance and management of RPL;
- iii. Specification of roles and responsibilities;
- iv. Assessment methodologies;
- v. Establishment of quality assurance and standards;
- vi. Establishment of an RPL funding model for sustainability,
- vii. Integration of ICT in RPL processes;
- viii. Development of a clear implementation plan; and
- ix. Establishment of a monitoring and evaluation framework for RPL.

The policy concludes by identifying major assumptions, risks and the mitigation strategies and recommending a review cycle of five years or any such other period as may be determined by the Ministry of Education.

ACRONYMS AND ABBREVIATIONS

ACQF	African Continental Qualifications Framework
CAT	Credit Accumulation and Transfer
CoG	Council of Governors
EAC	East African Community
EAQF	East African Qualifications Framework
EDI	Equity Diversity and Inclusion
e-RPL	Electronic RPL
GE	Gender Equity
ILO	International Labour Organization
KNFJA	Kenya National Federation of Jua Kali Associations
KNQA	Kenya National Qualifications Authority
KNQF	Kenya National Qualifications Framework
MDGs	Millennium Development Goals
MoE	Ministry of Education
M&E	Monitoring and Evaluation
NITA	National Industrial Training Authority
RPL	Recognition of Prior Learning
SAQA	South Africa Qualification Authority
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training

DEFINITION OF TERMS

Assessment Centers are accredited institutions for assessment of qualifications.

Competencies covers the knowledge, skills and attitudes applied and mastered in a specific context.

Credit is a unit of academic measurement of educational value as defined in the KNQF.

Credit accumulation means the totalling of credits required to complete a qualification or partial qualification.

Credit Accumulation and Transfer system (CATs) means an arrangement whereby the diverse features of both credit accumulation and credit transfer are combined to facilitate lifelong learning and access to the workplace.

Credit transfer means the vertical, horizontal or diagonal relocation of credits towards a qualification or part qualification in the same or different levels, programs, departments or institutions.

Disadvantaged groups include persons living with disability, migrants, women, refugees and pockets of poverty.

e-RPL is the practice of utilizing electronic, digital and mobile web connectivity technology in RPL process.

Formal learning means instructions given in education and training institutions or specially designed training areas, including in enterprises in formal apprenticeship systems. It is structured and has precise learning objectives.

Full Qualification means award of credits for assessed units as defined in the KNQF.

Gender refers to the social differences between women and men that have been learned, are changeable over time and have wide variations both within and between cultures.

Gender responsive refers to a planning process in which programs and policy actions are developed to deal with and counteract problems which

arise if the socially constructed differences between women and men are not adequately addressed.

Industry means labor market comprising of employers, workers' unions, associations and federations.

Informal learning means a process that encompasses all learning and training activities undertaken throughout life for the development of competencies and qualifications

Jua Kali sector refers to an informal sector comprising of traders and artisans who are renowned for their unique skills.

Kenya National Qualifications Framework means the framework developed by the Authority in accordance with section 8 of the KNQF Act.

Learning program means a purposeful and formally structured set of learning activities and experiences that collectively lead to a targeted qualification.

Lifelong learning means learning that takes place in all contexts of life.

Non-formal learning means learning taking place in activities not exclusively designated as learning activities, but which contain an important learning element.

Occupation means what a person (habitually) is engaged in to earn a living; a job, a business, a profession, an activity

Partial qualification means the award of credit(s) for an assessed unit as defined in the KNQF.

Portfolio means a guided collection of objects, pictures, videos, written testimonials and any other as per the assessment guide; attained over a period of time and duly prepared by an RPL candidate as evidence in support of his or her application for RPL assessment or issuance of a partial or full qualification.

Professional body means a membership organization of regulated experts or practitioners in an occupational field and may include a roll of members of an association or society.

Professional designation means a title or status conferred by a professional body in recognition of a person's expertise and right to practice in an occupational field using a certain rank.

Prior learning is knowledge or skills acquired in earlier study and work or through experience.

Qualification means a formal expression of the professional or vocational abilities of a worker that are recognized at international, national or sectoral levels as defined in the KNQF

Qualifications Awarding Institution (QAI) is an institution accredited in accordance with section 5 of KNQF Act to award national qualifications.

Recognition of Prior Learning (RPL), is a process used to identify, assess and certify a candidate's competencies regardless of when, where and how they were acquired against prescribed standards or learning outcomes.

Resourcing of RPL means the direct and indirect mobilization of physical, infrastructural, human and financial capacity needed to build, mainstream and maintain a sustainable RPL system at both the National and County Government Levels.

RPL applicant means a person who presents himself/herself for RPL assessment

RPL Player means a person or an institution involved in the RPL process.

RPL practitioner is a person involved in RPL assessment process.

Skills Development Provider means an institution or other entity accredited by a regulator to offer a training program that leads to a full qualification or part qualification registered on the KNQF.

Work experience means activities undertaken in the workplace, where the acquisition of skills, knowledge and attitudes are related to routine tasks, processes and outcomes of a particular occupation.

POLICY FRAMEWORK OVERVIEW AND CONTEXT

This chapter presents the global, regional and national perspective for Recognition of Prior Learning (RPL). It also looks at the rationale, objectives, guiding principles, policy approach, scope, benefits and legal and policy framework for RPL.

1.1 Background

The history of Recognition of Prior Learning dates back to the 1930s in France and early 1970s in the United States of America where it was used to broaden access to higher education for the disadvantaged war veterans. In Canada, RPL is used to promote labor force development and contribute to organizational effectiveness. While in the Australian system, RPL is used to grant credit waiver for the units in which the person is already competent, thus reducing the time needed to obtain a qualification (Queensland Government, 2014).

In Africa, countries like Mauritius and South Africa use RPL for recognition, certification and progression to higher education. However, the impact of RPL is strongly felt in South Africa, where majority of the population suffered educational discrimination during the apartheid regime. South African RPL is being implemented in more than 20 sectors and at all levels of qualifications (SAQA, 2014). Most institutions of higher learning in South Africa use RPL credentials for admission to undergraduate studies. It is in this regard the University of South Africa (UNISA) has developed an RPL tool for assessing the suitability of candidates for Masters and Doctoral degrees (Smith, 2014).

In Tanzania, RPL is used as a means of identifying skills gaps and hence workers' training needs. This is premised on the fact that while countries facing skills shortages often have unemployed workers with the required skills, such workers are invisible as they lack formal qualifications. Here, RPL contributes to reducing skills shortages by certifying and making visible such knowledge and skills (Werquin, 2010b)

Locally, the National Industrial Training Authority (NITA) and Kenya Accountants and Secretaries National Examination Board (KASNEB) have been implementing a form of RPL since the 1960s and 1970s respectively.

According to the Kenya National Bureau of Statistics (KNBS), 2019, Kenya has a high number of youthful population with 75.1 % below 35 years of age. Consequently, the country requires a comprehensive RPL policy to recognize the many diverse competencies regardless of when, where and how they were acquired against prescribed standards or learning outcomes. Most of the young people have perfected their skills but lack recognition of their competencies. More so, Kenya has continued to host and integrate vulnerable populations fleeing conflict in their countries of origin since the 1980s.

There were 491,258 refugees and asylum seekers in Kenya as of January 2020 (UNHCR, 2020a). Refugees hail from countries such as Somalia, Democratic Republic of the Congo (DRC), South Sudan, Sudan and Ethiopia among others. Similarly, Kenya is considered as both a source of and destination for migrant workers. Many of these refugees and migrants have vast experience and skills while some have professional qualifications which are not recognized. Thus a comprehensive RPL system is critical in making visible competencies of migrant workers and refugees. This will also facilitate smooth transition and integration to the host communities and to their countries of origin upon return

Kenya's socio-economic growth largely depends upon the effectiveness and quality of the country's Human Resources Development (HRD) system. The Vision 2030 and the Big 4 Agenda place great emphasis on the link between education, training and labor market to develop relevant and skilled workforce. These efforts notwithstanding, the country still faces a severe shortage of quality and relevantly skilled workforce. This is due to the mismatch between skills produced and labor market needs.

However, demographic structure indicates that 92% of Kenyan youths have unrecognized competencies acquired through informal and non-formal

means but not certified to practice (MasterCard Foundation, 2017). Formal education and training face challenges in resolving emerging issues due to rigid systems and broad scope of courses while workplaces are increasingly changing towards highly specialized narrow skills for work. To address these challenges, Kenya needs innovative and effective policies and programs that will produce more quality and relevantly skilled workers for all persons living in Kenya without leaving anyone behind (SDGs Report, 2016). There is also need for formal recognition of re-skilling and up-skilling amongst an already existing workforce.

Recognition of Prior Learning policy framework in Kenya is critical to the development of a responsive and equitable education and training system that facilitates access, mobility, progression and fair chances to the disadvantaged, discouraged and traditionally marginalized groups. It is therefore timely for the KNQF to recognize and support certification of competencies, including prior learning and previous experience, irrespective of which learning settings or in what country the skills were acquired. This is in line with the United Nations Sustainable Development Goal (SDG) No. 4 of 2017.

1.2 Rationale

Recognition of Prior Learning has the potential to provide a cost-effective, complementary learning pathway to formal education and training and to facilitate multi entry–exit between the education system and the labor market. The RPL process aims at mitigating barriers and establishing functional and credible systems for recognition of knowledge, skills and competences.

1.2.1 The Paradox of skills mismatch in Kenya

The recruitment process requires formal certificates which most of the informal and non-formal learning do not offer. This has led to employers hiring staff who may have less than what the job description requires in terms of competencies. In addition, there is a gap between the learning one has acquired and field expertise. This happens when the employee has the knowledge but lacks the practical skills. These scenarios have led to skills mismatch in some sectors – especially the hands-on / practical jobs. The paradox here is that there are potential employees with the necessary competencies to fill some of these jobs. Unfortunately, due to their nature of learning – informal and non-formal, they do not have certification to show for it.

1.2.2 Mobility of Labor and Learners

Kenyans are generally hardworking and enterprising in nature. There are those who may wish to seek employment outside the country. However, this becomes a challenge to many who pursue these opportunities because the certificates they carry along with them are not standardized hence denying them the opportunity to earn competitive wages. The KNQF has been introduced to provide a solution to this and to ensure that Kenyan certificates are standardized and can be equated in any country with a QF.

1.2.3 Emerging Technology

A lot of learning and skills are being acquired online especially among the youth. Unfortunately, most of the digital learning, especially the free ones, do not offer certification. While the digital platform is meant to make access to information easy and allow people to learn as much as possible, the irony is that this knowledge may not be competitive if one was to seek formal employment or even to tender for a business opportunity.

1.2.4 Globalization of Education

The fact that one can be certified irrespective of how, where and when one got their experience provides an opportunity for the unique African context in education. In Kenya specifically, up to 83% of the working population is in the informal sector. Through this sector, they have acquired competencies that are not certified. Through the KNQF, these competencies will be certified via the RPL process allowing them the opportunity of inclusion in the global space on matters qualifications.

Equally important is the benefit of tapping into the skills of foreigners who come into the country as migrants, asylum seekers and refugees. Some of them may not have documentation to show their competencies yet they possess the required skills in various areas.

1.2.5 Innovation

Most innovators end up learning and gaining knowledge and skills as they develop their innovations. This new knowledge and skill is mainly uncertified and invisible. Certification of this undocumented innovative knowledge shall enhance protection of intellectual property rights. This will lead to more

commercialization of the innovations, thus improving their livelihoods and contribution to national economy.

RPL will act as a vehicle for lifelong learning with support systems that promote access to opportunities for the beneficiaries by making the invisible competencies visible.

1.3 Goal

Provide a framework for recognition of all acquired competencies.

1.4 Policy Framework Statement

This policy framework is to provide all RPL applicants with a fair and accessible process for recognition of their acquired competencies regardless of when, where and how they were acquired.

1.5 Expected Outcomes

The following are the expected outcomes:

- i. A co-ordinated and harmonized RPL system through integration in the existing policy and legal frameworks for education, training and employment systems;
- ii. Recognized and certified competencies for personal and professional development for the labor market;
- iii. Well-developed RPL implementation quality assurance, monitoring and evaluation system;
- iv. Special needs cases and the marginalized groups mainstreamed into RPL;
- v. Gender mainstreaming promoted across the RPL process;
- vi. Enhanced collaborations, linkages and partnerships among the RPL stakeholders by clearly defining their respective roles;
- vii. Enhanced access to opportunities for the RPL beneficiaries;
- viii. Enhanced visibility of the skills in the labor market;

- ix. Sustained financing mechanism for RPL process; and
- x. Lifelong learning promoted.

1.6 Vision

A globally competitive Recognition of Prior Learning system.

1.7 Mission

To provide a responsive Recognition of Prior Learning system.

1.8 Guiding Principles

The RPL Policy Framework will be guided by the National Values and Principles of Governance as stipulated in Article 10 and Values and Principles of Public Service (Article 232) of the Constitution of Kenya. In addition, and in the context of RPL, the following guiding principles will be applicable:

1.8.1 Confidentiality

All information regarding RPL Assessment of an individual should not be divulged to other unauthorised entities.

1.8.2 Non- Discrimination

Principles and practices of Equity, Diversity Inclusion (EDI) will be mainstreamed throughout the RPL process.

1.8.3 Inclusivity and Participation

This principle acknowledges participation of all stakeholders.

1.8.4 Gender Responsive

Gender responsive refers to a planning process in which programs and policy actions are developed to deal with and counteract problems which arise if the socially constructed differences between women and men are not adequately addressed.

The gender strategy portion of this project ensures that RPL policies and practices are gender-responsive. It focuses on the inclusion of women and girls as they face additional barriers to education and employment. Ultimately, the project seeks to address and overcome the obstacles to enhance women’s employability, facilitate their transition to formal sector employment, improve access to training and education, encourage lifelong learning, and promote their dignity and self-esteem by recognizing their existing skills.

1.8.5 Collaboration

The Kenya National Qualifications Authority will co-ordinate and seek partnerships and linkages with all RPL stakeholders.

1.8.6 Sustainability

The Kenya National Qualifications Authority will promote RPL through multi-sectoral approach.

1.9 Policy Framework Strategies

The following strategies will be used in realizing this policy framework:

- i. Establishment of institutional and regulatory framework;
- ii. Enhancement of RPL governance and management;
- iii. Specifying roles and responsibilities of RPL players;
- iv. Establishment of assessment and certification system;
- v. Mainstream quality assurance in the RPL process;
- vi. Establishment of a funding mechanism for sustainability;
- vii. Integrating ICT in RPL processes;
- viii. Developing RPL implementation road map; and
- ix. Developing a RPL monitoring and evaluation plan.

1.10 Scope of Application

This RPL Policy Framework provides for the coordination and implementation of RPL aspects and practices in the KNQF. It recognizes all persons who have acquired competencies through formal, informal and non-formal settings. The policy framework targets individuals in the society seeking access to recognition of their competencies regardless of their educational background, age, status in society, disability, gender, race, religion or nationality.

1. 11 Policy and Legal Frameworks

This RPL policy framework is anchored on the following national and international legal and policy Frameworks: -

1.11.1 Kenya Constitution, 2010

Chapter four articles 43 (f), 53 (b), 54 (b), 55 (a& c), 56 (b) and 57 (b) provide for the right to education for all people including those living with disability; access for youth to relevant education and training; access to employment; participation and representation of minorities and marginalized groups in governance and other spheres of life.

1.11.2 Sessional Paper No. 1 of 2019 on “A Policy Framework for Reforming Education, Training and Research for Sustainable Development”

Chapter 6 provides for the promotion, recognition and equation of qualifications at all levels.

1.11.3 The KNQF Act No. 22 of 2014

Section 3 provides the guiding principles for the framework which shall be, among others, promote access to and equity in education, quality and relevance of qualifications, evidence-based competence, and flexibility of access to and affordability of education, training assessment and qualifications; Section 8 (1) (a, c & k) of the Act mandates the Authority to coordinate and supervise development of policies on national qualifications, a system of national qualifications and provide for recognition of skills, knowledge, values and attitudes.

1.11.4 Engineering Technology Act No. 23 of 2016 section 16 (b, iii)

Provides for registration of individuals on presentation of evidence of prior learning in engineering technology.

1.11.5 The TVET Act No. 29 of 2013

Section 7 (i) provides for the establishment of a training system which meets the needs of both the formal and informal sectors as provided under this Act; Section 43 provides for certification of competencies acquired on the job.

1.11.6 The Basic Education Act no. 14 of 2013

The Act mandates the Ministry of Education to Govern and Manage basic education and training in Kenya.

1.11.7 The Commission for University Education Act no. 42 of 2012

The Act mandates the Commission for University Education(CUE) to Govern and Manage University education and training in Kenya.

1.11.8 The Industrial Training Act Cap 237 (Amendment 2011)

The Act mandates National Industrial Training Authority (NITA) to regulate and facilitate industrial training in a rational, transparent and predictable manner.

1.11.9 Sustainable Development Goal 4

This goal advocates for inclusive and equitable quality education and promotion of lifelong learning for all.

1.11.10 The ILO 2004 recommendation on Human Resource Development

Education, Training and Lifelong Learning (No.195), calls on member states to establish a framework for recognition and certification of skills including prior learning and experiences irrespective of where and how they were acquired.

1.11.11 Agenda 2063 on the Africa we want

Goal number 2 aims to achieve well-educated citizens and skills revolution underpinned by science, technology and innovation by 2063.

1.11.12 The Comprehensive Refugee Response Framework (2016)

The Framework sets out specific actions needed to ease pressure on host countries, enhance refugees' self-reliance, expand access to third-world solutions and support conditions in countries of origin for return in safety and dignity.

1.11.13 Continental Education Strategy for Africa (2016-2025)

Strategic objective 8 aims at expanding TVET opportunities at both secondary and tertiary levels besides strengthening linkages between the world of work, education and training systems.

1.11.14 The Kenya Vision 2030

This economic development blueprint is a vehicle for accelerating the country's transformation into a rapidly industrializing middle-income nation by the year 2030. This it hopes to achieve by creating a globally competitive and adaptive human resource base to meet the requirements of a rapidly industrializing economy.

1.11.15 The Kenya National Youth Development Policy

This policy provides for enhanced investment, coordination and management for the promotion of skills development and work experience for Kenyan youth.

SITUATIONAL ANALYSIS

2.1 Introduction

This section provides a broad sectoral overview of the critical issues that impact on Kenya's progress towards establishing a Recognition of Prior Learning (RPL) system that is relevant to labor market needs. The situational analysis focuses on both formal and informal sector (*Jua Kali*), refugees and asylum seekers, skills for national development priorities and the ILO Recommendation on Human Resources Development: education, training and lifelong learning, No.195 of 2004. These thematic areas have consequently identified a range of issues for discussion.

2.2 Current status

Kenya has been implementing the Government Trade Testing schemes through National Industrial Training Authority (NITA), formerly the Directorate of Industrial Training (DIT) under the Ministry of Labor since **1925**. With the reforms in the education and training sector gaining momentum, the country is witnessing a major focus on the informal sector by different Government agencies who intend to conduct training, certification and recognition of skills and competencies acquired informally or non-formally.

Mennonite Economic Development Associates (MEDA) carried out a research on the National Kenyan Labor Market Trends Overviews (2020). The report revealed important trends in the Kenyan employment and economic sectors through 2018 to 2019. It indicated that the number of jobs increased by approximately 75,000 in both public and private sectors. Most of the jobs were in the *Jua Kali* sector which the report showed continued to grow in

contrast with decline in the formal sector. It also noted that majority of the youth exit from learning institutions into the informal sector.

This report supports the current focus on the informal sector and the need for a policy framework that articulates RPL in the country. It is appreciated that many of the persons working in the informal sector have and continue to acquire skills and knowledge informally or non-formally. These skills have not been formally recognized and as such may deny them an opportunity to access alternative choices in life. Through this policy direction, the maximum impact in terms of access to opportunities can be achieved.

2.3 Stakeholder interviews

A stakeholder survey was carried out covering RPL key informants drawn from government ministries and agencies, industry and development partners.

The respondents were highly supportive of RPL in Kenya and emphasized on the need to have RPL Centres to accommodate the large numbers of informal workers. Through RPL, the respondents appreciated that there shall be increased access for non-traditional students. On the flip side, these stakeholders felt operationalization of RPL needs time and investment of resources – from building capacity for RPL Practitioners, to relevant infrastructure given the practical nature of RPL as well as its cost for the applicants. The stakeholders highlighted the importance of having alignment between occupational standards and curriculum within the scope of the KNQF. They also highlighted the need for finance models, awareness campaigns and guidance / advocacy programs.

Employers felt that RPL will add value with their current investments in training of staff by having them recognized and awarded with certificates. At the same time, increased competitiveness will increase productivity for employers. The Jua Kali sector welcomed RPL as an answer to their many unrecognized but competent members who will now enhance their competitiveness. However, the sector called for the cost of RPL to be affordable so their members are not excluded.

Quality assurance of RPL was a key concern for stakeholders. It is imperative that quality is ensured in the RPL process for it to have the necessary credibility. One of the suggestions to enhance quality is to standardize tools, guides and manuals to be used. They also for adequate government funding for RPL. Awareness creation was emphasized to ensure buy-in by the constituencies represented by the interviewees.

It was generally agreed that RPL will provide a new lease of life to the many workers who have uncertified competencies to enable them access better opportunities especially women, persons living with disability and persons from marginalized communities.

2.4 SWOT Analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> i. Numerical strength of individuals with unrecognized competencies that require certification. ii. Political goodwill in establishment of RPL process. iii. Linkages and collaborations with industry and development partners. iv. Existence of legal and regulatory frameworks to support RPL as per the legal framework stated in the policy document. v. Existence of organizational structures within which to implement RPL. vi. Community and industrial support for RPL implementation. vii. Existence of elaborate network of potential assessment centers and expertise cutting across all sectors. viii. The Kenya government recognizes RPL as the vehicle for increasing the occupational prospect of young people and to address the mismatch between the demand and supply for skills. 	<ul style="list-style-type: none"> i. Lack of a sustainable financing model for RPL. ii. Inadequate structures for Private sector and Industry linkages. iii. Limited awareness of RPL. iv. Lack of proper linkage between academia and industry negatively affecting innovation and creativity. v. Low capacity for RPL players. vi. Inadequate ICT infrastructure. vii. Low levels of awareness of RPL process.

<p>ix. Existence of National Qualifications Framework that is harmonized with Regional and Global Frameworks and occupational standards as a basis for RPL assessments.</p> <p>x. Existence of a National Skills Development Policy</p>	
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OPPORTUNITIES	THREATS
<p>i. Existence of regional qualification frameworks i.e. EAQF, ACQF.</p> <p>ii. International and regional recognition for KNQF which is foundation to RPL.</p> <p>iii. Kenya’s integration into regional, continental and international economic blocks e.g. East Africa common market protocol, AU Agenda 2063.</p> <p>iv. Creation of digital platforms that allow online assessment for award of qualifications.</p> <p>v. Intergovernmental agencies that facilitate consultation and collaboration.</p> <p>vi. Development partners’ willingness to support RPL process.</p> <p>vii. Wide inter-sector catchment for potential RPL applicants.</p> <ul style="list-style-type: none"> • Individuals acquiring competencies through digital platforms. 	<p>i. Increased demand for RPL certification may lead to overstretched resources need.</p> <p>ii. Competing priorities for funding in the education sector.</p> <p>iii. Rapid and dynamic technological changes.</p> <p>iv. Weak synergies within RPL stakeholders which may undermine the RPL process.</p> <p>v. Lack of ICT knowledge and access among RPL potential applicants.</p> <p>vi. Unpredictable political environment and priorities.</p> <p>vii. Fragmented skills training system.</p> <p>viii. Negative societal perception of RPL process.</p>

2.5 Skills for the Informal Sector (*Jua Kali*)

The Kenyan informal sector covers mainly small-scale activities that are generally semi-organized, unregulated and use low and simple technologies. The jobs in the informal economy are precarious in nature and are characterized by insecurity, poor wages and terms and conditions of employment, low job tenure, absence of institutionalized social protection mechanisms and weak workplace safety and health standards (Sessional Paper on Employment Policy and Strategy for Kenya, 2013).

Socio-economic growth of any country largely depends upon the effectiveness and quality of the Human Resources Development (HRD) system. Despite Africa making significant progress in the achievement of Education for All (EFA) and the MDGs, many countries have failed to meet the 2015 target (UNESCO 2015). In this regard, the continent has continued to witness a shortage of human capital to drive their economies hence an impediment to poverty alleviation and sustainable development.

Most *Jua Kali* artisans' skills and competencies fall under the engineering profession and allied trades. It is, however, a paradox that Kenya lacks enough engineers, technicians, crafts persons and artisans required to propel the country to a middle economy yet there exists an island of skills in the informal economic sector that are contributing to national development efforts yet unnoticed.

With such a paradox, Kenya's economic growth prospects face an uncertain future despite its current huge infrastructure budget and massive ongoing projects. Kenya critically requires four cadres of professional, occupational skills and qualification levels. These are engineers, engineering technologists, engineering technicians and craft persons/ artisans. For most developed countries the ideal ratio for the four categories of professional qualifications is 1:2:4:16, while a typical developing country like Kenya, the more realistic ratios would be 1:3:12:60.

The African Development Bank (AfDB, 2015) reported that Kenya was experiencing a skewed skill mix particularly among university graduates, technicians and artisans. For example, the ratio of technicians and associate professionals to craft and related trades workers for machine operators and assemblers in the industry was 33:1:2 respectively. This ratio needed to be in reverse. The emerging oil, gas and mining industry would support between 42,000 and 98,000 jobs over the next 10 years through its upstream needs. These skills gap therefore requires urgent actions in equipping post-primary

and secondary youths as well as out of students with middle level skills for the labor market.

Therefore, the country's efforts towards becoming a middle-income economy through industrialization by 2030 requires deliberate efforts aimed at improving the welfare of all of the citizens but especially those sectors of the economy that are key to creating labor-intensive jobs through manufacturing as well as those expanding economic opportunities through promoting entrepreneurship and self-employment.

These efforts must include creating targeted policy initiatives that enable identification, assessment and recognition (through certification) and redeployment into the labor market of the critical mass of skills, competencies and experience gained and accumulated on the job by engineers, engineering technologists, engineering technicians and craft persons/artisans making up the engineering professions and allied skilled occupations.

Reviews on trends and highlights of any unusual patterns

Kenya's skills gap paradox is further compounded by weak linkages between the private sector and the education and training offered to students, resulting in a disparity between the supply and demand for skills (Awuor, 2013).

The following table shows Kenya's estimated engineering skills requirement by 2030 for a population of 60 million (Some, 2012):

Table 1.0: Kenya's Engineering requirement by 2030 for a population of 60 million (Some, 2012)

S/No.	Professional Cadre/Qualification	Number
1.	Engineers	7,500
2.	Engineering Technologists	22,500
3.	Engineering Technicians	90,000
4.	Craft Persons/Artisans	450,000

The skills gap noted above requires urgent actions in equipping youths with relevant middle level skills for the immediate labor market. The proportion of the youth category is expected to remain relatively high at 34.6 % of the population in 2025 and 35.2 % by 2030. This means that at least one in every three Kenyans will continue to be the youth. Kenya's youth (18-35 years) are at least three times as likely as adults to be hit by open unemployment mainly due to mismatch between training and the labor market needs.

The overall country's employment problem is manifested in terms of 12.7 % open unemployment rate, a 21 % under-employment rate and a working poor of 46 % of the employed. The youth in the 18-25-year age cohort are also likely to be having only primary level education and mostly engaged in the informal sector (54.3%) or openly unemployed (14%) (AfDB, 2015).

2.6 Refugees and Asylum Seekers

Since 1992, Kenya has been a generous host to refugees and asylum seekers. As of 31st August 2021, the country was home to 529,863 refugees and asylum seekers. Some 228,308 of these were in Dadaab, Garissa, 218,389 in Kakuma, Turkana and 83,166 in urban centers (UNHCR Kenya Statistics). Refugees hail from neighbouring countries such as Somalia, Democratic Republic of the Congo (DRC), South Sudan, Sudan and Ethiopia. Many of them have vast experience and skills while some have professional qualifications although they do not have documents to show for it. Some have acquired competencies while in the camps but do not have recognition. In general, about 45% of these refugees and asylum seekers would benefit from RPL with the biggest percentage from Kakuma (65%), urban refugees (40%) and Dadaab (30%). Therefore, a comprehensive recognition of prior learning system is critical in making visible competencies of migrant workers, refugees and returnees, thereby facilitating smooth transition and integration in the host communities and in their countries of origin upon return.

2.7 Skills for the Formal Economy

The human resource process in any formal set up provides both an opportunity to engage potential new candidates through recruitment or build capacity for existing staff through training, coaching and mentorship. The recruitment process in Kenya is majorly document-oriented, one has to 'prove' their competencies by initially presenting academic and professional

qualifications (certificates) as a key component of the vetting process. Unfortunately, those who exit educational institutions and learn through the informal and non-formal methods do not possess these certificates and thus miss out. In addition to learning on the job, staff in the formal economy could be taken through training, coaching and mentorship. Some of these programs may not award qualifications for the new knowledge and skills thus limiting the ability of the beneficiaries to leverage on them to access more and / or better opportunities.

2.8 Skills for National Development Priorities

If skills are to be seen as both enablers and drivers of sustainable development, it is important to address their development within the framework of the national development agenda. In this context, skills development is required to achieve the national agenda of accelerating social-economic transformation.

However, the implementation of the Medium-Term Plan III, 2018-2022 is faced with the challenge of inadequate capacity to deliver the Big 4 Agenda due to lack of a relevantly skilled workforce and weak public-private sector linkages. The MEDA report identified eight priority sectors within the Big 4 plan's economic pillar – agriculture & livestock, manufacturing, tourism, trade, business process outsourcing, financial services, oil, gas and mineral resources as well as the blue economy.

Of equal importance are the six sectors to drive socio-economic development under the social pillar – health, population, urbanization & housing, education & training, environment, water & sanitation, gender, youth & vulnerable groups and sports, culture and arts.

The Big 4 Agenda is the Government's economic blueprint which sets out the priority programs that will be implemented to accelerate social economic transformation, increase job creation and improve the quality of life for all Kenyans. The Big 4 initiatives include:

- i. Support value addition and raise the manufacturing sector's share to 15 % of GDP by 2022 and thereby accelerate economic growth, create jobs and reduce poverty;
- ii. Provide Universal Health Coverage thereby guaranteeing quality and affordable healthcare to all Kenyans; and

- iii. Provide at least 500,000 affordable new houses to Kenyans by 2022 and thereby improve the living conditions for Kenyans.

2.9 The ILO Recommendation on Human Resources Development: Education, Training and Lifelong Learning, No.195 of 2004

Recommendation no.195 of 2014, established that member states should identify human resources development, education, training and lifelong learning policies address the challenge of transforming activities in the informal economy into decent work fully integrated into mainstream economic life. States should also develop policies and programs with the aim of creating decent jobs and opportunities for education and training, as well as validate prior learning and skills gained to assist workers and employers to move into the formal economy. (art. 3, d).

The concept of National Qualifications Frameworks was recommended for use in recognizing all achievements regarding learning and to establish equivalencies between learning acquired in different training environments. The adoption of an NQF indicates that a country has a single system to express the competencies of its workers and that it establishes equivalencies between formal educational levels and competency levels.

2.10 Skills anticipation

Skills anticipation is a strategic and systematic process through which labor market actors identify and prepare to meet future skills needs, thus helping to avoid potential gaps between skills demand and supply. Anticipating and building skills for the future is essential in rapidly changing labor markets. It recommends that forecasting of trends in supply and demand for competencies and qualifications in the labor market should be undertaken.

However, the Human Resource Planning and Succession Management Strategy for the Public Service (2017) reports that skills anticipation which is key to identifying and preparing to meet future skills needs in Kenya is deficient. In addition, the linkage between skills anticipation and policy, planning, and decision-making processes in skills development is weak.

2.11 The Kenya National Qualifications Framework (KNQF)

The Kenya National Qualifications Framework sets out clear criteria for all qualifications and development of a harmonized national accreditation, quality assurance, assessment and examination system to ensure that qualifications awarded in Kenya are of the highest quality and meet the national standard. The system is also used to develop and implement national policies on Recognition and Equation of local and foreign qualifications (REQs), Recognition of Prior Learning (RPL), Verification of Qualifications, National Qualifications Database and a credible and reliable Credit Accumulations and Transfer (CATs) system. This is aimed at creating an efficient and effective training and Qualifications Awarding system that meets the needs and requirements of local and international employers as well as industry. Section 8 1K of the KNQF Act grants the mandate to develop a system of competence, life-long learning and attainment of national qualifications including recognition of prior learning.

2.12 Skills for non-traditional and new occupations

Skills for non-traditional occupations and learning methodologies are important in addressing the highly gender-segregated labor market. The extent to which women in particular can participate in non-traditional occupations, depends on the readiness of the skills development system to help them acquire the relevant skills. At the same time, new occupations are emerging in relation to the rapidly changing labor market. This transformation calls for new skills to minimize the potential skills mismatch.

There is a lot of learning and skills being acquired online especially among the youth. Unfortunately, most of the digital learning does not offer certification. While the digital platform is meant to make access to information easy and allow people to learn as much as possible, the irony is that this knowledge may not be competitive if one is to seek formal employment or even to tender for a business opportunity.

2.13 The COVID-19 Pandemic

In addition to these drivers of change, the COVID-19 pandemic has unfolded a worldwide shock effect on labor markets and created a need for new jobs and new skills. New occupations have arisen due to increased demand

for certain products and services and innovative workarounds for social-distancing restrictions. It has also created a paradigm shift in how work is undertaken. Technologies such as cloud computing and online collaboration tools have enabled remote working in various jobs that once required person-to-person interactions.

POLICY FRAMEWORK PRIORITY ACTIONS

This chapter summarizes the areas for consideration during the RPL implementation process. It outlines the policy statements and related strategies that various stakeholders will adopt to achieve the goal of the RPL policy framework. These priority areas and strategies include regulatory and institutional framework, stakeholder participation, quality assurance and evaluation system, methodology for assessment, financing, partnerships, ICT integration and dissemination.

3.1 Regulatory framework

3.1.1 Policy statement

The Ministry shall ensure that RPL system is an integral part of the country's national policies on education and training, employment, poverty reduction, development and migration.

3.1.2 Strategies

- i. Integrate RPL policy framework in legal & regulatory frameworks for education and training in Kenya.
- ii. Mainstream RPL in implementation of the National Employment Policy and National Skills Development Policy.
- iii. Integrate RPL policy framework into existing regional and international policies for recognition of acquired skills and qualifications.
- iv. Match occupational standards and qualifications.
- v. Harmonize KNQF with regional and global qualifications framework.

3.2 Institutional framework for RPL

The RPL process incorporates a clearly defined institutional framework for planning and management.

3.2.1 Policy statement

The ministry shall build capacity to promote the quality of RPL processes.

3.2.2 Strategies

- i. Define the role of RPL Stakeholders.
- ii. Assess the capacity of the existing RPL Stakeholders.
- iii. Build capacity of RPL stakeholders.
- iv. Integrate RPL process in the existing education and training progression pathways.
- v. Establish a national committee to co-ordinate inter-sectoral RPL activities.
- vi. Mainstream gender and special needs in the RPL process.

3.3 Stakeholder Ownership and Commitment

Stakeholder ownership and commitment is necessary for effective implementation of the policy framework. Various stakeholders will be engaged, right from policy initiation to final review to ensure ownership of adopted strategies.

3.3.1 Policy statement

The ministry through KNQA shall establish a co-ordination mechanism to ensure effective implementation of the policy.

3.3.2 Strategies

- i. Build awareness and publicity of RPL system through print and electronic media.
- ii. Establish RPL stakeholders' database.

- iii. Establish intergovernmental forum(s) at national and county levels for effective implementation of the policy.
- iv. Build capacity of all stakeholders on RPL.
- v. Establish collaboration, linkages, and partnerships on RPL and evaluation of the implementation of the RPL system.

3.4 Quality Assurance and Evaluation System

Quality assurance mechanisms will be put in place to ensure qualifications awarded meet the national standards and in line with the KNQF requirements.

3.4.1 Policy Statement

The Ministry through KNQA shall develop standards and an efficient validation system to promote efficiency and credibility of the RPL process.

3.4.2 Strategies

- i. Develop National Standards and guidelines for assessing qualifications.
- ii. Establish sectoral / occupation standardized RPL processes and methods.
- iii. Mainstream quality assurance mechanisms in the assessment process.
- iv. Mainstream continuous professional development for RPL Practitioners and facilitators.
- v. Establish an M&E system for RPL process.

3.5 Financing of RPL

RPL shall require a sustainable funding mechanism.

3.5.1 Policy statement

The Ministry in collaboration with other stakeholders shall promote resource mobilization for sustainable and successful implementation of RPL.

3.5.2 Strategies

- i. Establish a financing model.
- ii. Establish guidelines on chargeable fees for RPL assessment process.
- iii. Develop a resource mobilization strategy to make RPL realizable.
- iv. Develop a differentiated assessment cost for RPL.
- v. Enhance RPL financing through partnerships and collaborations with stakeholders.
- vi. Establish financial aid plan for applicants from disadvantaged groups.

3.6 Integration of ICT into RPL

Documentation is key in RPL implementation. Data that is collected will help inform the process. A digitized (an e-RPL) system will help capture, analyze and maintain this data.

3.6.1 Policy statement

The Ministry shall promote integration of ICT in the RPL process.

3.6.2 Strategies

- i. Ensure the development and implementation of an RPL management information system.
- ii. Promote linkages on use of ICT among the various RPL players / stakeholders.
- iii. Enhance ICT capacity of the RPL stakeholders.
- iv. Enhance ICT security in e-RPL.

3.7 Collaboration, Partnerships and Linkages

For the successful implementation of RPL, engagement of stakeholders is important.

3.7.1 Policy statement

The Ministry shall promote partnerships, collaboration and linkages with all stakeholders in the design, provision and support of RPL.

3.7.2 Strategies

- i. Promote multi-sectoral linkages and collaboration, including county governments.
- ii. Promote intra and inter-regional co-operation and cross-border collaboration in the provision of recognition and certification.
- iii. Strengthen mechanisms within the National Qualification Framework for equating and recognition of prior learning and certification.
- iv. Promote continuous professional development for QAIs, RPL Practitioners and facilitators.
- v. Strengthen collaboration on capacity building among RPL players.
- vi. Create and update data bank of all the partners.

3.8 Awareness Creation and Publicity Campaign

Creation of awareness and information sharing is key to enable stakeholders to appreciate the RPL process and its impact on the economy. Public awareness will promote understanding, transparency and accountability of the procedures used. Measures will be put in place to ensure correct information reaches all segments and groups in society especially women, people with disability and those residing in remote areas.

3.8.1 Policy statement

The Ministry in collaboration with key stakeholders shall promote countrywide awareness and publicity campaigns.

3.8.2 Strategies

- i. Create awareness of the RPL process to all the stakeholders.
- ii. Set up RPL structures at national, regional and the grassroots level.

INSTITUTIONAL IMPLEMENTATION FRAMEWORK

This Chapter provides RPL institutional implementation framework. The policy builds on the strength of the existing institutional structures and systems. The identified institutions will facilitate the integration of RPL in their respective mandates while adopting a multi-sectoral approach with clearly shared and specific responsibilities and accountability. The stakeholders comprise various education sub-sectors, line ministries, regulatory bodies, professional bodies, training providers, informal sector, development partners and agencies among others. A national roadmap for implementation of RPL will be developed in collaboration with key stakeholders. The roadmap will specify clear roles and responsibilities as well as targets and timelines for each actor. This policy emphasises co-ordination and synergetic efforts for effective implementation.

4.1 Scope of implementing partners

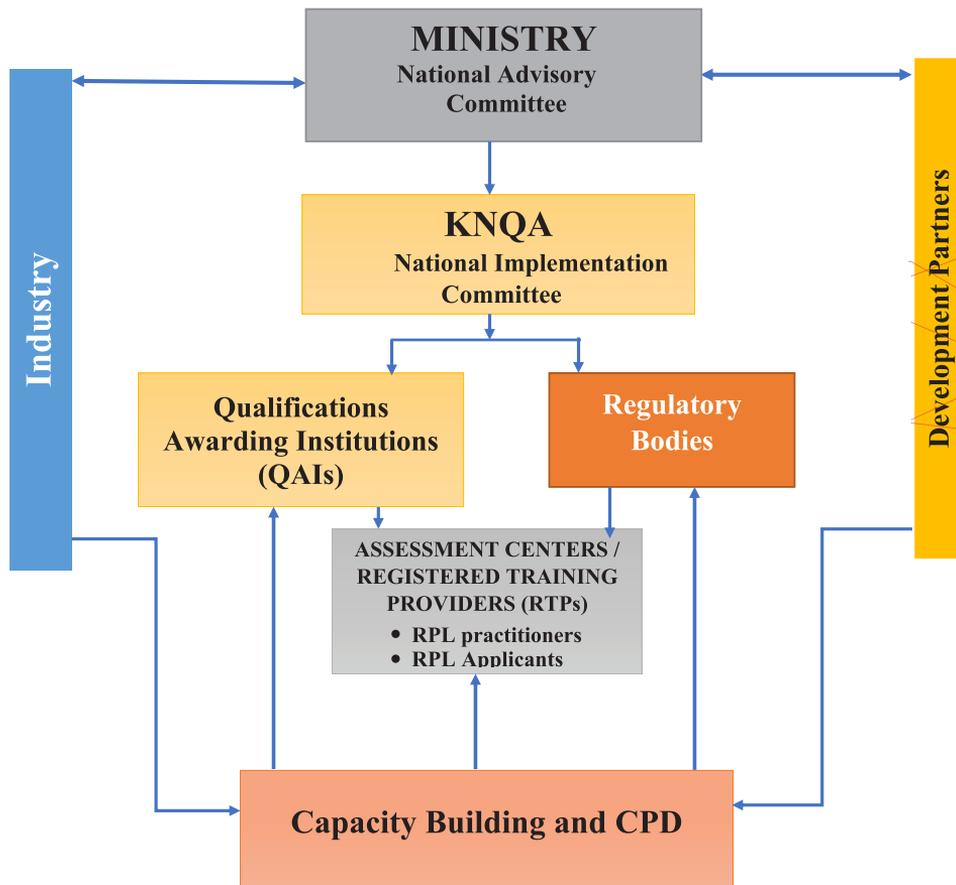
The policy will be implemented by various stakeholders in the economy including ministries, counties, Departments and Agencies (MCDAs), Qualifications Awarding Institutions, regulatory bodies, professional bodies and assessment centers in collaboration with the private sector, Civil Society Organizations, Faith Based Organizations and development partners.

4.2 Institutional arrangement model

RPL implementation process will incorporate accredited providers for assessment, recognition and reporting. Figure 2 specifies some of the key institutions identified in the different sectors and their specific roles in the RPL process.

Institutional arrangement

Figure 2: Institutional implementation model



4.3. Major roles and responsibilities of key RPL stakeholders

The Ministry in collaboration with key stakeholders shall oversee implementation of the RPL policy.

4.3.1 The Kenya National Qualification Authority (KNQA)

The KNQA will be the main agency coordinating the RPL process in the country.

4.3.2 Regulatory bodies

The regulatory bodies as established by various Acts of Parliament shall enhance and ensure quality assurance in the RPL process in line with KNQF.

4.3.3 Qualifications Awarding Institutions (QAIs)

The Qualifications Awarding Institutions as established by their various legal mandates shall assess and award qualifications in line with the KNQF Act, 2014.

4.3.4 Assessment centers

These are accredited institutions which shall carry out assessment of qualifications.

4.3.5 Professional and statutory bodies

Professional and statutory bodies shall be expected to recognize qualifications awarded under the RPL process.

4.3.6 RPL practitioners

These are persons who are involved in the RPL assessment process.

4.3.7 RPL applicant

Shall present himself/herself for RPL assessment.

4.3.8 Development partners

They support the RPL process technically or financially.

4.3.9 Industry

Promote the implementation of RPL process and recognizing qualifications awarded through RPL process.

MONITORING, EVALUATION, REPORTING AND POLICY REVIEW

5.1 Monitoring and Evaluation

Monitoring and evaluation (M&E) is important in tracking progress of implementation of programs and projects. It forms a basis for reprioritization and putting in place mitigation measures. To implement the policy, the Ministry will employ the following strategies:

- i. Establish M&E in RPL process;
- ii. Establish a sustainable RPL M&E funding mechanism; and
- iii. Build capacity of human resource in M&E.

5.2 Reporting Policy Action

The Ministry will ensure that the RPL stakeholders:

- i. Produce quarterly and annual progress reports in a consultative manner; and
- ii. Facilitate timely reporting, decision making and direction at all levels.

5.3 Policy Framework Review

This policy framework shall be reviewed after five years of its implementation or when need arises.

5.4 Major Assumptions, Risks and Mitigation Strategies

The policy framework is a major reform in Kenya and subject to a number of risks that need mitigation strategies.

Table 4.1: Assumptions risks and mitigation strategies

Assumptions	Risks	Proposed Mitigation Measures
1. Adequate allocation of required resources	a) Partial implementation b) Compromised quality of RPL Process c) Cost of RPL affecting access	i. Lobby for resources ii. Establish a financing mechanism
2. Effective institutional and regulatory structures	a) Fake certification b) Compromised quality of RPL process c) Loss of credibility for RPL	i. Strictly ensure quality assurance process ii. Effective M&E iii. Well defined institutional structures of RPL processes
3. Adequate and competent RPL practitioners	a) Substandard certification b) Delays in RPL process c) Fake certificates	i. Recruit adequate RPL practitioners ii. Ensure that only certified RPL practitioners are engaged. iii. Continuously capacity build RPL practitioners certified by relevant regulators iv. RPL practitioners to ascribe to code of conduct
4. Standardized assessment tools and processes	a) Unreliable assessment outcomes	i. Strengthen quality assurance process ii. Use of standardized assessment tools

5. Efficient RPL process	a) Delayed RPL process for recognition	i. Develop a digital platform for real time data management, assessment and reporting strategies
6. Effective Public Private Partnership (PPP)	a) Delays in RPL process b) Corruption c) Credibility of the results	i. Create awareness and advocacy on RPL ii. Create incentives for the private sector iii. Active private sector participation in RPL decision making
7. Effective monitoring and evaluation	a) Fake certificates b) Substandard qualifications	i. Mainstream M&E in the RPL process
8. Equal opportunities to all potential RPL applicants	a) Equal representation of all groups	i. Establish a sustainable funding model ii. Creating awareness in all social strata and groups in the society

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