



## **Evaluation of the Teacher Professional Development (TPD) Programme in Kenya in the light of Knowles' Conception of Andragogy**

**Edward Maina Andafu**

Kenyatta University

Email: [andafu.edward@ku.ac.ke](mailto:andafu.edward@ku.ac.ke)

Cell: 254723268397

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### **Abstract**

*It is a common global practice for teachers to undergo capacity building in order to enhance their professionalism and improve service delivery. In Kenya, the Teachers Service Commission (TSC) launched a compulsory Teacher Professional Development (TPD) Programme in September 2021, aimed at developing the teachers' professional outlook and enhancing their performance. However, the programme has received criticism from major stakeholders in the education sector concerning development of its content, and its implementation procedure. This study sought to analyze the TPD course's development and implementation processes against the established conventional procedure. The study established that TSC did not involve teachers in the preparation of the TPD's policy framework despite being directly affected by the programme, contrary to Knowles' conception of andragogy. As a university academic programme, the TPD was not approved by the Commission for University Education in Kenya, as required by the Universities Act No. 42 of 2012. The study recommends that TSC should halt implementation of the programme to pave way for an intensive public participation exercise involving teachers. The outcome of this exercise would inform the formulation of a proper mechanism of the TPD course development and its successful implementation.*

**Key words:** Andragogy, CEMASTEVA, SMASSE, TPD Programme, TSC

### **Introduction**

Teacher Professional Development (TPD) programme is an in-service professional training course rolled out in Kenya by the teachers' employer, the Teachers' Service Commission (TSC). The aim

of TPD is to improve the teachers' pedagogical and professional competence to enable them address emerging issues in the field of education. Ultimately, the TPD programme focuses on continuous development of and improvement of teachers' skills, leading to improved quality of education. This paper examines the intrigues surrounding the development and implementation of the TPD programme in Kenya, based on the principles of andragogy as espoused by Malcom Knowles (1913-1997). The paper comprises nine sections. The first section comprises an overview of the TPD programme in Kenya. Section two discusses the rationale behind the launch of the programme, whereas section three constitutes the legal framework underpinning the TPD programme in Kenya. Section four examines the structure and design of the TPD programme while section five constitutes analysis of Knowles' conception of andragogy in relation to the TPD course in Kenya. A critical analysis of andragogy constitutes section six, while the findings of the study and discussions are contained in section seven. Section eight comprises the proposed public participation procedure while recommendations for the study are in section nine.

### **Objectives of the Study**

Objectives of the study were to:

- i. analyse the Teacher Professional Development (TPD) programme in Kenya;
- ii. examine the legal provisions underpinning the TPD course in Kenya and
- iii. evaluate the TPD programme in Kenya in view of Knowles' conception of andragogy.

### **Methodology of the Study**

The study employed the philosophical method of logical (or conceptual) analysis. This method entails breaking down of a concept or statement into its constituent parts in order to display its logical structure (Beany, 1996). The origin of logical analysis in philosophical discourse is traced back to the ancient Greece, where renowned philosophers such as Socrates and Plato employed it in their dialectical discourses. In Plato's dialogue, *Euthyphro* (compiled by Elwany, translated by Jowett, n.d.), for instance, Socrates engages in philosophical analysis by persistently questioning the meaning of the term piety. In his work the *Republic*, Plato analyses the origin, the meaning, uses and the standards of justice (Aken, 1966). Plato's focus on the definition of concepts is central to his dialogues, and this clearly demonstrates what philosophical analysis can yield.

Although this method is associated with classical philosophy, it can as well be applied in the modern educational practice, as explained by British educational philosophers, Richard Stanley Peters and Paul Hirst. They contend that philosophical research can analyse concepts in the formal context as it is with empirical research. Peters and Hirst (1970) then hold that the role of philosophical analysis in education is to help us understand the terms and concepts. This view stems from the position held by analytic philosophers that many problems encountered in life are rooted in lack of communication and understanding of terms used. As noted by Brightman (1957), this method breaks down concepts and statements into their respective constituent parts, focusing on the understanding of terminologies and statements in order to attain clarity. The conceptual analysis therefore seeks to unearth simpler constituent elements of a concept by splitting them in order to establish their logical relationships (Baldwin, 1998). This implies that the split parts of a concept under study are studied separately, then synthesized in order to achieve clarity and understanding.

White (1991) equates the term analysis to the phrase 'break up.' Logical analysis in research aims to reveal the nature of a concept, by breaking it up into smaller units. Therefore, conceptual analysis is the first stage of research. A researcher tries to clarify an issue using certain mental tools to break up the general concepts under inquiry into its simpler forms that are easier to understand. In practice, this amounts to searching for specific definitions of concepts, terminologies and meaning of statements under inquiry.

Analytic thinking is hence a basic tool in educational research that seeks to define the concept under study by uncovering its defining characteristics (the criteria that fits it). Conceptual analysis focuses on the study of statements and concepts used in varying contexts. Such a study helps in clarifying and justifying meanings. It calls for logical and systematic thinking in order to draw necessary distinctions between what is essential and what is not. Conceptual analysis also studies meanings that lie behind terminologies used in ordinary contexts (Kneller, 1964).

In this study, this method attempted to unearth the underlying meaning of TPD by establishing its meaning, rationale, legal underpinning and its necessity to the teachers. The method was also utilized to explain the meaning of andragogy and to establish the principles that constitute Knowles' theory of andragogy, besides critically analysing it. By clarification and delineation of the meaning of a term, conceptual analysis delimits the extent to which a term is applied in a specific context.

### **1. The TPD Programme in Kenya**

TPD is not a new phenomenon in the teaching profession in Kenya. Part IV of the TSC Code of Regulations for Teachers spells out the process of development, review and maintenance of the entry performance of standards of persons in the teaching service. It provides for the procedures of quality assessment of teachers, continuous professional development, performance appraisal (Republic of Kenya, 2015). Regulation 42 of the teachers' Code of Regulations requires every teacher to undertake TPD on curriculum interpretation and implementation as may be required by the employer. Regulation 52 mandates the Commission to develop an open appraisal system for teachers in order to strengthen supervision and to continuously monitor their performance in curriculum implementation at the institutional level. It is from this function that TSC has initiated a number of continuous teacher professional development courses. Among the courses is the one offered by the Centre of Mathematics, Science and Technology Education in Africa (CEMASTEA) and Strengthening of Mathematics and Science in Secondary Education (SMASSE).

Mulambe (2017) explains that in an attempt to realize the Vision 2030, of becoming a globally competitive and prosperous country, the government of Kenya initiated the SMASSE programme in the year 1998. This was occasioned by the declined performance by the students in Mathematics and Science subjects in the Kenya Certificate of Secondary Education (KCSE) examinations. The programme was thus meant to provide capacity building among Mathematics and Science teachers in order to enhance students' performance.

As explained by Makokha (2019), CEMASTE A was established in the 2004 to provide In-Service Education and Training (INSET) for Mathematics and Science teachers in Kenya and Africa. The Centre was established and build on the gains made by SMASSE. The mandate of CEMASTE A is continuous Teacher Professional Development in Mathematics and Science Education (TPD-

MSE). It is aimed at continuously developing competencies among teachers for effective curriculum delivery and improved quality of education. The strategy employed by CEMASTEIA for pedagogical improvement has been Activity-based, Student-centred, Experiments and Improvisation (ASEI). This is to be realized through the continued improvement cycle of Plan, Do, See, Improve (PDSI). Makokha (2019) further elaborates that CEMASTEIA conducts INSET for Mathematics and Science teachers at the basic level of education, develops innovative teaching approaches by conducting seminars and workshops for school heads, science and Mathematics teachers through funding from the Ministry of Education. The ultimate goal is to improve the quality of teaching Mathematics and Science Education by enhancing the teachers' pedagogical skills by acquiring core competencies such as critical thinking and problem solving, imagination, citizenship, self-efficacy, digital literacy and learning to learn. Mogendi (2021) observes that as a public institution under the Ministry of Education, CEMASTEIA builds the capacity of teachers in Science, Technology, Engineering and Mathematics (STEM) subjects. It focuses on the training of teachers on effective delivery of curriculum content. It conducts online TPD course for Mathematics and Science teachers.

It is noteworthy that the existing TPD programmes (SMASSE AND CEMASTEIA) targets Science and Mathematics teachers at the expense of other teachers. These programmes therefore do not offer equal opportunities to all teachers since they are not compulsory and continuous. The programmes do not also provide for any motivation to the teachers, as it is with the recently launched TPD, which has incentive accompaniments for successful trainees. This include promotion to the next cadre, appointment to administrative positions and renewal of the teaching certificate. Finally, SMASSE and CEMASTEIA programmes do not provide equal opportunity to all teachers and that they do not address individual teacher's performance gaps (Teachers Arena, 2021). It is from these arguments, among others, that TSC launched a compulsory TPD course for all teachers beginning September 2021 and rolled it out in December 2021. However, it is illogical for TSC to peg teachers' promotion on only one criterion, accomplishment of the TPD course, yet the Code of Regulations for Teachers clearly outlines the criteria of promotion. Regulation 73 of the Code stipulates that the Commission shall promote a teacher on the basis of:

- (a) *Merit and ability as reflected in the teacher's work performance and results;*
- (b) *Seniority and experience as set out in the scheme of service;*
- (c) *Existence of a vacancy;*
- (d) *Academic and professional qualification and*
- (e) *Any other criteria the commission may deem relevant* (Republic of Kenya, 2015 p. 1179).
- (f)

With regard to Regulation 73, all the stated criteria should be put into consideration for the process of promotion to be effected. Instead, it appears that TSC has now resolved to apply only Sub-section (e), negating the other Sub-sections. The implication is that with the roll out of the TPD, teachers' promotions would then be shelved, pending their successful completion of the course.

## **2. Rationale for the TPD Programme**

Media Team (n.d.) explains that research findings indicate that pre-service teacher education alone does not equip teachers with all the necessary skills, knowledge, values and attitudes for effective teaching. This justifies the need for continuous professional development for teachers to bridge

the gap. This is based on the findings of a survey conducted by the Kenya Institute of Curriculum Development (KICD). The study recommends establishment of a teacher's continuous learning through the Continuous Professional Teacher Development in order to support for students' learning achievement (KICD, 2016). With teaching as a profession, teachers must assume a greater responsibility for their own professional growth as it is with other professions such the Legal and the Medical. In addition, the dynamic environment of the teaching profession such as the inculcation of the 21<sup>st</sup> Century skills such as Information Communication and Technology (ICT) also requires a continuous teacher training programme to enable them acquaint themselves with these skills. Therefore, teachers in Kenya should get abreast with the global trends as it is with other countries such as in Europe, America and Australia where there are well elaborate TPD programmes (TSC, 2021).

TPD comprises both formal and informal activities that registered teachers undertake in order to continuously improve their pedagogical skills, management skills and learner outcome. Teachers Arena (2021) observes that learners in the 21<sup>st</sup> Century are confronted by complex cultural, economic, technological and global challenges. They must therefore be ready to prepare learners who possess modern, diverse and complementary competencies to enable them navigate through the said challenges. Therefore, in order to cope with the global trend where most European, Australian, American and some African countries have established comprehensive TPD programmes, Kenya should be no exception.

In justifying the need for a TPD course for Kenyan teachers, TSC (2021) argues that recent trends in the Primary Teacher Education (PTE) reveal some ineffectiveness and inefficiency with regard to the teachers' teaching strategies, preparation of professional records, poor classroom management, incompetency in handling learners with special needs and weak assessment and feedback skills. In addition, some school heads are not able to analyze their books of accounts, communicate effectively with the parents and teachers, and also exhibit poor resource utilization skills. Regarding mastery of content, TSC claims that a majority of teachers does not attain the established standards in English, Mathematics and Science, one of the contributory factors to low academic standards among most learners. Furthermore, content mastery among a majority of teachers do not attain the set benchmark in English, Mathematics and Science.

The need for the introduction of a TPD course is also derived from the Social Pillar of the Kenya Vision 2030 blue print which emphasizes the need for Kenya to become a knowledge base. Government of Kenya (2018) explains that Kenya vision 2030 is the long-term blue print for the country, motivated by a collective aspiration for a better society by the year 2030. This blue print endeavours to create a globally competitive and prosperous country with a high quality life by 2030. It aims to transform Kenya into a newly industrialized, middle income country providing a high quality life to all citizens. The Vision is a culmination of a highly participatory, consultative and inclusive engagement among stakeholders and experts from all sectors of the country's economy, conducted between October 2006 and May 2007.

The Republic of Kenya (2018) explains that the Kenya Vision 2030 operates on three pillars, namely the social, economic and political pillars. The Social Pillar focuses on Education and Training as

a primary means of upward social mobility, national cohesion and socio-economic development. To this effect, the government endeavours to review and reform the curriculum so as to align it to the current constitution of Kenya. The curriculum review process entails two components, the first involves curriculum digitalization, incorporation of national values, nurturing of the learners' talents and emerging issues in education. Another component of the education reforms was the integration of Information, Communications and Technology (ICT) in to the teaching and learning process. This would entail review of policy and institutional framework for ICT integration in education and technology, procurement of ICT infrastructure for schools and conducting capacity development for ICT integration.

Media Team (n.d.) reiterates the need for the TPD programme since it is the best global practice for professional growth. With reference to the fourth goal of the Sustainable Development Goals (SDG) every person should access quality education. SDG, also known as Global Goals are a collection of 17 interlinked global goals designed to be a blue print to achieve a better and more sustainable future for all. The SDGs were set up in 2015 by the United Nations General Assembly and are intended to be achieved by the year 2030. These goals were adopted by the United Nations (UN) in 2015 as a universal call to action to improve people's living standards in the world through ending of poverty, protecting the earth and ensure that by 2030, all people enjoy peace and prosperity (UNDP, 2021). Goal 4 focuses on access to quality education through quality teaching. This can be achieved through capacity building of teachers in order to enhance their service delivery.

### **3. Legal Framework for the TPD Programme**

TPD is guided and protected by a legal framework as contained in the Constitution of Kenya, which establishes TSC as a constitutional commission under Article 237 (1). Under this Article, TSC has an exclusive mandate of teacher management (Republic of Kenya, 2010). Article 237 (2) (a) and (3) of the constitution establishes TSC as a regulator of the teaching service. It is mandated to regulate the Register of teachers, review the standards and training of persons joining the teaching service and advise the national government on matters relating to the teaching profession (Republic of Kenya, 2010). Among other functions, Article 237(2) mandates TSC to review the standards of education and training of persons entering the teaching service (TSC, n.d.).

In this regard, TSC has a statutory mandate through the TSC Act 2012. TSC Act No. 20 of 2012 is an Act of Parliament enacted to make further provisions for the TSC's composition, functions and powers of the qualifications and procedure for appointment of members of the commission. Section 35(2) of this Act requires every registered teacher in Kenya to undertake career progression and professional development as may be prescribed by Regulations of the Act. Section 11(e) of this Act mandates the Commission to facilitate career progression and professional development for all practicing teachers (Republic of Kenya, 2012a). Section 35 of this Act provides for compliance with the teaching standards. Section 35, sub-section (1) of this Act stipulates that the Commission shall:

- (a) require every registered teacher to undertake career progression and professional development programme;*
- (b) require every registered teacher to obtain a teaching certificate;*
- (c) enter into agreement (s) with any institution, body, department or government agency pursuant*

- to its functions and powers prescribed under this section; and*
- (d) *appoint an agent or designate a member of staff of the Commission who may enter any educational institution and make an enquiry in that regard* (Republic of Kenya, 2012a p. 17).

In view of Section 35(1), it is legally binding for TSC to take teachers through the TPD course in order to exercise the provisions of this Section of the Act. Section 35(3) states that any teacher who fails to undertake the prescribed career and professional development programme; or take out a teaching certificate under Section 35(2) (b) of this Act, shall be dealt with in accordance with the regulation (Republic of Kenya, 2012). With regard to Section 35(2), it is within TSC's considered opinion that TPD is a statutory requirement underpinned by the provisions of Sections 11 and 35 of the TSC Act. The Commission therefore has to implement the provisions of the law as established.

Regarding the development, review and maintenance of and performance standards among teachers, Part IV of the TSC Code of Regulations for Teachers spells out the process for doing so. It provides for the procedures of quality assessment of teachers, continuous professional development and performance appraisal. It in turn outlines offences and penalties for non-compliance with the entry and performance standards. Regulation 42(b) requires every teacher to undertake TPD programme on curriculum interpretation and implementation as may be required by the Commission. Regulation 48 of the Code of Regulations for Teachers hence stipulates that:

- (a) *every teacher shall undertake the TPD prescribed by the Commission from time to time;*
- (b) *the Commission shall approve training institutions to conduct the TPD course and*
- (c) *the approved institutions shall issue certificates to teachers upon successful completion of the programme* (Republic of Kenya, 2015 p. 1169).

Regulation 49 of the Code of Regulations for Teachers stipulates that:

*every teacher who successfully completes the course under Regulation 48 shall be issued with a teaching certificate by the Commission, renewable on a five-year term* (Republic of Kenya, 2015 p. 1169).

Granted these legal provisions, then TSC's decision to initiate the TPD programme is a deliberate endeavour to execute its mandate as provided for by the law.

Although the TDP programme appears to have a solid legal basis for its initiation and implementation, a section of stakeholders has challenged the whole process of its development and implementation. As indicated by Republic of Kenya (2022), a public petition was presented in parliament by a section of teachers, pursuant to Article 119(1) of the Constitution of Kenya, barely one month after the roll out of the programme. Article 119 (1) of the Kenyan Constitution guarantees every Kenyan a right to petition parliament to consider any matter within its authority. This includes enacting, amending or repealing any legislation (Republic of Kenya, 2010). The petition sought the suspension of the TPD programme by TSC on several grounds, pertinent among them:

- (i) *that on 22<sup>nd</sup> September 2021, TSC rolled out the TPD programme to be undertaken by all practising teachers for every five years as mandatory refresher course modules for renewal of certification;*
- (ii) *TSC did not involve teachers in the preparation framework for the TPD and its subsequent roll out, contrary to the mandatory requirements of Article 232(1)(d) of the Constitution of Kenya, notwithstanding that teachers are directly affected by the TPD policy (Republic of Kenya, 2022 p. 7).*

Article 232(1) (d) of the Constitution of Kenya stipulates that policy processes should involve people's participation before their implementation (Republic of Kenya, 2010).

Coincidentally, similar concerns contained in the said petition were also pending hearing and determination in the Employment and Labour Relations Court in Nakuru town. They had been filed on 27<sup>th</sup> September, 2021 by a member of the public as a Constitutional Petition No. 24 of 2021 but enjoined by teachers' unions as interested parties (Republic of Kenya, 2022). In its defense of Item (ii) of the petition before the Parliamentary Committee on Education and Research, TSC argued that it solicited the views of all the teachers through their respective unions, namely; the Kenya Union of Post Primary Teachers (KUPPET), the Kenya National Union of Teachers (KNUT) and the Kenya Union of Special Needs Education Teachers (KUSNET). However, the sincerity of TSC's response is questionable because had it consulted the teachers through their respective labour unions, the latter wouldn't have volunteered to be enjoined parties in a similar petition filed in the Employment and Labour Relations Court. In addition, had teachers been engaged in the formulation of the TPD framework, they wouldn't have petitioned parliament against the same.

Another issue of concern is the short period within which the course facilitators were trained. Kenyatta University, one of the accredited TPD service providers, trained its facilitators for only two days. A memo from the Dean, School of Education of Kenyatta University, addressed to Chairpersons of Departments that service the School, reveals that the TPD course facilitators underwent a two-day capacity building. This took place on the 14<sup>th</sup> and 15<sup>th</sup> December, 2021 (Dean, School of Education, 2021). The two-day period was quite insufficient, given the long duration that the course is intended to cover and that the facilitators had not been involved in the course development. The course was exclusively developed by TSC and the university lecturers assigned to teach it. It is from such questionable undertakings by TSC that draw criticism of the TPD programme from stakeholders in the education sector. Furthermore, TPD as a university academic programme was not approved by the Commission for University Education (CUE) as required by the Universities Act No. 42 of 2012. In this regard, the TPD programme is not in the latest list of the CUE approved university academic programmes published in 2021 (CUE, 2021). Based on the approved university academic procedures of Kenyatta University (KU), an accredited service provider of the TPD Programme, the curriculum development procedure undergoes the following stages of development before being considered for implementation. These are: the Departmental Curriculum Committee, School Curriculum Committee, the School Academic Board, the University Programmes Development Committee, the University Quality Assurance Committee, University Senate then CUE, for consideration for approval. In addition, there is a thorough stakeholder participation at the departmental level, before the programme is moved to



the School level for consideration (KU, 2017).

#### **4. Design and Structure of the TPD Course**

As explained by Republic of Kenya (2022) the TPD course is conducted in 290 centres spread countrywide. Course participants include all teachers in both private and public institutions of learning, cutting across primary up to the tertiary level of education. The course comprises a total of seven learning Modules, developed by TSC, to be covered in a period of thirty years. Each module should be covered within a period of five years, with the first one being the introductory module. TSC hired the services of four institutions as service providers for the TPD course. These are Kenyatta, Riara and Mount Kenya Universities, and the Kenya Educational Management Institute. Hezron (2021) explains that the TPD programme aims to enhance the Kenya Professional Teaching Standards (KePTS) among teachers. These are professional standards developed by TSC, aimed at improving teachers' competence in service delivery. They are standards that describe what a Kenyan teacher is supposed to be. The KePTS expects a Kenyan teacher to uphold professionalism, teacher demonstrate high level of pedagogical content (learner-centred approach) and teacher knowledge on assessment and reporting i.e. formative assessment. Other expectations are the teacher's creation and support of inclusive education practices such as Gender and Learners Living with Disabilities (LLWD), awareness and promotion of school health and safety practices, knowledge of financial literacy skills, knowledge and practices of instructional leadership.

Teachers Arena (2022) describes the mode of delivering the TPD course as blended, combining physical and virtual learning. Physical facilitation takes a period of five days during the school holidays at designated centres within the various Sub-Counties spread across the country. Virtual facilitation is also conducted for five days during the school holidays. In this case teachers choose to enrol in any of the four accredited service providers from where they would wish to undertake their training. The service providers then decide on how to alternate the two modes of delivery. Facilitators of the TPD course apply the key principles of andragogy in the delivery of content. These include cooperative learning, where the participants are grouped into clusters for discussions. Another approach is the experiential approach, where course facilitators engage with trainees (teachers) in direct experience and focused reflection in order to increase their knowledge, skills and values. These approaches are deemed appropriate based on the assumption that being adults, teachers use their past experiences as a foundation for acquiring more knowledge and skills. In addition, adults are self-directed and intrinsically motivated to learn to learn. They hence easily learn from their peers under the guidance of their facilitator.

The TPD assessment tools include the use of Reflective Journals, E-portfolios and individual participant led final synthesis (Teachers Arena, 2022). A reflective journal is a collection of one's recorded thoughts and questions derived from their learning. It is an account of one's work in progress, which provides one with an opportunity for self-reflection on the ongoing learning experience(s) by enabling one to engage critically and analytically with the course content. (Warwick Institute for Advanced Teaching and Learning (IATL), n.d.). A reflective journal can be used to record a person's daily reflections on learning experiences. It provides to evaluate their learning process and informing them of the next action plan. These include learning experiences undertaken and the knowledge gaps identified which have to be filled (Emozzy, 2021).

An E-portfolio is a collection of work in an electronic format that showcases learning over time. Lorenzo, Ittelson and Oblinger (2005) describe an e-portfolio as a digitized collection of artefacts such as demonstrations, resources and accomplishments that represent an individual, a group or an institution. Such collections can be in the form of text or graphic that serves as an administrative tool to manage and organize work. It promotes personal reflection. Clemson University (n.d.) further explains that an e-portfolio showcases learning experiences undertaken over a period of time. It may thus contain among others demonstrations, resources and accomplishments that represent an individual, group or an institution. The collection can be in the form of either text or graphic which serve as an administrative tool to manage and organize work. It encourages personal reflection and often involve exchange of ideas and feedback. Being a collection of work in an electronic format showing learning over time, Clemson University (n.d.), explains that an e-portfolio may constitute files related to courses taken, programmes of study, projects, evaluations, analysis and recommendations. Types of e-portfolios include showcases, learning and assessment e-portfolios. With regard to the TPD course, teachers are required to create learning e-portfolios to demonstrate their learning progress. These e-portfolios are shared among themselves in order to elicit peer feedback. Such e-portfolios promotes formative feedback, an essential component of the learning process. Once created, an e-portfolios can be saved in a computer in a designated location such as a Drop-box or Google drive for future accessibility.

Teachers Arena (2022) establishes that TPD modules are divide into chapters, with each participant (teacher) expected to cover one chapter in every calendar year. The cost of each Chapter is Kenya Shillings (Ksh.) 6,000. For one to be considered for promotion either to the next job cadre or an administrative position, they ought to have covered at least three chapters (accomplished in three years), whereas renewal of the teaching certificate requires one to have completed five chapters (accomplished in five years). Teachers will only be issued with the TPD transcripts and certificates upon successful completion of every module of study. TSC (2021) reiterates that teachers who fail will have only one chance to re-sit the course modules. However, TSC will terminate the services of teachers who won't take the modules or fail the TPD course. This implies that they won't be granted the teaching licenses thus not being authorized to teach. This approach however contradicts the principles of andragogy upon which facilitation of the course would be based (TSC, 2021). In an attempt to justify the implementation of this decision, TSC argues that it wants to have highly professional teachers equipped with modern trends of education because most teachers are inadequately trained while some do not comply with the prescribed professional standards, thus negatively impacting on their performance. Being an adult education programme, facilitation of the TPD course ought to be based on the principles of andragogy.

## **5. Incorporation of the principles of Andragogy in the TPD course**

Andragogy is a concept that is closely associated with Malcom Knowles. Malcom Shepherd Knowles (1913-1997) was an American adult educator, academician and practitioner who developed and applied the principles of adult education. He developed the principles of adult learning, currently referred to as andragogy (Encyclopedia.com, 2019). It is from these principles that the theory of andragogy stemmed. The term andragogy was first coined by a German educator, Alexander Kapp in 1833. However, the concept was popularized by other scholars, Linder and Martha Anderson in 1920, proposing that andragogy be adopted as the ideal approach for adult learning, subscribing to

the learner-centric principles (Nixon-Ponder, 1995).

As explained by Discourses on Learning in Education (2022), the term andragogy is derived from Greek words-*andr* and *agogos*, meaning “leading men.” It is used in contrast with *paid* and *agogos*, meaning “leading children,” that is pedagogy, which focuses on the approaches and principles that are specific to children’s education. Andragogy points to a mode of self-directed learning that takes into account: adults’ desires to know why they are learning; their broad experiences and knowledge bases; their needs for high levels of autonomy in their learning; their inclination towards immediate relevance of their subject content; their preference for informal problem-solving over formal, content-based learning. In addition, andragogy provides for the adult learners’ intrinsic motivation as opposed to extrinsic, which is characteristic with pedagogy. Based on these characteristics, then andragogy is construed as a theory of teaching adults. Kenyon and Hase (2001) reiterate that in adult learning, the learner is the centre of focus, thus educators should operate within this premise. They should not really teach but instead facilitate learning. As a theory of teaching and learning, andragogy was popularized by Malcom Knowles in the 1970s, positioning it as a remedy to the inadequacies of pedagogy. He observed that pedagogy does not take into full considerations of the needs, desires and interests of the adult learner (Research.com, 2022).

Knowles (1980) defines andragogy as the art and science of helping adults to learn, contradicting it with pedagogy, the art and science of teaching non-adults. Being a group of learners distinct from children, they exhibit prior learning dispositions that require the educator to employ teaching and learning strategies that are unique to such learners. This theory hence emphasizes the determination of suitable learning techniques for adults (Corporate Finance Institute, 2015). Jarvis (1985) describes the adult learner as independent and self-directed. Adult learners are a rich source for learning, thus teaching methods should be interactive. An adult learner learns what they want to know, thus learning programmes are organized around life application. Learning experiences should be based on the learners’ prior experiences since they are performance centred in their learning. Knowles (1984) therefore outlines five assumptions of the adult learner. These are:

- Self-concept: the adult’s self-concept has moved away from being dependent to that of being a self-directed person. They are spurred to learn by a specific reason such as self-development and growth related to their career path or their work.
- Learner experience: as one matures, they accumulate a reservoir of experience that is a resource for learning.
- Orientation to learn: mature persons’ orientation to learning is tilted towards application of knowledge in their daily lives.
- Motivation to learn: a mature person is intrinsically motivated to learn. As a person matures their time perspective changes from one of postponed application of knowledge to immediacy of application, and accordingly their orientation toward learning shifts from one of subject-centeredness to one of problem-centredness.
- Reason to learn: adults require a strong reason to learn, such as a problem to solve and immediate application of new knowledge.

It is from these assumptions that Knowles (1984) derives his formulation of the four principles of andragogy as follows:

1. Since adults are self-directed, they need to be involved in the design and development of their learning experiences;
2. Experience should be the root of all learning activities and tasks;
3. The subject content for adult learners should be of immediate relevance and impact to their careers or personal life and
4. Adult learning should be problem centred, rather than content centred. It should enable them utilize the knowledge for solving their problems.

Expounding on Knowles' first principle, Pappas (2013) contends that adults learn because they understand the relevance of their education. If they don't learn, it could cost them, for instance failure to be promoted or inability to cope with the modern trends and challenges in their careers. They therefore voluntarily decide to enhance their skills and knowledge without compulsion. Adults must hence be an integral part of the development and implementation of the curriculum as well as the evaluation process. This would provide an opportunity to design learning materials, learning activities and assessment procedures based upon the needs and wants of the adult learner. Besides being goal oriented, Pappas (2013) further argues that there should be a clear system of adult learners gauging their learning progress. An adult learning programme should then allow learners to apply their learnt knowledge and skills to their jobs or enable them overcome the challenges hindering their work performance.

By virtue of its mandatory nature, the TPD in Kenya contravenes the important aspect of voluntariness in andragogy. As noted by Teachers Arena (2022), TSC has placed a lot of premium on the course, including promotion and renewal of the teaching certificate. In addition, in the event that a teacher fails the course, or declines to undertake it leads to termination of their services. This compulsion approach in the implementation of the course in itself contravenes Knowles' first principle of andragogy. Having identified their needs and interests, adult learners ought to be intrinsically motivated to voluntarily undertake the education.

With reference to Knowles' (1984) first principle of andragogy, adult learners ordinarily choose what they want to learn, where they want to learn and how to learn. Having such autonomy over their learning is a key distinctive feature of andragogy. This paper argues that adult learners are self-directed and eager to learn because they are aware of their needs and interests, skills and knowledge that they will utilize to solve problems related to their careers. They should hence play a pivotal role in designing and developing the course content so that they are empowered and motivated to learn. This will enable them formulate the expected learning outcomes, learning tasks, create a learning criteria and conduct self-evaluation of their performance. This should be based on the outcome of the needs assessment is conducted in order to establish the existing gaps in their knowledge and expertise that they would wish to fill.

The aspect of adult learners' involvement in designing and preparation of their course content emanates from the teachers' public participation in the development of TPD programme. This

aspect coincides with the provision of Article 232(1)(d) of the Constitution of Kenya, which requires policy formulation processes to involve public participation before being considered for implementation (Republic of Kenya, 2010). It is from public participation that the existing gaps and deficiencies of a policy can be identified and addressed before the process of implementation commences. Therefore, TSC did not only act contrary to Knowles' first principle of andragogy by rolling out a programme that had not been subjected to the teachers' public participation, but also contravened Article 232(1)(d) of the Constitution of Kenya. Knowles' first principle of andragogy requires adult learners to be directly involved in the course content development. Instead, TSC designed its own course content and imposed it to the teachers, and sought the services of the course facilitators to implement it without their input. The facilitators are thus obliged to teach a course that they are not even conversant with. In Kenya, curriculum development is done by the Kenya Institute of Curriculum Development (KICD, 2016). However, at the university level, it is done by the University Senates, under approval by the Commission for University Education (Republic of Kenya, 2012b). TSC cannot therefore act as an employer as well as a trainer of teachers.

In adult education, what matters is not the end result, but rather experience gathered through the learning activities. The adult learning programme should provide projects and tasks for learners to explore the subject matter, thereby gaining experience (Pappas, 2013). The concept of experience is addressed in Knowles' second principle of adult education. The prior experience on the subject content should form the basis of the learning experiences they are expected to attain. This principle is taken into account by the TPD's experiential, cooperative and peer learning approaches. In this approaches, teachers are grouped into clustres and assigned tasks by their facilitators and in turn make presentations and discussions (Teachers Arena, 2022). With this approach, facilitators engage their learners in direct experience and reflection on their course content. Learners also have opportunities to share learning experiences, besides engaging in group teaching and learning.

The aspect of the subject content's immediate relevance and application to their careers are elaborated in Knowles' third principle of andragogy. Andragogy International Universe (2022) argues that the adult has four important characteristics of andragogic learning, comprising: the motivation, personal perspective of what to be learned, their voluntariness to learn and their experience. These attributes propel them to learn without any external compulsion. Knowles (1984) argues that real life application of the subject matter should be tied to adult education. Adult learners need to apply the subject content to real life experience in order for the course to excite them. The main focus of the TPD course is to enhance the teachers' professional competence. For this purpose, TSC has formulated the seven Kenya Professional Teaching Standards, upon which the course operates (Hezron, 2021). The seven standards encompass all the mandate and functions and duties of a professional teacher. Equipped with these skills, TSC expects teachers to effectively perform their duties. These skills are directly applicable by teachers in their daily duties.

Regarding principle four, Knowles (1980) contends that adult learners need and want applicable knowledge. They are resistant to the techniques of traditional pedagogy such as drills, quizzes, exams and rote memorization. The fundamental characteristic of andragogy is; the way to resolve conflict or complex situations, organizing learning in a way that it serves to resolve a problems and strengthening the learner's values and positive attitudes (Andragogy International Universe, 2022).

Adult education should provide a learner with education opportunities to solve problems at hand (Galustyan, Borovikova, Polivaeva, Bakhtiyor, and Zhirkova, 2019). Pappas (2013) maintains that the education content offered to the adult learner should be problem-centred, since the learner would wish to see how it helps them solve the problems they encounter. The content should thus offer them a chance to polish their skills, acquire practical knowledge rather than memorization of facts. Being task oriented and learner participatory in nature, the TPD course takes into account the need for the learner to utilize their knowledge in problem solving and conflict resolution. The seven professional teaching standards equip the teacher with the skills to confront the challenges they encounter in their line of duty. By perfecting their professionalism, it is construed that the teacher will ultimately overcome the problem of underperformance. Knowles' theory of andragogy has however attracted criticism as illustrated in the next section.

## 6. Criticism of Andragogy

In his theory of andragogy, Knowles conceives the adult educator as a facilitator of the learning process (Smith, 1999; St Clair, 2003). He posits that adult learners are autonomous, independent, and self-directed. Their prior learning experiences provide rich learning resources; their readiness to learn is pegged on their need to perform a task, centred on problems, not tasks and that they are intrinsically motivated to voluntarily participate in learning (Kerka, 2002). Although Knowles uses age as the main distinctive feature between adult and young learners, Holmes and Cooper (2000) argue that some other characteristics such as biological, social, physiological and moral also influence the learning process.

Despite being considered as a theory of adult learning, andragogy has been criticized by a number of scholars. St Clair (2003) and Kerka, (2002) argue that there is no clarity as to whether Knowles' theory is indeed a theory or just a collection of assumptions. Additionally, the assumptions do not portray adults as they are but as they are expected to be (Davenport & Davenport, 1985; Rachal, 2002).

Based on his distinct models of andragogy and pedagogy, Knowles fails to acknowledge that some adult learners can be extrinsically motivated thus depend on the teacher, while some children can also be intrinsically motivated and learn independently. The gifted and talented learners for instance learn independently under the guidance of their teachers, despite being young, while some slow adult learners would require close attention by the teachers. Similarly, some adults' traumatic life experiences can pose impediments to learning, while some children's experiences such as games can be rich for learning (Davenport & Davenport, 1985; Rachel, 2002).

In what appears to be a self-contradiction in his 1980 book, *Revision of Modern Practice*, Knowles conceives andragogy and pedagogy as being on a continuum. He proposes that educators adopt both models depending on the prevailing circumstances regardless of the age of the learner (Knowles, 1980; Smith, 1999). It is from this proposal that Echezona (n.d.) disagrees with Knowles' assumptions that adult learners are self-directed with their learning, and that their life experiences strengthen their learning process. She contends that Knowles' assumption is fallacious in the sense that not all adult learners are self-directed. Brockett and Hiemstra (1991) and Lowry (1989) reiterate that some adult learners require close attention in order to effect learning. Similarly, other factors such as race,

gender, educational background, sexual orientation and disability may as well influence the adults' learning progress by impeding their autonomy and ability to be self-directed (Lowry, 1989; Kerka, 2002). It is then clear that andragogy and pedagogy are not dichotomous but mutually exclusive. In pedagogy, the teacher can at times allow learners to pursue personal learning needs and interests by assigning tasks such as a projects. In andragogy, the teacher would as well serve as a resource person by providing guidance to the learning process (Rachal, 1983). An adult learning class is heterogeneous, just as it is with a class of young learners. The quick learners would thence tend to be self-directed whereas the slow learners would require close attention from the teacher.

Research findings reveal that some adult learners may be self-direct or at times prefer guidance depending on the circumstances. Therefore, effective learning is a combination of both teacher-directed and self-directed learning. With the advent of technology, some curious children self-direct their learning by independently seeking learning resources outside the classroom setting (Echezona, n.d.). This is evident among the gifted and talented learners who independently study ahead of their peers and teachers. Kerka (1994) critiques the notion of self-directed learning associated with andragogy by noting that adults' capacity for self-directed learning vary, and that they exhibit varying degrees of ability and voluntariness to pursue learning experiences.

Another assumption of andragogy that is opposed by Echezona is that adult learners extensively accumulated life experiences facilitate learning. Not all adult experiences may result in a positive learning experience. As St Clair (2003) and Kerka (2002) note, some nasty adult experiences may negatively influence their learning. This assumption should hence not be restricted to adult learners. Some children undergo quality and rich experiences that are useful to learning than some adults (St Clair, 2003; Friedman, 2002). Children learn through experience through play and interaction with their peers, thus accumulating vast experience in the process (Bransford et. al., 1999). Progressive educators such as Dewey and Montessori argue that learning cannot be concrete when detached from the learner's experiences (Friedman, 2002). This argument underscores the essence of children's experiences in the learning process. They not only make learning meaningful but also aid in content retention and the learner's intellectual development.

From the cited criticisms, Kerka (2002) concludes that andragogy is merely a guide for adult educators because the analysed assumptions, self-directed learning and accumulated experiences among adults, apply to all categories of learners. Therefore, teacher-centred and learner-centred approaches can apply to both child and adult learners. The teaching approach is determined by the prevailing circumstances in the learning environment. The purported dichotomy between pedagogy and andragogy has little to do with age but a lot with other variables-content, goals, gender among others (Davenport, 1987). Nevertheless, development and implementation of the TPD course should adopt the principles of andragogy as it was intended by the TSC.

## **7. Findings and Discussion**

The decision by TSC to initiate the TPD course is welcome as it will enhance professionalism in the teaching profession and ultimately improve the overall academic standards in schools. It has been long overdue, owing to the fact that it is enshrined in the Code of Regulations for Teachers, the Education Act and other Legal documents. The process of implementing the new curriculum in

Kenya, coupled with the dynamic environment of educational practice in the 21<sup>st</sup> Century justifies the retooling of the modern teacher in order to cope with the modern trends and overcome the challenges in education. However, the introduction of the course at this time has raised concern among various education stakeholders, which have to be addressed.

Although TSC's decision to roll out the TPD course was informed by the findings of the KICD survey of 2016, it is evident that TSC did not conduct public participation as required by the Article 232(d) of the Constitution of Kenya. It was from the findings of the survey that TSC ought to have organized for an intensive public participation exercise involving teachers, on how to design and develop the course content. Its defense before the parliamentary committee that it sought the opinion of teachers through their respective unions is fallacious because had it been the case, the same unions would not have petitioned parliament as well as being enjoined in a public petition that was filed in the Employment and Labour Relations Court. In as much as TSC is mandated by the TSC Act and the TSC Code of Regulations for Teachers to initiate the TPD course, provisions of the Constitution of Kenya supersedes these Acts. Thus, TSC is obliged to comply with the constitution.

The TPD course was also launched without approval by the Commission for University Education (CUE). CUE is mandated to approve all university academic programmes in Kenya (The Republic of Kenya, 2012). CUE outlines the standards and guidelines to be followed by the university education institutions in the review of academic programmes. Once approved by the institution's senate, the new academic programme has to be forwarded to CUE for evaluation and consideration for accreditation (CUE, n.d.).

Another concern is the decision by TSC to prepare modules for the TPD course, which does not fall within its mandate. It is thus illogical for TSC to hire the services of university staff to implement a course they never participated in its development. The mandate of curriculum development at the university level lies with the respective university Senates, whereas that for schools and middle level institutions lies with the Kenya Institute of Curriculum Development (KICD). Therefore, TSC's decision to act as an employer as well as a trainer of teachers contravenes the law.

With the inception of TPD, TSC has since based teachers' promotion on the same, negating other criteria of promotion. Using the TPD course as the main criterion for promotion of teachers contravenes Article 73 of the Code of Regulations for Teachers which establishes the criteria for promotion of teachers. This implies that teachers who have attained extra academic qualifications such as Bachelors, Masters and PhD Degrees in Education may not be considered for promotion, till they undergo the TPD course. This policy disadvantages teachers who are already enrolled for these programmes and others who anticipate to enrol for the same. Ultimately, the established postgraduate programmes in education in universities might become redundant if the TSC implements the policy on TPD to the latter.

Granted the mandatory nature of the TPD course and its long duration, it may not be beneficial to many teachers who are either in the middle or towards the end of their teaching career. Such teachers will not realize the benefits of the course that they are obliged to undertake, necessitating



the review of the programme.

Finally, given its nature as an adult learning programme, it conforms with Knowles' two principles of andragogy, being problem-centred and its content is meant for immediate use. However, it is noteworthy that all the four principles advocated by Knowles cannot be restricted to adult learners. With the advent of the Competency Based Curriculum (CBC) in Kenya, tailored towards creativity and innovation, all the four principles of andragogy ought to form the basis of learning at any given level, without due regard to age of the learner. Nevertheless, the TPD course ought to undergo intensive public participation before roll out, in compliance with the laid out procedure.

## **8. The Proposed Public participation process**

Public participation refers to the involvement of people in the process of policy making (Republic of Kenya, 2010). Since the TPD Programme was a new education policy affecting many players in the education sector, key among them teachers, it ought to have undergone a thorough and formal public participation process as envisioned in the Constitution of Kenya. This process should be undertaken through the structure established by the Ministry of education, ranging from the school, Sub-County, County, Regional and National levels.

Having established the need for retooling teachers, based on the findings of the KICD (2016) Needs Assessment Report, TSC should formulate a proposal for the development of the TPD course and communicate to the teachers through a circular to all schools. The communication should contain the findings of the Needs Assessment Report, and a formal request for teachers' participation in the design, development and implementation of the proposed TPD programme before its roll out. The exercise should be conducted within specified timelines of six months, undertaken at different levels of the TSC structures, starting at the school level.

At the school level, teachers should deliberate on the KICD findings and TSC'S proposal for the TPD Programme. The staff resolutions at the school level should then be forwarded to the Curriculum Support Officers for consideration at the Sub-Counties. The TSC Sub-County Directors of Education should in turn constitute the Curriculum Development Committees from among the Sub-County Curriculum Support Officers, whose task should be to analyze and consolidate teachers' feedback from the respective Sub-Counties. Compiled reports from the Sub-Counties should then be forwarded to the County Directors for scrutiny, consideration and approval. The report should then be forwarded to the Regional Coordinators for approval before final submission to the TSC for approval and adoption. The TSC should constitute a taskforce to review and consider submissions from all the eight regions. It should collate the reports into a single document and share it with the stakeholders, then liaise with the service providers (TPD accredited universities) to develop the TPD course through the laid out procedure.

## **9. Recommendations**

Since teachers are the major stakeholders in education who are directly affected by the TPD course, this study recommends that:

- TSC should halt the implementation process and seek the teachers' opinion on it, based on the findings of the needs assessment study by KICD (2016). This should be done through a structured public participation exercise involving all the teachers on how to design, develop and implement the TPD course to the teachers' advantage. The feedback from the public participation exercise would inform the key areas that teachers require retooling and how best the course can be designed and implemented.
- TSC should then liaise with the service providers (TPD accredited universities) to develop the TPD course, based on the laid out conventional procedure.

## Conclusion

TSC rolled out the TPD course based on its vital role of enhancing teachers' competence in service delivery. TSC's mandate is provided for by the TSC Code of Regulations for teachers and the TSC Act of 2012. However, during development of the course content, TSC overlooked Article 232(1) (d) of the constitution, which coincides with Knowles' first principle of andragogy. Being an adult education course, teachers ought to be actively involved in intensive public participation process, based on the KICD's research findings, in order to develop an appropriate mechanism of how to design, develop and implement the TPD course.

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