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*SNA*  
*19/11/25*

REPUBLIC OF KENYA

THE NATIONAL ASSEMBLY

THIRTEENTH PARLIAMENT – FOURTH SESSION (2025)


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PUBLIC PETITIONS COMMITTEE

REPORT ON

THE CONSIDERATION OF PUBLIC PETITION NO. 76 OF 2023 BY ROBERTS NJUNUKHA WEKESA OF BUNGOMA REGARDING DISCRIMINATION BY THE TEACHERS SERVICE COMMISSION ON CAREER PROGRESSION GUIDELINES FOR SPECIAL NEEDS EDUCATION TEACHERS IN KENYA

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 <b>THE NATIONAL ASSEMBLY PAPERS LAID</b>	
DATE: 19 NOV 2025	DAY: WED
TABLED BY:	Chair, Public Petitions Hon. Eric Muchangi
CLERK-AT THE TABLE:	Modo Miniam

*The Directorate of Audit, Appropriations  
& General Purpose Committees*

*The National Assembly*

*Parliament Buildings*

**NAIROBI**

November, 2025



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## ACRONYMS

TSC	Teachers Service Commission
KNUT	Kenya National Union of Teachers
SNE	Special Needs Education
SRC	Salaries and Remuneration Commission
TVET	Technical and Vocational Education and Training institutions
TTC	Teacher Training Colleges (TTC),
KISE	Kenya Institute of Special Education
CEMASTEAM	Centre for Mathematics, Science and Technology Education in Africa
TPD	Teacher Professional Development
CPG	Career Progression Guidelines

**CHAIRPERSON'S FOREWORD**

On behalf of the Public Petitions Committee and pursuant to the provisions of Standing Order 227, it is my pleasant privilege and honour to present to this House the Report of the Committee on Petition No. 76 of 2023 regarding discrimination by the Teachers Service Commission on career progression guidelines for special needs education teachers in Kenya. The petition was presented to the House pursuant to the provisions of Standing Order No. 225(2)(b) by the Honourable Deputy Speaker on behalf of teachers employed by the Teachers Service Commission to teach learners with disabilities on 5<sup>th</sup> December, 2023.


The Petitioner prayed that the National Assembly, through the Public Petitions Committee, intervenes to revert to the provision of the Career Progression Guidelines of 2018 applicable to Special Needs Education Institutions.

The Committee considered the Petition and observed that the Teachers Service Commission was yet to align the grading structure for Special Needs Education (SNE) teachers with the Career Progression Guidelines (CPG) of 2018. The delay in the alignment was caused by the Government's payroll system, managed by the State Department of Public Service, which has been undergoing re-configuration to facilitate migration to a new payroll system, among other changes.

The Committee recommended that, the Teachers Service Commission and the State Department for Public Service under the Ministry of Public Service, Performance and delivery Management align grades for the job titles in the payroll to reflect those in the Career Progression Guidelines of 2018 specific to Special Needs Education (SNE) Teachers and backdates the implementation of the same to 2017 to ensure that Special Needs Education Teachers (SNE), get their rightful benefits accrued since the roll-out of the new payroll system.

The Committee appreciates the Offices of the Speaker and Clerk of the National Assembly for providing guidance and necessary technical support, without which its work would not have been possible. The Chairperson expresses gratitude to the Committee Members for their devotion and commitment to duty during the consideration of the Petition.

On behalf of the Committee and pursuant to the provisions of Standing Order 199, I now wish to lay the Report on the Table of the House.

  
**HON. MUCHANGI KAREMBA, CBS, M.P.**  
**CHAIRPERSON, PUBLIC PETITIONS COMMITTEE**

Date.....19/11/2023.....

## **PART ONE**

### **1 PREFACE**

#### **1.1 ESTABLISHMENT AND MANDATE OF THE COMMITTEE**

The Public Petitions Committee is established under the provisions of Standing Order 208A with the following terms of reference -

- a) considering all public petitions tabled in the House;
- b) making such recommendations as may be appropriate with respect to the prayers sought in the petitions;
- c) recommending whether the findings arising from consideration of a petition should be debated; and
- d) advising the House and reporting on all public petitions committed to it.

## 1.2 COMMITTEE MEMBERSHIP

The Public Petitions Committee was first constituted in October 2022 and reconstituted in 2025 and comprises the following Members:

### Chairperson

Hon. Muchangi Karemba, M.P.

Runyenjes Constituency

**United Democratic Alliance (UDA)**

### Vice Chairperson

Hon. Janet Jepkemboi Sitienei, M.P.

Turbo Constituency

**United Democratic Alliance (UDA)**

Hon. Patrick Makau King'ola, M.P.

Mavoko Constituency

**Wiper Democratic Movement-Kenya**

**(WDM-K)**

Hon. Edith Vethi Nyenze, M.P.

Kitui West Constituency

**Wiper Democratic Movement-Kenya**

**(WDM-K)**

Hon. Maisori Marwa Kitayama, M.P.

Kuria East Constituency

**United Democratic Alliance (UDA)**

Hon. Joshua Chepyegon Kandie, M.P.

Baringo Central Constituency

**United Democratic Alliance (UDA)**

Hon. John Kuhungi Irungu, M.P.

Kangema Constituency

**United Democratic Alliance (UDA)**

Hon. Bernard Muriuki Nebart, M.P.

Mbeere South Constituency

**Independent**

Hon. Bidu Mohamed Tubi, M.P.

Isiolo South

**Jubilee Party (JP)**

Hon. Beatrice Elachi KAdeveresia, M.P.

Dagoretti North Constituency

**Orange Democratic Movement (ODM)**

Hon. John Bwire Okano, M.P.

Taveta Constituency

**Wiper Democratic Movement-Kenya**

**(WDM-K)**

Hon. Peter Mbogho Shake, M.P.

Mwatate Constituency

**Jubilee Party (JP)**

Hon. Sloya Clement Logova, M.P.

Sabatia Constituency

**United Democratic Alliance (UDA)**

Hon. Suzanne Ndunge Kiamba, M.P.

Makueni Constituency

**Wiper Democratic Movement-Kenya**

## 1.1 COMMITTEE SECRETARIAT

The Public Petitions Committee was facilitated members of the secretariat:

Mr. Leonard Machira  
Principal Clerk Assistant II

Mr. Bernard Kipchumba  
Clerk Assistant III

Mr. Clinton Sindiga  
Legal Counsel II

Mr. Arkan Mumin  
Research Officer III

Ms. Nancy Ouma  
Research Officer III

Ms. Roselyne Njuki  
Principal Serjeant-at-Arms

Mr. Paul Shana  
Serjeant-at-Arms

Mr. Calvin Karungo

Mr. Peter Mutethia  
Audio Officer

Media Relations Officer III

## **PART TWO**

### **2 BACKGROUND OF THE PETITION**

#### **2.1 INTRODUCTION**

1. Public Petition No. 76 of 2023 regarding discrimination by the Teachers Service Commission on career progression guidelines for Special Needs Education (SNE) teachers in Kenya by Mr. Roberts Njunukha Wekesa was conveyed to the House on 5<sup>th</sup> December 2023 by the Hon. Deputy Speaker on behalf of teachers employed by the Teachers Service Commission (TSC) to teach learners with disabilities in both special schools and special school units all over the country.
2. The Petitioner stated that the Teachers Service Commission (TSC) and the Salaries and Remuneration Commission (SRC) jointly undertook a job evaluation exercise in the public teaching sector. The recommendations culminated in career guidelines, implemented on 8th November, 2017, which replaced the scheme of service for teachers.
3. Consequently, the TSC established a new grading structure, increasing the number of job grades from 10 to 11. In the Petitioner's opinion, this did not correctly place Special Needs Education Teachers in accordance with the 2018 Career Progression Guidelines.

#### **2.1 PETITIONERS' PRAYERS**

4. The Petitioners prayed that the National Assembly, through the Public Petitions Committee, intervenes to revert to the provision of the Career Progression Guideline of 2018 applicable to Special Needs Education Institutions and backdate the implementation date.

## PART THREE

### 3 STAKEHOLDERS SUBMISSIONS ON THE PETITION

#### 3.1 Submissions by the Petitioners

Mr Roberts Njunukha Wekesa, accompanied by other petitioners, appeared before the Committee on Tuesday, 30<sup>th</sup> April 2024, and submitted as follows -

5. The Special Needs Education (SNE) teachers were employed by the Teachers Service Commission (TSC) to teach learners with disabilities in both Special Schools and Special School Units across the country.
6. The Teachers Service Commission (TSC) and the Salaries and Remuneration Commission (SRC) undertook a joint job evaluation exercise in the public teaching sector, whose recommendations included a new grading structure, substantive appointment of institutional administrators and the introduction of Teacher Professional Development (TPD), which led to the development of career guidelines to facilitate implementation of the job evaluation recommendations.
7. The implementation of the career guidelines came into effect on 8<sup>th</sup> November, 2017 and replaced the scheme of service for teachers. Consequently, teachers in service as of 8<sup>th</sup> November, 2017, were to adopt and convert appropriately to the new designation and grading structure as per the new career progression guidelines.
8. These career guidelines applied to teachers serving in the public institutions namely: primary schools, secondary schools, Technical and Vocational Education and Training (TVET) Institutions, Teacher Training Colleges (TTC), Kenya Institute of Special Education (KISE), Centre for Mathematics, Science and Technology Education in Africa (CEMASTEIA) and Special Needs Education Institutions both in Primary Secondary and TVET institutions.
9. As a result, the Commission established a new grading structure for the teaching service, increasing the number of job grades from 10 to 11. The grades for Special Needs Education Institutions (SNEs) were SNE Primary-5, SNE Secondary-8, and SNE TVET-8.
10. The grading structure system model applicable to SNE teachers was clearly laid down in the TSC Career Progression Guidelines (CPG-2018). However, SNE teachers were erroneously in the new guidelines. For instance, a headteacher SNE who was supposed to be at grade D2 and t-scale 12 was still at grade C5, t-scale 1,0, while a deputy headteacher II SNE placed at grade D1 and t-scale 11 in the CPG-2018 was at grade C4 and t-scale 9. Further, a Senior Teacher I SNE, placed at Grade C5 and T-Scale 10, was still at Grade C3 and T-Scale 8. Additionally, a Senior Teacher II SNE, who was supposed to be at Grade C4, T-Scale 9, was still placed at C2, T-Scale 7.

11. The TSC, SRC and other relevant stakeholders developed the CPG and did job evaluation countrywide to look at several factors that culminated in the creation of the new pay scale for different teachers, including job content, nature of duties assigned, academic and professional qualifications, level of accountability, impact on the site of service for the community and learners, and working conditions.
12. The TSC was using the same Career Progression Guidelines document to introduce Teacher Professional Development promotional grades and t-scales. All teachers were to adopt the new grading system, but special needs education teachers had never been converted. The SNE teachers were being graded using the primary school system, yet the SNE grading was still in place.

### 3.2 Submission by the Teachers Service Commission

The Chief Executive Officer of the Teachers Service Commission, Dr. Nancy Macharia, CBS, appeared before the Committee on 28<sup>th</sup> November 2024, and submitted as follows—

13. In 2015/2016, the Teachers Service Commission, in consultation with the Salaries and Remuneration Commission (SRC), conducted a Job Evaluation (JE) for the teaching service. Based on the findings of the JE Report, SRC rendered a formal advisory proposing a new grading and remuneration structure for teachers in the public service.
14. The main objective of the JE exercise was to determine the relative worth of jobs/assignments within the teaching service, with the aim of linking teacher remuneration and benefits to the responsibilities assigned to them. The JE introduced, among others: -
  - a) The position of senior master in post-primary institutions.
  - b) A Responsibility-Based Grading System and remuneration structure replacing the Qualification-Based System;
  - c) Removal of Responsibility Allowance; and
  - d) Substantive appointment to administrative positions in teaching service.
15. After the JE, the Commission signed the 2017-2021 Collective Bargaining Agreement (CBA) with the teacher unions, including the Kenya National Union of Teachers (KNUT).
16. This transition necessitated the development and implementation of the teachers' Career Progression Guidelines (CPG) and the Policy on Appointment & Deployment of Institutional Administrators in 2017 to align the New Grading Structure with teachers' career progression.
17. The Policy on the Appointment and Deployment of Institutional Administrators (2017) establishes standards to ensure that institutional administrative positions are filled competitively.

18. Before the JE, teachers' job groups were not in sync with their responsibilities. For example, a Headteacher would be in Job Group G, and a classroom teacher in Job Group M.
19. The JE addressed this disparity by categorizing the teaching service into two (2) groups: Institutional administrators and non-administrators—the administrators in primary schools comprised of Headteachers, Deputy Headteachers and Senior Teachers.
20. The conversion of teachers at the primary school level was based on their roles at the time and their substantive job group, as shown in Table 1 below.

S/No	Position (Role) before 1/7/2017	Job Group Before 1/7/2017	Grade Converted to on 1/7/2017
1.	Head-Teacher	'N' & 'M'	D1
2.	Head-Teacher	'G', 'H', 'J', 'K' and 'L'	C5
3.	Deputy Head-Teacher	'N'	D1
4.	Deputy Head-Teacher	'M'	C5
5.	Deputy Head-Teacher	'G', 'H', 'J', 'K' and 'L'	C4
6.	Senior Teacher	'N'	D1
7.	Senior Teacher	'M'	C5
8.	Senior Teacher	'L'	C3
9.	Senior Teacher	'G', 'H', and 'J'	C2
10.	Teacher	'N'	D1
11.	Teacher	'M'	C5
12.	Teacher	'L'	C3
13.	Teacher	'K'	C2
14.	Teacher	'H', 'J'	C1
15.	Teacher	'G'	B5

*Table 1: Conversion in Primary Schools*

21. Noting that special schools and units are categorized as either primary or secondary, SNE teachers were converted using the same formula, and thus they acquired the grades associated with either primary or secondary teachers, whichever was applicable.
22. Pursuant to the conversion and in line with the new grading structures, SNE teachers retained similar titles to teachers in regular schools in the payroll; for example, SNE Teacher converted to C2 and retained the name Senior Teacher II instead of Primary Teacher II (SNE), as illustrated in Table 2 below.

S/NO	Job title as it is on payroll	Grade	T-Scale	Job title as the CPG 2018	Grade	T-Scale
1.	Senior Teacher II	C2	7	Primary Teacher II (SNE)	C2	7

2.	Senior Teacher I	C3	8	Primary Teacher I	C3	8
3.	Deputy Teacher II	C4	9	Senior Teacher II (SNE)	C4	9
4.	Deputy Headteacher I/Head Teacher	C5	10	Senior Teacher I (SNE)	C5	10
5.	Senior Headteacher	D1	11	Deputy Head Teacher (SNE)	D1	11

*Table 2: Job Titles In SNE*

23. Admittedly, the Job titles in the Commission's payroll and those in the Career Progression Guidelines 2018 had not yet been aligned for SNE teachers.
24. This was due to the Government's payroll system, managed by the State Department of Public Service, undergoing re-configuration to facilitate migration to a new payroll system.
25. Despite the lack of change in SNE Teachers' job titles in the payroll system, the Commission ensured that the teachers were paid salaries commensurate with their new designations. Accordingly, there was no discrimination in the salary structure of the SNE Teachers.
26. Noting the confusion caused by the unchanged job titles of SNE Teachers in the payroll, the Commission is working closely with the State Department of Public Service to align the payroll job titles with those in the CPG.

### **3.3 Submissions by the Ministry of Public Service, Human Cabinet Development and Special Programmes**

The Cabinet Secretary of the Ministry of Public Service, Human Cabinet Development and Special programmes provided written submissions in a letter dated 13<sup>th</sup> October 2025, as follows—

27. Career progression guidelines are not developed in isolation but must be aligned with the grading structure and mandate of an organization

28. Changes in the grading structure of an organization, necessitate the review of Career progression guidelines. The Career progression guidelines should contain a conversion table to guide in the placement of employees in the organization during adoption and implementation to avoid erroneous placements that disadvantage employees.

29. The Teachers Service Commission is an independent Constitutional Commission with a clear mandate as provided for in Article 237 of the Constitution of Kenya, 2010. It therefore develops, reviews, approves and implements its career progression guidelines.

30. The Ministry may work with independent offices such as the Teachers Service Commission collaboratively through mutual understanding to provide technical support in the review of career progression.

31. The Teachers Service Commission in collaboration with the Salaries and Remuneration Commission, conducted a job evaluation in the Public Teaching Sector in 2016, whereby a new grading structure was established, thus increasing the job grades from 10 to 11.

32. The job evaluation also led to the development of career progression guidelines (CPG) on 8<sup>th</sup> November 2017, replacing the scheme of service for teachers.

## PART FOUR

### 4 COMMITTEE OBSERVATIONS

Upon hearing from the Petitioner and other stakeholders, the Committee observed that

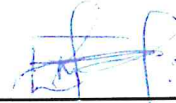
27. Job titles of SNE teachers in the payroll differ from those outlined in the Career Progression Guidelines. For instance, teachers designated as "Senior Teacher II" in the payroll should be titled "Primary Teacher II (SNE)" according to the CPG. This inconsistency has contributed to confusion and delayed the teachers' rightful recognition and progression within their roles.
28. The Teachers Service Commission had yet to align the grading structure for Special Needs Education (SNE) teachers with the 2018 Career Progression Guidelines (CPG).
29. The delay in the alignment was caused by the Government's payroll system, managed by the State Department of Public Service, which has been undergoing re-configuration to facilitate migration to a new payroll system.
30. Despite the lack of change in the job group title for SNE Teachers in the payroll, the Commission ensured that teachers received salaries commensurate with their designation.
31. Even though the mismatch between the titles on the 2018 Career Progression Guidelines and those in payroll, did not adversely affect their salaries or career advancement it impacted on others benefits including allowances related to the scale.

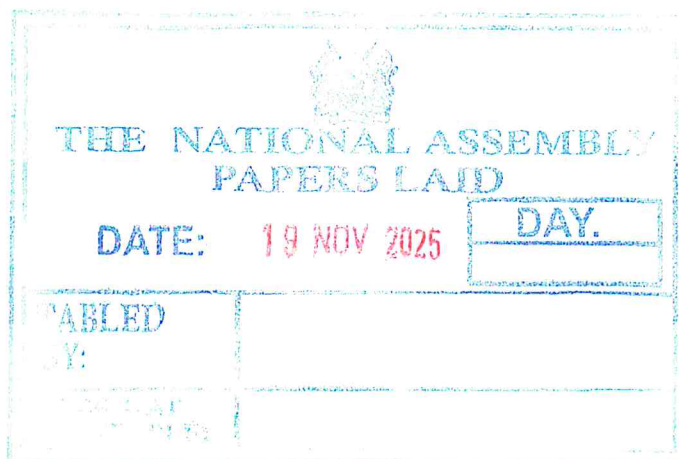
**PART FIVE**

**5 COMMITTEE RECOMMENDATION**

Pursuant to the provisions of Standing Order 227, the Committee responds to the Petition as follows—

On the prayer that the National Assembly intervenes to revert to the provision of the Career Progression Guideline 2018 applicable to Special Needs Education Institutions and backdate the implementation date, the Committee recommends that within six months of the adoption of this report by the House, the Teachers Service Commission in collaboration with the Cabinet Secretary, Ministry of Public Service, Human Capital Development and Special Programmes align grades for the job titles in the payroll to reflect those in the Career Progression Guidelines of 2018 specific to Special Needs Education (SNE) Teachers; and backdates the implementation of the same to 2017 to ensure that Special Needs Education Teachers (SNE), get their rightful benefits accrued since the roll-out of the new payroll system

Signed:  Date: 19/11/2025  
HON. MUCHANGI KAREMBA, M.P.  
CHAIRPERSON, PUBLIC PETITIONS COMMITTEE



## **ANNEXURES**

Annex 1: The Adoption List

Annex 2: Public Petition no. 76 of 2023 regarding discrimination by the Teachers' Service Commission on career progression guidelines for special needs education teachers in Kenya

Annex 3: Minutes of 31<sup>st</sup> Sitting held on 30<sup>th</sup> April, 2024.

Annex 4: Minutes of the 64<sup>th</sup> Sitting held on 28<sup>th</sup> November, 2024.

Annex 5: Minutes of the 46<sup>th</sup> Sitting of the Public Petitions Committee Held on Wednesday, 11<sup>th</sup> November, 2025.







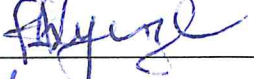


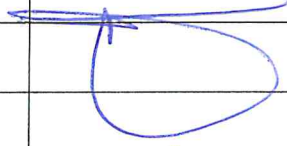
# PUBLIC PETITIONS COMMITTEE

## ADOPTION LIST

(i) Consideration and adoption of the Report on Public Petitions No. 76 of 2023 by Kenya Union of Post Primary Education Teachers (KUPPET) regarding discrimination by TSC on career progression guidelines for special needs education teachers

We, the undersigned, hereby affix our signatures to this Report to affirm our approval:

DATE: \_\_\_\_\_

	HON. MEMBER	SIGNATURE
1.	Hon. Muchangi Karemba, CBS, M.P. (Chairperson)	
2.	Hon. Janet Jepkemboi Sitienci, CBS, M.P. (Vice Chairperson)	
3.	Hon. Patrick Makau King'ola, M.P.	
4.	Hon. Beatrice Kadeveresia Elachi, CBS, M.P.	
5.	Hon. Joshua Chepyegon Kandie, M.P.	
6.	Hon. Maisori Marwa Kitayama, M.P.	
7.	Hon. Edith Vethi Nyenze, M.P.	
8.	Hon. Patrick Ntwiga Munene, M.P.	
9.	Hon. Bidu Mohamed Tubi, M.P.	
10.	Hon. (Eng.) Bernard Muriuki Nebart, M.P.	
11.	Hon. Peter Mbogho Shake, M.P.	
12.	Hon. Suzanne Ndunge Kiamba, M.P.	
13.	Hon. John Bwire Okano, M.P.	
14.	Hon. Sloya Clement Logova, M.P.	
15.	Hon. Peter Irungu Kihungi, M.P.	