

REPUBLIC OF KENYA



Ministry of Education

**NATIONAL CAREER
GUIDANCE AND
COUNSELLING
POLICY**



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LIST OF ABBREVIATIONS

CIDP	County Integrated Development Plans
EAC	East African Community
ICT	Information Communication Technology
ILO	International Labour Organization
JTC	Joint Technical Committee
KLMIS	Kenya Labour Market Information System
KNEC	Kenya National Examination Council
KNQF	Kenya National Qualifications Framework
LMI	Labour Market Information
M&E	Monitoring and Evaluation
MCDA	Ministries, Counties, Departments and Agencies
MDA	Ministries, Departments and Agencies
MOE	Ministry of Education
MTP	Medium Term Plan
NEET	Not in Employment, Education or Training
NCG&CP	National Career Guidance and Counselling Policy
NSD	National Skills Development
OCS	Office of Career Services
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goals
STEM	Science, Technology, Engineering and Mathematics
TVET	Technical Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
WBL	Work Based Learning

FOREWORD



The National Career Guidance and Counselling Policy provides a framework for accelerating efforts towards transforming career guidance and counselling for improved education, employment and social outcomes that will contribute to sustainable socio-economic development. The policy is aligned to the Constitution of Kenya which affirms the right to education and the right to employment for the youth, marginalized and minority groups. It is further aligned to Kenya Vision 2030 which seeks to transform Kenya into a globally competitive and prosperous nation with a high quality of life by 2030.

The National Career Guidance and Counselling Policy demonstrates the Government's commitment to promoting lifelong learning, positive labour market outcomes, and social equity and inclusion. The policy framework is fundamental to the management of career guidance and counselling in education and training institutions, and workplaces. It takes cognizance of the fact that effective career guidance and counselling will support Kenyans to make informed educational, training and occupational choices and to manage their careers successfully. The policy focuses on four key elements to be taken into account in the development of an effective career guidance and counselling system. These elements are: governance and management; access, equity and quality; education to work transition; and workforce development.

This Policy is an expression of the collective commitment of concerned stakeholders to transform career guidance and counselling in this country. I therefore call upon all stakeholders, including Government at all levels, industry, development partners, civil society organizations, research, education and training institutions and the private sector to embrace this policy and work together in ensuring that it is implemented successfully.

Prof. George A. O. Magoha, EGH
Cabinet Secretary, Ministry of Education

ACKNOWLEDGEMENTS



The State Department for Post Training and Skills Development is mandated to provide an institutional framework to devise and implement national, sectoral and workplace strategies to develop and improve the skills of the Kenyan workforce. It is in this context that the Department has formulated this National Career Guidance and Counselling Policy.

The National Career Guidance and Counselling Policy has been developed with the invaluable input and support of Ministries, Counties, Departments and Agencies (MCDAs), industry, development partners, civil society and the private sector. The process of developing this Policy was therefore inclusive, consultative and participatory.

I would therefore like to take this opportunity to thank all the stakeholders for their invaluable contributions towards the formulation of this policy. Appreciation also goes to members of the technical committee for their commitment and tireless efforts in guiding the formulation of this policy.

Mr. Alfred K. Cheruiyot, CBS

Principal Secretary, State Department for Post Training and Skills Development

EXECUTIVE SUMMARY

This National Career Guidance and Counselling Policy is organized in five chapters. The first chapter provides the policy overview and context. The second chapter consists of the situational analysis of career guidance and counselling. Chapter three presents the policy statements and options. The fourth chapter provides an overview of the institutional and implementation framework, and chapter five deals with the monitoring and evaluation framework of the policy. The appendix provides a list of definition of key terms used in the policy.

The overall policy goal is to transform career guidance and counselling services for improved education, employment and social outcomes that will contribute to sustainable socio-economic development. The objectives of the policy are to: Strengthen and modernize the management and delivery of career guidance and counselling services; Enhance equitable access to quality career guidance and counselling services; Ensure that career guidance and counselling services enhance the linkage between education and employment; Strengthen workforce career guidance and counselling services; and Promote the active engagement of stakeholders in career guidance and counselling.

Policy interventions that work toward the achievement of the goal and objectives of the policy are set out in the following areas: governance, finance, infrastructure, ICT integration, facilitators, career information resources, access, equity and inclusivity, quality standards, and career guidance and counselling for basic education and tertiary education including the employed, unemployed and marginalized labour force.

This policy will be implemented by various actors including Ministries, Counties, Departments and Agencies (MCDAs), constitutional commissions, private sector, development partners, civil society organizations among other key actors. A continuous programme for monitoring and evaluation will be developed; and the policy shall be reviewed within four years to assess its effectiveness and relevance.

CHAPTER ONE

POLICY OVERVIEW AND CONTEXT

1.0 INTRODUCTION

This chapter presents the problem statement, rationale, goals, objectives, principles, approach, scope and context of the National Career Guidance and Counselling Policy.

1.1 PROBLEM STATEMENT

Kenya requires a strong and robust career guidance and counselling system to support positive education, employment and social outcomes for sustainable socio-economic development. The National Career Guidance and Counselling Policy, therefore, provides a framework for accelerating efforts towards transforming career guidance and counselling services in Kenya. The Policy is informed by the Constitution of Kenya which affirms the right to education and the right to employment for the youth, marginalized and minority groups. In addition, the Policy is informed by Kenya Vision 2030 which seeks to transform the country into a globally competitive and prosperous nation with a high quality of life by 2030.

1.2 RATIONALE

Kenya has a progressive Constitution that affirms the right to education in Article 43; the right to employment for the youth, marginalized and minority groups in Articles 55 and 56; and the right of women and men to equal opportunities in political, social, economic and cultural spheres including affirmative action to address gender inequalities, in Article 27. Furthermore, Kenya Vision 2030 seeks to create a globally competitive and adaptive human resource base to meet the requirements of a rapidly industrializing economy. Career guidance and counselling contributes to the implementation of the Constitution of Kenya and Kenya Vision 2030 in that it plays a key role in promoting lifelong learning, positive labour market outcomes and social equity and inclusion.

Career guidance and counselling combats early school leaving and ensures an adequate knowledge and skills base to meet the challenges in creating a knowledge-based society in the context of economic globalization, and promoting adequate linkages between education, training and the world of work. It also reduces mismatches between supply and demand for labour, dealing with unemployment and improving labour mobility. It further promotes reintegration of marginalized and at risk groups into education,

training and employment and mainstreaming of excluded groups into general training programmes and labour market services (OECD, 2004).

Over the years, Kenya has progressively developed strategies intended to facilitate guidance and counselling. While this has led to some progress, there are still gaps in regard to career guidance and counselling which largely include inadequate Office of Career Services, facilitators and capacity to deliver quality services. Hence, learners in education and training institutions have difficulties making career choices. Moreover, they have developed a negative perception towards TVET and STEM careers (National Education Sector Strategic Plan, 2018-2022; KESSP, 2005).

The weak career guidance and counselling system further presents challenges related to youth unemployment. According to the Kenya Youth Development Policy (2019), career guidance and counselling services do not provide the youth with adequate labour market information which is vital in making informed education and career decisions. As a result, the youth are facing skills mismatches due to undertaking training programmes that are not responsive to labour market needs. Youth with mismatched skills are disproportionately affected by long-term unemployment. Sessional Paper on Employment Policy and Strategy for Kenya (2013) indicates that career guidance and counselling should be linked to labour market information to enhance the development of market-oriented skills and employability of the labour force.

It is within this context that the National Career Guidance and Counselling Policy has been formulated.

1.3 GOAL, OBJECTIVES AND PRINCIPLES

1.3.1 Policy goal

The overall policy goal is to transform career guidance and counselling services for improved education, employment and social outcomes that will contribute to sustainable socio-economic development.

1.3.2 Policy objectives

The objectives of the policy are to:

- a). Strengthen and modernize the management and delivery of career guidance and counselling services;
- b). Enhance equitable access to quality career guidance and counselling services;
- c). Ensure that career guidance and counselling services enhance the linkage between education and employment;
- d). Strengthen workforce career guidance and counselling services;

- e). Promote the active engagement of stakeholders in career guidance and counselling.

1.3.3 Policy guiding principles

The policy guiding principles include: -

No.	Principle	Explanation
1.	Access	Available, flexible and user friendly career guidance and counselling services.
2.	Equity	Responsive to the diverse needs of marginalized and minority groups.
3.	Quality	Career guidance and counselling services that have a culture of continuous improvement.
4.	Empowerment	Enable individuals to be competent at career planning and management.
5.	Holistic approach	Valuing the personal, social, cultural and economic context of one's decision-making in career guidance and counselling.
6.	Professionalism	Affirming the right to the privacy of personal information provided during the career guidance and counselling process.

1.4 POLICY APPROACH

The following approaches will be used in realizing the objectives of this policy:

No.	Approach	Explanation
1.	Provision	Provision of effective career guidance and counselling services;
2.	Prevention	Prevent skills mismatches that exacerbate unemployment.
3.	Promotion	Promote interventions aimed at enhancing lifelong learning, labour market outcomes and social equity and inclusion.
4.	Partnerships	Strengthen inter-sectoral coordination and collaborations.
5.	Data management and research	Utilize data to inform effective career guidance and counselling programming.

1.6 SCOPE

The National Career Guidance and Counselling Policy applies to the National Government, County Governments and Non-State actors.

1.7 POLICY CONTEXT

Various laws and policies make reference to career guidance and counselling, and will, therefore inform and affect the implementation of this Policy.

The Constitution of Kenya: The policy is well-aligned to the constitutional provisions on education and employment. The Constitution affirms the right to education, in Article 43; and the right to employment for the youth, marginalized and minorities in Articles 55 and 56; and the right of women and men to equal opportunities in political, social, economic and cultural spheres including affirmative action to address gender inequalities, in Article 27.

Kenya Vision 2030 – outlines Kenya’s vision of creating a globally competitive and adaptive human resource base to meet the requirements of a rapidly industrializing economy.

Basic Education Act (2012) – provides for guidance and counseling for all learners including special needs learners.

University Act (2012) - provides for the development of career guidance programmes for the benefit of university students by the Kenya Universities and Colleges Central Placement Service.

National Employment Authority Act (2016) - provides for employment counselling.

Sessional Paper on Reforming Education and Training for Sustainable Development in Kenya, 2019 – promotes guidance and counselling in basic, TVET and university education.

National Education Sector Strategic Plan, 2018-2022 - outlines the need for increased access and participation in guidance and counselling in education and training institutions.

Kenya Youth Development Policy (2019) – provides the perspective of youth in regard to career guidance and counselling services.

Mentorship Policy on Early Learning and Basic Education (2016) - provides a coordination framework for effective and efficient delivery of mentorship services.

The National Guidelines for the establishment of Office of Career Services in tertiary educational institutions (2018) - requires all tertiary education institutions to establish Offices of Career Services.

County Integrated Development Plans (CIDPs) – presents an opportunity to integrate career guidance and counselling programmes in the CIDPs.

Treaty for the Establishment of the East African Community (2007) – provides a framework for partner states to exchange information and experience on issues common to the educational systems of the Partner States.

2030 Agenda for Sustainable Development – this framework was adopted by all United Nations Member States in 2015. It provides a shared blueprint for access to education and employment. SDG 4 provides for inclusive and equitable quality education and promotion of lifelong learning opportunities for all. SDG8 provides for sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

1.8 POLICY FORMULATION PROCESS

The formulation of the National Career Guidance and Counselling Policy was undertaken through a consultative and participatory approach. The process involved various stakeholders both at national and county levels. These included the public sector, private sector, Non-Governmental Organizations, civil society, development partners and youth groups.

CHAPTER TWO

SITUATIONAL ANALYSIS

2.0. INTRODUCTION

This section provides a broad sectoral overview of the critical issues that impact on Kenya's progress towards achieving an effective career guidance and counselling system. The situational analysis focuses on key issues that are thematically sequenced. A range of key issues have been identified in each thematic area.

2.1. GOVERNANCE AND MANAGEMENT

2.1.1. Governance

The Government provides career guidance and counselling services through various Ministries, Counties, Departments and Agencies (MCDAs). The pursuit of these mandates has led to diverse guidelines, programmes and monitoring and tracking mechanisms. For instance there are several career related guidelines such as the: Kenya National Examination Council (KNEC) Career Guidance Guidelines (2015); Mentorship Policy on Early Learning and Basic Education (2016); National Guidelines for the establishment of Office of Career Services in Tertiary Educational Institutions (2018); Monitoring and Evaluation Framework for Office of Career Services (2020); Kenya Universities and Colleges Central Placement Service (KUCCPS) STEM Career Guidelines (2021) and the Career Progression Guidelines for Teachers (2018) which have a component on career guidance. Hence, the career guidance and counselling system is fragmented and not well integrated. Inter-agency and inter-sectoral mechanisms have not been effectively promoted to enhance coordination or coherence. The role of the private sector, social partners and stakeholders in service provision of career guidance and counselling is not well articulated.

Key issues

- a). Fragmentation of the career guidance and counselling system;
- b). Lack of harmonized national guidelines for career guidance and counselling for education and training institutions, and workplaces;
- c). Weak inter-agency and inter-sectoral linkages;
- d). Lack of a national monitoring, evaluation and reporting system.

2.1.2. Financing

Career guidance and counselling services can be funded through public and private funding. In order to enhance increased access to quality career guidance and counselling services, there is need to provide adequate resources for these

services. However, public funding for career guidance and counselling services is inadequate (OCS Monitoring and Evaluation Report, 2021).

Key issues

- a). Inadequate public funding for career guidance and counselling;
- b). Weak private sector funding for career guidance and counselling;
- c). At-risk groups, marginalized and minority groups require targeted funding for career guidance and counselling;
- d). Funding needs to be prioritized for ICT integration of career guidance and counselling;
- e). Underfunding of training for career guidance and counselling staff needs to be addressed;
- f). Weak financing inter-sectoral linkages.

2.1.3. Infrastructure

The infrastructural resources required to support career guidance and counselling services are inadequate. Career guidance and counselling staff lack adequate resources required to undertake their work effectively. Such resources include a private space where individuals can be interviewed, up-to-date career information, computers, telephones, secretarial assistance etc. In the absence of these infrastructural requirements, it is difficult for the career guidance and counselling staff to deliver services effectively (OCS Monitoring and Evaluation Report, 2021).

Key issues

- a). Inadequate infrastructural resources required to deliver career guidance and counselling services effectively;
- b). Involvement of social partners in supporting the provision of infrastructural resources is needed.

2.1.4. ICT Integration

ICT integration in career guidance and counselling is limited. Hence career services continue to be provided largely through the face-to-face model with career information accessed using traditional printed materials. This reduces the capacity of the service to respond to the needs of all learners and workers. There is need to exploit the potential of ICT, including telephony, Internet and CD-ROM, to increase access to career guidance and counselling services. This will overcome geographical disadvantages and allow access to career guidance and counselling services even out of standard office hours. However, the youth have limited ICT and internet access and this impedes their access to electronic career education (OCS Monitoring and Evaluation Report, 2021).

Key issues

- a). Weak ICT integration in career guidance and counselling;
- b). Limited access to ICT, particularly among the youth, restricts access to electronic career information;
- c). ICT needs to be utilized to deliver self-service career information resources;
- d). Inadequate ICT skills is a hindrance to ICT integration in career guidance and counselling.

2.1.5. Facilitators

Teachers, trainers and lecturers are considered to be in a suitable position to relate what they teach to the world of work and occupational choices. In this regard, they have been increasingly used as career educators. However, trainers in tertiary educational institutions have been providing not only career education, but also career counselling and socio-psychological counselling. Career Progression Guidelines for Teachers (2018) require teachers in primary and secondary schools to provide socio-psychological counselling to instill norms and values for harmonious co-existence. Senior teachers are expected to provide guidance and counselling including professional support to their fellow teachers in the school (Career Progression Guidelines for Teachers, 2018).

There are several limitations related to this approach. Teachers, trainers and lecturers handling career counselling are non-specialists and have limited capacity to undertake career counselling. The qualifications in fields such as psychology or pedagogy are regarded as sufficient for career counselling, even though such qualifications pay little or no attention to career guidance competencies. While a background in psychology may be appropriate for supporting students with personal problems, it does not necessarily equip career counsellors with the skills to deliver advice on types of job and career prospects. Yet, teachers/trainers/lecturers with a background in psychology are often given the work of career counselling which they combine with socio-psychological counselling. Apart from combining career counselling with socio-psychological counselling, they also combine it with career education. While career counselling requires specialized skills, career education can be undertaken by the teachers/trainers/lecturers and integrated in the curriculum. Overall, the multiple and competing roles put a strain on the quality of career guidance and counselling services (OCS Monitoring and Evaluation Report, 2021; KESSP, 2005; OECD, 2018).

In addition, the capacity development of career guidance and counselling practitioners has several gaps which include: Few educational institutions offer specialized training in career guidance and counselling; qualifications for career guidance and counselling practitioners are not well defined; lack of graded and integrated learning pathways that enable career guidance and

counselling practitioners progress from non-expert to expert status; and limited data to enable human resource planning for career guidance and counselling practitioners and investment in training to take place.

Key issues

- a). Staff engaged in career counselling in education and training institutions are non-specialists and lack requisite competencies;
- b). Career counselling is provided together with career education and socio-psychological counselling, yet they require different competencies;
- c). Training is required to enable teachers, trainers and lecturers integrate career education in curriculum implementation;
- d). Few training institutions provide specialized career guidance and counselling training programmes;
- e). Lack of a qualifications framework for career guidance and counselling practitioners;
- f). Lack of career progression guidelines for guidance and counselling practitioners;
- g). Lack of national data on career guidance and counselling practitioners.

2.1.6. Career Information Resources

Career information is the foundation for the provision of career guidance and counselling services and includes all the information that assists people to make informed education, training and occupational choices throughout their working lives (ILO, 2006). The Government established the Kenya Labour Market Information System (KLMIS) in July, 2017 to provide labour market information and periodic reports on labour market indicators. However, there is a major gap between the collection of labour market information and its transformation into usable learning material for career guidance and counselling. Yet, the Kenya Youth Development Policy (2019) indicates that there should be a deliberate effort to inform the youth about the options available and dynamics of the labour market. Furthermore, there is lack of a coordinated responsibility for career information dissemination which results in fragmentation of the information. This further limits access to career information resources.

Key issues

- a). Inadequate production and dissemination of career information resources including those for at-risk, marginalized and minority groups;
- b). Limited production of self-service career information resources;
- c). Weak linkage between labour market information and career guidance and counselling;
- d). Lack of a national coordination mechanism for disseminating career information resources;

e). Weak inter-sectoral linkages.

2.2. ACCESS, EQUITY AND QUALITY

2.2.1. Access

The Government has made progress in establishing Office of Career Services (OCS) in tertiary educational institutions as illustrated in table 1. The data in table 1 indicates that the establishment of Officer of Career Services is highest among the national polytechnics (64%). However, the establishment of Office of Career Services among the Universities, Technical Training Institutes and Technical Vocational Centers remains low. Overall, 3% of tertiary educational institutions have established Office of Career Services, which is extremely low.

Table 1: Number of Office of Career Services in Tertiary Educational Institutions

	Institution	No. of institutions	No. of institutions with OCS	% of institutions with OCS
1.	Universities	74	20	27
2.	National Polytechnics	11	7	64
3.	Technical Training Institutes	1004	19	2
4.	Technical Vocational Centres	917	9	1
	Total	2006	55	3

(State Department for Post Training and Skills Development, 2021)

Office of Career Services are yet to be established in Basic Education institutions. Likewise, career guidance and counselling is not widely available in workplaces including settings such as huduma centers, public libraries, leisure centers, community centers, shopping malls etc.

Key issues:

- a). Only 3 per cent of tertiary educational institutions have established Office of Career Services;
- b). Institutions providing Basic Education are yet to establish Office of Career Services;
- c). Low access to career guidance and counselling services in workplaces including public and private settings where citizens converge;
- d). Lack of national data on access to career guidance and counselling services;
- e). Guidelines for out-sourcing career guidance and counselling services are necessary.

2.2.2. Equity and Inclusivity

The Persons with Disabilities Act (2013) provides a legal framework for the provision of guidance and counselling services for persons with disabilities. However, there are other marginalized groups that require targeted career guidance and counselling due to the barriers that they face. These groups include under-achieving students, disinterested students, early school-leavers, at-risk youth, migrant workers, girls/women etc. Under-achieving and disinterested students are likely to drop out of school if they are not motivated to remain in school. Early school leavers and at-risk youth are at great risk of long-term unemployment. Persons who are migrating, either domestically or abroad, are vulnerable to exploitation. Women are often turn away from occupations such as STEM careers due to negative gender stereotypes (OECD, 2004; ILO, 2006; Kenya Youth Development Policy, 2019; KUCCPS, 2021).

Key issues:

- a). Inadequate career guidance and counselling programmes for at-risk, marginalized and minority groups;
- b). Affirmative action is required to enhance career guidance and counselling for under-achieving students, disinterested students, early school-leavers, at-risk youth, migrant workers, girls/women and persons with disabilities;
- c). Lack of data on at-risk, marginalized and minority groups on access to career guidance and counselling.

2.2.3. Quality Standards

There are no quality standards for career guidance and counselling services. In the absence of such quality standards, it is difficult to audit career guidance and counselling services in order to assure their quality. Hence, there is no available data on the quality of these services. This is a serious challenge given that the Kenya Youth Development Policy (2019) has indicated that the quality of career guidance and counselling services provided is low.

Key issues:

- a). Quality standards for career guidance and counselling services are yet to be developed;
- b). The youth have indicated that the quality of career guidance and counselling services provided is low.

2.3. EDUCATION TO WORK TRANSITION

2.3.1. Basic Education

Outside the family, schools are the first and most universal institutions that can be mobilized to inform youth about the world of work. In basic education, career guidance and counseling activities include both individual counselling provided by career counsellors and career education which is integrated into the educational curriculum (ILO, 2006). As young people transit from primary to secondary education, the choices they make at this point have major implications for later education and work options. Hence, career education needs to be part of the process that helps them to make a smooth transition (OECD, 2004).

Learners in Basic Education Institutions are not adequately prepared to make informed educational and career decisions. Career guidance and counselling is not provided within an active employability framework. Students are not provided with up-to-date labour market information which is instrumental in guiding their subject and career choices. Their entrepreneurial and innovation skills are not adequately nurtured for entry into self-employment. Little attention is paid to helping them make career choices in TVET and STEM. They are also not provided with adequate work based learning experiences. Furthermore, career education is not provided as a separate subject or integrated with other subjects in the curricula; and there is little involvement of parents and industry in supporting career education (NESSP, 2018-2022; Kenya Youth Development Policy, 2019; KESSP, 2005).

Key issues:

- a). Learners in Basic Education Institutions are not adequately prepared to make informed educational and career decisions;
- b). Career guidance and counselling is not provided within an active employability framework;
- c). Inadequate provision of up-to-date labour market information for students to enable them make informed subject and career choices;
- d). Student's entrepreneurial and innovation skills are not adequately nurtured for entry into self-employment;
- e). Inadequate focus of career guidance and counselling on TVET and STEM careers;
- f). Weak provision of work based learning experiences;
- g). Career education is not provided as a separate subject or integrated with other subjects in the curricula;
- h). Limited involvement of parents and industry in career guidance and counselling in schools.

2.3.2. Tertiary Education

The Government requires all tertiary educational institutions to establish Office of Career Services. The range of services offered under the Office of Career Services have been broadened to include career orientation, career counselling, work based learning programmes, incubation and innovation programmes, tracer studies, labour market information provision and creation of education/industry linkages (National Guidelines for the establishment of Office of Career Services in Tertiary Educational Institutions, 2018). Although, career education is not provided as a separate academic course, work-based learning has been integrated into various tertiary education programmes.

The challenges facing the Office of Career Services in tertiary educational institutions are diverse. The student-related challenges include: disinterest in career education, negative attitude towards entrepreneurship, frequent change of courses, reluctance to participate in tracer studies and frequently changing their contacts making it difficult to track them. The administrative challenges include: difficulty in obtaining work based learning opportunities for the students and labour market information; and establishing partnerships with industries is time consuming. Other challenges include: negative attitudes of parents/guardians towards career education, negative media coverage of university degrees and the high rate of new jobs emerging in the labour market that require new skills (Monitoring and Evaluation Report, 2021).

Key issues:

- a). Low student uptake of career guidance and counselling;
- b). Negative attitudes of students towards entrepreneurship;
- c). Students frequently change their training programmes;
- d). Reluctance of graduates to participate in tracer studies;
- e). Work based learning opportunities for the students are hard to obtain;
- f). Labour market and skills anticipation information is difficult to get;
- g). Establishing education-industry partnerships is time-consuming;
- h). Negative attitudes of parents/guardians towards career education;
- i). Negative media coverage of university degrees;
- j). New occupations have arisen that require new skills.

2.4. WORKFORCE DEVELOPMENT

2.4.1. Employed Labour Force

Employed workers need access to career guidance and counselling to develop their careers within and outside their organizations, or to retrain in new skills so that they can move into different types of jobs (OECD, 2004). Yet very few career guidance and counselling services are available for employed workers. Employers tend to concentrate more on socio-psychological counselling than

career guidance and counselling. For instance, the Human Resource Policies and Procedures Manual for the Public Service (2016) provides for the deployment of professional counselors in every State Department to address the psychological needs of public servants. Similarly, the Career Progression Guidelines for the National Police Service Uniformed Personnel (2016) require officers deployed in the general administration, reforms, inspection and logistics section to provide chaplaincy and counseling services as part of their duties. In addition, few private sector organizations offer career development services for their employees. Where the services are available, they tend to be confined to large organizations. In addition, trade unions have shown limited interest in the development of career guidance and counselling services for their members.

Key issues:

- a). Inadequate career guidance and counselling services for employed workers;
- b). Career guidance and counselling needs to be integrated in career progression guidelines;
- c). Training levies need to be used to enhance career management skills in the workplace;
- d). A reward scheme is needed for organizations that implement good practices in career guidance and counselling;
- e). Limited interest of trade unions in the provision of career guidance and counselling services for their members;
- f). Weak inter-sectoral collaborations.

2.4.2. Unemployed Labour Force

The Government developed the National Employment Authority Act (2016) which provides for access to career guidance and counselling services for persons seeking employment. Despite this progress, the rate of unemployment has increased. The current unemployment rate is 10.4 per cent and labour underutilization rate is 17.2 per cent. The highest proportion of the unemployed was recorded among the age cohort 20–24 years and 25-29 years, registering 22.8 per cent and 21.7 per cent respectively. Further, the highest rate of labour underutilization is observed in the age group 20-24 at 32.7 per cent. In addition, youth aged 15–34 years recorded the highest percentage of persons who are Not in Employment, Education or Training (NEET) at 18.2 per cent (Kenya National Bureau of Statistics, August 2020). Hence there is a gap in the provision of career guidance and counselling services for the unemployed. This implies that these services should be made more available, more flexible in time and space and adopt a wide range of delivery methods. There is need for one-stop career information centers so that the unemployed can more readily access the range of services they need. In addition, there is need to focus on methods which encompass the development of career management skills such as retraining,

upskilling, portable skilling, multi-skilling, entrepreneurship and work based learning opportunities.

Key issues:

- a). High unemployment that disproportionately affects the youth;
- b). Inadequate provision of career guidance and counselling services for the unemployed;
- c). Lack of one-stop shop career information centers;
- d). Methods for delivering career guidance and counselling for the unemployed need to be flexible and diverse;
- e). Career management skills such as retraining, upskilling, portable skilling, multi-skilling, entrepreneurship and work based learning opportunities require increased emphasis;
- f). Lack of national data on unemployed persons;
- g). Weak inter-sectoral collaborations.

2.4.3. Marginalized Labour Force

The marginalized labour force faces prejudice and negative attitudes towards them on account of their human growth and development cycle, gender, ethnicity, disability, race, religious background, career transitions etc. These prejudicial and negative attitudes towards them are contrary to the Bill of Rights ingrained in Section 19 of the Constitution. Such attitudes have a negative impact as they limit their participation in the labour market. Despite efforts to lift the status of marginalized groups, career guidance and counselling services including career skills development for the marginalized labour force are generally inadequate.

The marginalized labour force include the youth, women with reproductive and child rearing responsibilities, persons with disability, senior citizens, migrants, retrenched workers, demilitarized soldiers etc. Career guidance and counselling programmes for such workers combines career information, work choice, search and maintenance, skills development activities, life skills development activities and support services with a major difference: they are explicitly tailored to the special circumstances of the marginalized labour force. For example, ageing populations require career guidance and counselling to enable them transit effectively from working into retirement. Hence, they need specialized information and advice to support them in career and financial planning, more fulfilling leisure, voluntary work and activities to keep themselves mentally and physically fit. Likewise, uncertified skilled workers will require career guidance and counselling services to enable them access Recognition of Prior Learning (RPL) certification, which will ultimately facilitate their career development and mobility (OECD, 2004; ILO, 2006).

Key issues:

- a). Lack of awareness of the career needs, rights, abilities and contribution of the marginalized labour force;
- b). The marginalized labour force is prone to unemployment as is it undervalued in the labour market;
- c). Career guidance and counselling services, including career skills development, for the marginalized labour force are inadequate;
- d). Uncertified skilled workers require career guidance and counselling on Recognition of Prior Learning (RPL) certification;
- e). There is need for research on appropriate career guidance and counselling interventions for the marginalized labour force;
- f). Weak inter-sectoral collaborations.

CHAPTER THREE

POLICY PRIORITY ACTIONS

3.1 INTRODUCTION

This chapter outlines the policy priority areas of the National Career Guidance and Counselling Policy. The policy commitments are anchored on the situational analysis outlined in the previous chapter. Policy actions taken on each priority area are expected to guide career guidance and counselling. This chapter therefore outlines the specific policy priority areas and the policy actions.

3.2 GOVERNANCE

Policy statement:

The Government will ensure that a robust and modernized institutional framework is established to improve career guidance and counselling.

Policy actions:

- a). Establish a National Career Guidance and Counselling Council;
- b). Develop a National Career Guidance and Counselling Action Plan;
- c). Develop harmonized national guidelines for career guidance and counselling for education and training institutions, and workplaces;
- d). Develop a strategy for Public-Private collaborations;
- e). Strengthen monitoring, evaluation and reporting systems.

3.3 FINANCE

Policy statement:

The Government will ensure that career guidance and counselling is adequately funded.

Policy actions:

- a). Provide a formula for the percentage of expenditure to be spent on career guidance and counselling;
- b). Encourage the private sector to fund career guidance and counselling;
- c). Ensure that public funding for career guidance and counselling services is provided for at-risk, marginalized and minority groups;
- d). Prioritize funding for ICT integration of career guidance and counselling;
- e). Prioritize funding for training of career guidance and counselling staff;
- f). Facilitate inter-sectoral financing collaborations.

3.4 INFRASTRUCTURE

Policy statement:

The Government will facilitate the provision of the infrastructure resources required for delivering career guidance and counselling services effectively.

Policy actions:

- a). Provide adequate infrastructural resources required for delivering career guidance and counselling services effectively;
- b). Encourage social partners to provide infrastructural resources required for delivering career guidance and counselling services.

3.5 ICT INTEGRATION

Policy statement:

The Government will promote ICT integration of career guidance and counselling.

Policy actions:

- a). Strengthen ICT integration in career guidance and counselling;
- b). Enhance access to ICT, particularly among the youth, to enhance their access to electronic career information;
- c). Promote the use of ICT to deliver self-service career information resources;
- d). Facilitate skills development for ICT integration in career guidance and counselling.

3.6 FACILITATORS

Policy statement:

The Government will strengthen the capacity of career guidance and counselling practitioners.

Policy actions:

- a). Ensure that career counselling in education and training institutions including workplaces is provided by competent career counsellors;
- b). Develop a qualifications framework for career counsellors, career educators and socio-psychological counsellors;
- c). Provide training to enable teachers, trainers and lecturers integrate career education in curriculum implementation;
- d). Increase the number of specialized career guidance and counselling training programmes;
- e). Develop career progression guidelines for career guidance and counselling practitioners;

- f). Establish a national database for career guidance and counselling practitioners.

3.7 CAREER INFORMATION RESOURCES

Policy statement:

The Government will promote the production and wide dissemination of career information resources.

Policy actions:

- a). Strengthen the production and dissemination of career information resources including those for at-risk, marginalized and minority groups;
- b). Promote the production of self-service career information resources;
- c). Strengthen the linkage between labour market information and career guidance and counselling;
- d). Establish a national coordination mechanism for sharing and quality assuring career information resources;
- e). Strengthen inter-sectoral linkages to enhance the sharing of career information resources.

3.8 ACCESS

Policy statement:

The Government will put in place mechanisms to increase access to career guidance and counselling services.

Policy actions:

- a). Ensure that all tertiary educational institutions establish Office of Career Services;
- b). Ensure that all institutions providing Basic Education establish Office of Career Services;
- c). Develop a strategy to increase access to career guidance and counselling services in workplaces including public and private settings where citizens converge;
- d). Create and maintain a national database on access to career guidance and counselling.

3.9 EQUITY AND INCLUSIVITY

Policy statement:

The Government will put in place measures to facilitate access to career guidance and counselling services for at risk, marginalized and minority groups.

Policy actions:

- a). Promote career guidance and counselled that is tailored to the special needs of at-risk, marginalized and minority groups;
- b). Promote affirmative action to enhance career guidance and counselling for under-achieving students, disinterested students, early school-leavers, at-risk youth, migrant workers, girls/women and persons with disabilities;
- c). Ensure that career guidance and counselling settings are accessible and user-friendly for persons with disability, at-risk, marginalized and minority groups;
- d). Create and maintain a database on access of at-risk, marginalized and minority groups to career guidance and counselling and ensure that the data is disaggregated by age, gender, disability and socio-economic status.

3.10 QUALITY STANDARDS

Policy statement:

The Government will improve the quality of career guidance and counselling services.

Policy actions:

- a). Develop national quality standards for career guidance and counselling;
- b). Establish a coordination mechanism for ascertaining the quality standards of career guidance and counselling services in education and training institutions, and workplaces.

3.11 BASIC EDUCATION

Policy statement:

The Government will improve career education in Basic Education Institutions.

Policy actions:

- a). Develop career guidance and counselling guidelines for basic education that embrace an employability framework.
- b). Ease access to labour market and skills anticipation information to enable learners make informed decisions about learning and their careers;

- c). Ensure that career guidance and counselling promotes entrepreneurship including commercialization of innovations and talents;
- d). Ensure that career guidance and counselling promotes occupations which are of strategic economic importance such as TVET and STEM;
- e). Ensure that schools collaborate with industries within their vicinity in order to obtain work based learning opportunities for their learners;
- f). Encourage industry experts to teach, on part-time basis, subjects related to their expertise;
- g). Develop health and safety regulations for work based learning for basic education;
- h). Integrate career education with other subjects in the curricula;
- i). Strengthen the involvement of parents and industry in career education.

3.12 TERTIARY EDUCATION

Policy statement:

The Government will improve career guidance and counselling in tertiary educational institutions.

Policy actions:

- a). Rebrand career guidance and counselling services with a view to increasing student uptake of these services;
- b). Support educational institutions to break down the negative attitudes of the youth towards entrepreneurship;
- c). Provide a mechanism for sharing of labour market and skills anticipation information with tertiary educational institutions;
- d). Develop targeted measures to encourage graduates to actively participate in tracer studies;
- e). Eliminate structural constraints that hinder the realization of education-industry partnerships;
- f). Review guidelines for appointment of trainers to include industry experts as adjunct trainers in their field of expertise;
- g). Develop health and safety regulations for work based learning for tertiary education;
- h). Encourage parents/guardians to participate in career guidance and counselling;
- i). Liaise with the media to create awareness on the benefits of tertiary education;
- j). Undertake rapid assessments of new occupations that require new skills and share this information with tertiary educational institutions.

3.13 EMPLOYED LABOUR FORCE

Policy statement:

The Government will strengthen career guidance and counselling for the employed labour force

Policy actions:

- a). Strengthen career guidance and counselling services for employed workers;
- b). Ensure that employers integrate career guidance and counselling in career progression guidelines;
- c). Encourage the use of training levies to enhance career management skills in the workplace;
- d). Establish a reward scheme for organizations that implement good practices in career guidance and counselling;
- e). Encourage trade unions to play an increasing role in career guidance and counselling for its members;
- f). Strengthen inter-sectoral collaborations.

3.14 UNEMPLOYED LABOUR FORCE

Policy statement:

The Government will strengthen career guidance and counselling for the unemployed labour force.

Policy actions:

- a). Provide adequate career guidance and counselling services for the unemployed labour force;
- b). Promote the roll out of one-stop career information centers across the 47 counties to enable the unemployed access career guidance and counselling services;
- c). Ensure that the methods used to deliver career guidance and counselling for the unemployed are flexible and diverse;
- d). Promote career management skills such as retraining, upskilling, portable skilling, multi-skilling, entrepreneurship and work based learning opportunities;
- e). Establish a national database for the unemployed labour force;
- f). Strengthen inter-sectoral collaborations.

3.15 MARGINALIZED LABOR FORCE

Policy Statement:

The Government will strengthen career guidance and counselling for the marginalized labour force.

Policy actions:

- a). Promote advocacy and education programmes with a view to changing the negative attitudes towards the marginalized labour force;
- b). Provide career guidance and counselling services, including career skills development, that are explicitly tailored to the special circumstances of the marginalized labour force;
- c). Promote career guidance and counselling for uncertified skilled workers to enable them access Recognition of Prior Learning (RPL) certification;
- d). Undertake research to identify appropriate career guidance and counselling interventions for the marginalized labour force;
- e). Strengthen inter-sectoral collaborations.

CHAPTER FOUR

INSTITUTIONAL AND IMPLEMENTATION FRAMEWORK

4.1 INTRODUCTION

This chapter presents the institutional and implementation framework for implementing the National Career Guidance and Counselling Policy. A multi-sectoral approach will be used in the implementation of this policy. Hence, various institutions have been identified to facilitate implementation of career guidance and counselling initiatives within the existing legal frameworks.

4.2 IMPLEMENTATION FRAMEWORK

This policy will be implemented by various actors including Ministries, Counties, Departments and Agencies (MCDAs), constitutional commissions, private sector, development partners, civil society organizations among other key actors as indicated below:

- 4.2.1. Ministry in charge of Education** - Shall provide technical support on all matters related to career guidance and counselling within this policy.
- 4.2.2. Ministry in charge of Labour** - Shall provide technical support on matters related to employment services, labour market and skills anticipation information within this policy.
- 4.2.3. Ministry in charge of ICT and Youth Affairs** - Shall provide technical support on career guidance and counselling matters related to ICT and youth empowerment within this policy.
- 4.2.4. National Treasury** - Shall avail adequate budgetary resources for implementation of this policy.
- 4.2.5. Attorney General's Office and Kenya Law Reform Commission** - Shall provide technical support on all matters related to drafting and amending legislation required to implement this policy.
- 4.2.6. Commissions: Teachers Service Commission, Public Service Commission, Police Service Commission, Judicial Service Commission, Parliamentary Service Commission, Commission of University Education** - Shall provide technical support related to career guidance and counselling of their workers.

- 4.2.7. Council of Governors** - Shall provide technical support related to career guidance and counselling in vocational and technical education and workers in their Counties.
- 4.2.8. Research, Education and Training Institutions** - Shall provide technical support on matters related to research and career guidance and counselling within this policy.
- 4.2.9. Development partners** - Shall provide technical and financial support at various levels to support the implementation of this policy.
- 4.2.10. Employers/industry/private sector/social partners** – Shall provide technical and financial support for all aspects of career guidance and counselling within this policy.
- 4.2.11. Civil society organizations** - Shall provide technical support on monitoring and evaluation of this policy.
- 4.2.12. Media** - Shall provide support to enhance awareness about this policy.
- 4.2.13. Individual citizens including the youth** - Shall participate in career guidance and counselling and provide relevant support for designing, implementing and monitoring career guidance and counselling.

4.3 RESOURCE MOBILIZATION

The successful implementation of this policy will require adequate financial, human and technical resources to ensure effective and efficient implementation for desired policy outcomes. The primary funding mechanisms for the policy shall be:

- a). Budgetary allocation from the National Treasury;
- b). Support from the private sector, development partners, industry, civil society, philanthropic bodies, individuals and other funding agencies;
- c). Public-Private sector partnerships;
- d). Fundraising activities.

CHAPTER FIVE

MONITORING AND EVALUATION

5.1 INTRODUCTION

A monitoring and evaluation framework shall be developed to ensure that this policy is implemented effectively. This framework shall be anchored on Results Based Management and aligned to the National Performance Management System. It will form the basis for continuous improvement and act as an important accountability mechanism for stakeholders and funding agencies.

5.2 MONITORING AND EVALUATION

Policy statement:

The Government will establish a national monitoring and evaluation framework to ensure that the policy interventions are monitored, tracked and evaluated.

Policy actions

- a). Develop a national monitoring and evaluation framework;
- b). Develop a risk management framework;
- c). Develop a budget for monitoring and evaluation;
- d). Build capacity to undertake monitoring and evaluation;
- e). Conduct mid-term and end-term evaluation;
- f). Conduct rapid annual assessments.

5.3 POLICY REVIEW

This Policy shall be reviewed within four years to assess its effectiveness and relevance in dealing with national, regional and global career guidance and counselling issues.

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APPENDICES

Appendix 1: Definition of key terms

Career	A pattern of work experiences comprising the entire life span of a person and which is generally seen with regard to a number of phases or stages reflecting the transition from one stage of life to the next.
Career counselling	Career counselling – helps people clarify their aims and aspirations, understand their own identity, make informed decisions, commit to action, and manage career transitions, both planned and unplanned.
Career development	A lifetime process that encompasses the growth and change process of childhood, the formal career education at school, and the maturational processes that continue throughout a person’s working adulthood and into retirement.
Career education	Career education helps students understand their motives, their values and how they might contribute to society. It provides them with knowledge of the labour market; skills to make education/training, life and work choices; opportunities to experience community service and work life; and the tools to plan a career.
Career guidance	Services and activities intended to assist individuals, of any age and at any point throughout their lives, to make educational, training and occupational choices and to manage their careers.
Career maturity	The readiness and competency of an individual to make critical career decisions
Career information	All the information necessary to plan for, obtain and keep employment, whether paid or voluntary. It includes information on occupations, skills, career paths, learning opportunities, labour market trends and conditions, educational programmes and opportunities, educational and training institutions, government and non-government programmes and services, and job opportunities etc.
Employment	This term is used to measure the number of persons employed, and includes persons at work during a short reference period, and also persons temporarily absent from work but holding a job.
Employability	Possession of portable competencies and qualifications that enhance an individual’s capacity to make use of the education

and training opportunities available in order to secure and retain decent work, to progress within the enterprise and between jobs, and to cope with changing technology and labour market conditions.

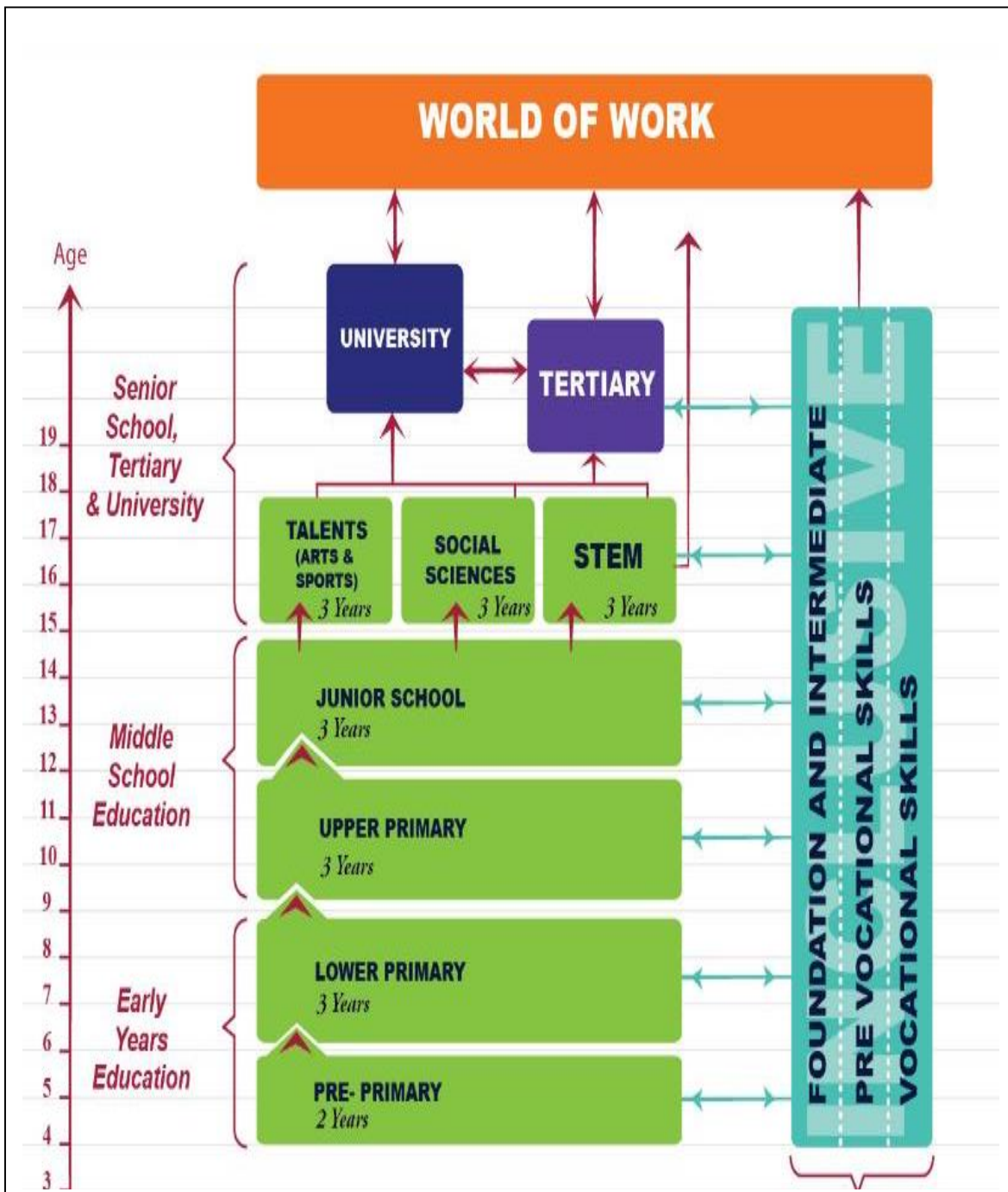
Globalization	The development of an increasingly integrated global economy marked especially by free trade, free flow of capital, and the tapping of cheaper foreign labour markets.
Job placement	Job placement – arranging for or referring people to job vacancies. This is often both a government and a private marketplace activity. Some colleges and universities also offer job placement services for their students.
Labour market information	Any information concerning the size and composition of the labour market or any part of the labour market; the way it or any part of it functions, its problems, the opportunities which may be available to it, and the employment-related intentions or aspirations of those who are part of it.
Labour market information system	Systems, mechanisms or processes for gathering, organizing, providing and analyzing information about the state of the labour market, occupations and jobs, including key changes taking place within the employment, jobs and the occupations.
Labour underutilization	The labour underutilization rate includes in the numerator the unemployed, time-related under-employed and potential labour force expressed as a ratio of the labour force.
Occupational labor mobility	The mobility, or movement, of labour from one type of productive activity to another type of productive activity. It is the ability of workers to switch career fields in order to find gainful employment or meet labor needs.
Re-skilling	Learning new skills so that you are able to do a different job or transition to an altogether different field.
Skill	Ability to carry out a manual or mental activity, acquired through learning and practice. It is knowledge, competence and experience needed to perform a specific task or job.

Skills development	Practical proficiencies, competencies and abilities which an individual acquires as a result of undergoing training, either formally or informally.
Skills mismatch	Skill gaps and imbalances such as over-education, under-education, over-qualification, under-qualification, over-skilling, skills shortages, skills surpluses and skills obsolescence.
Skill needs anticipation	Any forward looking diagnostics of skill needs expected on future labour markets performed by means of any type of method, be it quantitative or qualitative, including interaction, exchange and signaling between labour market actors.
Up-skilling	This refers to refining the skills one already has or adding new ones to keep relevant in doing the same job or to do it better; similar to layering on to a base of skills that are in place.
Technical and Vocational Education	Education, training and skills development relating to a wide range of occupational fields, production, services and livelihoods.
Tracer studies	This is a survey that aims at collecting information on the links between education and subsequent employment of graduates. It measures the employability of graduates.
Unemployment	People who do not have a job, have actively been looking for work, and are currently available for work.
Work based learning	This refers to all forms of learning that takes place in a real work environment. It provides opportunities to achieve employment-related competencies in the workplace. It is often undertaken in conjunction with classroom or related learning, and may take the form of work placements, work experience, workplace mentoring, instruction in general workplace competencies, and broad instruction in all aspects of industry.

Appendix 1: Policy Action Plan

	Component	Activity	Indicator	Responsible	Timeline				
					2021/22	2022/23	2023/24	2024/25	2025/26
1.	Public awareness of the National Career Guidance and Counselling Policy	Undertake public education and sensitization of the Policy	Capacity Building Report	MOE	√				
2.	Coordination of the implementation of the National Career Guidance and Counselling Policy	Establish the Joint Technical Committee (JTC)	Operational Report	MOE	√				
3.	National Career Guidance and Counselling Plan, 2030	Develop the National Career Guidance and Counselling Plan, 2030	National Career Guidance and Counselling Plan, 2030	MOE JTC	√				
		Develop the M&E framework	M&E framework	MOE JTC	√				
		Implement and monitor the Plan	Quarterly & annual progress and M&E reports	MOE	√	√	√	√	√
4.	Strengthening the National Career Guidance and Counselling Policy and Plan, 2030	Review the NCG&C Policy	Reviewed NCG&C Policy	MOE				√	
		Review the NCG&C Plan	Reviewed NCG&C Plan	NSDC					√
		Review the M&E framework	Reviewed M&E framework	NSDC					√
5.	National Career Guidance and Counselling Act	Develop the Bill and table it in Parliament	National Career Guidance and Counselling Act	MOE	√				

Appendix 2: The education and training structure



Source: Kenya Institute of Curriculum Development