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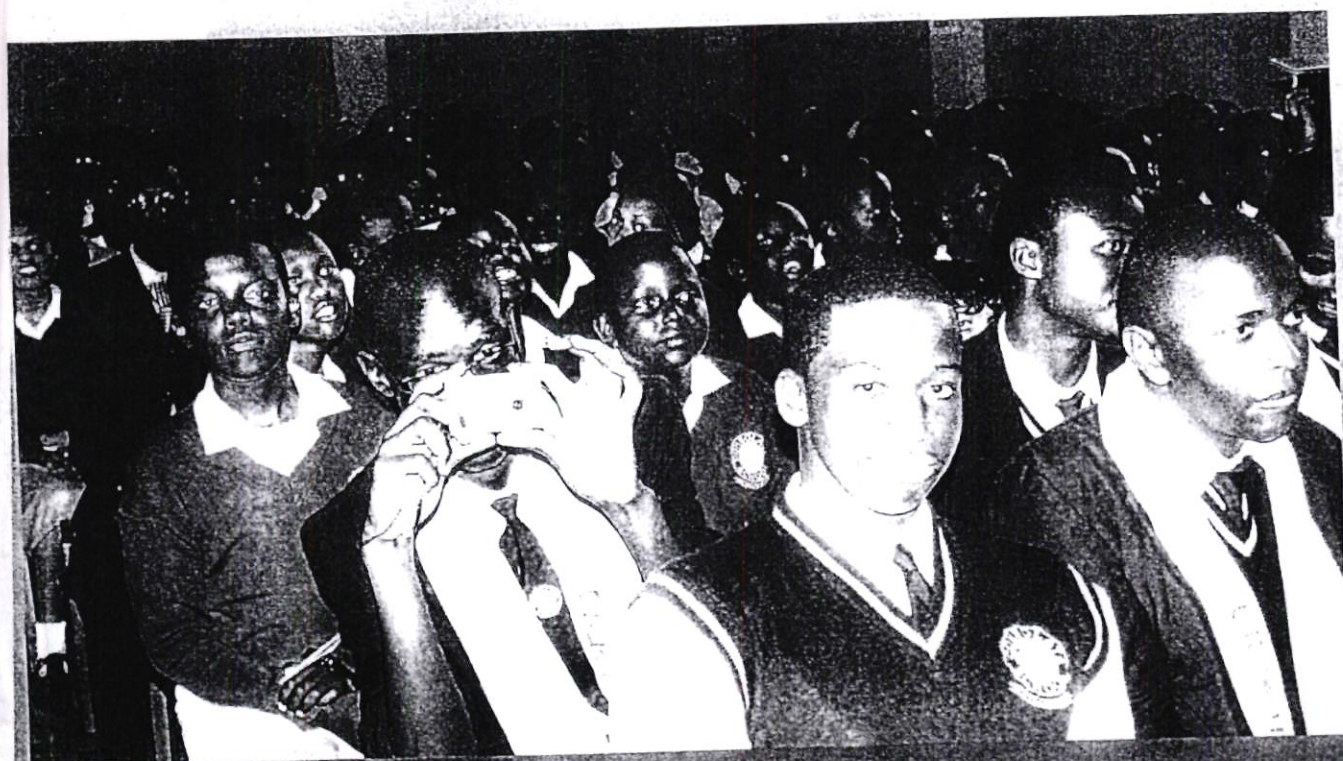
Report of the Task Force on Secondary School Fees, 2014

KENYA NATIONAL ASSEMBLY



MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

Chaired by Hon. Dr. Kilemi Mwiria



August 26th, 2014

EDUCATION COMMITTEE SECRETARIAT

**Report of the Task Force
on Secondary School Fees, 2014**

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Letter of Transmittal

Task force on Secondary School Fees

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26th August, 2014

Prof. Jacob T. Kaimenyi PhD, FICD, EBS

Cabinet Secretary

Ministry of Education, Science and Technology

P.O. Box 30040 - 00100,

NAIROBI.

Dear Sir,

Re: Letter of Transmittal

We, the members of the Task force on Secondary School Fees, were appointed and inaugurated by you, on 17th February, 2014. We were mandated, under our Terms of Reference, to review secondary school fees with a view to making quality secondary education accessible and affordable to all Kenyan children.

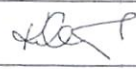
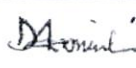
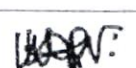
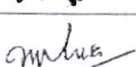
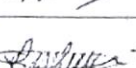
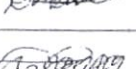
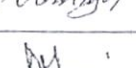
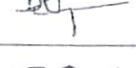
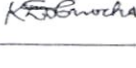
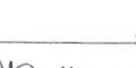
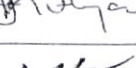
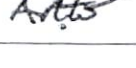
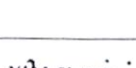
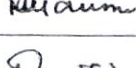
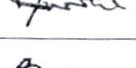
The Task force started by interpreting the Terms of Reference, which informed the formation of six (6) broad thematic working groups. The main themes were developed into distinctive chapters in this Report. The Task force reviewed the Acts and policies governing Education and Training as well as Research, Science, Technology and Innovation. Based at the Centre for Mathematics, Science and Technology Education in Africa (CEMASTEA), the Task force undertook extensive consultations with various stakeholders across the country, including the Senate Committee on Education, the Parliamentary Committee on Education, Science and Research, Parliamentary Committee on Constituency Development Fund, the Governors Council, the Teachers Service Commission, the Higher Education Loans Board, Religious Organizations, MoEST Senior Management, Kenya Secondary School Heads Association (KESSHA), Student Leaders Council, Special Schools' Heads Association of Kenya (SSHAK), National Schools Heads Association, principals of sampled secondary schools, as well as key stakeholders at Sub-County and County levels. Both primary and secondary data was gathered through administration of structured questionnaires, focus group discussions and literature review.



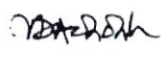
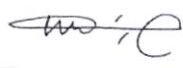






The Task force subsequently prepared a report and fees guidelines. The Report outlines issues affecting access to secondary education in Kenya; teaching and non teaching staff issues, realistic unit cost of secondary education; classification of secondary schools and good practices drawn from cross national and international case studies.

The Report also points out the complementary roles played by other stakeholders such as County governments, parents and other providers, in the provision of secondary education.

Sir, we have the pleasure to present to you the Report and to sincerely thank you for the honour and privilege accorded to us to contribute to the provision of quality secondary education for Kenya's sustainable development.

Yours faithfully,

	Name	Organisation		Signature
1.	Hon. Dr. Kilemi Mwiria	Private Sector	Chairperson	
2.	Mrs. Dorothy Kamwili	Alliance Girls' High School and National Schools Principals Forum	Vice Chairperson	
3.	Mr. Wilson Sossion	Kenya National Union of Teachers	Member	
4.	Mr. Julius Okara	Kenya Private Sector Alliance	Member	
5.	Dr. Eldah Onsomu	Kenya Institute for Public Policy Research and Analysis (KIPPRA)	Member	
6.	Mr. Ernest Wangai	Kenya Private Schools Association	Member	
7.	Ms. Doreen Nyasio	Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers	Member	
8.	Mr. Edward Obwocha	Kenya Union of Post Primary Education Teachers	Member	
9.	Mr. Musau Ndunda	Kenya National Association of Parents	Member	
10.	Ms. Augusta Muthigani	Kenya Conference of Catholic Bishops	Member	
11.	Mr. Arthur Injenga	Special Schools Heads Association	Member	
12.	Ms. Janet Muthoni-Ouko	Elimu Yetu Coalition	Member	
13.	Mrs. Nancy Karimi, MBS	The Jomo Kenyatta Foundation	Member	
14.	Rev. Samuel Njoroge	The National Council of Churches of Kenya (NCCCK)	Member	
15.	Mr. Nathan Barasa	Kenya National Parents and Teachers Association	Member	
16.	Mrs. Ruth Karimi - Charo	Education Development Partners Coordinating Group	Member	
	Mr. Samuel Kibe	Education Development Partners Coordinating Group (Alternate)	Member	
17.	Mrs. Naomi Kimotho, HSC	Kenya Teachers Colleges Principals Association	Member	

18.	Mr. Robert Masese	MoEST	Member	
19.	Ms. Dhahabo Abdinoor	SUPKEM	Member	
20.	Mr. David Aduda	Kenya Education Journalists Association	Member	
21.	Mr. James Torome	Kenya Union of Special Needs Education and Training	Member	
22.	Mrs. Maria Cheronu	MoEST	Secretariat	
23.	Mr. Stephen Mboguah	MoEST	Secretariat	
24.	Mrs. Emis Njeru	MoEST	Secretariat	
25.	Mrs. Truphena Kirongo	MoEST	Secretariat	
26.	Mr. Martin Onyango	MoEST	Secretariat	
27.	Mr. John Awiti	Kenya Secondary Schools Heads Association (KESSHA)	Member	

Acknowledgements

The compilation of this Report is as a result of the generous contribution and efforts of many individuals and institutions. The Task force members wish to appreciate the role played by all these stakeholders. Special thanks go to the Cabinet Secretary and Principal Secretary for Education for their role in guiding the Task force through the process. Special thanks also go to the County Directors of Education and District Education Officers for organizing County and Sub-County Cluster Consultative meetings and facilitating the attendance of county stakeholders in the National Consultative Forum. The process would not have been successful if it were not for the mobilization of stakeholders at the Sub-County/County level to submit their proposals and to fill the questionnaires put to them.

The Task force appreciates input from all the stakeholders who participated in person or through submission of memoranda. Of particular mention are: the Senate Committee on Education, the Parliamentary Committee on Education, Science and Research, the Constituency Development Fund, the Governors Council, the Teachers Service Commission, the Higher Education Loans Board, Religious Organizations, the MoEST Senior Management, the Kenya Secondary School Heads Association (KESSHA), Student Leaders Council, Special Schools' Heads Association of Kenya (SSHAK) the National Schools Principals Forum, the Principals of the sampled secondary schools as well as key stakeholders at Sub-County and County levels. We are also indebted to the County Education Boards and the County Governments for the immense contribution in facilitating the public participation process that greatly enriched the development of this Report.

The Task force also expresses its gratitude to the Director of CEMASTEIA and the staff for providing working facilities. We salute all those who spared their time to participate in the development of this Report. We urge you to continue to support the MoEST as it strives to deliver quality Secondary Education as documented in this Report. It behoves all of us to create a globally competitive and prosperous country, providing a high quality of life for the citizens as embodied in Kenya Vision 2030.

Preface

In 2008, the Government of Kenya declared Free Day Secondary Education, based on the recommendations of a report by a Task force that was headed by Dr. Eddah Gachukia. The government undertook to provide free tuition so as to enhance access to secondary education, especially by learners who could not afford boarding fees. Factors that have influenced secondary education provision since then include Article 53 of the Kenya Constitution, 2010 and the Basic Education Act, 2013, which provide for free basic education; rise in the cost of tuition due to inflation; public outcry about high secondary school fees; and emerging issues such as ICT integration in education.

The MoEST responded to these emerging issues by appointing a representative team from education stakeholders to relook at the secondary school fees and make recommendations towards addressing the cost of secondary education. In undertaking the task, the team, chaired by Dr. Kilemi Mwiria, adopted a stakeholder consultative approach from the sub-county to the national level. The team also collected data using structured questionnaires. The consultative forums were aimed at ensuring that the people are involved in making decisions affecting learners at the secondary school level. The use of questionnaires enabled the capturing of relevant quantitative data and information. The public forums were advertised in the press to ensure wider public participation, while ensuring that the views collected were as representative as possible.

This Report details the cost items in both day and boarding secondary schools, with implementation strategies. Therefore, it serves as a guide to funding secondary education by the government, parents, development partners, county governments, the Constituency Development Fund, the private sector and other education actors.

Abbreviations and Acronyms

AGM	Annual General Meeting
AIDS	Acquired Immune Deficiency Syndrome
ASAL	Arid and Semi-Arid Lands
ATL	Average Teaching Load
BOM	Board of Management
CBE	Curriculum Based Establishment
CBF	Constituency Bursary Fund
CDF	Constituency Development Fund
CEB	County Education Boards
CRE	Christian Religious Education
DEO	District Education Officer
DP	Development Partners
DPW	Department of Public Works
EARC	Education Assessment Resource Centre
ECDE	Early Childhood Development Education
EdIFMIS	Education Integrated Finance Management Information System
EFA	Education for All
EMIS	Education Management Information Systems
ERSWEC	Economic Recovery Strategy for Wealth and Employment Creation
FBO	Faith Based Organizations
FPE	Free Primary Education
FSE	Free Day Secondary Education
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GIS	Geographic Information System
GOK	Government of Kenya
HI	Hearing Impaired
HIV	Human Immunodeficiency Virus
HRE	Hindu Religious Education
HT	Head Teacher
ICT	Information Communication Technology
IFMIS	Integrated Financial Management Information System
IGA	Income Generating Activities
INSET	In-service Training
IRE	Islamic Religious Education
JKF	The Jomo Kenyatta Foundation
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KEMI	Kenya Education Management Institute
KENAO	Kenya National Audit Office

KESSHA	Kenya Secondary Schools Heads Association
KICD	Kenya Institute of Curriculum Development
KIPPRA	Kenya Institute for Public Policy Research and Analysis
KLB	Kenya Literature Bureau
KNBS	Kenya National Bureau of Statistics
KNEC	Kenya National Examinations Council
KPLC	Kenya Power and Lighting Company
KES	Kenya Shillings
KUDHEIHA	Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers
MDGs	Millennium Development Goals
MoEST	Ministry of Education Science and Technology
MOL	Ministry of Labour
NER	Net Enrolment Rate
NESP	Nation Education Sector Programme
NGO	Non-Governmental Organization
NTS	Non-Teaching Staff
ODL	Open and Distance Learning
OECD	Organization for Economic Co-operation and Development
PA	Parents Association
PC	Physically Challenged
PTA	Parents Teachers Association
PTR	Pupil Teacher Ratio
SDP	School Development Plan
SMASSE	Strengthening of Mathematics and Science in Secondary Education
SNE	Special Needs Education
T/L	Teaching and Learning
TLM	Teaching Learning Materials
TOR	Terms of Reference
TSC	Teachers Service Commission
UNICEF	United Nations Children's Fund
USA	United States of America
VAT	Value Added Tax
VI	Visually Impaired
WSE	Whole School Evaluation

EXECUTIVE SUMMARY

1. The Secondary Education Policy Context

Kenya's education sector is guided by various legal and policy documents such as the Sessional Paper No. 1 of 2005, Kenya Constitution, 2010; Basic Education Act, 2013; Kenya Vision 2030; the Medium Term Plan (MTP) I and II; the Millennium Development Goals (MDGs); and Education for All (EFA). The Constitution and the Basic Education Act provide for free and compulsory basic education, which includes secondary education. Despite these provisions, access to secondary education remains elusive for many Kenyans due to high costs. The key challenges are:

- (i) Low access to education because of inadequate resources and infrastructure;
- (ii) Delayed disbursement of available finances for a rapidly expanding sector;
- (iii) Inability of most Kenyans to afford the fees charges and extra levies;
- (iv) Inadequate numbers of teachers, which has resulted in Boards of Management (BOMs) and parents employing them as well as meeting an additional cost of non-teaching staff;
- (v) Haphazard opening of new secondary schools, which leads to inefficient utilization of available government teachers and the construction of new physical facilities;
- (vi) Inefficient use and duplication of available resources such as government grants and bursaries;
- (vii) Introduction of numerous levies, which are often not well justified and poor accountability by school managements;
- (viii) Inability to regulate the cost of teaching/learning materials, especially textbooks;
- (ix) Unsatisfactory learning achievements at the end of the school cycle; and
- (x) Stiff competition for places in a limited number of secondary schools and universities.

2. Setting up the Task force on Secondary School Fees

The conditions mentioned above led to the setting up of the Task force on Secondary Education Fees, in February 2014. The Task force's TORs were to:

- (i) Review ways of expanding access to secondary school education;

- (ii) Improve on the FSE targeting strategies, with a view to making it a pro-poor programme;
- (iii) Review essentials versus luxurious/optional needs in secondary education;
- (iv) Review and itemize what tuition fee and other levies should cover and provide a breakdown of the costing;
- (v) Review the policy guidelines on the implementation of Free Day Secondary Education;
- (vi) Review policy issues on teaching staffing norms in secondary schools;
- (vii) Review non-teaching staffing norms in secondary schools;
- (viii) Review salary/wage guidelines for non-teaching staff in secondary education;
- (ix) Review guidelines on reducing indirect costs in secondary education, including special schools;
- (x) Identify and recommend best practices from public and private schools and other countries, in governance and management;
- (xi) Review the possible challenges in the implementation of tuition fees waiver programme in secondary schools and propose how they will be dealt with;
- (xii) Review the current classification of secondary schools; and
- (xiii) Produce a report with clear recommendations at the end of the exercise.

3. Methodology

To address the above TORs, the Task force relied on the following data gathering and analysis approaches:

- (i) Literature review of relevant policy documents and MoEST primary and secondary data;
- (ii) Interviews and focus group discussions with key education stakeholders including: students, head teachers, Members of Parliament, Governors, Senators, religious leaders, parents, representatives of the private sector and donors, MoEST officials, Teachers Service Commission (TSC), Higher Education Loans Board (HELB) and Kenya National Examinations Council (KNEC);
- (iii) Workshops for Sub-County and County education players. These workshops culminated in a national stakeholders' workshop, which brought together representatives from Kenya's forty-seven counties, held on 28th and 29th April, 2014 at the Kenya Education Management Institute (KEMI). Participants at this workshop were drawn from county and sub-county education officials, representatives of parents, County Education Boards and County Executive Education officials;
- (iv) Counties were clustered into seven groups on the basis of economic, social and climatic characteristics, to allow for exhaustive deliberation and adoption of realistic cost of provision of education in those areas. Submission from the groups also informed this Report.
- (v) A national validation workshop was held on 7th July, 2014 to validate the Task force proposals, before finalisation of the Report.

- (vi) The views gathered as well as the analysis of quantitative data related to actual expenses in a secondary school, were used to compute the realistic cost of secondary education for day and boarding secondary schools.

4. Key Recommendations

Based on the views shared by the various education stakeholders, and the analysis of available quantitative data, various recommendations are made as follows:

(i) Free Secondary Education by 2015

Although the Task force was limited to harmonizing secondary school fees charges, it was felt that free secondary education is actually possible. The Task force recommends free quality secondary education by 2015, as well as automatic progression from primary to post-primary education.

(ii) Unit Cost of Secondary Education

The annual realistic unit costs for Day/Sub-County, Boarding Schools (national, Extra-County and County) and Special Needs Secondary Schools excluding teacher costs was estimated at KES 23,975, KES 51,839 and KES 55,435, respectively. The GoK FSE capitation grant was increased from KES 10,265 to KES 12,870 per student in 2014/2015 financial year for both Day and Boarding Regular Secondary Schools; and KES 32,605 in Special Needs Secondary Schools. This therefore implies that households would pay annual fees of KES 11,105; KES 38,969 and KES 22,830 for Day; Boarding and Special Needs Secondary Schools respectively, using the current financing provisions. The recommended unit costs are summarized in Table 1.

Table 1: Suggested Realistic Unit Cost of Secondary Education, 2014

	Day Schools (Sub-County) (KES)	Boarding Schools (National, Extra- County and County) (KES)	Special Needs Education Schools (KES)
Teaching and learning materials	4,792	4,792	9,067
Boarding, equipment, stores and meals (lunch for day schools)	5,861	24,721	24,721
Repairs, maintenance and improvement	1,440	2,437	1,849
Local travel and transport	1,399	1,848	1,637
Administration costs	1,200	2,531	1,450
Electricity, water and conservancy	2,405	5,956	3,089
Medical	526	600	1,232
Activity fees	959	1,067	1,116
Personal emolument	4,393	6,620	10,042
Approved PTA development projects	-	-	-
Insurance (medical and property)	1,000	1,267	1,232
Total costs	23,975	51,839	55,435
Less GOK subsidy	12,870	12,870	32,605
Total Fees	11,105	38,969	22,830

(iii) Funding Options

In order to realize free secondary education, the Task force recommended two funding options as follows:

Scenario 1: Government meets teaching and learning materials, related operational costs and lunch

In this scenario, GoK could provide capitation grant of **KES 23,975** to cater for teaching and learning materials, related operational costs and lunch for students in public schools in Kenya. At FSE capitation grant of **KES 23,975**, Day schools shall be free while boarding and special needs schools shall charge **KES 33,108** and **KES 16,704**, respectively. For this to be realized, the government needs to scale up the current capitation grant by **KES 11,105** per student.

Therefore, with the existing enrolment of **2,144,069** students, the government requires to raise a total of **KES 51.5 billion** annually allowing for projected enrolment growth of 8%. In the financial year 2014/2015, there exists a financial gap of **KES 23.5 billion** considering the current budget allocation of **KES 28 billion**.

However, when all inputs and other proposed interventions are included, the total requirement amounts to **KES 104.2 billion** with a financial gap of **KES 39 billion**. The additional critical secondary education inputs to be funded by the government include provision of sanitary towels for teenage girls from poor backgrounds, integration of ICT into secondary education, capacity building for school managers on procurement, governance and financial management; special education, national examinations, data management, EdIFMIS, professional development for teachers, monitoring and evaluation, school audit and targeted infrastructure development. County Governments and Constituencies will be urged to support infrastructural development using devolved funds.

Scenario 2: Government meets teaching and learning materials and related operational costs, excluding lunch

At FSE capitation grant of **KES 18,112 per** (**KES 4,792** for teaching and learning materials and **KES 13,320** for other operational costs) student fees for day schools shall be **KES 5,861** and **KES 38,969** per student per year for those who opt for

boarding schools and **KES 22,565** for special needs schools. This will translate to **KES 36.8 billion** for FSE programme in 2015. Therefore, the government requires to raise an additional **KES 10.8 billion** over and above the current allocation, in order to meet the aggregate financing gap; and parents will be expected to cover boarding costs and meals for students while at school. However, when all inputs such as teacher costs, targeted infrastructure development, special needs ICT integration and other proposed interventions are included, the total requirement amounts to **KES 91.4 billion**. The financing gap under this scenario was estimated at **KES 25.9 billion** in 2015.

Funding options and respective financing gaps for scenarios 1 and 2 for the period 2014-2017 are presented in Table 2.

Table 2: Resource Requirements and Funding Options (KES million)

	2014	2015	2016	2017
Total Available Resources (Secondary Education) 2014/15 Printed Estimates	65,912	68,548	71,290	74,142
Scenario 1: Free secondary education including lunch	104,198	107,663	110,839	114,274
<i>Financing Gap</i>	<i>38,286</i>	<i>39,115</i>	<i>39,549</i>	<i>40,132</i>
Scenario 2: Free Secondary Education Excluding Lunch	91,377	94,463	97,338	100,465
<i>Financing gap</i>	<i>25,465</i>	<i>25,915</i>	<i>26,048</i>	<i>26,323</i>

The MoEST should, however, put in place clear enforcement mechanisms for any fees charged, e.g. through gazettment and other sanctions for defaulters; and the government should meet the full cost of teaching/learning materials, and critical operational costs while parents contribute towards other expenses such as food, uniforms and boarding costs.

(iv) Coordination and Partnerships for Infrastructure Development

The Task force observed that although the government supports infrastructure development, Constituencies, County Governments and other stakeholders supplement this effort particularly for day schools. It was observed that the standards of facilities developed vary from one school to the other and that these developments were not coordinated. It was thus recommended that MoEST should:

- a) Develop and implement a policy of coordinating infrastructure development in all schools, in terms of demand, design and costs;
- b) Develop and implement a policy to control establishment of new secondary schools and manage their expansion, while taking into account regional population densities, demand, and equitable distribution of infrastructure developments and availability of relevant resources (especially teachers and classrooms); and
- c) Develop and issue a standard school design for all future developments.

(v) Improved Utilization and Deployment of Teachers

The Task force noted that although a large portion of the Ministry's budget allocation goes to remuneration of teachers, the Teachers Service Commission (TSC) has not been able to meet the demand for teachers in schools. Going by the current staffing norms, there is a shortage of teachers in some secondary schools countrywide, especially due to the uncontrolled mushrooming of unviable schools. As a result, BOMs have continued to employ teachers, a cost that is met by parents. The estimated proportion of BOM teachers nationally is 37 per cent as observed from the sampled schools. It is, therefore, recommended that:

- a) TSC ensures optimal utilization of teachers through implementation of cost-effective and efficient staffing norms.

- b) A complete school should have a minimum enrolment of 180 students in densely populated areas, to qualify for teachers.
- c) A policy for establishment and staffing of new schools and those in marginal areas is developed.
- d) A mapping exercise to establish viability of schools is conducted.

(vi) Ensuring Efficient Utilization of Non-Teaching Staff

The non-teaching staff is a critical cost to schools and contributes to the high fees that burden parents. The Task force, therefore, recommends:

- a) The establishment of a basic maximum number of non-teaching staff for all schools to reduce cost;
- b) The employment of essential skilled non-teaching staff on permanent and pensionable basis and who can multi-task; and
- c) The establishment of a scheme of service for non-teaching staff.

(vii) Achieving Sustainable Financing of Secondary Education

On achieving sustainable financing of secondary education, the Task force recommends that:

- a) The government increases the capitation grants;
- b) BOMs should embrace effective utilisation of available resources and proper planning and coordination of school expansion, among other strategies;
- c) Use of appropriate technologies such as natural light, energy-saving cooking *jikos* and bulbs, to cut on costs;
- d) Schools be encouraged to share available resources;
- e) The private sector be encouraged to open up more secondary schools to cater for those who can afford; and
- f) A culture of maintenance be nurtured in school.

(viii) Classification of Secondary Schools Should not Increase Costs

On this aspect, the Task force recommends that:

- a) The current categorization of public schools into: National Secondary Schools, Extra County Schools, County Secondary Schools, Sub-County Schools and Special Needs Secondary Schools, for the purpose of Form One admission continues;
- b) MoEST to develop a merit tool that is holistic, for assessment of schools and ranking schools on criteria other than basing solely on KCSE results;
- c) Retain use of the quota system of admission to all public schools and tertiary institutions to ensure equity;
- d) Government undertakes proportionate allocation of Form One places to KCPE candidates in private and public schools to all categories of secondary schools;
- e) A mapping exercise to be conducted to establish viability of schools; and
- f) For purposes of financing, public schools be classified into three: Day, Boarding and Special Needs Secondary Schools.

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(ix) Improving Financial Management and School Audit Systems

The Task force noted that weak school management and audits have led to inefficient utilization and non-accountability in the use of both on-budget and off-budget school funds. In this connection, the Task force recommends that:

- (a) The government should reform school audit services and strengthen linkages with KENAO;
- (b) Audit services may be outsourced in order to augment the overstretched school audit unit;
- (c) Social audit by stakeholders such as parents, teachers, non-teaching staff and students should be implemented;
- (d) All illegal levies should be abolished and guidelines for all fees charges be strictly enforced;
- (e) There be established a standard ICT-based school financial management system that will allow for generation of standard reports for ease of audit and continuous tracking that can be linked to the national IFMIS;
- (f) There is need for continuous upgrading of the management skills for school managers;
- (g) Establishment of a system where the best managed schools mentor potential managers; and
- (h) To the extent, possible school managers may outsource services such as security, cleaning, repairs and maintenance, sanitation etc.

(x) Better Coordination and Targeting of Bursary Funds

In addition to the National Government, County Governments, Constituency Development Committees, private sector players and religious as well as civil society organizations, offer bursaries for needy students. This notwithstanding, available bursary support is inadequate, does not reach all the needy students, suffers duplication and is hardly disbursed on time. The Task force therefore recommends:

- (a) Improved coordination of bursary disbursements and the introduction of an appropriate testing criterion for identifying eligible students, preferably at the county level and at Standard 8;
- (b) Members of the constituency and county bursary committees be given appropriate training to ensure effective targeting;
- (c) Disbursement of bursaries should take account of minimum amount for individual allocations consistent with the proposed fees for boarding services; and
- (d) Needy students be allocated full bursary and for all the four years.

(xi) Lessons Learnt from Good International and Local Practices

Three sets of lessons were learned from good international and local practices. First that although the responsibility of ensuring free quality secondary education is without doubt that of the government, partnerships will always be welcome. This responsibility goes with investing more money in secondary education and ensuring that appropriate structures for implementing and monitoring progress are in place. Among these are the enactment of relevant laws and regulations and a commitment to having them implemented. Second, the school manager should

embrace effective management, be competitively recruited and a leader of integrity, be open to continuous upgrading of the relevant skills, possess the public relations skills to mobilize parents and other stakeholders to support the school and be open to learning from other schools that do better than his or hers. Third, is a host of cost-cutting measures in local schools, through income generation, employment of skilled and unskilled workers who can multi-task, using students to do some manual work in school (inculcating among students the culture of caring and maintenance of school property), improved discipline and use of ICT to deliver quality education to more students.

Other recommendations emanating from these practices include the need to:

- a) Develop an effective system for selection and training of school principals, their deputies, senior teachers and heads of departments;
- b) Introduce peer learning, mentoring and benchmarking, whereby principals and senior teachers in best performing schools support those from neighbouring schools;
- c) Schools to adopt cost reduction initiatives such as utilisation of local resources, water harvesting, energy saving technologies, including use of solar power and contractual employees;
- d) Establish viable income generating activities and the proceeds used to fund school activities and reduce levies charged on parents; and
- e) Provide a clear framework through legislation that allows the national government to devolve certain functions of delivering, monitoring and managing education to the counties.

(xii) Achieving Free Secondary Education

To achieve free secondary education, the Task force recommends the following:

- (a) Strengthening the quality of teaching and learning in day secondary schools in order to make them more effective and attractive;
- (b) Encouraging partnerships with interested donors, county governments to complement available state resources;
- (c) Commitment of the government to match secondary education funds donations from other sources;
- (d) Promote inter-ministerial collaboration such as: the Ministry of Energy reducing the cost of electricity to schools; the Treasury waiving tax on goods and services meant for schools, including teaching and learning materials, foodstuffs; the Ministry of Information, Communication and Technology partnering with schools for affordable internet services; the Ministry of Agriculture supporting school farms and facilitating procurement of foodstuffs such as maize and sugar from their corporations;
- (e) Introduction of a secondary education levy by targeting airtime, commuter fares, fuel, among others;
- (f) Introduction of a national free basic education lottery and an annual national fundraising event;

- (g) Identification of ways of exploiting the potential of unclaimed national assets, frozen Kenyan money in overseas accounts and bonds; considering transferring all unspent MoEST budget to fund secondary education at the end of each financial year; and
- (h) Setting up a unit in MoEST to focus on resource mobilization and implementation of the FSE programme.

These key recommendations are envisaged to be implemented as detailed in the implementation log frame (Table A1).

CHAPTER 1

PRIMARY EDUCATION

1.1 The Secondary Education Sector

Provision of quality basic education has been a priority of the Kenya Government since independence, as reflected in Vision 2030 and the Basic Education Act, 2013. The Kenya Constitution, 2010 and the Basic Education Act, 2013 recognize education as a basic human right and decree that it be free and compulsory. The sub-sector is critical for social and economic development and comprises of early childhood education (pre-primary), primary education and middle level vocational training. Thus, basic education stretches from age 4 to 17 and covers 14 years of schooling. Each child, specifically, the girl child, should have access to quality education that lays the foundation for the 21st century skills that encompass reading, writing, critical thinking, problem-solving, communication, and socio-emotional attributes. Primary education lays the foundation for the acquisition of formal and informal learning skills, including literacy, numeracy, and communication skills. Secondary education prepares students for higher education and training.

Since 2003, the Kenya Government has been providing free primary education with the objective of universal access to primary education. The Government introduced free primary education in 2003 and secondary education in 2008 for teaching and learning materials, textbooks, and for the costs for critical non-teaching staff for public primary schools. The main objective is to reduce costs and allow more quality primary school leavers to transit to secondary school. Cumulatively, free primary and subsidized secondary education have opened doors for many children to access basic education.

However, access remains a challenge due to inadequate infrastructure and high fees charges; inadequate teaching and learning materials; and the high number of these staff; unplanned and uncoordinated opening of primary schools, which leads to inefficient utilization of available resources and the construction of new schools; and failure by the government to provide adequate resources for a rapidly expanding sector and delayed disbursement of available finances. Other challenges include inefficient use and duplication of resources such as government grants and bursaries; introduction of levies which are often not well justified and poor targeting of resources to regulate the cost of teaching/learning materials, especially textbooks, and competition for places in a limited number of better performing secondary and university places.

Thus, despite the provisions of the Constitution and the Basic Education Act, free and compulsory basic education remains elusive for many Kenyans. Population projections indicate that there are 3.5 million youth within the secondary school age bracket, but only 2.1 million students are in school. This represents a gross enrolment rate of 56.2 percent. The net enrolment rate is 39.5 percent, meaning that a third of the eligible cohort is left out.

1.2 Why Free Secondary Education

The momentum for the provision of Free Secondary Education received a boost from His Excellency President Uhuru Kenyatta, who set 2017 as the year his government will fully achieve free quality secondary education. The Task force, however, recommends 2015 as the target year. Apart from the constitutional requirements and the rights of the child, there are other compelling reasons for investing in universal secondary education. In Kenya, there is already the pressure created by the implementation of free primary education in 2003, as a result of which thousands more Kenyan youth are eligible for secondary education and need adequate preparation for graduation and tertiary education. More importantly, secondary education is key to the eradication of poverty and spurring of development. It forms the base for skills development, which are critical for attainment of national development goals.

1.3 Mandate and Terms of Reference of the Task force

The Task force was set up to establish ways of making quality secondary education accessible to all secondary school age youth in the country, by establishing a realistic unit cost of secondary education, to guide determination of the government budgetary allocation to the sub-sector. The Task force's specific TORs were to:

- (a) **Review ways of expanding access to secondary school education.** The Task force assessed social, economic and political factors that constrain access and contribute to inequalities in secondary education across the country.
- (b) **Improve on the FSE targeting strategies, with a view to making it a pro-poor programme.** One of the critiques of the FSE and bursary programmes relates to weak targeting mechanisms; and uncoordinated secondary education bursaries. To address this TOR, the team reviewed the implementation strategy for FSE and other programmes in secondary education and identified good practices for effective targeting of available support.
- (c) **Review essentials versus luxurious/optional needs in secondary education.** In addition to the direct school fees charges for the education sector, parents and guardians pay for additional needs, some essential, others non-essential. To address this TOR, members analysed a sample of fee structures and related data from schools to determine and classify items that were considered essential or non-essential.
- (d) **Review and itemize what tuition fee and other levies should cover and provide a breakdown of the costing.** The Task force sought to determine the realistic unit cost of secondary education, taking into account all relevant education inputs. The Task force determined the items to be funded by

- the government and those to be financed through other sources. The main principles that guided this process included efficiency, affordability and the desired quality aspects of education.
- (e) **Review the policy guidelines on the implementation of Free Day Secondary Education.** After the establishment of fees guidelines, the Task force reviewed the FSE policy guidelines, focusing mainly on guidelines and costs to be covered by the government and parents.
 - (f) **Review policy issues on teaching staffing norms in secondary schools.** First, the Task force assessed the number of teaching staff in secondary school (both BOM and TSC) and perused TSC proposed staffing norms, which are aimed at promoting cost effective standards and norms for the teaching staff. Cost implications for given policy options were explored. To address this TOR, the Task force utilized data and information from the Teachers Service Commission (TSC), the Kenya Institute of Curriculum Development (KICD), the Kenya National Examinations Council (KNEC), and a sample of schools.
 - (g) **Review non-teaching staffing norms in secondary schools.** The Task force assessed the number and characteristics of non-teaching staff, reviewed and proposed staffing norms, costs, standards and norms for the non-teaching staff, by type and size of school.
 - (h) **Review salary/wage guidelines for non-teaching staff in secondary schools.** The review of salary/wage guidelines for non-teaching staff was based on the set norms by resource availability and standards, as appropriate.
 - (i) **Review guidelines on reducing indirect costs in secondary education including special schools.** The Task force assessed and determined all indirect costs in all secondary schools as well as essential inputs, and drew guidelines towards reducing indirect costs of secondary education. Issues and costs of special education were analyzed.
 - (j) **Identify and recommend best practices from public and private schools and other countries, in governance and management.** This TOR was implemented through a review of relevant literature. The Task force took cognizance of the diverse nature of the learning institutions (private, public, and special needs).
 - (k) **Review the possible challenges in the implementation of tuition fees waiver programme in secondary schools and propose how they will be dealt with.** The Task force analyzed primary data sources to determine the challenges and policy recommendations as appropriate.
 - (l) **Review the current classification of secondary schools.** This involved assessment of characteristics of schools under the various categories, weaknesses and the challenges associated with this classification. The Task force then made recommendations on the appropriate classification of secondary schools in the country.
 - (m) **Produce a report with clear recommendations at the end of the exercise.** The results of data analysis and recommendations are presented in the various chapters of this Report.

1.4 Data Collection

To address the above TORs, the Task force relied on the following data gathering and analysis approaches:

- (i) Literature review of relevant policy documents and MoEST primary and secondary data;
- (ii) Interviews and focus group discussions with key education stakeholders;
- (iii) Including students, head teachers, members of Parliament, senators, governors, religious leaders, parents, representatives of the private sector and donors and MoEST officials, senior Teachers Service Commission officials and officers of the ministry, parastatals such as the Higher Education Loans Board (HELB);
- (iv) Workshops for sub-county and county education players. These workshops culminated in a national stakeholders' workshop, which brought together representatives from Kenya's forty-seven counties, held on 28th and 29th April, 2014 at the Kenya Education Management Institute (KEMI). Participants at this workshop were drawn from county and sub-county education officials, representatives of parents, county education boards and county executive education officials; and
- (v) The views gathered as well as the analysis of quantitative data related to actual expenses in a secondary school were used to compute the realistic cost of secondary education for day and boarding secondary schools.

1.5 Organization of the Report

The Report is organized into eight chapters. Chapter One provides the rationale of Free Secondary Education and interpretation of terms of reference of the Task force, as well as the approaches used to collect data. Chapter Two provides an overview of the secondary education sub-sector, while highlighting the status of access, transition and equity in secondary education. Chapter Three contains proposals on effective teacher management and non-teaching staff norms. Chapter Four presents issues on categorization of secondary schools. Chapter Five discusses good practices in the delivery of secondary education drawn from both public and private schools in Kenya and other countries. Chapter Six contains a review of financing secondary education, including government expenditure and household spending. Chapter Seven presents an analysis of all inputs in the sub-sector and provides realistic costs of secondary education, presented by vote heads for day, boarding and special education secondary schools, while Chapter Eight concludes the Report.

CHAPTER 2

THE STATE OF SECONDARY EDUCATION IN KENYA

2.1 Access and Equity in Secondary Education

Kenya has experienced significant expansion in secondary education since 2008. The total number of secondary schools increased from approximately 5,000 in 2008 to 7,268 in 2010 to 7,297 in 2011 and 8,197 in 2012. In 2014, there were 7,325 public secondary schools and 921 private secondary schools. Table 2.1 summarises basic statistics on secondary education expansion between 2008 and 2013. As indicated in Table 2.5, Kenya ranks 111 out of 148 countries in the 2014 Global Competitiveness index in access to secondary education.

Table 2.1: Selected Secondary Education Indicators, 2008-2013

Secondary	2008	2009	2010	2011	2012	2013
Total Enrolment '000	1,382.2	1,507.5	1,701.5	1,767.7	1,914.8	2,023.3
GER	42.5	45.3	47.8	48.8	49.3	56.2
NER	28.9	35.8	32	32.7	33.1	39.5
Teachers	44,305	48,087	53,047	56,735	64,338	65,494
GPI	0.85	0.86	0.86	0.87	0.88	0.87
Completion	79.8	83.2	76.8	74.6	80.3	86.0
Transition to secondary education	64.1	66.9	72.5	73.3	76.6	77.0

Source: Draft NESP 2014 and GOK, Various

Enrolment in secondary education rose from 1.3 million in 2008 to 1.77 million in 2011 and to 2.1 million students in 2014. The GER increased from 42.5 percent in 2008 to 56.2 percent in 2013, while the NER increased from 28.9 percent to 39.5 percent during the same period. The rapid expansion in secondary school enrolment can be attributed to the recent reforms in the sector, including the introduction of Free Day Secondary Education; improved access to primary education, following the introduction of Free Primary Education in 2003 and the policy of expanding secondary education streams to at least three per class. Nevertheless, about 60.5 percent of the secondary education school-age population were not in school by 2013.

2.2 Transition Rate from Primary to Secondary Education

Although there has been a steady increase in reported transition rate from primary to secondary education, the actual progression is low. The reported transition rate increased from 66.9 percent in 2010 to 77 percent in 2014. This measure of transition captures the total number of students who are admitted to Form One the subsequent year. However, not all those who are admitted actually report, resulting in an even lower actual transition rate than that reported. In 2013, Form One enrolment, as a percentage of Standard Eight enrolments (the actual transition rate), was estimated at 74.5 percent.

Table 2.2: Actual Transition Rate, 2008-2013

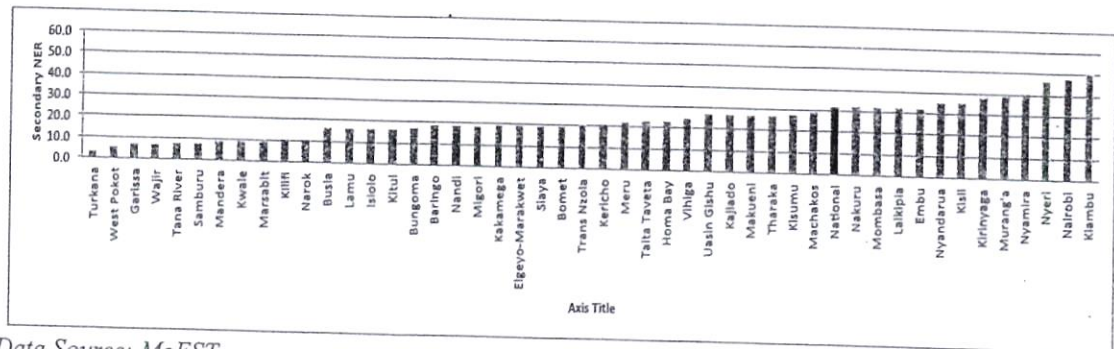
	2008	2009	2010	2011	2012	2013
Standard 8 enrolment	701.9	736.5	741.5	789.6	828.9	844.9
Form 1 enrolment the following year	430.2	445.3	498.9	521.6	532.1	617.5
Percentage		63.4	67.7	70.3	67.4	74.5

Source: GoK, Various

2.3 Inequities in Secondary Education

There are glaring regional variations in secondary school access levels. County enrolment rates range from 5-10 percent in the northern region and some parts of the coast region, to about 50 percent in Kiambu and Nairobi regions (see Figure 2.1).

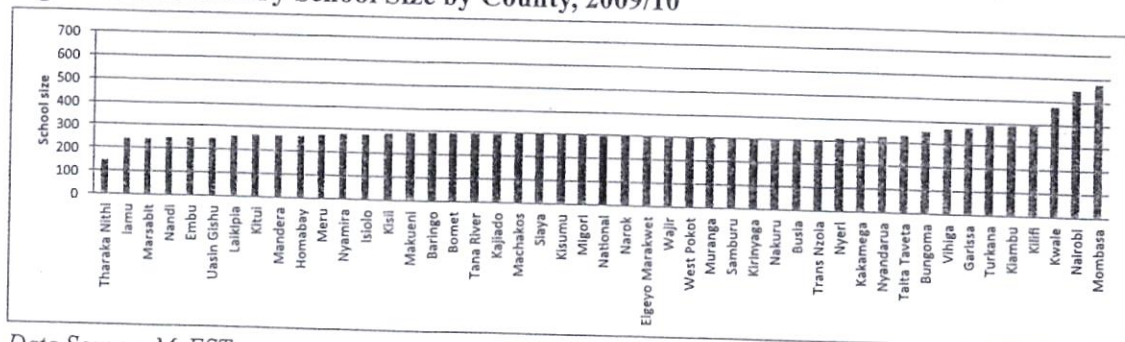
Figure 2.1: Secondary Education NER by County Rates (Percentage), 2009



Data Source: MoEST

According to the 2009/10 data, the average school size was 300 students, which was lower than the optimal school size of 540 students, assuming three streams per class. The existence of large secondary schools and small schools points to a probable underutilization of available facilities, despite the large number of secondary school age youth who are not in school. The average secondary school size ranged between a low of 150 students in Tharaka Nithi County to a high of about 550 students in Nairobi County and 580 students in Mombasa County.

Figure 2.2: Secondary School Size by County, 2009/10



Data Source: MoEST

2.4 Factors that Influence Access to Secondary Education

Key determinants of entry to secondary schools include:

- a) *Performance in KCPE.* Placement of students in secondary schools is mainly determined by their performance in the Kenya Certificate of Primary Education (KCPE) and the availability of vacancies.
- b) *Education costs and poverty.* Some students from poor backgrounds may perform well in the KCPE but fail to take up their places in form one because their parents cannot afford the fees charged, irrespective of the government capitation grant, because of many additional charges.
- c) *Opportunity cost.* Low income and cultural practices hinder access to education. Some children are forced to supplement household income by engaging in paid employment. In some communities, girls are forced into early marriages instead of enrolling in secondary schools.
- d) *Literacy levels of parents.* Low parental education negatively influences decision to enroll children in secondary school and perception on the benefits of education. Retrogressive cultural values and practices have negative effect on enrolment.
- e) *Teaching and learning facilities.* Availability of secondary schools is a major determinant of progression from primary to secondary education. Besides the shortage of infrastructure in some parts of the country, existing schools are not equitably distributed.

Of all the factors discussed above, the main deterrent to enrolment and retention in secondary education has to do with cost. Here is what one County stakeholder had to say:

"I would like to inform this task force that some top performing schools are overcharging school fees making education in Kenya expensive to the extent that bright students from poor families could not afford and are forced to retreat to village schools and end up getting poor results. Some schools are asking parents to pay fifteen thousand Kenya shillings as good will before they admit their children to form one on top of the normal school fees, which is more than KES 70,000 per year! A day school in my village sent my brother home because he was still having arrears of eleven thousand (KES 11,000) despite the government paying KES 10,625 for each student in day secondary schools.

"What I want to propose here so that no more Kenyan child go through what my brother and I went through in an attempt to access secondary education, is that government should take over infrastructural development in our schools like building of classrooms and modern laboratories and libraries in all the schools uniformly, they should also consider employing enough teachers to match with students - teacher ratio and make teachers sign performance contract. Government should also provide maize and beans to our schools at no fee or at subsidized prices".

2.5 Quality and Learning Achievement

Educational attainment at the secondary level is low, with 72.9 percent of candidates not achieving the minimum grades of C+ and above for admission to university

education. The mean score is particularly low for female candidates, relative to their male counterparts (see Table 2.3). Moreover, only 6.6 percent of the candidates attained B+ and above in KCSE in 2013. Low education attainment is attributed to poor quality of teaching, inadequate learning and teaching resources and overemphasis on examinations. However, the KCSE candidature increased from 354,341 in 2010 to 445,520 in 2013.

Table 2.3: Performance in KCSE, 2010-2013

KCSE Grade	2010			2011			2012			2013		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
A	934	632	1,566	1,315	615	1,930	1,277	698	1,975	1,855	867	2,722
A-	4,425	2,140	6,565	6,322	2,741	9,063	5,947	3,288	9,235	6,276	3,492	9,768
B+	8,620	4,117	12,737	11,150	5,240	16,390	11,753	5,977	17,730	10,776	6,237	17,013
B	11,616	6,557	18,173	14,793	8,151	22,944	15,962	9,221	25,183	15,315	9,341	24,656
B-	15,103	9,624	24,727	18,344	11,771	30,115	18,936	12,174	31,110	18,216	12,648	30,864
C+	19,502	13,864	33,366	22,474	16,742	39,216	22,180	16,291	38,471	21,836	16,515	38,351
C	24,329	19,440	43,769	27,631	22,334	49,965	27,134	21,771	48,905	26,492	22,079	48,571
C-	28,178	24,232	52,410	31,955	26,890	58,845	31,582	27,166	58,748	32,385	28,378	60,763
D+	30,497	26,265	56,762	34,093	29,760	63,853	35,655	31,548	67,203	37,703	34,100	71,803
D	29,532	27,329	56,861	32,995	31,397	64,392	37,694	35,872	73,566	39,672	38,505	78,177
D-	20,245	20,962	41,207	23,741	23,532	47,273	26,436	25,997	52,433	28,542	27,251	55,793
E	3,227	2,971	6,198	3,684	2,916	6,600	4,263	3,621	7,884	3,913	3,126	7,039
Total	196,208	158,133	354,341	228,497	182,089	410,586	238,819	193,624	432,443	242,981	202,539	445,520
% B+ & above	7.1	4.4	5.9	8.2	4.7	6.7	7.9	5.1	6.7	7.8	5.2	6.6
% C+ & above	30.7	23.4	27.4	32.6	24.9	29.1	31.3	24.2	28.1	29.8	23.8	27.1
% C & below	69.3	76.6	72.6	67.4	75.1	70.9	68.7	75.8	71.9	70.2	76.2	72.9

Source: GoK, Various

Although the progression rate within secondary education level is relatively high (90 percent), the rate has declined from 96 percent in 2011 to 90 percent in 2013. About 10 percent of those enrolling in Form 1 in 2010 did not progress to Form 4 in 2013.

Table 2.4: Secondary Education Completion Rate, 2011-2013

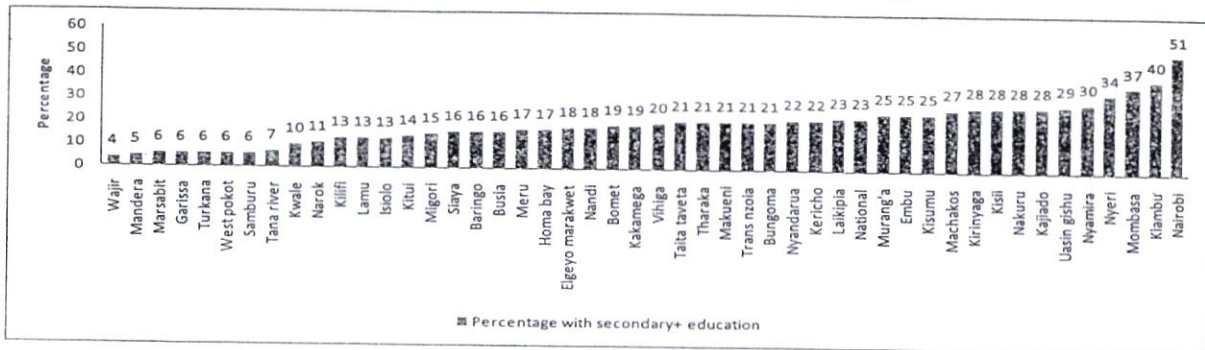
	2008	2009	2010	2011	2012	2013
Form 1	387,673	445,321	498,933	521,601	532,128	617,528
Form 4	297,301	337,310	311,898	373,053	411,330	448,867
Percentage completing Form 4	nd	nd	nd	96.2%	92.4%	90.0%

Source: GoK, Various; nd: No data for cohort

According to the 2009 Population Census data, only 23 percent of the population have attained secondary education and above. Regional analysis indicates that Nairobi County hosts the most educated population, with more than 51 percent

of the population having attained secondary education and above. Mandera (5 percent) and Wajir (4 percent), Turkana, West Pokot and Samburu (6 percent) have the lowest level of education attainment, with majority of the population (over 90 percent) not having attained secondary education (see Figure 2.3).

Figure 2.3: Average Population with Secondary Education by County, 2009



Source: Society for International Development and KNBS, 2013

2.6 Progression to Tertiary Education

Transition from secondary education to university is unacceptably low. In 2007/08, only 24.2 percent of candidates who qualified were admitted to the public universities. This represented 6.3 percent of the candidates who sat the KCSE examination the previous year. Similarly, in 2012/13, 27.3 percent of KCSE candidates qualified but only 23.3 percent were admitted to university, representing 6.4 percent of the candidature. Although students who were not admitted to university could join other middle level colleges for certificate and diploma courses, only 10.6 percent got admission to these colleges.

2.7 Special Secondary Education

Special Secondary Education caters for visually, hearing and physically handicapped students. There are no special needs secondary schools for students with mental handicaps. This category of students ends up taking vocational courses such as carpentry, masonry, tailoring, embroidery and knitting. Existing special needs secondary schools are categorised as follows: special needs secondary schools for the physically handicapped students; special needs secondary schools for visually handicapped students; and special needs secondary schools for the hearing impaired students. There are 31 special needs secondary schools in the country. Most special needs secondary schools have the basic infrastructure and are mostly boarding. Challenges facing special secondary school education include inadequate funding; shortage of teachers; most parents do not pay fees mainly due to the perception that the government fully supports the programmes, and lack of risk allowance for the teachers handling the students. There is also no quality assurance service for special needs education.

2.8 Competitiveness of Kenya's Higher Education

The global competitiveness index, an annual report by the World Economic Forum that aims at providing a detailed assessment of the productive potential of nations worldwide, rates Kenya's secondary education relatively higher than most of its

peers in the region in several aspects (Table 2.5). Higher education, which includes secondary and tertiary education provision, is one key pillar of competitiveness. The Report, which features 148 economies, is the most comprehensive assessment of its kind. It defines *competitiveness* as *the set of institutions, policies, and factors that determine the level of productivity of a country*.

The level of productivity, in turn, sets the level of prosperity that can be reached by an economy. The productivity level also determines the rates of return obtained by investments in an economy, which in turn are the fundamental drivers of its growth rates. In other words, a more competitive economy is one that is likely to grow faster over time.

The pillar of higher education measures secondary and tertiary enrolment rates as well as the quality of education as evaluated by business leaders. It also considers tertiary education enrolment, quality of the educational system, quality of Math and Science education, quality of school management, Internet access in schools, availability of research and training services, and the extent of staff training. The extent of staff training is particularly taken into consideration because of the importance of vocational and continuous on the job training, which is neglected in many economies for ensuring a constant upgrading of workers' skills.

The Report recognizes that quality higher education and training is crucial for economies that want to move up the value chain beyond simple production processes and products. It is particularly cognizant of the fact that today's globalized economy requires countries to nurture pools of well-educated workers who are able to perform complex tasks and adapt rapidly to their changing environment and the evolving needs of the production system.

Table 2.5: Comparative analysis of Kenya's ranking in the higher education pillar

Indicators	Country Ranking Global Out of 148 Countries									
	Uganda	Tanzania	Kenya	Rwanda	Botswana	South Africa	Mauritius	Finland	Singapore	Switzerland
	129	125	96	66	74	53	45	3	2	1
Secondary education enrolment, gross %	141 (28.4)	134 (35.1)	111 (60.2)	133 (35.8)	88 (82.1)	55 (93.8)	84 (83.8)	15 (108.0)	18 (107.0)	52 (95.0)
Tertiary education enrolment, gross %	118 (9.1)	138 (3.9)	137 (4.0%)	128 (6.6)	125 (7.4)	102 (15.4)	75 (32.4)	2 (95.2)	20 (72.0)	45 (56.7)
Quality of the educational system (out of 7 weighted average)	82 (3.5)	100 (3.2)	44 (4.2)	51 (4.1)	65 (3.7)	146 (2.1)	37 (4.3)	2 (5.9)	3 (5.8)	1 (6.0)
Quality of math and science education (out of 7 weighted average)	119 (3.1)	138 (2.5)	95 (3.8)	70 (4.1)	92 (3.8)	148 (1.9)	43 (4.5)	2 (6.3)	1 (6.3)	5 (5.8)
Quality of school management (out of 7 weighted average)	98 (3.8)	129 (3.3)	57 (4.4)	91 (3.9)	97 (3.8)	23 (5.2)	61 (4.4)	10 (5.6)	6 (5.7)	1 (6.1)
Internet access in schools (out of 7 weighted average)	121 (2.9)	118 (3.1)	81 (4.0)	68 (4.3)	104 (3.4)	116 (3.1)	67 (4.3)	2 (6.6)	4 (6.3)	12 (6.1)
Availability of research and training services (out of 7 weighted average)	96 (3.8)	117 (3.5)	44 (4.6)	106 (3.6)	108 (3.6)	54 (4.4)	63 (4.3)	6 (5.9)	14 (5.4)	1 (6.5)
Extent of staff training (out of 7 weighted average)	115 (3.5)	95 (3.2)	54 (4.2)	71 (4.0)	87 (3.8)	1 (4.9)	38 (4.4)	2 (5.5)	6 (5.2)	1 (5.6)

Source: Global Competitive index, 2014

From the Table, it is evident that the strength of Kenya's secondary education lies in the quality of the educational system (ranked 44th), availability of research and training services (ranked 44th) and extent of staff training (ranked 54th). Aspects where the country fared dismally, was in the area of enrolment in secondary education (ranked 111) and tertiary education (137).

2.9 Recommendations

With regard to enhancing access and quality of formal secondary education, the Task force recommends the following:

- (i) Establishment of new secondary schools should be carefully controlled and expansion of existing ones efficiently managed while paying particular attention to marginalized communities, regions and groups.
- (ii) Enhance the quality of day schools to make them attractive to learners.
- (iii) Encouraging partnerships with non-governmental actors (private sector, religious organizations) in provision of secondary education.
- (iv) Elimination of measures that discriminate against the poor, especially unnecessary levies, unfair ranking of schools and an inequitable system of admission to secondary and university education.
- (v) Strengthening the acquisition of skill competences in both the formal and non-formal systems.
- (vi) Build/expand at least one low cost boarding secondary school in each ASAL County (targeting nomadic communities) and urban informal settlements.

For special schools, the Task force recommends that the MoEST:

- (i) Establishes a data bank for all children with special needs right from pre-primary education and strengthen linkages with health centres to document all identified disabilities.
- (ii) Provides qualified personnel to the Early Assessment and Resource Centres (EARCs), for enhanced diagnosis of special needs.
- (iii) Establishes more special secondary schools and promote linkages between special needs secondary schools with primary special and integrated schools to promote transition from primary to secondary education; and develop and gazette regulations and guidelines on management of special schools.

CHAPTER 3

SECONDARY SCHOOL TEACHING AND NON-TEACHING STAFF

3.1 Teaching and Non-Teaching Staff Utilization

3.1.1 Teaching Staff

The most important factor in determining how well children perform in schools is the quality of their teachers and the teaching process. Policy formulation related to teachers is the responsibility of the MoEST. Pre-service training of teachers on the other hand is mandated to universities and tertiary colleges; and that of teacher employment, deployment and management to Teachers Service Commission (TSC).

The secondary school teaching force consists of 67,966 teachers against a national secondary school enrolment of 2,144,069 students, in 7,325 secondary schools across the country. The average enrolment of students in secondary schools is 277 while the student-teacher ratio stands at 32:1, which is slightly lower than the international target of 35:1 (see Economic Recovery Strategy, 2003-2007). The average cost per teacher per annum is KES. 649,842. Table 3.1 below summarizes relevant teacher data.

Table 3.1: Secondary School Teachers, Enrolment and Spending, 2014

Indicator	Total
Number of public secondary schools	7,325
Public secondary school enrolment	2,144,069
Average enrolment per school	277
Total number of teachers	67,966
Pupil-Teacher Ratio	32
Average teachers per school	13
Government spending on teachers (KES: '000)	44,167,147,190
Average cost per teacher per annum (KES: '000)	649,842
Average unit cost of teachers per student (KES: '000)	22,582

Although the teacher management function is a constitutional mandate of the TSC, as relates to remuneration, where the Commission has been unable to meet the demand for teachers, private partners, non-governmental organizations, faith-based and community-based organizations and the schools boards of management (BOMs) have mobilized resources to employ teachers. The Constitution of Kenya bestows the Commission with the responsibility of ensuring the establishment and maintenance of a sufficient professional teaching force that is equitably distributed and optimally utilized in public educational institutions. The Commission is also expected to play a regulatory role in the teaching service and registration of all teachers.

Continuous staff rationalization should be carried out to ensure equitable distribution and optimum utilization of teachers. Teachers are provided in proportion to the total shortage in a county. Newly recruited teachers are required to serve in a district/school for a minimum of five years, to maintain staff stability in schools.

3.1.2 Non-Teaching Staff Utilization

Non-teaching staff are central to the overall success of the teaching and learning environment. Unlike other levels of basic education, delivery of secondary school education involves a large number of non-teaching staff, mainly because of the boarding aspect of service delivery. The support staff in schools may be categorized into three: administrative staff that include bursars, accounts clerks, secretaries and storekeepers; technical or specialized staff that include nurses, ICT technicians, laboratory technicians, cateresses, librarians and matrons; and site staff who include gardeners, security, cooks and kitchen hands.

For special needs secondary schools, additional categories of non-teaching staff are required, which makes it even more expensive. Some of the additional non-teaching staff in special needs secondary schools are transcribers, psychiatrists and teacher aids. In some schools, the number of non-teaching staff is relatively high hence contributing to the high cost of school fees. Prior to 1993, non-teaching staff in public secondary schools were paid by the government. This changed in 1993 and the responsibility was shifted to the Boards of Management (BOMs) through legal notice number 262 on terms of service of BOM workers.

Non-teaching staff complement the teaching staff by performing tasks ranging from direct curriculum delivery support (offering assistance in the Science laboratories, computer laboratories, workshops, libraries, and secretarial services) to indirect curriculum support in areas of accounting, cooking, laundry, stores management, security, health management, maintenance and management of school environment. Non-teaching staff also engage in the school's income generating activities such as school farms, laundry and bakeries.

The number of non-teaching staff engaged by a school is dependent on the needs of the school occasioned by its size and programmes. Other factors include population, infrastructural layout and location. The current arrangement for engaging non-teaching staff in secondary schools is partly responsible for the high cost of secondary education. Additionally, regular rises in the statutory minimum wage and the recent wave of clamour for higher wages has had an impact on the cost of secondary education.

3.2 Challenges in Teaching and Non-Teaching Staff Utilization

3.2.1 Teaching Staff

Despite the fact that the number of trained teachers surpasses the demand for teachers in the country, there exists teacher shortage in some public education institutions, owing to financial constraints, underutilisation and distribution challenges. This hampers the provision of quality education. The challenge of

providing adequate teachers is exacerbated by the implementation of the Free Primary Education (FPE) and Free Day Secondary Education (FSE) initiatives. This has resulted in an upsurge in enrolment at the primary and secondary school levels, with obvious requirements for additional teachers. Teacher distribution in secondary schools is based on Curriculum-Based Establishment (CBE). There are also disparities within schools in terms of demand and supply of teachers. Unlike primary education teachers, secondary school teachers are trained to teach two subjects. However, most schools offer a large range of optional subjects, some of which have low demand, resulting in low class sizes and teaching loads far below the recommended norm for teachers.

The incidence of teacher underutilization co-exists with the shortage of teachers within schools especially for compulsory subjects; and more recently, arts oriented subjects. According to the current secondary school curriculum, Mathematics, English, Kiswahili, and two science subjects are compulsory. Thus, while some teachers teaching under-enrolled optional classes are likely to be under-utilized and face low class sizes within schools, most schools may have an overall shortage of teachers for compulsory subjects, necessitating hiring of additional Board of Management (BOM) teachers.

The employment of BOM teachers, in turn, drives up schooling costs. The utilisation challenges are further compounded by the ease of starting new schools (such as through the Constituency Development Funds and community support) even if existing schools in the neighbourhood have low total enrolment. The overall effect is the existence of the "small school" problem at the secondary education level. This causes inefficiencies in both human and capital resource utilisation.

To contain the teachers at sustainable levels, it will be necessary to implement the proposed TSC cost-effective staffing norms, to ensure that secondary school teachers are efficiently utilized. Further, to address efficiency challenges, with regard to low quality in education service delivery and need to monitor teacher deployment at school level, more quality assurance officers will need to be deployed in order to ensure effective supervision of education service delivery at local levels.

This unmet teacher need has resulted to employment of a large number of Board of Management (BOM) teachers. The schools sampled by the Task force showed that an average of KES 1.8 million is spent on BOM teachers annually per school. The BOM teachers constitute 37 percent of the teaching force; and the average teaching load for TSC and BOM teachers was estimated at 22.7 lessons per week. This is not in agreement with the current secondary school's teaching norms that require teachers to teach 27 lessons of 40 minutes per week, and the proposed teacher staffing norms.

Establishment of new schools under CDF, outstrips teacher recruitment. The country is also facing a shortage of teachers in specific subject combinations, especially in History, Geography, IRE, CRE, Kiswahili, Physics and Computer Studies. The challenge of shortage of teachers in some specialized subjects is occasioned by the movement of the teachers to better paying jobs. Further, poor performance of sciences in secondary schools limits the numbers available for training.

In addition, teachers of optional subjects such as Home Science, Agriculture, French, German and Business Studies are under-utilized due to the low enrolment in the subjects and lack of clear-cut guidelines on subjects to be offered by individual schools. Ineffective strategies in mapping out teachers' needs in the country has therefore constrained effective delivery of the curriculum and consequently led to an oversupply of teachers of specific subjects and an undersupply of others.

Other teacher related challenges include: some stakeholders' interference when carrying out teacher balancing and rationalization and resistance of transfers by teachers for reasons related to medical status, alcohol and substance abuse, family, politics and insecurity. Others are teacher absenteeism, security, inequitable distribution of the available number of teachers, inadequate housing for teachers, preference of teachers to work in urban regions, lack of infrastructure and differential house allowances for different parts of the country. Analysis of the Task force survey data indicates that teachers were away from school for about 4.5 days per month. This is equivalent to 15 percent of the school days (266 days) per annum. About 28 percent of the teachers interviewed were absent for at least one day from school in one month.

3.2.2 Non-Teaching staff

Low salaries offered by schools have not attracted and retained highly qualified and motivated staff. Moreover, some school managers engage workers for non-viable income generating ventures, which is a financial burden to schools that do not have the funds to pay their salaries and other benefits. In addition, it is not clear who should comprise essential and non-essential support staff, thus giving a leeway to BOMs to employ and terminate their employment at will. Currently, there seems to be no data on the number of support staff employed in schools or on their skills base and specific qualifications. Nor does there exist clear guidelines on recruitment, remuneration and promotion. As a result, many schools have employed excess non-teaching staff of questionable quality, leading to increased cost of secondary education.

3.3 Recommendations on Utilization of Teaching and Non-Teaching Staff

3.3.1 Teaching Staff

- (i) The MoEST, TSC and Ministry of Labour should conduct elaborate manpower surveys to determine the number of teachers produced by universities and teacher training colleges and compare with vacancies available. This way, the country's meagre resources shall be concentrated on producing quality teachers based on demand;
- (ii) The TSC should develop a more effective system of monitoring and supervising teachers;
- (iii) Promotion of teachers should be based on experience, performance in academic and management of school resources, learning outcomes of learners, willingness to undergo teacher professional development courses and cost reduction in management of school resources;
- (iv) TSC should employ adequate numbers of teachers in all public secondary schools and ensure immediate replacement for natural teacher attrition and voluntary exit cases.
- (v) TSC and MoEST should ensure efficient utilization of employed teachers; address inefficiencies in management, utilisation and inequitable distribution of teachers; and implement the proposed cost-effective staffing norms;
- (vi) Teachers should be employed locally but deployed nationally;
- (vii) The optimal class size should be 45 students and at least three streams per class;
- (viii) The optimal school size is set at 540 (three streams from Form One to Four, of 45 students) in high potential areas and a minimum of 180 students. In low potential areas, ASAL areas and newly established secondary schools, a minimum of 100 students is recommended for a school to qualify for provision of teachers and other resources by the government;
- (ix) TSC and MoEST should ensure clear separation of functions and roles at the County level, to avoid duplication and promote effective supervision;
- (x) For effective management of education institutions, there is need for principals, their deputies, BOM, PA executive and bursars to undergo a carefully designed training on governance, integrity, work ethics, financial management, curriculum implementation and instructional leadership. These topics should also be covered during the regular teacher development programmes targeting all teachers.
- (xi) TSC should rationalize teacher distribution by December 2014.

3.3.2 Non-Teaching Staff

- i) There is need to rationalise the number of non-teaching staff based on enrolment and the number of streams, as shown in table 3.2 below. Those recruited should be multi-skilled to the extent possible.

Table 3.2: Recommended Number of Non-Teaching Staff

	STREAMS	Bur-sar	Accounts Clerk	Secretary	Mes-senger	Lab Tech	ICT Tech	Grounds-man	Cater-ess	Cook	Kitchen hand	Nurse*	Store-keeper	Arti-sans**	Driv-er	Lib	Secu-rity	TOTAL
DAY	1	0	0	1	0	1	0	0	0	0	0	0	0	0			3	5
	2	0	1	1	0	1	0	0	0	0	1	0	0	0			3	7
	3	0	1	1	1	1	0	1	0	1	1	0	1	0			3	11
	4	0	2	1	1	2	1	1	0	1	1	0	1	0			4	14
	5	0	2	1	1	2	1	2	0	1	1	0	1	0			4	16
	6	0	2	2	2	1	2	1	2	0	1	1	0	1	0	1	1	4
BOAR-DING	1	0	1	1	0	1	0	0	0	1	2	0	0	0			3	9
	2	0	1	1	1	1	0	1	0	2	2	0	0	0			3	12
	3	0	2	1	1	1	0	2	0	2	2	1	0	0			4	16
	4	0	2	2 F&G	1	2	0	2	0	2	3	1	1	0	1	1	4	22
	5	1	2	2 F&G	1	2	0	2	1	3	4	1	1	1	1	1	5	28
	6	1	2	3FGH	1	2	1	3	1	3	4	1	1	2	1	1	6	33
	7	1	2	3FGH	1	3	1	3	1	4	4	1	1	2	1	1	8	36
	8	1	2	4	1	3	2	2	1	4	4	1	1	3	1	1	5	37
	9	1	2	4	1	3	2	2	1	4	4	1	1	3	1	1	6	37
	10	1	2	4	1	3	2	2	1	4	4	1	1	3	1	1	6	37
	11	1	2	4	1	3	2	2	1	4	4	1	1	3			6	35
	12	1	2	4	1	4	2	2	1	4	4	1	1	3			6	36
	13	1	2	4	1	4	2	2	1	4	4	1	1	3			7	37
	14	1	2	4	1	4	2	2	1	4	4	1	1	3			7	37
	15	1	2	4	1	4	2	2	1	4	4	1	1	3			7	37

* Should also double up as a matron

** Should be multi-skilled

Schools are expected to exercise discretion in deployment of recommended non-teaching staff levels, for efficient use of available staff.

- ii) The government should provide adequate personnel emolument funds, which should include service gratuity for the critical non-teaching staff in secondary schools as recommended in Table 3.3 below. The recommended remuneration should be the applicable salaries and wages as provided by the Ministry of Labour/national government.

Table 3.3: Recommended Remuneration and Qualification of Non-Teaching Staff

Non-Teaching Staff	Job Group	Minimum Pay (KES)	Maximum Pay (KES)	Minimum Qualification
Bursar	K	31,020	41,590	CPA III
Accounts Clerk	F,G,H	12,510	24,662	ACNCI/ KATC1
Secretary	F,G,H	12,510	24,662	KNEC Certificate in secretarial
Messenger	D	10,380	11,370	KCSE Certificate
Lab Technician	F,G	12,510	21,304	KNEC Certificate
ICT Technician	F,G	12,510	21,304	KNEC Certificate in ICT / Computer Studies
Groundsman	C,D	9,660	11,370	KCSE Certificate
Cateress	F,G	12,510	21,304	KNEC Certificate in Catering
Cook	C,D	9,660	11,370	KCSE Certificate
Kitchen hand	C,D	9,660	10,380	KCPE Certificate
Nurse	H,J	19,323	24,662	Certificate in Nursing
Storekeeper	F,G,H	12,510	21,304	Certificate in Procurement / Supplies Management
Artisan	E,F	11,370	16,080	Certificate in Plumbing / Carpentry/Metalwork etc.
Security	C,D	9,660	11,370	KCPE Certificate

- iii) Essential support staff should be employed on permanent and pensionable terms and follow set norms in engaging other categories of non-teaching staff.
- iv) All NTS in education institutions should adhere to the public service code of conduct.
- v) All education institutions should operate a savings account, specifically for personnel emolument.

Note: The recommended remunerations include; basic salary, housing, medical and commuter allowances

All funds meant for the remuneration of non-teaching staff should be banked here. Service gratuity should be paid from this account.

- vi) Staff engaged in the management of the school income generating activities (IGA) should be paid strictly from the proceeds of the IGAs and not from school levies or any other sources.

- vii) MoEST should develop clear guidelines on staffing norms for use by CEBs when authorizing employment of NTS in all public schools; provide risk allowance for support staff in special needs schools and de-gazette the notice that transferred all NTS to BOM.
- viii) Students should carry out basic tasks such as gardening and cleaning as part of instilling a sense of responsibility in them. Laundry services in schools should be eliminated and students given opportunities to develop life skills.
- ix) All education institutions should strictly adhere to the recommended numbers of the NTS.

3.3.3 Special Needs Education Staff

- (i) The staffing norm for special schools should be linked to factors that determine pupil-teacher ratio in special needs education schools, such as severity of the disability, type of disability, schools accessibility and availability of support staff.
- (ii) The proposed ratio for special needs is one teacher to five students who are deaf/blind. For the physically challenged students, the ratio proposed is one teacher to 10 students. For the mentally handicapped students, the ratio proposed is one teacher to 12 students.
- (iii) Special needs secondary schools should have the following personnel: one transcriber per secondary school for visually and hearing challenged; one house mother/father for every twenty students in a dormitory; and one teacher aide for students to help the regular teacher in helping/aiding the students, such as those who are blind.

CHAPTER 4

CLASSIFICATION OF SCHOOLS

4.1 Current Categories of Schools

There are two categories of schools in Kenya: **public schools**, which are established, owned or operated by the government; and **private schools**, which are established, owned or operated by private individuals, entrepreneurs and institutions. Private and public schools are registered by the MoEST and are expected to comply with certain minimum conditions, in terms of teacher qualifications, norms and standards, length of school day, health standards, inspection and physical infrastructure. The Task force's mandate was limited to public schools, which constitute the largest proportion of schools in the country, estimated at 7,325 against 921 private schools. The distinctive feature of public schools is that the government is responsible for; teachers' salaries; tuition subsidy; standards assessment; curriculum development and pedagogical development; personnel emolument for the non-teaching staff and for supporting the development of school facilities, sometimes in collaboration with parents and other stakeholders. For purposes of Form One admissions, these schools are sub-divided into five categories, namely; national, extra-county, county, sub-county and special schools.

4.1.1 National schools currently stand at 105 and select the best performing students from all parts of the country. A policy decision was made to increase the number of national schools from 18 to 105, in 2011. This decision was informed by Sessional Paper No. 1 of 2005 on the need to establish two national schools of either gender in counties that had none, continuous demand for national school places, the need to foster national unity and social cohesion, and the desire to stimulate academic excellence and improve education standards nationally. As a result, the number of students joining national schools rose from 4,460 in 2010 to 17,267 in 2014, representing 2.6 percent of the KCPE candidature. The current total enrolment in these schools is 99,385 or 5 percent of the total secondary school population. Some national schools, especially a number of the original 18 schools, charge higher fees than the other public schools. The Task force survey indicates that these schools charge up to KES 120,000 per student annually because of the type of meals they offer their students as well as having more facilities than the average school, which require high maintenance costs. Since students here come from all parts of the country, most parents incur additional costs on travel, which increase costs and affect those from poor households. In addition, some of these schools face challenges of high demand for places and thus a need to expand infrastructure, high running costs for electricity and water bills, high cost of co-curricular activities, and a high number of non-teaching staff hired to maintain the large number of students and school facilities.

4.1.2 Extra-County Schools are boarding, high performing schools (mean score of 6.5 and above in KCSE) which used to be called extra-provincial. They admit students from the host County and a small percentage from outside the County. Currently, there are 283 extra-county school, admitting students at the ratio of 40

percent nationally; 40 percent from within the county and 20 percent from the hosting district. A total of 36,115 (5.6 percent) KCPE candidates were selected to join Extra-County schools in 2014. Extra-County schools complement national schools in promoting integration and benchmark education standards in their regions, since they have fairly well developed infrastructure. The fees charged are lower than that charged in national schools and stand at an average of KES 54,523 per annum, with a high of KES 93,317, according to the Task force survey. The main challenges facing these schools are: high recurrent expenditure costs, high cost of running co-curricular activities, high demand for vacancies, maintenance and expansion of facilities to cater for increasing demand, teaching staff shortage and the high costs of non-teaching staff wages.

4.1.3 County Schools are former provincial boarding secondary schools whose performance is average and are mostly boarding. County schools admit students from within the county on the basis of the KCPE candidature in each district within the county. The district hosting the school is entitled to at least 20 percent allocation of places in the school, notwithstanding the KCPE candidature in the district and also benefit from the 80 percent set aside for the county. A total of 126,167 (20 per cent) KCPE candidates were admitted to county schools in 2014. Some of these schools have well-established infrastructure, which serves to integrate learners from the whole county, especially in geographically expansive counties. These schools serve as centres of excellence within the county, enhance access to education and benchmark with extra-county and national schools in performance. School fees charged in these schools are in the same range with extra-county schools but slightly lower and may be manageable to some parents due to fewer extra levies and lower transport costs. The challenges facing these schools are: inadequate physical facilities, high recurrent costs, shortage of teaching staff, high non-teaching staff wage bill, soaring costs of running co-curricular activities and school bus demands.

4.1.4 Sub-County Schools, which are 5,699 in number, include current day schools and former provincial schools with a day wing. The schools select 100 per cent from the host district and currently have an enrolment of 1,385,769 students, comprising 65 percent of secondary school population. In 2014, these schools admitted 389,299 form ones, which was 60 per cent of the KCPE candidates. This means the schools admit the bulk of students transiting to secondary schools. Students enrolling in this category of schools include high performers whose parents may not afford the high fees charged in boarding schools, orphans and low achievers in KCPE. The average fees charged in day schools was KES 25,374 per annum, according to the Task force survey. These fees cater for students' lunch, employment of BOM teachers, co-curricular activities and development projects. As a result of the majority of these schools being mixed, they spend a great deal on co-curricular activities.

The main challenges to quality education delivery in these schools are inadequate physical facilities, teacher shortages, limited parental involvement and low grades among most of those enrolling in Form One.

4.1.5 Special Needs Secondary Schools cater for visually, hearing and physically handicapped students and are mostly boarding. There are 31 special needs secondary schools and 68 integrated secondary schools, with a total enrolment

of 3,132, representing 0.1 percent of the students pursuing secondary education. However, there are no special needs secondary schools for students with mental handicaps, who as a result, end up taking vocational courses such as carpentry, masonry, tailoring, embroidery and knitting. A total of 600 (0.1 per cent) of the KCPE candidates were admitted to special schools in 2014. The government gives a subsidy of KES 20,000 per child per annum in addition to the normal capitation grants. The average fees charged in special schools in 2014 was KES 24,008 per annum. The fees cater for non-teaching/technical staff such as nurse aide, physiotherapist and braille/hearing aid technician and specialised equipment, alongside the normal needs of students. The main challenges here relate to: high cost of equipment, special diets, running costs and for the hiring of specialised non-teaching staff.

4.1.6 Private Schools are owned by private entrepreneurs, companies, churches, trusts and other recognized bodies. There were 921 private schools in 2014, with a total enrolment of 165,000 students. In 2014, the private schools admitted 59,705 students, or 9.5 percent. Proprietors finance and manage the schools through school fees and contribution from sponsors. They are diversely resourced depending on location, ranging from some very well-funded elite-schools to many very poorly funded ones. They are boarding or day school, boys only and girls only or mixed schools. Some follow the Kenyan 8-4-4 system of education while others use international curricula from other parts of the world. These schools complement the government in the provision of basic education. However, most of them are quite expensive, making them a preserve of the rich and wealthy, comprising less than 10 percent of Kenyans. The high cost of private education locks out many students from poor households. Additionally, ranking of schools based on the national examination, creates unfair competition and puts undue pressure on schools to admit large numbers of students they may not accommodate. It also creates unethical practices like forced repetition, drilling and exam cheating. Parents are also coerced into providing incentives to the performing teachers, thus increasing costs.

4.2 Recommendations

- i) For purposes of disbursement of government grants, public schools shall be classified as either 1) Day or 2) Boarding.
- ii) For purposes of admission of students and management, public schools shall be categorised into five extant categories as follows:
 - a) **National Secondary Schools.** These schools should have adequate infrastructure, a solid professional base and register good performance. The schools shall receive capitation grants per student per year, similar to other public schools. In addition, household contributions should be stipulated in the fees guidelines provided by the MoEST.

- b) **Special Needs Secondary Schools.** Special schools should admit students from national catchment and should be managed like other public schools. Infrastructure should be developed by the national government, with support from County governments and other stakeholders. The capitation grants should be equivalent to those offered to other public schools, in addition to a top up to cater for meals and other necessities for the learners. The ministry will prepare operational guidelines on the management of the funds and the contribution to be made by households.
 - c) **Extra-County Secondary Schools.** These are best performing schools targeting the standard of national schools. They should promote regional and national interests like other public schools and infrastructure developed by the national government and County Education Boards. They will receive capitation grants similar to all public schools and household contributions according to the MoEST guidelines.
 - d) **County Secondary Schools.** These schools should have their infrastructure improved to the same level with those of Extra-County Schools. They should be managed like all other public schools while the infrastructure development should be done through County Education Boards. They should receive capitation grants and household contribution according to the guidelines released by the MoEST.
 - e) **Sub-County Secondary Schools.** These should be day schools within the proximity of primary schools. In the densely populated areas, the target should be one day school for every five primary schools. School management process shall be similar to all other public schools and infrastructure developed through County Education Boards, tapping into County and Constituency Funds. They should receive capitation grants like other public schools and charge optional fees for meals. Day schools should not be allowed to convert into boarding schools.
- iii) The fees paid by students in public schools should be regulated by the MoEST, based on three categories, namely; day, boarding and special needs secondary schools. However, any school with special circumstances necessitating school fees variation should make a written justification to the Cabinet Secretary, who will study and give clearance or otherwise. This exception would apply to a few of the original 18 national schools because they may have facilities and activities that require more funds to sustain.
 - iv) To reduce unfair competition, the Task force recommends that:
 - a) The current system of ranking schools should be reviewed. A more comprehensive measure of evaluating performance should aim at informing the wider public on the percentage of students attaining a certain minimum performance. For example, schools could be ranked by how many of their students have surpassed the 50 percent pass mark. The focus should be on improvements in quality of service delivery; and improved access, attendance, attainment in learning achievement and ensuring high retention and completion rates;

- b) MoEST should ensure effective quality assurance, monitoring and evaluation;
- c) There is need to evaluate performance in non-academic areas;
- d) The glamour accompanying announcement of KCPE and KCSE results needs to be de-emphasized, especially with regard to ranking top schools and students;
- e) The current quota system of admission should be revised to reflect the proportionate share of students sitting for KCPE in public and private schools, for all categories of schools—National, Extra-County, County and Sub-County;
- f) The focus should be on number of KCPE candidates not able to progress to secondary school, and ensuring they satisfactorily perform in secondary school education;
- g) Private school owners should be encouraged to open private secondary schools to cater for many students from private academies, who in any case, can afford this type of education; and
- h) All private schools should be registered by MoEST after meeting the minimum standards for quality education delivery and should be subjected to the monitoring that is characteristic of all public schools.

CHAPTER 5

LESSONS FROM GOOD INTERNATIONAL AND LOCAL PRACTICES

5.1 International Examples

An analysis was undertaken for various countries. The countries were identified because of their good practices in secondary education delivery, sustainable investment in education and supervision mechanisms, and as a result, they produce quality graduates while contributing to economic development and high quality of life.

5.1.1 Financing Education in Sweden

Secondary education in Sweden is free and compulsory. The country has the 'choice-based' schooling system where funds are transferred to parents of school going age children through a voucher system with the aim of creating competition because schools are funded according to their enrolment. The system has led to improved standards in terms of quality and effective expenditure and has improved access, equity and examination registration. This has prevented segregation among socio-economic groups. In Sweden, schools are either public (run by the municipalities) or private. Independent schools are run by independent bodies other than the municipalities and have their own regulations and curricula but have to adhere to government standards.

5.1.2 Education Equity in Finland

Finland has one of the world's best performing and equal education systems. One reason for Finland's success, is the high degree of personal responsibility conferred on teachers and students. In the 1970s and 1980s, management of Finland's school system was decentralized and traditional academic structures in upper secondary schools were replaced by flexible modular structures, giving pupils more choice in what they study. Teachers were given freedom to design their curriculum and choose textbooks. Public schools provide health care, psychological services, food, and transport to students.

Finland schools are small in size and are focal centres for their communities. They thus experience minimal administrative overheads. They are funded through municipal budgets. Besides administration, principals are required to teach. The underlying principles of education are that all youth must have equal access to free high-quality education and training, irrespective of their ethnic or racial background, age, wealth or location. Special needs education is provided in conjunction with mainstream education. In an effort to boost competitive performance, funding for upper secondary and vocational education and training is based on the number of students reported by the school, as well as on the unit prices set by the MoEST and Culture.

5.1.3 Learning from the Private Sector: Charter Schools in the USA

Charter schools are a blend of public and private education practices. They are an alternative to the falling standards of education in public schools, where public money is not utilized in an efficient and effective manner and where academic performance is low. There are approximately 5,400 Charter schools in the USA that serve an estimated 2.5 million students. These schools are so popular that an average of 365,000 students is constantly on the waiting list. Most of these schools receive the same or less money than their public school counterparts but because of their being better managed, achieve much more than the public schools. The schools are operated by either private non-profit or for profit organizations. Each school is encouraged to source other funding to complement available state resources. Schools are given autonomy to be creative in finding ways to promote a school culture that maximizes student motivation by putting emphasis on high expectations, hard work, discipline, and creating a lasting relationship with the community. Excellence is achieved through creative and innovative practices that the school managers develop along with the teaching and non-teaching staff. Beneficiary schools are held accountable for student achievement and those found not to meet the expectations, risk losing their operating licenses. They are also held accountable to their sponsor, whether a university, a for-profit organization or whoever the sponsor is. Ghana and Uganda are experimenting with a similar idea by supporting some schools with micro credit facilities to fund their operations through partnerships with donors.

5.1.4 Effective School Management in China

Shanghai has implemented “the Empowered Management Programme”, which has transformed and improved low performing schools. Leadership and teaching skills are developed by learning from high performing schools. Under the programme, the government signs a contract with a high performing school to turn around the low performing schools. The contract usually runs for between two and five years. The high performing schools have an empowered management team, which comprises the Principal and two/three other senior teachers, who go to the low performing school to bring change, using the five steps of: effective and strong leadership; developing a good school culture; engagement of parents and community; effective teaching and teachers learning from each other; and measuring and developing effective learning to monitor the outcome of the student. The team measures change through surveys and focus group discussions with school leaders, teachers, parents and students. The change is reinforced through extensive feedback. An evaluation takes place at the end of the first year and a final one at the end of the contract.

5.1.5 Devolving Education Management and Financing in South Korea

Education in South Korea is funded and managed by both the central and local governments. The grants and subsidies received from the central government are distributed by municipal and provincial offices to schools, using a specific formula. Local government support for primary and secondary education is made up of: local education transfer, municipal and provincial tax transfers, which are a certain percentage of municipal and provincial tax revenues, tobacco consumption tax transfer, non-statutory transfer of funds, such as operating expenses for public libraries. Meanwhile, the central government provides the money to finance primary and secondary education.

The Local Education Grant Act ensures that the state provides grants in all or in part, of the funds required for development of education, to eliminate imbalance in access to quality education. The law requires that 20-27 percent of internal taxes is allocated to the local education finance transfer, which makes local education secure. Further, individual schools are autonomous and are characterized by strong accountability in fiscal management. The school accounting system distributes the total school budget before the start of the fiscal year. Budgeting processes at the school level allow for participation by teachers and school governing committees, which promotes efficient use, and informed allocation and application of funds to suit a school's unique characteristics in a more fiscally efficient manner.

South Korea's expenditure on education is among the highest in the World. According to the OECD report, South Korea education expenditure index to GDP is 7.2 percent, which is higher than the OECD average of 5.8 per cent. This high expenditure on education emphasizes the importance South Korea attaches to the quality of education provided to her citizens. An important characteristic of education finance in South Korea is that its support structure is simple and stable while its institutional mechanism exists for supporting local education finance.

5.1.6 Leadership and Accountability: The Case of South Africa's Schools

Schools in South Africa use a Whole School Evaluation (WSE) system, an accountability self-evaluation tool that assists schools to evaluate their relationship both internally and externally. WSEs are carried out in primary and post-primary schools to evaluate the quality of the school management and leadership, the quality of teaching, learning and assessment, and the school's own planning and self-review. It provides oral feedback to the school community through a printed report that is published on a website. The government then recruits experts to help the schools set reasonable and attainable targets that will yield the change required. Duly completed evaluation documents are then passed to the provincial and national decision makers to help them improve the country's practices.

5.2 Examples of Good Local Practices

The schools below were selected because of their good performance and low fees charged. The schools had also exhibited exemplary management and governance practices.

5.2.1 Precious Blood Secondary School: Mobilizing Support for Needy Students

Precious Blood, Kilungu, has a long-standing bursary programme for needy students, where all stakeholders participate as follows:

- a) The management fundraises for the school's endowment fund from well-wishers, from where it draws funds to support the learning/teaching process and needy students, if necessary;
- b) Students participate in income-generating projects in the school to raise fees for themselves and others and through their welfare association support some students every year;
- c) Able parents pay fees and do shopping for at least one other student;
- d) The sponsor (Catholic Diocese of Machakos) offers financial support in addition to investing in spiritual nourishment;
- e) The school management has also nurtured an effective cost-cutting strategy, which includes open tendering for all purchases locally if possible, engendering a maintenance culture among staff and students, employment of non-teaching staff and casual labourers who can multi-task, from the local community, and ensuring no misuse of all school facilities and resources.

5.2.2 Doing More With Less: St. Peter's Mumias Boys' High School, Kakamega

St. Peter's Mumias Boys' High School has managed to excel in academic work, despite charging students relatively low fees. This has been accomplished through:

- (a) Using technology for instruction and developing a culture of working "smarter" and "harder";
- (b) Involving students in income generating projects related to farming, fishing, baking bread, running a slaughterhouse and marketing the products;
- (c) Benchmarking their performance with neighbouring institutions to improve performance;
- (d) Enhancing security, to safeguard school property;
- (e) Enhancing maintenance of school facilities through a high level of student discipline and inter-house competitions;
- (f) Improving efficiency in time management through very close supervision of both the teaching and non-teaching staff; and
- (g) Prudent record keeping to guide use and purchase of teaching/learning materials and foodstuffs.

5.2.3 Mobilizing Resources Through Alumni: Njiiri High School

Njiiri Old Boys Association was founded in 1969 and has played a key role in the development of projects and promotional programmes at the school. The association raises funds through annual subscriptions, membership fee and voluntary donations by members. Other sources include fundraisers through an annual golf tournament and donations from well-wishers, without involvement of parents and students. The following projects were initiated and constructed by the alumni:

- (a) The dining hall, which couples as an assembly hall, through a golf tournament and harambee.
- (b) The school library project: A dormitory was transformed into a library. The Kenya National Library Service donated books. Donations are continually sourced, to stock the library.
- (c) Additional classrooms, laboratories, teachers' houses.
- (d) Renovation of ablution blocks.
- (e) Construction of a water system.
- (f) Connection and supply of electric power.
- (g) Soliciting professional advice on academic work, management of school resources and architectural advice, among others.

5.2.4 Children's Village Education with a Difference: St. Francis School, Meru

St. Francis School, Meru, is a high performing institution for vulnerable children. It has two campuses, namely, St. Francis Children's Village and St. Clare Girls' Centre. The children have attained high mean scores despite the short duration in school and a limited number of staff. One student did the whole of primary education in five years and is due to complete his/her Bachelor of Education, Mathematics and Physics at the University of Nairobi. In 2013, the KCPE mean score was 357; while KCSE was 7.2. Success of both St. Francis Children's Village and St. Clare Girls' Centre is its philosophy: "Simple living, high thinking." The pupils and the students live a life of total commitment to prayer, study, manual work and sport.

These are homes and schools for rehabilitating and educating street and orphaned children by empowering them with life skills to live in the society as free citizens and God-fearing people. The Children's Village: St. Francis Village for boys and St. Clare Centre for girls, are two distinct schools, running from Nursery Class to Form Four. Since children come from the streets and homes past school entry age, the centres run an education programme termed as crash or accelerated learning. The staff teach and guide the children to learn independently, at their pace, and are promoted to the next class upon completion of a given class syllabus.

The Children's Village has a population of 354 children, with only 17 teachers and 17 support staff, while the Girls' Centre has a population of 342

students, with only 21 teachers and 14 support staff. Bachelor of Education Teachers (B.ED) earn between KES 20,000 and KES 25,000, Diploma holder teachers earn KES 15,000, while P1 teachers earn KES 10,000 per month. The schools have been running with a budget of KES 2,600,000 per month. Given the schools' almost total reliance on friends, benefactors and people of good will in all their needs, whatever funds received are utilized well. The schools also engage in income-generating activities, which include pig rearing, fish farming and vegetable production.

Learners are provided with only what is essential. No uniform in the strict sense of the term is required. They wear secondhand blue jeans, white blouses/shirts, blue cardigans and plastic sandals or footwear made of car tyres. Textbooks and stationeries are limited and shared by two or three learners.

5.2.5 Cost-cutting measures: The Experience of Pangani Girls', Nairobi

Pangani Girls', a newly upgraded national school, charged KES 47,400 and KES 43,400 in 2013 and 2014 respectively, which is much lower than the average for most national schools. The school uses the following strategies to reduce costs:

- a) **Discipline:** instilling high discipline standards in the care of school property, which has minimized damage, reduced repair and replacement leading to employment of lean support staff.
- b) **Support to needy students:** partnering with banks, philanthropic individuals and organizations to pay fees for the needy students and establishing a Trust Fund for well wishers to donate fees for needy students.
- c) **Use of school budget:** determining fees payable through consensus of stakeholders (BOM, PTA, and parents).
- d) **Prioritizing projects:** The principal agrees with the school team i.e. deputy principal, teachers and students as to what is needed most as documented in the school strategic plan, which is approved by stakeholders. The school adheres to the policy of one project per year.
- e) **Prudence in financial management:** judicious use of every single cent paid to the school by sensitizing all players in the school and procurement of quality items at the most competitive prices.

5.3 Recommendations

5.3.1 The central government is key in ensuring achievement of FSE through:

- (i) Increasing the capitation for tuition and related expenses, such as examination fees;
- (ii) Putting in place relevant structures to ensure effective supervision, auditing and monitoring of programmes;
- (iii) Legislating all regulations related to the implementation of FSE;

- (iv) Ensuring enforcement of all laws on FSE;
- (v) Promoting partnerships with county governments in relation to funding and monitoring FSE including assigning some responsibilities to these governments.
- (vi) Insisting on a culture of maintenance in all educational institutions;
- (vii) Promoting a mentoring system where the best principals train the young upcoming ones;
- (viii) MoEST identifying schools to promote pilot projects along the experience of the Charter Schools in the USA—at least two schools from every county that would receive the same level of funding as public schools, but cede management to a private organization. The schools should be encouraged to be innovative in delivering high quality education and their managements held accountable. Those that do not meet the target would be withdrawn from the programme.

5.3.2 The School Manager is the most important single player in ensuring success of FSE. In this connection, school managers should:

- (i) Be competitively recruited and must be men and women of integrity, who are seen as role models by those they lead and by the community around them;
- (ii) Benefit from continuous training on the management of school resources, project implementation, monitoring, resource mobilization and public relations;
- (iii) Promote openness and teamwork in management, for ownership and cooperation by all players;
- (iv) Have the skills to bring aboard parents, NGOs, donors as well as individual philanthropists, to finance school programmes;
- (v) Be computer literate as technology is an integral element of teaching and managing school resources; and
- (vi) Strive to benchmark, by learning from good performing principals.

5.3.3 Cost-Cutting Measures. Efficiency and cost savings could be attained through:

- (i) Encouraging schools to use own resources and physical facilities to generate income for meeting some expenses;
- (ii) Employment of support staff who can multi-task;
- (iii) Use of students to carry out tasks such as cleaning, gardening or other income generating projects;
- (iv) Simplicity of meals and school uniforms;

- (v) Prudence in the use of electricity, gas, water and others utilities;
- (vi) Ensure school facilities are well maintained and repairs made on annual basis;
- (vii) Sharing of available resources across neighbouring schools, for example, underutilized teachers and physical facilities such as classrooms, science laboratories, libraries and sports facilities;
- (viii) Use of ICT to reach out to more students for less;
- (ix) Leveraging on the potential support of the alumni, especially for the more established national and extra-county and county schools in the form of financial and professional advice, on academic, management and architectural works;
- (x) Enhancing security to safeguard school property;
- (xi) Enhancing student discipline and competition, to improve maintenance of school property;
- (xii) To the extent possible, school managers may outsource services such as security, cleaning, repairs and maintenance, sanitation; and
- (xiii) Schools to adopt cost reduction initiatives such as utilisation of local resources, water harvesting, energy saving technologies including use of solar power and contractual employees.

CHAPTER 6

COSTS OF SECONDARY EDUCATION

6.1 Financing of Secondary Education

Households and the government are the main sources for financing secondary education. In 2013/14, total secondary education spending was estimated at KES 173,905.9 million, of which 60.9 percent (KES 105,939 million) was financed by parents and 39.1 percent (KES 67,966 million) by the government. The main components of public secondary education spending include capitation grants and other operational costs (KES 21,744.6 million), teachers' personnel emoluments (KES 44,167.1 million) and bursaries and targeted scholarships (KES 1,356 million). Other sources of finance include communities, the private sector, faith-based organisations and individual institutions, through internally generated funds.

Public secondary education spending accounts for approximately one quarter of the total public education budget and is the second highest sub-sector allocation after primary education. Spending on secondary education between 2008/9 and 2012/13, in absolute terms increased from KES 34 billion to KES 56 billion, representing 24 percent and 23 percent of public education spending (see Table 6.1). In 2013/14, public spending on secondary education was estimated at KES 67.9 billion. Total public education spending was estimated at KES 138 billion in 2008/9 and KES 247 billion in 2012/13. Expenditure for the MoEST was estimated at KES 304.9 billion in 2013/14.

Table 6.1: Public Education Expenditure by Sub-Sector (%), 2008/9-2012/13

	2008/9	2009/10	2010/11	2011/12	2012/13
General Administration and Planning	7.30	12.95	9.47	6.63	6.61
Primary Education	50.00	46.62	45.43	41.7	38.97
Teacher Education	0.30	0.17	3.13	3.99	2.79
Special Education	0.40	0.13	0.11	0.21	3.07
Early Childhood Education	0.20	0.15	0.25	0.19	0.7
Secondary Education	24.70	23.98	25.27	24.65	22.63
Technical Education	4.80	4.72	4.83	6.05	5.81
University Education	12.30	11.27	11.51	16.57	19.43
Total (KES billion)	137.80	160.5	179	207.46	247.71

Source: *Economic Survey (Various)*

Due to the cost sharing policy of education, on average, household funding of secondary education was estimated at about KES 105.9 billion in 2014. Parents pay for various expenditure items including school uniform, transport, boarding expenses, examination fees, development and other levies charged by schools.

Thus, despite relatively high levels of public funding, the financial burden for households would continue to grow unless relevant cost-cutting measures are put in place.

Further, the off-budget resource flows are rarely reported in the national accounts. The non-inclusion of off-budget education spending can be attributed to lack of institutionalised education financial management information systems and weak reporting of government and non-government spending. This makes it difficult to determine actual spending on secondary education by various government and non-government agencies and households, at both national and sub-national levels.

Capitation grants to secondary education were estimated at KES 21 billion in the 2013/14 fiscal year. The 2008 Task force on Affordable Secondary Education set the per capita Free Day Secondary Education at KES 10,265 per child per year, while boarding costs were estimated at KES 18,627 per student. Special education aggregate fees were set at KES 36,600. The capitation grants to schools are intended to lower the cost of schooling, while maintaining the quality of education. At secondary education, the government subsidy to both public day and boarding secondary schools cover instructional materials, schools repairs and maintenance, local transport and travel, administration costs, activity fees, personnel emoluments for non-teaching staff, and basic medical costs.

Activity fee caters for school organized activities, while district, county and national activities are catered for by the Ministry headquarters, based on an annual budget prepared by the Directorate of Quality Assurance and Standards. Under the operations account, schools may seek authority from the County Education Board to borrow funds from one item to another, if necessary. Overall, the level of transfer of funds from the central government to counties, sub-counties and schools, depends on enrolment at each level. Tables 6.2 and 6.3 give the fees structures for regular and special needs secondary schools, respectively.

Table 6.2: Fees Structure for Regular Secondary Schools, 2008

Vote head	Tranche 1 Amount (KES)	Tranche 2 Amount (KES)	Tranche 3 Amount (KES)	GOK (KES)	Parents (Boarding costs) (KES)	Total (KES)
Tuition*	1,800	1,080	720	3,600	0	3,600
Repairs, maintenance and improvement	200	120	80	400	400	800
Local travel and transport	200	120	80	400	500	900
Administration costs	250	150	100	500	350	850
Electricity, water and conservancy	250	150	100	500	1,500	2,000
Activity fees	300	180	120	600	0	600
Personal emoluments	1,982	1,189	793	3,965	2,743	6,708
Medical	150	90	60	300	100	400
Boarding					13,034	13,034
Caution money						
Total	5,132	3,079	2,053	10,265	18,627	28,892

Source: MoEST, FSE Unit

Note: *Tuition refers to cost of teaching and learning materials.

Table 6.3: Fees Structure for Special Needs Education Secondary Schools, 2008

Item	Day	Boarding
Learning and teaching devices	6,000	6,000
Assistive devices	2,000	2,000
Sports and recreation therapy	1,100	1,100
Local travel and transport	900	900
Students' medication	2,000	2,000
Personal emoluments for support services	4,000	4,000
Environmental adaptation, repairs, maintenance and improvement	1,000	1,000
Boarding fees	-	15,000
Sub-total	17,000	32,000
Operational costs		
Administration costs	500	800
Electricity, water and conservancy	500	2,000
Sub-total	1000	2800
Grand Total	18,000	34,800

FSE funds are disbursed in three tranches: in January, April and August. The first tranche consists of 50 percent of the total cost; the remaining 30 percent and 20 percent being the second and third tranches. However, in most cases delays, in disbursements are very common.

6.1.1 Public and Household Unit Spending of Secondary Education

The Task force computed three types of unit costs: (1) Public expenditure (cost) per student enrolled in secondary school; (2) Household expenditure per student in secondary education; and (3) The realistic unit cost of secondary education. The unit expenditures are calculated by dividing the total annual recurrent (not capital) education expenditure by the total number of students enrolled. For purposes of this Report, household expenses are proxied by household secondary education expenditures, while public costs are proxied by public unit expenditure. Finally, the realistic unit cost is based on market prices of individual education inputs, school budgets and hence, constitutes what it should actually cost to sustain a student in secondary school at current prices. Analysis on the realistic unit cost is presented in Chapter 7.

The data presented in Table 6.5 shows:

- The government spends **KES 67.2b** on capitation grant, teachers' salaries, bursary and operation costs, which is **39%** of the cost of secondary education, while households cover **61%**

- Average cost per student to government is **KES 31,374** and **KES 49,411** to households, totalling **KES 80,785**
- However, in schools with BOM teachers, households meet the cost of teachers' salaries, resulting in a global escalation of cost of education.

6.1.2 Teacher Costs

Teachers constitute one of the major components of secondary education costs. Average spending per school on teachers was estimated at nearly 44 percent of public expenditures, followed by capitation grants (11 per cent) and bursaries (3 per cent) (Table 6.5). Staffing at the secondary school level is curriculum-based, that is, a school receives a designated number of teachers on the basis of the size of the curriculum offered. According to the Task force survey data, in 2014, teachers were handling an average teaching load of 22.7 lessons as shown in Table 6.4. This was lower than the recommended 27 lessons (18 hours) per week. Thus, some teachers were underutilized in either some schools and/or subjects. Inefficiency in teacher utilisation at the secondary level was observed through a low average student teacher ratio of 21:1 when BOM teachers are included in sampled schools.

Table 6.4: Teacher Utilization Indicators in sampled schools, 2014

	2014
Enrolment	526
Streams	4
Teachers Service Commission teachers	19
Board of Management teachers	8
Total (BOM and TSC) teachers	27
Pupil Teacher Ratio (TSC teachers only)	36
Pupil Teacher Ratio (both TSC teachers and BOM)	21
<i>Proportion of BOM teachers per school (%)</i>	37
Average teaching load (periods per week)	22.7

BOM teachers account for 37 per cent of all teachers in the sampled public secondary schools. On average there were eight BOM teachers per sampled school, which has serious implications for the cost of secondary education as schools are forced to pass the cost burden to parents, in the form of personnel emoluments and extra levies.

Source: Secondary School Fees Task force Survey, 2014

Other problems associated with the BOM teachers are that a majority of them have relatively lower professional qualifications compared to TSC teachers and their salaries are determined at the school level, thus varying across schools. BOM teachers also earn much less than TSC teachers. For example, the unit salary for BOM teachers was estimated at KES 24,000 compared to KES 54,153 for TSC teachers (Table 6.5). There is also weak linkage between teacher education and demand as well as difficulties in ensuring effective rationalization of teacher distribution. This leads to training of teachers who may never be employed.

Table 6.5: Public Secondary Schools Cost Analysis, 2014

Indicator	National Schools	Boarding Schools (County & Extra County)	Day/Sub County Schools	Total
Number of public secondary schools	105	1,295	5,925	7,325
Public secondary school enrolments	99,385	658,915	1,385,769	2,144,069
Percentage (Schools)	1%	18%	81%	100%
Percentage (Enrolment)	5%	31%	65%	100%
Expected boarding fees	18,627	18,627		18,627
Average fees in 2014	68,335	54,523	25,374	49,411
Expected fees revenue	1,851,236,779	12,273,609,385	0	39,937,573,263
Household spending (Average fees revenue) in 2014	6,791,446,034	35,926,021,609	35,162,513,417	105,939,878,669
Deviations per annum (difference)	4,940,209,255	23,652,412,224	35,162,513,417	66,002,305,406
Teachers				
Average enrolment per school	947	529	243	304
Total number of teachers	3,150	20,887	43,928	67,966
Pupil-Teacher Ratio	32	32	32	32
Average teachers per school	34	16	10	13
Government Spending (KES)				
Capitation and operations spending	1,007,930,813	6,682,532,041	14,054,087,146	21,744,550,000
On teachers	2,047,291,325	13,573,441,448	28,546,414,417	44,167,147,190
For bursaries and targeted operational costs	21,118,000	722,406,000	612,476,000	1,356,000,000
Total spending, Government	3,076,340,138	20,978,379,489	43,212,977,563	67,267,697,190
Total spending, Government and households	9,867,786,172	56,904,401,098	78,375,490,980	173,207,575,859
% Government	31%	37%	55%	39%
% Households	69%	63%	45%	61%
Unit Costs				
Average cost per student by Teachers	649,842	649,842	649,842	649,842
Average cost per student for FSE	10,265	10,265	10,265	10,265
Average cost per student for Government	30,954	31,838	31,183	31,374
Average spending per household	68,335	54,523	25,374	49,411
Average spending per student, Government and fees	99,289	86,361	56,557	80,785
% Teacher salaries	21%	24%	36%	25%
% School fees	69%	63%	45%	61%
% FSE	10%	12%	18%	13%

Source: MoEST Statistics Section, TSC, Task force survey data, and Task force computations

6.1.3 Infrastructure Funds

The government also contributes to the schools' infrastructure fund, laboratory equipment, and provides ASAL and pockets of poverty grants. Under the Kenya Vision 2030 flagship project, the ministry undertook to upgrade and expand secondary school infrastructure. Funds are provided to put up new classrooms, renovate existing ones, expand and improve boarding facilities, among others. However, this accounts for only a fraction of what is needed to reach out to all schools in the country. Households, communities, faith-based organisations, the Constituency Development Fund (CDF) and other stakeholders have also been involved in the financing of physical infrastructure of secondary schools. However, there is generally weak planning and coordination in school development and infrastructure expansion, leading to duplication of project funding through CDF and the PTA development funds. Ultimately, such duplication creates a burden to parents.

6.1.4 Secondary Schools Bursaries

The main contributor to the school bursary kitty is the government. Other players are the United Nations Children Education Fund (UNICEF), The Jomo Kenyatta Foundation, banks, private companies, individuals, international NGOs, individual schools, and FBOs, among others. Government bursaries are disbursed through the 290 constituencies, which also along with county governments, top up this support. Bursaries mainly target the most economically vulnerable children, and those affected and infected by HIV and AIDS. A total of KES 1.17 billion was awarded to students in the 2013/14 fiscal year up from KES 800 million in the 2011/2012 financial year. Teenage girls from marginalised areas are also provided with sanitary towels, to enable them to carry on with their studies uninterrupted.

The Task force found out that bursary funds are poorly coordinated. The criteria for allocating secondary bursary funds was found to be weak and did not always target those for whom the funds are intended. MoEST lacks effective bursary expenditure tracking mechanisms to ensure beneficiaries receive sufficient amounts to enable them to complete secondary school. Likewise, there are no coordinated mechanisms for disbursing the substantial resources in the form of bursaries by non-state organizations. To some extent, this has resulted in either double allocations, and/or inadequate accounting for the total bursary funds.

6.2 Household Spending on Secondary Education

6.2.1 School Fees and other Levies

Despite the MoEST guidelines on fees, schools continue to charge levies that are significantly above the recommended levels. These fees and levies vary by region and category of school. Special schools and sub-county/day schools charge the lowest fee, compared to national, extra-county and county boarding schools (Annex Table A2). The average fee charged by the sampled national schools is KES 68,335, and ranges from KES 33,430 to KES 120,000. County and extra-county schools

charge an average of KES 54,523 per annum, with a low of KES 19,230 and a high of KES 93,317. Sub-county or day schools charge between KES 11,500 and KES 62,393 per annum, with an average of KES 25,374 per annum. Special schools charge an average of KES 24,008 per annum with a small deviation between the minimum of KES 23,121 and a maximum of KES 24,804.

The likely reasons for these wide variations include: a large number of school levies; bloating of school fees guidelines as schools charge more than is recommended in the fees guidelines; the fact that some schools collect high charges for development and other school projects; in some cases, additional charges for the payment of boards of management teachers and non-teaching staff; and the high cost of school inputs due to inflation. Boarding costs, personnel emoluments for teaching and non-teaching staff and development spending, constitute the highest spending areas on the part of household. Boarding costs seem to be the highest cost item across all school types, followed by development projects, student and vehicle insurance and academic improvement fees. The withdrawal of government grants to schools in the 1980s led to the introduction of hidden costs, to meet the financing demands of schools. BOMs and PTAs sought the support of parents to provide items such as buses, school infrastructure and more recently, teacher motivation, including trips and presents and cash for good performance.

Reasons for the inflated school fees include delayed disbursement of government capitation grants, high cost of learning and teaching materials and foodstuffs, as well as wages for BOM teachers and non-teaching staff. Others are the high cost of textbooks (especially following the introduction of VAT on printing materials) and levies such as motivation charges for teachers, development and transport. Competition among schools in terms of infrastructural development, facilities like a school bus and a high mean grade in academic performance leads to overcharging parents to meet the demand. There are also related to insurance of property and talent development.

6.2.2 Non-Teaching Staff

Non-teaching staff salaries constitute a significant component of secondary school budgets. However, there is no scheme of service for non-teaching staff; their remuneration is determined by BOMs and generally fall below the minimum wages for those in regular service. Considering the rise in living standards and the high inflation rate in the country, it is imperative to review the non-teaching staff norms and the adequacy of personnel emolument vote head allocation.

6.2.3 School Projects

The Task force observed that schools were required to seek written clearance from DEBs to charge funds for projects, after the submission of full details on the cost

of the project, its duration, unpaid balances, if any, and committed funds. All new projects were to be cleared by the DEBs before any contracts were signed and final approval sought from the Cabinet Secretary in charge of education. The DEBs were to ensure that only one project was approved for implementation by the school in each financial year to eliminate undertaking of multi-projects that have increased financial burdens to household. However, these provisions are rarely followed, leading to high development levies on parents.

6.2.4 Tuition Costs

Tuition expenditures cater for teaching and learning materials such as textbooks, co-curricular activities, assessment materials (continuous assessment tests and end term examinations), In-service Teacher Training (INSET) seminars for students and teachers, laboratory equipment (including computer accessories, laboratory chemicals), national examination fees, and stationery. Non-recurrent items include laboratory equipment, furniture, computers, photocopiers, desks and chairs. The average tuition fee in the schools surveyed is provided in Table 6.6.

Table 6.6: Average Tuition Vote Head charged by Category of Secondary School, 2014

Category	Average Tuition	Minimum	Maximum
National Schools	5,078	800	20,731
County and Extra-County Schools	3,480	735	8,232
Sub-County Schools	2,675	700	4,650
Total	4,279	700	20,731

Source: Secondary Education Fees Task force Survey, 2014.

On average, day schools charge tuition fees of KES 2,675, county and extra-county boarding schools KES 3,480 and national schools KES 5,078. Overall, the average tuition fee was KES 4,279 and ranged between KES 700 and KES 20,731.

6.3 Essential and Non-essential Cost Items

Essential items are those with a direct bearing on teaching and learning, while non-essential items do not. These items differ across schools, mainly due to demands by parents, suppliers and creditors. The list and detailed costs are presented in Annex Table A4. The total amount of essential items was estimated at KES 49,325 per annum. Individual essential items were identified as; teaching and learning materials; equipment such as computers; stationery; uniform and games kits. The non-essential items that schools spend on were identified as swimming pools, blazers, weekend clothes/fashionable home clothes (that are not necessary or desired by the school), uncontrolled school visits, expensive costumes for children participating in co-curricular activities, and food carried to schools. The aggregate cost for non-essential items was estimated at KES 20,700.

6.4 Average Unit Spending on Various Secondary Education Inputs

Annual average spending for national secondary schools is approximately double the county and sub-county unit average expenditures per student. Average annual

unit expenditure in public secondary schools in 2014 (irrespective of the type of school) was estimated at KES 57,986 (Table 6.7). County and extra-county Secondary Schools (KES 67,669) and day/sub-county secondary schools (KES 16,883) have relatively lower average unit expenditures. Boarding equipment and stores is by far the highest expenditure item at an average of KES 30,251, with expenditures in national schools being higher than the county and sub-county average. Other expenditure with relatively high unit expenditures, include personnel emoluments, tuition, PTA fund and development spending.

Table 6.7: Average annual unit expenditure (KES) in public secondary schools, 2014

	Average	National	County and Extra County	Day/Sub county
Enrolment	843	1,350	652	400
Tuition	8,460	15,943	4,669	4,868
Boarding, stores and equipment	30,251	34,022	27,737	
Repairs and maintenance	2,879	4,527	1,978	2,288
Local travel and transport	3,931	4,549	4,371	1,375
Electricity, water and conservancy	4,809	7,227	4,592	625
Administration	2,797	5,085	1,821	1,150
Medical	1,052	1,438	1,011	400
Activity	1,918	2,558	1,635	1,483
Personal emoluments	8,800	9,296	9,723	5,040
Development	6,476		6,476	
Academic improvement	970	970		
Endowment fund	6,354	6,354		
PTA fund	7,565	2,000	7,340	13,580
SMASSE	200	200		
District Education Fund	500		500	
Computer	1,379		1,379	
Caution money	500	500	500	500
Lunch	7,694			7,694
Insurance	2,000		2,000	
Extra-curricular	1,379		1,379	
Internal examinations	1,250		1,800	700
Total Average	57,986	89,406	67,669	16,883

Source: Secondary School Fees Task force Survey, 2014

6.5 Recommendations

To reduce the costs of secondary education, MoEST's leadership and guidance is critical in the following areas:

6.5.1 With regard to infrastructure development, there is need to:

- (i) Strengthen collaboration with the private sector, County governments and CDF;
- (ii) Merge small schools and target a minimum of two streams for all day schools;
- (iii) Devise ways of constructing school buildings more quickly, cheaply and efficiently and using off-site fabrications. A suite of drawings and specifications, which is applicable to a wide range of projects should be developed.
- (iv) Construct high quality, durable and adaptable buildings that can be expanded and reconfigured at a later time.
- (v) Develop and implement a policy on school equipment and infrastructure maintenance; and
- (vi) Strengthen collaboration with relevant ministries to reduce construction costs.

6.5.2 On management of school resources, there is need to:

- (i) Rationalize teaching and non-teaching staff for optimal use;
- (ii) Require all schools to list all funds (both on budget and off-budget) received and books purchased, on school noticeboards, for accountability purposes so that students, teachers and parents are involved in auditing their own services;
- (iii) Institutionalise a school EdIFMIS to enable capturing of both on-budget and off-budget resources at school level;
- (iv) Give guidelines on minimum student needs (e.g. how many exercise books are needed per student per year);
- (v) Consider using government institutions to competitively print exercise books;
- (vi) Require all schools to adhere to the Procurement and Disposal Act, 2005;
- (vii) Develop and implement policy guidelines on purchase and use of school vehicles; and
- (viii) Revise the Public Procurement Manual for Schools and Colleges, 2009.

CHAPTER 7

REALISTIC UNIT COST OF SECONDARY EDUCATION

7.1 Realistic Unit Cost

This chapter presents analysis on what the Task force recommends should be the actual cost of secondary education, taking into account the impact of market forces, inflation on education costs and opportunities that may exist towards reducing the cost of secondary education. Unit cost is computed for retaining students in quality day and boarding schools, by category of school. Estimates are based on data obtained from, the Kenya National Bureau of Statistics and Task force survey data (2014). The computed unit cost takes into account school type (boarding or day), costs of various inputs, per-capita spending, number and type of school activities the school engages in and overall school budgets.

In 2008, the unit cost of secondary education was estimated at KES 10,265 for day schools, KES 28,892 for boarding (National, County and Sub-County) schools and 34,100 for special schools. However, given the changed times, the government student annual per capita allocation of KES 10,265, to cover the full cost of schooling in day schools may not be adequate to cover all education costs. Consequently, the Task force attempted to establish the unit cost for students in various types of secondary schools as at 2014. According to the results in Table 7.1, the annual realistic unit costs for day/sub-county and boarding schools (national, extra county, and county), excluding teacher costs, was estimated at KES 23,975 and KES 51,839, respectively. Using the current FSE capitation grant of KES 12,870 for regular secondary schools, the proposed maximum annual fees to be charged on households for day and boarding secondary schools is estimated at KES 11,105 and KES 38,969, respectively.

Special needs education is relatively more expensive than regular formal secondary education provision, because special needs learners face various physical and mental challenges, necessitating provision of special learning resources together with corrective devices to enhance mobility, vision, hearing, and speech, among other needs. Furthermore, most of the corrective devices and learning materials are unavailable locally. Based on the analysis of realistic unit costs of schooling, special needs education unit cost was estimated at KES 55,435 per annum. Assuming the current special needs secondary schools capitation of KES 32,605, the proposed maximum annual fees to be charged on households for special secondary schools is estimated at KES 22,830. The combined (government and households) annual unit costs for day/sub county; boarding and special schools were estimated at KES 55,347; KES 83,212 and KES 86,809, respectively (see Table 7.2).

Table 7.1: Realistic Unit Costs for Secondary Schools, 2014

	Day Schools (Sub-County) (KES)	Boarding Schools (National, Extra-County and County) (KES)	Special Needs Education Schools
Teaching and Learning materials	4,792	4,792	9,067
Boarding, Equipment, stores and meals (Lunch for day schools)	5,861	24,721	24,721
Repairs, maintenance and improvement	1,440	2,437	1,849
Local travel and transport	1,399	1,848	1,637
Administration costs	1,200	2,531	1,450
Electricity, water and conservancy	2,405	5,956	3,089
Medical	526	600	1,232
Activity fees	959	1,067	1,116
Personal emolument	4,393	6,620	10,042
Approved PTA development projects	-	-	-
Insurance (medical and property)	1,000	1,267	1,232
Total Realistic School Costs	23,975	51,839	55,435
Less GOK subsidy (FSE)	12,870	12,870	32,600
Total fees less FSE	11,105	38,969	22,830
Actual average fees charged	25,374	54,523	24,008
% Reduction	56%	29%	5%
Total school fees to be collected (1 stream school with 45 students per stream)	4,315,500	9,330,947	9,978,261
Total school fees to be collected (3 stream school with 45 students per stream)	12,946,500	27,992,840	29,934,782
Total school fees to be collected (6 stream school with 45 students per stream)	25,893,000	55,985,680	
Total school fees to be collected (8 stream school with 45 students per stream)	34,524,000	74,647,574	

Source: Secondary Education Fees Task force, 2014.

Table 7.2: Aggregate Unit Costs (Government and Households), 2014

	Day Schools (Sub-County) (KES)	Boarding Schools (National, Extra- County and County) (KES)	Special Needs Education Schools
Estimated unit cost	23,975	51,839	55,435
Add total government unit spending	31,374	31,374	31,374
Total unit costs	55,349	83,212	86,809
Less capitation grant	12,870	12,870	32,870
Less GOK unit spending	31,374	31,374	31,374
Proposed School Fees	11,105	38,969	22,830

7.2 Details on School Fees Vote Heads

- a) **Teaching and Learning Materials (Tuition).** Tuition vote head has been renamed teaching and learning materials, and shall cover purchase of teaching and learning materials. Assumptions here include a policy target of 1:1 pupil textbook ratio in the long run and effective enforcement of the MoEST Book Policy. Life of a textbook is set at four years. Schools should develop storage and maintenance policies to ensure safety, improved textbook ratios and durability of teaching and learning materials. The allocation for this is KES 4,792 across the board to cover teaching and learning materials such as textbooks, assessment materials, INSET seminars, laboratory equipment, computer accessories, laboratory chemicals, internal assessment, national examinations and stationery. Non-recurrent items include laboratory equipment, furniture, computers, duplicating machines, photocopying machines, desks and chairs. Despite the FSE, schools have continued to charge parents for duplicating/ photocopying paper, exercise books, English and Kiswahili dictionaries, atlas and Bible, although the items were part of capitation grant. In addition, there were numerous course books recommended per subject. There is also wastage of teaching and learning materials due to poor storage and maintenance policies in some schools. The tuition vote head will cover tuition items in totality.
- b) **Boarding, Equipment, Stores (BES) and Meals.** This will cover meals, lunch for day schools, improvement and maintenance of dining/kitchen equipment, fuel (gas and firewood), beds, mattresses, toiletries, disinfectants and sanitation services. The computed unit expenditure is KES 5,861 for day schools and KES 24,721 for all boarding schools.

These recommendations have to be understood in the context of inflation and its effects on food, fuel prices and lack of a meal policy guiding school menus, as a result of which some schools serve expensive meals.

- c) **Local Travel and Transport (LT&T).** Items to be funded under the vote include travel and accommodation for BOM/PTA, travel and subsistence for teachers attending official seminars/workshops, vehicle maintenance, fuel for school vehicles, educational tours, and for the hiring of vehicles for schools with no school buses. The main challenge here is that activities under the vote exceeded the amount allocated, making schools to charge parents to bridge the gap.
- d) **Administration Costs.** This vote head shall cater for; office stationery, communication and postage, telephone bills, printing of receipts, LPO, cash books, ledger books, non-teaching staff uniforms (sets of uniform, gumboots) and soap, office cleaning materials, refreshments, files, folders, batteries/torches for watchmen, servicing office machines, toners and cartridges for printers

and photocopiers, envelopes, letterheads, internet services, bank charges, Annual General Meetings, prize giving days and medical examinations for food handlers.

- e) **Electricity, Water and Conservancy.** Items under this vote head are electricity and water bills, sewage, plumbing, boreholes, bulbs/tubes, electrical fittings, solar panels/maintenance, generators/maintenance, fuel for generators, emptying of septic tanks, disinfectants, gas and firewood.

f) **Medical and Insurance (Safety and Property Cover).** Items chargeable under the medical vote include first aid drugs, emergency medical bills, first aid kits and sanatorium/sick bay linen for students and staff, group accident or group emergency cover for students, teachers and non-teaching staff.

- g) **Repairs, Maintenance and Improvement (RMI).** Repairs, maintenance and improvement vote covers all costs on maintaining and improving school facilities and infrastructure. All schools will need to constantly maintain facilities and buildings, in order to improve the quality of the learning environment. Items chargeable here include: paint, nails, cement, repair of desks and chairs, window panes, lawns and lawn mowers, repair of roofs, fences/hedges, renovations/alterations, implements for groundsmen and artisans (carpenters, plumbers, masons), brooms and drainage rods. The main cost-related challenges here being that some schools have old and dilapidated structures that require huge investments to achieve standard facelift, maintenance and repair/replacement; and lack of school policies on good practices/control in maintenance, usage and preservation of school facilities and equipment.

- h) **Activity Fees.** Co-curricular activities for which estimates have been done include music, drama, science and engineering fares, games and sports, scouting, transport, accommodation for students, allowances for instructors and sportswear. The activity funds will cover travelling and costs during activities organized at school and sub-county levels to promote talent development.

- i) **Personal Emoluments.** The vote head covers non-teaching staff monthly salary and allowances, NSSF contribution and service gratuity. The personnel include; bursar/accounts clerk, storeman/woman, security, secretary/copytypist, messenger, cook, cateress, lab technician, kitchen hand, laboratory assistant/technician, matron and special needs personnel. The main challenges here include the disparity in wage payment across schools; inadequate funding, leading to low pay and failure by schools to adhere to teaching and non-teaching staff norms, leading to bloated staff.

- j) **School Uniform.** School uniform constitutes one of the key drivers of indirect schooling cost. Data presented in Annex Table A2 indicate that on average, school uniform costs KES 8,370, with a minimum of KES 4,850 and a maximum of KES 13,000. This cost includes both essential and non-essential components of school uniform (blazer and extra pairs of clothing). Estimated cost of uniform after accounting for only essential items, is estimated to cost KES 4,900. These basic items include short/skirt, shirt/blouse, tie, sweater, socks, games kit and footwear. Sunhat shall be included for learners with albinism. However, the cost can be lower depending on the region and school locality. Schools should not include non-essential components such as blazers as part of school uniform.
- k) **Development Fund.** Because of being the subject of much abuse, no allocation was given to this vote head. However, school improvement activities shall be covered under the RMI vote head. Other funding sources could include private-public partnerships, sponsors, alumni and community contributions and especially County and CDF funds. Meanwhile, during the transitional period, schools with ongoing development projects shall be audited and appropriate interventions implemented including county government support, to complete the projects.

7.3 Resource Requirements (2014-2017)

Following the policy reform of managing costs of secondary education, aggregate enrolments are expected to increase, both in the short and medium terms. In addition, the secondary education subsector resource requirements in the medium term will depend on interventions towards increasing access to schooling, reducing and/or eliminating inequalities and a commitment to reduce the cost of schooling. Assuming the policy targets of increasing the gross enrolment rate to over 65 percent, gross enrolment would increase from 2.3 million students in 2014 to 2.5 million students in 2017. Meanwhile, the secondary school age population (14-17 years) is expected to rise from 3.5 million in 2014 to about 3.6 million by 2015 and to 3.8 million in 2017 (see Table 7.3). However the enrolment could increase from 2.3 million to about 3 million students, assuming a GER of about 85 percent by 2017/18.

Table 7.3: Projected secondary school education demand (millions)

School-age Population and Enrolment	Unit Costs (KES)	2014	2015	2016	2017
Secondary (14-17 Years) (Million)		3.53	3.63	3.73	3.82
Enrolment (Million) (<i>assuming over 85% GER</i>)		2.15	2.80	3.00	3.10
Enrolment in Schools (Million) (<i>assuming 65% GER</i>)		2.33	2.40	2.47	2.52
Enrolment in Public Schools (Million)		2.15	2.22	2.28	2.33
Enrolment in Private Schools (Million)		0.18	0.18	0.19	0.19
Special Needs (Secondary) Enrolment		7,839	7,917	8,123	8,334
Public Form 4 (KCSE) Enrolment		471,283	485,422	498,043	510,992
Cost per annum (KES Millions) (Scenario 1)		-	-	-	-
Teachers' Salaries	51,897 (salary per teacher per month)	44,168	45,935	47,772	49,683
Computer Learning Resources	25,000 (cost per computer)	897	924	948	973
Capitation (Teaching and Learning Materials)	4,792 (cost for teaching and learning materials per student per annum)	7,163	7,274	7,456	7,643
Capitation (Operational Costs)	19,181 (cost for operations per student per annum)	41,304	42,543	43,606	44,697
Sanitary Pads	450 (cost for sanitary pads per annum)	485	499	512	524
Teacher Development and Training	20,000 (unit cost for training per annum assuming 5 days per year for each teacher)	340	347	354	361
Infrastructure Development		2,991	3,066	3,127	3,190
Special Education		435	439	450	462
Bursaries and Scholarships		2,500	2,550	2,601	2,653

School-age Population and Enrolment	Unit Costs (KES)	2014	2015	2016	2017
KCSE Examination Fees (KNEC)		2,451	2,524	2,590	2,657
Operational GIS and EdIFMIS		235	300	150	100
Monitoring and Evaluation		500	543	587	634
Capacity Building for School Managers		35	65	20	20
Professional Development for Teachers		340	347	354	361
Annual School Audit		354	308	312	317
Total (KES Millions)		104,198	107,663	110,839	114,274
Total Education Budget Estimates (2014/15)		328,046	330,153	341,490	355,149
Secondary as % of Total Education Budget		31.8%	32.6%	32.5%	32.2%
Available Resources (Secondary)		65,912	68,548	71,290	74,142
Financing Gap (Secondary)		38,286	39,115	39,549	40,132
Cost per annum (KES Millions) (Scenario 2)					
Teachers' Salaries	51,897	44,168	45,935	47,772	49,683
Computer Learning Resources	25,000	897	924	948	973
Capitation (Teaching and Learning Materials)	4,792	7,163	7,274	7,456	7,643
Capitation (Operational Costs)	13,320 (cost for operations per student per annum excluding lunch)	28,683	29,543	30,311	31,100
Sanitary Pads	450	485	499	512	524
Teacher Development and Training	20,000	340	347	354	361
Infrastructure Development	1.5 M (unit cost for classroom construction)	2,991	3,066	3,127	3,190
Special Education	32,600 (capitation for special needs learners)	235	238	244	250
Bursaries and scholarships		2,500	2,550	2,601	2,653
KCSE Examination Fees (KNEC)	5,200 (examinations cost per candidate)	2,451	2,524	2,590	2,657

School-age Population and Enrolment	Unit Costs (KES)	2014	2015	2016	2017
Operational GIS and EdIFMIS		235	300	150	100
Monitoring and Evaluation		500	543	587	634
Capacity Building for School Managers		35	65	20	20
Professional Development for Teachers		340	347	354	361
Annual School Audit		354	308	312	317
Total (KES Millions)		91,377	94,463	97,338	100,465
Total Education Budget Estimates (2014/15)		328,046	330,153	341,490	355,149
Secondary as % of Total Education Budget		27.9%	28.6%	28.5%	28.3%
Available Resources (Secondary)		65,912	68,548	71,290	74,142
Financing Gap (Secondary)		25,465	25,915	26,048	26,323

Source: Education Simulation and Financial Projection Model, 2014

Note: Assumptions under Scenario 1 include provision of lunch to all schools and no fee charges for both day and boarding special education secondary schools. Under Scenario 2, we assume parents will cover all boarding costs including lunch in day schools.

The main assumption here is that there would be no supply and demand constraints to hinder access to secondary schooling. There is also a need to address regional disparities, progression and retention levels across the various classes. Assuming a class size of 45, the required number of classrooms would increase from 43,067 in 2014 to 46,696 by 2017. The classroom shortage is estimated at 4,222 classrooms and efficiency improvements in teacher utilization, for instance, by increasing utilisation of available teachers, would be critical.

Other critical secondary education inputs to be funded by the government include provision of sanitary towels for teenage girls; integration of ICT into secondary education; capacity building for teachers on professional development and for school managers on procurement; governance and financial management; special education; KNEC KCSE examinations; integration of school mapping into data management; establishment of EdIFMIS; monitoring and evaluation; school audit; professional development and targeted infrastructure development. Parents and households will continue to cover boarding costs and meals for students, while at school.

Assuming the total capitation of KES 23,873 and public secondary schools enrolment of 2.1 million students, about KES 51.5 billion will be required for the Free Secondary Education programme alone. This translates into KES 23.5 billion financing gap since KES 28 billion was allocated in the 2014/15 fiscal year.

However, total public resource requirements is expected to rise from KES 104.2 billion in 2014 to about KES 114.3 billion in 2017. Based on the first scenario estimates, the resource gap is estimated at KES 39.1 billion in 2015.

Based on the second scenario estimates, the resource gap is estimated at KES 25.5 billion. Total public resource requirements is expected to rise from KES 67.2 billion in 2014 to about KES 91.4 billion in 2015. Under scenario 2, we assume parents will cover all boarding costs, including lunch, in day schools.

7.4 Financing Sources

The main sources for financing secondary education in the medium term will remain the national government, households (boarding expenses), county government and CDF, especially with support to infrastructure development. To bridge the financing gap indicated in Table 2, the government will need to embrace sustainable partnerships, especially with regard to financing infrastructure and ICT inputs. Proposed roles for the various stakeholders are summarized in Table 7.4

Table 7.4: Proposed Roles of Stakeholders in Financing FSE

Stakeholder	Roles
National Government	<ul style="list-style-type: none"> Policy formulation and implementation Ensure effective implementation of school programmes Quality assurance Fund recurrent and development schooling costs, except boarding charges Support capacity building initiatives in schools for good governance Provide bursaries and scholarships to needy students Monitor education standards in all schools Create enabling environment for learning Fund school infrastructure development, physical facilities and other projects Provide bursaries and scholarships for needy students Sponsor student exchange programmes Give grants to improve education.
County Governments	<ul style="list-style-type: none"> Provide bursaries to needy students Provide funds for physical facilities and other development projects Support schools through expansion of infrastructure, to enhance access and quality education Ensure schools have electricity and water at all times Assist in equipping schools with learning materials.

Stakeholder	Roles
Private Sector	<ul style="list-style-type: none"> Fund development projects Support capacity building initiatives in schools, for good governance Provide bursaries and scholarships to needy students Invest in private schools to complement the government in enhancing access to quality education.
Local Communities	<ul style="list-style-type: none"> Support a conducive environment around the schools Provide security and care for both human and physical resources Mobilise both human and material resources to improve the schools Support infrastructure development through provision of materials such as sand, labour, hard-core and others Create awareness on the importance of education Provide land for school expansion.
Parents	<ul style="list-style-type: none"> Provide basic needs to their children Give moral support to their children Promote discipline of their children, both academically and in character competences. Create enabling environment for learning Collaborate with teachers to ensure quality learning in schools Take school-going children to schools.
Religious Organizations	<ul style="list-style-type: none"> Offer spiritual nourishment to schools Provide religious literature for the schools Provide guidance and counselling to students and staff Build capacity of teachers Provide bursaries and scholarships.
Civil Society (NGOs)	<ul style="list-style-type: none"> Support the needy through bursaries and paying fees Support schools infrastructure development and other projects Donate apparatus and other equipment to schools Provide grants to schools Play oversight/watchdog role in monitoring education provision.

Stakeholder	Roles
Development Partners	<ul style="list-style-type: none"> Fund school infrastructure development, physical facilities and other projects Provide scholarships for the needy students Provide bursaries and scholarships for needy students Sponsor student exchange programmes Give grants to improve education.
Teachers	<ul style="list-style-type: none"> Implement curriculum cost-effectively Offer guidance and counselling Maintain discipline Guide the students to develop their talents and careers Be role models to students Provide professional guidance in schools
Students	<ul style="list-style-type: none"> Study and realize their full potential Assist in cleaning the school environment Take care of school property Participate in making decisions on that which affects them Adhere to school rules and regulations.
Sponsors	<ul style="list-style-type: none"> Mobilise resources Provide bursaries to needy students, and learning materials Provide financial support for development projects Offer moral support Offer guidance and counselling services to students and staff Provide quality leadership Provide spiritual formation for school community Capacity building of religious studies teachers in collaboration with TSC.
Political Leaders	<ul style="list-style-type: none"> Follow up and ensure bursaries are given to the needy and deserving cases Ensure political goodwill Mobilise resources Promote conducive learning environment Identify partners (donors and development partners) that can assist in equipping and development of infrastructure in schools Informed support for expansion.

7.5 Financial Management, Accountability and Governance

Interviews with stakeholders indicated that accountability and financial management systems at school level are weak, while school audits are not undertaken annually. Besides, head teachers and staff in charge of finances have not been adequately trained on public financial management. Teachers have gone through financial management training at KEMI but still there are challenges in school financial management. School audit remains weak. Resources mobilised from both the public and private subsectors for secondary education are estimated at KES 173.9 billion. Schools are required to adhere to the Public Procurement and Disposal Act, 2005 and Legal Notice of December, 2006; the MoEST Manual on Procurement, and any other existing government legislation, in force from time to time. Schools should adhere to all procurement and tender regulations, including public disclosure of information pertaining to resource mobilization, receipts and funds utilization. Schools are also expected to have the recommended procurement committees in place, before any transactions are carried out.

From the Task force survey data, 87 percent of the sample schools had a functional accounting office; and in 67 percent of the schools, the principal was responsible for financial accounting.

Only 28 percent of the schools had a school accountant/bursar, 57 percent had automated revenue collection systems, and 95 percent had a procurement committee.

7.6 Recommendations

7.6.1 Keeping the recommended vote head ceilings under check will require:

- (i) Cognizant of the constitutional requirement of providing compulsory free basic education to every Kenyan child, scenario 1 is recommended. This scenario anticipates that the state shall meet the cost of teaching/learning materials, critical operational costs and lunch programme for all learners in public secondary schools.
- (ii) CEBs to partner with the Ministry of Health nutritionists to recommend a standard meal for schools within counties and sub-counties.
- (iii) Promotion of Inter-Ministerial collaboration, which would lead to reduction of costs through low charges, tax waiver for goods and support by government institutions such as the National Cereals and Produce Board, sugar factories and the KPLC;
- (iv) Regulation of KESSHA and BOM meetings by MoEST, and the rationalization of subsistence/travel allowances;
- (v) Adoption of cost-saving measures with regard to school utilities. The Ministry of Energy and KPLC could support schools to access electricity. KRA on its part could consider tax rebates to reduce the cost of education;

- (vi) Annual maintenance of school facilities in order to promote quality of learning and reduce wastage. There is need to inculcate a culture of maintenance of school facilities;
- (vii) Rationalization of co-curricular activities within the budget allocation, with a view to prioritising and reducing numbers without compromising talent development. The private sector should be encouraged to support some of these activities. Activity fee to be audited annually, based on budgets from schools for school-based activities. Transparency and accountability in the management of co-curricular activities should be enhanced. Schools should not remit funds to CDE/DEO.
- (viii) Development of a policy on optimum staffing levels in non-teaching staff norms. The government should consider taking over payment of salaries for critical non-teaching staff, in the long run;
- (ix) Determining school uniform that suits students' and school needs. These should be acquired through open and competitive tendering. Schools should be encouraged to have one set of uniform, appropriate for local weather conditions. Clothing for other purposes, such as physical education, arts and crafts, should be simple and universally available; and
- (x) The gap left by the abolition of development fund in schools to be filled by county governments, CDF, the central government and alumni contributions.

7.6.2 The role of stakeholders in enhancing effective partnerships in supporting FSE can be achieved through:

- (i) Sensitising them on their roles through workshops and *barazas* on annual basis;
- (ii) Giving them guidelines on school management;
- (iii) Allocating time, on annual basis, for them to visit and assess school needs, to enable them donate and raise funds to meet the identified needs;
- (iv) Allowing them to participate in annual planning, implementation, monitoring and evaluation processes, to the extent possible; and
- (v) Appreciating the role they play through certificates, commendation letters and honours, on annual basis.

7.6.3. On financial management, it is necessary to:

- (i) Put in place structures and systems to enhance effective financial management in the education sector. This will lead to proper utilization of funds and cutting of unnecessary costs;

- (ii) Adhere to the Public Procurement and Disposal Act, 2005 and Legal Notice of December, 2006; Manual on Procurement and any other existing government legislation, including public disclosure of information pertaining to resource mobilisation, receipts and utilisation;
- (iii) Regularize and institutionalize capacity building by undertaking capacity building for school managers on proper budgeting, auditing, accuracy of data, and monitoring/evaluation of the systems, on annual basis;
- (iv) Involve the community and parents in overseeing the use and maintenance of resources in schools;
- (v) Ensure full implementation of Education Management Information Systems (EMIS) and Education Integrated Financial Management System (EdIFMIS) to capture school data and both on-budget and off-budget resource mobilisation and utilisation in all learning institutions;
- (vi) Reform the School Audit Unit, employ more auditors and enhance their capacity, and also establish linkages with the Kenya National Audit Office (KENAO); and
- (vii) Establish a unit for resource mobilization, partnerships and linkages for the entire education system within MoEST.

7.6.4 On cost reduction, it is recommended that:

- (i) County Education Boards need to coordinate bursary disbursements from various sources (government and non-state providers) in order to avoid duplications and double sponsorship;
- (ii) The TSC should rationalize teaching staff, for effective teacher utilization and equity;
- (iii) The MoEST should rationalise the number of non-teaching staff in schools;
- (iv) The MoEST to enforce secondary school fees guidelines, by imposing clear sanctions on defaulters;
- (v) Schools should be required to minimise on non-essential cost items and school blazers should be optional;
- (vi) The MoEST should strengthen Private/Public Partnerships in the provision of secondary education;
- (vii) The government should introduce an education levy to fully meet the cost of education;

- (viii) The MoEST should develop a policy on establishment of new schools, for effective utilization of the teaching force;
- (ix) The MoEST should strengthen accountability and transparency in financial management and ensure prompt audit of school finances;
- (x) The government should ensure timely disbursement of school grants;
- (xi) MoEST should implement a school mapping strategy to ensure school construction is linked to demand and school age population growth rate; and to undertake an audit of teachers, non-teaching staff, capitation grants and physical infrastructure in all secondary schools;
- (xii) The MoEST and schools should use technology to reduce the cost of education, for instance, use of tablets to access e-books and e-learning; and
- (xiii) The government to explore tax waivers on some supplies to schools, especially teaching and learning materials, ICT materials and utilities.

CHAPTER 8

CONCLUSION AND SUMMARY OF RECOMMENDATIONS

8.1 Conclusions

The Kenya Constitution (2010) (Article 43(1)(f) makes education a right of every Kenyan and underscores the importance of education to sustainable development. This provision holds that every child has a right to free and compulsory basic education as well as access to affordable tertiary education, training and skills development. Provision of basic education is also provided for as a basic human right in the Bill of Rights implying that the citizenry will hold the state accountable in ensuring that every school age (4-17 years) child is in school. This is consistent with the national education targets, Education for All (EFA) and Millennium Development Goals (MDGs) targets on increasing access, equity, quality, relevance, efficiency and effective management of education and training.

In line with the 2014 global competitiveness index report, where Kenya ranks 96 out of 148 world economies, there is need for enhanced public investment in secondary education so as to improve: secondary and tertiary education enrolment; quality of the educational system; quality of mathematics and science education; quality of school management; Internet access in schools; availability of research and training services and the extent of staff training.

The achievement of free day secondary education will first and foremost require the total commitment of the government on availing adequate resources and putting in place relevant enforcement, implementation and monitoring mechanisms. Also important, is the commitment of school managers in mobilizing funding support and using the resources available efficiently and transparently, while desisting from introducing unnecessary levies. The MoEST and TSC, respectively, will be central, with regard to the training and recruitment of adequate teachers and non-teaching staff, while promoting appropriate supervision strategies. Partnerships with the private sector, religious organizations, donors and parents, will be key in implementing government policies for free secondary education. Teachers' unions will be called upon to cooperate in terms of ensuring teachers put in more hours on the job as well as improve the management of school resources. More discipline than ever will be required of our students not only for improved performance but also for the security and maintenance of school property. In brief, all of us have a major stake in ensuring achievement of quality secondary education.

8.2 Recommendations

The following recommendations are aimed at reducing learning costs and enhancing access to quality education to all eligible children.

1. Achieving Free Secondary Education

President Uhuru Kenyatta has expressed his government's commitment to achieving free secondary education by 2017. The Task force is, however, of the considered view that free secondary education could commence in 2015, if the following measures are put in place:

- (i) The government to give day secondary schools more attention with respect to provision of quality teaching and learning in order to make them more effective and attractive to eligible learners.
- (ii) Encouraging partnerships with interested donors, county and sub-county governments to complement available state resources; the government could commit to matching secondary education funds donations from these sources.
- (iii) Promoting inter-ministerial collaboration, for example, the Ministry of Energy reducing the cost of electricity to schools; the Treasury waiving tax on goods and services meant for schools, including foodstuffs; the Ministry of Information, Communication and Technology partnering with schools for affordable Internet services; the Ministry of Agriculture in supporting schools farms;
- (iv) Introduction of a secondary education levy by targeting airtime, fuel consumption, bonds, among other possibilities;
- (v) Introduction of a national free secondary education lottery and an annual national fundraising event;
- (vi) Identification of ways of exploiting the potential of unclaimed assets and frozen Kenyan money in overseas accounts and funds recovered from criminal activities; and
- (vii) Exploration of the possibility of exploiting unused ministry budgets, money saved by parastatals and government assets (such as vehicles, buildings) that lie unused.

2. Realistic Unit Cost of Secondary Education

The realistic annual unit costs for day, boarding and special schools were estimated at **KES 55,347** for day schools; **KES 83,212** for boarding schools and **KES 86,809** for special schools. These costs incorporate government spending that encompasses teachers' salaries and capitation grants. However, the annual realistic unit costs without teacher costs are as follows: **KES 23,975** for day; **KES 51,839** for boarding and **KES 55,435** for special needs schools. Using the current FSE capitation grant of KES 12,870 for regular secondary schools and KES 32,605 for special needs secondary schools, the proposed maximum annual fees to be charged for day, boarding and special schools is estimated at **KES 11,105**, **KES 38,969** and **KES 22,830**, respectively. To rationalize the fees, the ministry should provide regular and updated guidelines, guided by realistic costs and the constitutional guarantees of inclusion, equity and fairness. To achieve this:

- (i) Textbooks, reference materials and other instructional materials should be drawn from the approved list contained in the *Orange Book* and any other

- source as may be guided by the MoEST from time to time. School managers should provide all textbooks and other requirements from the capitation grants. On their part, schools should ensure that textbooks are properly kept and maintained to last for more than four years;
- (ii) Guidelines on secondary school fees must be adhered to;
 - (iii) The responsibility of food and clothing will be the parents’;
 - (iv) National, county governments and the CDF should partner in the provision of school infrastructure;
 - (v) The MoEST should provide guidelines on basic school requirements and ensure that school managements enforce them, in addition to sensitising parents on the same;
 - (vi) Non-essential items such as school blazers should be eliminated from the list of school requirements;
 - (vii) There is need to invest in capacity building and financial management in schools and for incorporating INSET with MoEST covering the associated costs;
 - (viii) National and county governments should ensure that all school developments are based on comprehensive plans that link physical infrastructure development with learning and recurrent costs;
 - (ix) The government should promote, regularize and institutionalize a structured resource mobilization framework for school development from the CDF, county governments, public-private partnerships, donors and alumni contributions.

3. Provision of Teachers

With regard to this:

- (i) The TSC needs to implement proposed teacher staffing norms to ensure efficiency and cost-effective utilisation of available resources.
- (ii) The TSC should conduct a balancing exercise, to ensure equitable distribution of teachers across regions.
- (iii) The MoEST should enforce a policy of optimal class size of 45 students and a school with at least two streams per class.
- (iv) The TSC should recruit teachers locally and deploy them nationally, to enhance national integration; improve time on task and better achievement of academic performance. Similarly, head teachers should be deployed nationally (delocalization), and new head teachers as much as possible, should be deployed outside their home counties.

4. Promoting Efficient Utilisation of Non-Teaching Staff in Schools

In this connection:

- (i) The MoEST should review school staffing norms for the non-teaching staff and make appropriate recommendations;
- (ii) Numbers of non-teaching staff should be rationalized in line with budgetary allocation; and
- (iii) The MoEST should harmonize terms of employment for support staff with that of other civil servants.

5. Ensuring Sustainable Financing of Secondary Education

This will require:

- (i) The government to enhance capitation grants and enforce disbursements that are predictable;
- (ii) Improving teacher utilization by ensuring they have an optimal teaching load;
- (iii) Mobilizing resources from the private sector, for secondary education. This will require the development of appropriate partnership arrangements;
- (iv) Improving school management systems, to ensure revenues are efficiently utilized;
- (v) Improving coordination of the education sector financing and planning, through sector-wide approaches in education sector planning and budgeting, both at the county and national levels;
- (vi) Encouraging schools to use appropriate technology such as use of natural light, energy-saving *jikos* and bulbs, to cut on costs;
- (vii) Professional school management and teacher development programmes, to be funded under KEMI and INSET;
- (viii) Introduction of a basic standard balanced diet for all schools, based on the foodstuffs available in the neighbourhood; and
- (ix) The government to allocate funds for regional co-curricular activities.

6. Reform Secondary School Bursary Funds

This will involve:

- (i) Coordinated disbursements of bursaries to avoid duplication and double sponsorship. Appropriate testing criteria for identifying eligible students should be established. Monitoring and targeting systems should be continually reviewed with the aim of ensuring effectiveness, efficiency and impact of available funding for improved retention, access and completion levels. An appropriate student bursary database, starting at the end of the primary cycle, should be developed;
- (ii) Building capacity of bursary committees with particular focus on targeting/selection of beneficiaries, disbursement and accounting procedures; and
- (iii) Providing for full support for the needy, marginalized and disadvantaged students such as orphans and students with special needs, for the four-year academic cycle.

7. Classification of schools

The Task force recommends that:

- (i) Secondary schools be classified into two, namely, public and private. Public schools are classified into day and boarding under five categories, on the basis of management and admission of students to schools—National, Extra-County, County, Sub-County and Special Needs Secondary Schools.

- (ii) Ranking of schools should be more holistic and not based on performance in national examinations alone. The ranking will take into consideration value
- (iii) addition of student performance, improved access, attendance and completion rates;
- (iv) There is need to adopt a proportionate quota system of admission to all public schools and tertiary institutions, targeting national and day institutions, to ensure fairness and equity; and
- (v) Investors should be encouraged to set up secondary schools and tertiary institutions, to ease pressure on public institutions.

8. Lessons Learnt from Good Practices

These include the need for:

- (i) The central government to assume the responsibility of ensuring implementation of quality FSE in accordance with the Constitution;
- (ii) The MoEST and TSC to develop an effective system for selection and training of school principals, their deputies, teachers and heads of departments;
- (iii) Introduction of peer learning, mentoring and benchmarking, which should be introduced for principals and senior teachers in best performing schools to support those from neighbouring schools that are not doing as well;
- (iv) Schools to adopt cost reduction initiatives on the utilisation of local resources; casual workers, students and multi-skilled labour;
- (v) Schools to be encouraged to establish viable income generating activities, with the proceeds used to fund school activities and reduce levies charged on parents;
- (vi) A clear framework, through legislation, which allows the national government to devolve certain functions of delivering, monitoring and managing education to the counties, to be established.

9. Accountability and Governance Strategies

It is necessary for the MoEST to:

- (i) Ensure implementation of effective financial management systems in the education sector. This will lead to efficient disbursement, proper utilisation and accounting of funds;
- (ii) Mobilise resources and personnel for monitoring and evaluation of FSE, to ensure prudent financial management; value for money and satisfactory learning achievements;

- (iii) Enforce a transparent system of procurement of goods and services in line with the Public Procurement and Disposal Act, 2005 and Legal Notice of December, 2006, with schools being required to disclose all information pertaining to resource mobilisation, receipts and utilisation;
- (iv) Provide training to school managers, boards and PTA members on proper budgeting, auditing, governance, data management, monitoring and evaluation of the system;
- (v) Involve the community in overseeing the use and maintenance of resources in schools;
- (vi) Strengthen school audit and enhance linkage with Kenya National Audit Unit (KENAO) so that it can conduct regular and effective audit of school finances (both on-budget and off-budget); and
- (vii) Undertake school infrastructure, teacher audit and school mapping, to ensure that the establishment of school(s) addresses demand and the school age population growth rate.

10. Free Secondary Education Implementation Unit

The Task force is of the view that the expected results are more likely to be realized if the government establishes “**The Free Secondary Education Unit**” for a number of reasons:

- (i) Ministries, other than MoEST, will be invited to support the initiative;
- (ii) Some donors prefer to deal with a unit for various reasons;
- (iii) A unit will be single-minded and easier for the government and other players to hold into account;
- (iv) Such a body/unit could be well placed to coordinate national and county meetings to reach consensus on how best we can all contribute to making free quality secondary education a reality. A lot of it is about give and take; and
- (v) The body/unit will lobby with relevant bodies such as parliament, to ensure that the spirit of the Constitution and the Education Act, 2013 are enforceable by law.

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Annex 1

Table A1: Implementation Framework

Theme 1: Access and Equity										
Strategic Objective:	To Achieve Free Secondary Education									
Programme / project	Objectives	Activities	Expected Outputs/ Indicators	Implementing Agency	Time frame	Source of Funds	Budget (KES Million) 2014/15	Budget (KES Million) 2015/16	Budget (KES Million) 2016/17	Budget (KES Million) 2017/18
Public Secondary Schools Enrolment (Million)							2.15	2.22	2.28	2.33
1. Free Secondary Education	To Enhance Access and Equity in Secondary Education	Classify schools into day, boarding and special needs	Documented list of schools per category	MoEST	Sept 2014 - 2018		0	0	0	0
		GoK to allocate adequate funds for free secondary education (2.1 m students x KES 23973, allow for 8% annual increase in enrolment). Includes lunch for all schools at KES 5,861 per student per year.	Increase enrolment, retention and completion, to attain NER target of 65% and completion rate of 100%	Treasury / MoEST	2018	GOK	51,542	53,220	54,658	55,857
		Establish an FSE resource mobilization unit	FSE unit established	MoEST	2014	0	0	0	0	0
		Mobilize resources through: Education levy, lottery, fundraising, unclaimed assets, frozen Kenyan funds in overseas accounts, bills and bonds	<ul style="list-style-type: none"> Sufficient funds for FSE programme available Concept paper and funding proposals 	MoEST	2014-2018		50	20	20	20
						Various				

To enhance capitulation for Special Needs education	Disburse FSE funds to schools	Disbursement schedules	MoEST	2014 - 18	GoK / DPs / well wishers	0	0	0	0
	Special Education	Enhanced capitulation	MoEST	Annual	GoK	71.5	72.9	74.4	75.9
	Undertake proportionate allocation of Form One places to KCPE candidates from Private and Public Schools in all categories of Secondary Schools	<ul style="list-style-type: none"> Equitable distribution of Form One vacancies between private and public primary school KCPE candidates Form One admission lists per category of secondary schools 	MoEST	Annual	GoK	15	15	15	15
	Kenya Universities and Colleges Central Placement Services (KUCCPS) and placement to other tertiary education institutions should be proportionate on school type	Automatic progression	MoEST	Annual	GoK	0	0	0	0
	Facilitate government institutions to competitively produce school books for free distribution (Costed under FSE)	Availability of school books at reduced costs	MoEST	2015/16	GoK	0	0	0	0
	Competitively procure other T/L materials from Government institutions (Costed under FSE)	T/L material production unit in JKF, KICD, KLB and Government Printer (student book ratio of 1:1)	MoEST	Annual	GoK / Various sources	0	0	0	0
	Review textbook policy	Textbook policy	MoEST	2014/15	GoK	15	0	0	0
To reduce cost of teaching / learning materials and enhance service delivery									

	Outsource security, catering and maintenance services (Costed under FSE)	Enhanced efficiency	MoEST/CEBs/BoMs	Annual	GoK	0	0	0	0	0
To promote linkages, collaboration and partnerships	Develop a policy on PPP for provision of quality education.	Reduced school costs	MoEST	2014/15	GoK	15	0	0	0	0
	Initiate/strengthen collaboration with line ministries for concessions on taxes, internet services, electricity, foodstuffs, water, firewood etc.	MOUs with line ministries.	MoEST	Annual	GoK	0	0	0	0	0
Enhance girl child participation in secondary education	Provide sanitary pads to school girls	Increased retention and completion rates (90%)	MoEST	Annual	GoK DPs	485	499	512	524	524
To coordinate Bursary Provision to Needy Students	Develop a policy on bursary	Policy on bursary in place	MoEST	2015	GoK	15	0	0	0	0
	Develop and utilize an appropriate criterion for identifying eligible students.	Data bank of needy students per county	MoEST	2015/16	GoK	0	0	0	0	0
	Disburse bursary to needy students	Improved targeting of needy students	CS/PS/DSTE/CEB/CDE/CDF/County Government/Philanthropic Organizations	Annual	GoK / Various	1,636	1,668	1,702	1,736	1,736
	Capacity building of bursary committees	CBF members trained	MoEST	2016	GoK	0	20	0	0	0
	Coordinate bursary providers	Reduced duplication	MoEST	Annual	GoK	20	20	20	20	20
To enhance transparency in bursary provision	Display names of bursary beneficiaries at County and Sub-County Education offices	<ul style="list-style-type: none"> List of beneficiaries 	CEBs and BOMs	Annual		0	0	0	0	0

2. Secondary Schools Infrastructure	To mobilize funds for school infrastructure development and develop cost effective standard architectural designs	<ul style="list-style-type: none"> Carry out infrastructure needs assessment for all schools. Develop collaboration framework with county governments, CDF and other development partners 	<ul style="list-style-type: none"> Infrastructure status of all schools List of beneficiary schools annually, Assessment tool and status report 	MoEST	2014/15	GoK	0	15	0	0
		Annual budgetary allocation for school infrastructure (4,222 classrooms x 1.5 m x 4 years / 1,408 labs x 4m x 3years)	Integration of infrastructure development into the Integrated County Development Plans	PS/DSTE/ Public Works/ CDF/ County Government/DP	Annual	1,079	1,976	2,016	2,056	
		Liaise with Department of Public Works to develop standard architectural designs.	Costed architectural designs for each county	MoEST / DPW		0	0	0	0	
Theme 2:	Quality and Relevance									
Strategic Objective:	Improve Quality and Relevance of Secondary Education									
3. ICT in Secondary Education	To establish e-learning centre for secondary education	Develop and operationalise an e-learning and e-learning resource portal	e-learning portal and content	MoEST	2015/16	GoK	100	5	5	5
		Development of e-learning content	Digital content	MoEST	Annual	GoK	50	50	50	50
		Identify and engage personnel in the e-learning processes	personnel in place	MoEST	2015/16	GoK	0	0	20	0
	To provide adequate and efficient teaching staff.	Provision of teachers' salaries	Equitable distribution and optimal utilization of teachers	TSC	Annual	GoK	44,168	45,071	46,770	48,849
		Conduct manpower survey to determine teacher requirement	Manpower survey report	TSC / MoL/ MoEST	2014/15	GoK	20	0	0	0

	Rationalization / balancing Teaching staff	Equitable distribution and optimal utilization of teachers	TSC	Annual	GoK	50	0	0	0	0	
	Provision of qualified personnel to EARCs	Assessment of special needs children	TSC	Annual	GoK	5	0	0	0	0	
	To integrate ICT into secondary schools	ICT equipment for schools	MoEST	Annual	GoK	897	924	948	973		
	Capacity Development for Teachers	Improved curriculum delivery and performance	TSC	Annual	GoK	340	347	354	361		
	To conduct national assessment (costed under FSE)	Enhanced completion rates and learning achievements	MoEST	Annual	GoK	2,451	2,524	2,590	2,657		
Theme 3:	Accountability, Management and Governance										
Strategic Objective:	To ensure Prudent Utilization of School Resources and enhance Accountability										
4. Enforcement of Fees Guidelines	To enhance adherence to the approved fees guidelines	<ul style="list-style-type: none"> Monthly, quarterly and annual Monitoring reports Expenditure returns (acknowledgement receipts and list of beneficiaries) 	MoEST	Annual	GoK	0	0	0	0	0	
			MoEST	2015	GoK	20	0	0	0	0	0
			MoEST	July – Nov. 2014	GoK	0	0	0	0	0	0
			MoEST	2014	GoK	0	0	0	0	0	0
			MoEST / CEB	2014	GoK	0	0	0	0	0	0

		Release circular on fees and non-teaching staff norms to schools	Circular	MoEST	2014	GoK	0	0	0	0
		Gazettement of the Guidelines	Gazette notice	MoEST	2014	GoK	5	0	0	5
	To sensitize CDEs, CEBs, DEOs, BOMs and PAs on the new guidelines	Development of sensitization manual	47 CDEs, 297 DEOs, 47 CEB chairpersons, 7,325 Principals sensitized. Other stakeholders are equally important	MoEST	October / November 2014	GoK	0	0	0	0
		Sensitize all the target participants	Sensitization report	MoEST	2015	GoK	25	0	0	0
Theme 4:	Monitoring and Evaluation									
Strategic Objective:	To Enforce Fees Guidelines									
5. Monitoring and Evaluation	To monitor and evaluate prudent utilization of school resources	Enforcement of guidelines	<ul style="list-style-type: none"> Uniform fees charged by public secondary schools per category. Sanctions on non-compliance 	MoEST	Annual	GoK	0	0	0	0
		Clearly spell out sanctions for non-adherence to the guidelines in the Basic Education Regulations	Record of defaulters and action taken	MoEST	Annual	GoK	0	0	0	0
		CDEs to monitor and enforce adherence	Updated database	MoEST	Annual	GoK	0	0	0	0
		Prepare a monitoring and evaluation tool	Annual secondary education status report.	MoEST	Annual	GoK	0	0	0	0
		Medium Term Review	Medium term report	MoEST, CDEs, ESQAC	After 2 yrs	GoK	0	0	15	0
		Regular monitoring and evaluation of disbursed funds	M&E Reports	MoEST	Annual	GoK	500	543	587	634

6. School Management and Governance	To ensure effective management of secondary resources	Reflect capitation grant in school fees structures	Expenditure returns (acknowledgement receipts and list of beneficiaries)	BOMs	Termly	GoK	0	0	0	0
		Conduct secondary school mapping to inform viability of small schools and establishment of schools	<ul style="list-style-type: none"> Unviable schools merged Operational GIS and Secondary EMIS 	MoEST / Survey of Kenya / KNBS / KIPPRA/TSC	2015/16	GoK	100	200	150	100
		Develop a standard EdIFMIS for use by all schools and sensitize users	EdIFMIS for schools	MoEST	Annual	GoK	100	100	0	0
		Develop policy on establishment of secondary schools	Policy on establishment of schools	MoEST		GoK	15	0	0	0
		Suspend registration of new schools and conversion of day into boarding schools	Circular to CEBs	MoEST	2014	GoK	0	0	0	0
		Develop and operationalize a data collection system for secondary schools	An online-based interactive portal for data management	MoEST/KNBS/ KIPPRA/TSC	2014	GoK	20	0	0	0
			Accurate and up to date data	MoEST	2015	GoK	0	0	0	0
			Receipts and expenditure returns from schools	MoEST		GoK	0	0	0	0
			Increased transparency and accountability within schools.	MoEST	2014	GoK	0	0	0	0
			Publicise budgets, received funds and expenditure on the accountability boards	CEB / Principals, BOMS, Parents, Community	Annual	GoK	0	0	0	0
			Consultative PTA/BOM meetings with parents on income/expenditure.							

To strengthen governance and management of schools	Capacity building of BOMs, principals, deputies, bursars and accountants on financial management, instructional leadership and strategic planning	Improved performance and efficiency on financial and institutional management	MoEST	2016	GoK	25	25	0	0
	Prepare merit tool for ranking of schools	holistic merit tools	MoEST	2015	GoK	0	0	0	0
	Capacity building of Principals through mentoring and benchmarking	<ul style="list-style-type: none"> List of best practice principals Number of principals mentored 	TSC		GoK	10	10	10	10
	Pair up a cluster of schools to a high performing school	Improved school performance and service delivery	MoEST - CEB/CDE		GoK	0	0	0	0
	Awards for best performers	Number awarded	MoEST			0	30	10	10
To strengthen/improve the auditing system in schools	Conduct annual audit of schools resources (KES 2 million per county and KES 10 million national oversight)	Audited accounts presented to CEB and MoEST	MoEST school audit	2014/16	GoK	104	108	112	117
	Employ adequate school auditors / outsource school audit services	Audit reports	CEB/CDE, MoEST, CEB/CDE-Audit Unit, Principals, BOM, Parent	Annual	GoK	250	200	200	200
	Strengthen linkages with KENAO; Pool audit personnel within the counties	Sanctions on non-compliance			GoK	0	0	0	0
Total						104,197	107,664	110,838	114,274

Table A2: Average Fees by Vote and Secondary School Category in the Sample Schools (KES)

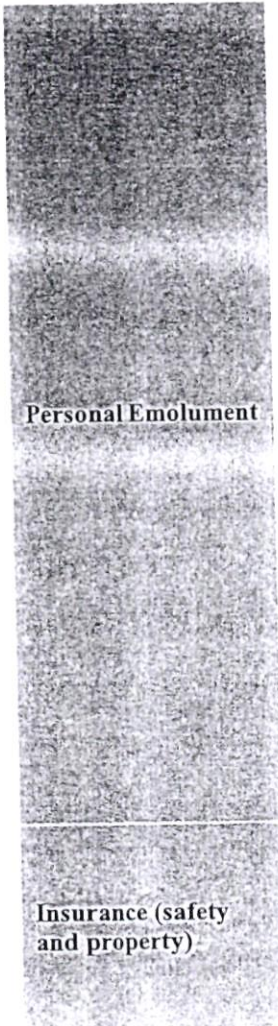
Variable	National schools			County and Extra-County Schools			Sub-County schools			Special Needs Schools		
	Mean	Min	Max	Mean	Min	Max	Mean	Min	Max	Mean	Min	Max
Vote Heads												
Tuition	5,078	800	20,731	3,480	735	8,232	2,675	700	4,650			
Boarding	29,043	13,030	43,457	24,717	11,966	47,050	19,104	8,500	27,000	12,837	10,800	16,411
Personal Emoluments	6,960	2,035	15,425	4,707	2,740	10,000	3,422	2,150	7,293	3,022	3,000	3,043
Repairs, Maintenance and improvement	2,380	400	7,300	1,755	400	14,037	691	400	3,600	1,033	500	1,400
Local travel and transport	2,834	500	7,596	1,762	400	4,016	718	500	1,900	1,233	800	1,500
Electricity, water and conservancy	3,885	1,154	10,500	2,512	1,500	8,000	1,591	1,500	2,500	1,400	700	2,000
Medical	594	100	2,200	416	100	1,712	343	100	1,000	800	500	1,400
Activity	1,723	300	5,239	1,767	300	5,818	856	300	1,900	1,261	521	2,000
Administration	1,972	350	11,243	1,100	200	5,225	350	350	350	425	350	500
Caution Money	574	500	2,000	500	500	500	480	200	500			
				Extra levies and other charges								
Education Improvement fund	300	300	300	2,533	300	6,000	1,200	1,200	1,200			
Vehicle maintenance	2,200	2,200	2,200	500	500	500	500	500	500	1,400	1,400	1,400
PTA fund	5,856	1,000	20,000	5,223	200	18,780	2,833	1,000	6,000			
District Education Board	456	105	720				253	150	410			
Uniform	8,370	4,850	13,000	7,698	5,105	9,715						
Computer	1,881	500	4,500	1,510	500	3,000	843	200	1,500			
Student Insurance	938	500	2,000	855	660	1,050						
Development	5,704	1,000	13,358	4,742	500	13,000	2,450	2,000	5,000	2,000	2,000	2,000
Project	7,577	500	19,075	5,588	700	14,000	5,500	4,500	7,000			
Academic Improvement	3,817	200	11,761	4,988	200	10,288	3,950	500	8,500	1,300	300	2,300
BOM teachers	2,564	500	4,500	2,771	1,500	4,500	2,350	1,000	3,000			
School bus project	2,796	500	7,000	1,510	200	3,000	2,167	1,000	3,500	2,000	2,000	2,000
Bus insurance	1,203	500	3,000	1,244	350	4,850	400	400	400			
Gratuity	916	200	1,400				500	500	500			
Identity card	300	150	700	254	100	500	242	150	500			
Library				2,000	2,000	2,000						

School magazine	417	200	500	263	200	350	200	200	200	200
Heads association	230	230	230	1,175	750	1,600				
Home Science	1,800	1,800	1,800	1,302	550	2,000				
Arts and Craft	780	780	780	2,000	2,000	2,000				2,700
Contingency	1,848	120	5,500	1,010	180	2,050	3,700	3,700	2,700	2,700
Examinations	5,900	5,900	5,900							
SM/ASSU	250	200	300							
Capacity building	3,000	3,000	3,000							
Swimming	550	550	550	1,010	1,010	1,010				
Laundry	646	530	761							
Prize giving	1,633	1,400	2,000	2,532	800	6,500				
Endowment	2,914	450	7,860	825	300	2,000				
School bursary kitty	467	300	600	417	200	600	3,000	1,500	4,500	
Teacher motivation	3,077	3,077	3,077				7,871	3,600	16,500	
Uphol										
Benevolence	250	250	250							
Security				1,623	1,340	1,905				
Teachers' trip	3,000	3,000	3,000							
Total Term 1	35,068	17,300	66,946	30,608	2,391	50,950	16,074	5,150	41,343	10,100
Total Term 2	20,919	1,750	35,000	15,970	1,480	32,800	8,166	2,950	17,500	4,100
Total Term 3	12,713	1,000	30,000	9,117	3,684	28,000	4,995	2,000	11,000	3,400
Total	68,335	32,443	120,000	54,523	19,230	93,317	25,374	11,500	62,393	23,121

Source: Secondary Education Fees Task force Survey, 2014

Table A3: Secondary Education Cost Components per Student by Vote Item, 2014

Item	Components (Proposed)	Remarks
Administration costs	Office stationery, communication and postage, telephone bills, printing of receipts, LPOs, cash books, ledger books, non-teaching staff uniforms (sets of uniform, gumboots) and soap, office cleaning materials, refreshments, files, folders, batteries/torches for watchmen, servicing office machines, toners and cartridges for printers and photocopiers; envelopes, letterheads, internet services, bank charges, Annual General Meetings, prize giving days, medical examinations for food handlers	Contingency vote reviewed to read administration costs and PA activities
Repairs, Maintenance and Improvement	School improvement, paint, nails, cement, repair of desks and chairs, window panes, lawns and lawn mowers, repair of roofs, fences/hedges, renovations/alterations, implements for groundsmen and artisans (carpenters, plumbers, masons), brooms, drainage rods	School managements should be constantly reminded of the need to maintain school facilities in order to promote quality of learning environment. Consider the fact that old schools have poor quality of facilities.
Local Transport and Travel	Travel and accommodation for BOM/PA, Travel and subsistence for teachers when going for seminars and workshops, vehicle maintenance, fuel for school vehicles, seminars, lunch allowance, subsistence/accommodation allowance, educational tours	Includes hiring of vehicles for schools with no school buses.
Electricity, water and conservancy	Electricity and water bills, sewage, plumbing, boreholes, bulbs/tubes, electrical fittings, solar panels/maintenance, generators/maintenance, fuel for generators, emptying of septic tanks, disinfectants, Rentokil services, gas.	All secondary schools should have access to at least one source of power. Emphasis put on use of solar power as a cost saving measure. This is critical owing to the emphasis on computer studies. Rural electrification project could support schools to access electricity.
Medical	Emergency drugs, first aid kits, sanatorium/sick bay linen	Schools be encouraged to develop mechanisms for linking with local public hospitals as a cost reduction measure.
Activity Fees	Extra-curricular activities-music, drama, science congress, games, central activity fund. Transport, accommodation for students, allowances for instructors	Schools to stagger extra-curricular activities over time including spreading them over some period of years. Private sector and companies be encouraged to support some of the activities.



Personal Emolument

Monthly salary and allowances, social security, NHIF, service gratuity for non-teaching staff

Insurance (safety and property)

Group cover (emergencies, injuries, accidents)

Estimated for the optimum staffing levels as per the proposed non-teaching staffing norms (bursar/accounts clerk, storeman/woman, watchman, secretary, messenger, cook, kitchen hand, laboratory assistant, matron). Inclusive NSSF employer contribution. Government should take over payment of salaries for critical non-teaching staff salaries and this category of staff can be transferred from one institution to another. Students be encouraged to undertake some tasks such as general cleaning. Assumption is that a one stream day school will cater for 4 workers and 2 workers for any additional stream; and 6 workers for one stream boarding school with an additional of 3 for any additional stream. Assumes government will cover the basic costs.

Schools are encouraged to have group accident or group emergency cover for their students, uncovered staff and property.

Table A4: List of Essential and Non-essential Items

	Indicate: E=Essential, NE=Not essential	Number required per student	Unit cost	Total
Clothing/uniform				
Skirt/short	E	2	1,000	2,000
Blouses/shirt	E	2	1,000	2,000
Pairs of trousers (out of class uniform)	NE			-
P.E. kit	E	1	850	850
Swim suit	NE			-
Sweater/pullover	E	2	1,100	2,200
Blazer	NE			-
Tie	E	2	200	400
Pairs of socks	E	3	600	1,800
T-shirt with logo	E	1	425	425
Bedcover	E	1	900	900
Pair of leg warmers	E	1	200	200
Scarf				-
Mattress	E	1	1,000	1,000
Jacket	E	1	1,800	1,800
Printing costs				-
Extra clothing and bedding requirements				-
Plain short sleeved T-shirts	NE	1	200	-
Plain long sleeved T-shirts	NE	1	200	-
Pairs of low heeled black shoes	E	2	2,000	4,000
Pair of sandals	E	1	150	150
Pair of canvas shoes (Bata bullets) for games	E	1	1,000	1,000
Panties to wear with P.E. kit	E	2	200	400
Sufficient underclothing	E	7	150	1,050
Nightdresses or pairs of pyjamas	E	1	500	500
Blankets	E	2	600	1,200
Towels	E	1	500	500
Pairs of bed sheets	E	2	500	1,000
Pillow and pillow cases	NE			-

	Indicate E=Essential NE=Not essential	Number required per student	Unit cost	Total
Toiletries (e.g. adequate amounts of toothpaste, bathing soap, sanitary towels, washing soap, toilet paper, toothbrush, shoe polish, comb, etc.)	E	1	3,000	3,000
The food items				
Beverage (cocoa/coffee/drinking chocolate)	E	1	300	300
Sugar	E	2	200	400
Biscuits(1 kg) bread spread (jam/margarine)	NE			-
Crockery and cutlery				-
Melamine side plate	E	1	300	300
Mug	E	1	250	250
Teaspoon	E	1	50	50
Tablespoon	E	1	50	50
Butter knife	E	1	50	50
Thermos flask	NE	1	500	-
Passport photos	E	4	200	800
Transport to and from school (3 terms*2+3half terms*2 @500)	E	12	500	6,000
Visiting				-
Food	E	2	5,000	10,000
Other accessories	E	2	2,000	4,000

Table A5: Additional Academic Requirements leading to high fees

	E=Essential; NE=Not Essential	Number required per student	Unit cost	Total cost
Revised Standard Version Bible	E	1	700	700
Hymn book (Golden Bells)	E	1	250	250
Kamusi Sanifu ya Kiswahili (Toleo la 3 "TUKI" Oxford)	E	1	1,500	1,500
Oxford Advanced Learners Dictionary, 8th Edition	E	1	1,700	1,700
Oxford 360 degrees Atlas for Secondary Schools, Second Edition	E	1	1,500	1,500
Four Figure KNEC Mathematical Table, New Edition	E	1	500	500
Oxford geometrical set	E	1	250	250
A ream of foolscaps	E	4	300	1,200
A stapler, 6 hb pencils and 10 biro pens, ruler and eraser	E	1	600	600
Atlas	E	1	750	750
Counter book quire 3	E	3	500	1,500
(a)English book: any of the following -	E			
• <i>The Woman Reborn</i> by Koigi wa Wamwere	E	1	500	500
• <i>The Minister's Daughter</i> by Mwangi Ruheni	E	1	500	500
(b) Kiswahili:	E			
• <i>Kivuli cha Ndoto</i>	E	1	500	500
• <i>Maskini Milionea</i>	E	1	500	500
• <i>Othello na Beluwa</i>	E	1	500	500
• <i>Waja Leo</i>	E	1	500	500
(c) Revision Book: any one of the following	E			
• <i>KCSE Made Familiar</i> , a Mathematics Workbook by Caroline Njenga	E	1	500	500
• <i>KCSE Made Familiar</i> , a Physics Workbook by Millicent Karimi, Caroline Njenga and Peterson Mutwiri	E	1	500	500
• <i>KCSE Mmade Familiar</i> , a Biology Workbook by Lydia Mirie and Caroline Njenga	E	1	500	500
• <i>KCSE Made Familiar</i> , a Chemistry Workbook by Duncan Kaduma and Caroline Njenga	E	1	500	500
Total				15,450

Table A6: Special Needs Education Unit Costs for Learning Materials (KES), 2014

(a) Unit Cost of Educating a Child with Speech and Language Difficulties or with Learning Difficulties		(d) Unit Cost of Educating a Child with Mental Handicap Per Year	
Item	Cost (KES)	Item	Cost (KES)
Learning Resources	20,000	Pre-Vocational Training	10,000
Speech Training Material	20,000	Textbooks	5,000
Total	40,000	Exercise Books and other Learning Materials	1,000
(b) Unit Cost of Educating a Deaf/Blind Child Multi Handicapped		Pens	300
Item	Cost (KES)	Playing Blocks	2,000
Medical Care and Treatment	10,000	Total	18,300
Multi-Sensory Early Childhood Development Material and Equipment	10,000	(e) Unit Cost of Educating a Child with Visual Impairment	
Pep Kit	4,000	(i) Total Blindness	
ADL/Vocational and Pre-Vocational Training Materials	10,000	Item	Cost (KES)
Total	34,000	Braille Books	4,500
(c) The Unit Cost of Educating a Child with Physical Handicap in a Special School		Braille Paper	3,000
Item	Cost (KES)	Braillon	5,000
Mobility Devices	20,000	Geometry Kit	-
Learning Resources – Books, Exercise Books, Pens, Pencil Holders, Book Holders, Adopted Teaching Aids	10,000	White Cane	200
Total	30,000	Typing Paper	500
(a) Unit Cost of Educating a Cerebral Palsy Child		Pep Kit	4,500
Item	Cost (KES)	Pre-Vocational and Vocational Teaching Materials	10,000
Mobility Devices, Adapted Chairs, Tables, Buckets	25,000	Total	27,700
Occupational and Physical Therapy	20,000	(ii) Low Vision	
Learning Materials	10,000	Large Prints	4,000

Total	55,000	Magnified Books	4,000
(b) Unit Cost of Educating a Child who is Gifted and Talented		Pre-Vocational and Vocational Materials	10,000
Item	Cost (KES)	Total	18,000
Printed Materials	25,000	(iii) Unit Cost of Educating a Child with Hearing Impairment Per Year	
Project and Research	15,000	Equipment and Materials	
Creativity/Innovation Resource and Support Services	10,000	Item	Cost (KES)
Total	50,000	Speech Kit	10,000
(c) Unit Cost of Educating Autistic Child Per Year		Textbooks	6,000
Item	Cost (KES)	Exercise Books	1,000
Pre-Vocational, Physiotherapy	20,000	Ear Modes	200
Literary, Numeracy and Perception Training	10,000	Pre-Vocational and Vocational Materials	10,000
Auditing Training Unit and Speech Training	10,000	Total Average	27,200
Total	40,000	<i>Assuming the items are used for 3 years</i>	9,067

Source: Task force Report on Aligning Education and Training to the 2010 Constitution (Odhiambo Report)

Annex 2: List of participants in various Stakeholder Consultative Forums

NATIONAL VALIDATION CONFERENCE AT CEMASTEAM ON 7TH JULY, 2014

NO.	NAME	DESIGNATION	COUNTY
1.	GIBSON WACHIRA	CHAIR-KNAP	EMBU
2.	KARU NJIRAINI	CHAIR -KNAP	KIRINYAGA
3.	VIRGINIA IKUHA	KNAP/PTA CHAIR	MACHAKOS
4.	ERICK SHILENJE	KNAP	NAIROBI
5.	BONIFACE MWOKA	KNAP	NAIROBI
6.	ELISTONE MWASEGA	BOM-CHAIR	MOMBASA
7.	REV. JONATHAN ROTICH	BOM -CHAIR	KERICHO
8.	SAMWEL KOROS	KNAP	KERICHO
9.	DAVID K. TOROITICH	DEO	BARINGO
10.	GRACE MUTHUGU	DIRECTOR-NCCK	NAIROBI
11.	LEONARD M. KABAKI	DEO	NAKURU
12.	MARGARET MURAGE	SDDE-MoEST	NAIROBI
13.	MOHAMED SIMBA	DEO	KWALE
14.	ANTONY N. NDUNG'U	CHAIRMAN-KNAP	KIAMBU
15.	KENNETH C. KAZUNGU	KNAP	KILIFI
16.	SHADRACK NDOI	CHAIRMAN-KNAP	KITUI
17.	BEATRICE M. MAKAU	CDE	EMBU
18.	MATTHEWS ABOKA	CDE	KERICHO
19.	MWAKISHA MAKUKO	CHAIRMAN- KESSHA	TAITA TAVETA
20.	SOMBO FESTUS M.	CHAIRMAN-KESSHA	KWALE
21.	JOAN MWACHI-AMOLO	WORLDREADER	NAIROBI
22.	PROF. ROSIRE MWEBI	DIRECTOR-KENYA RED CROSS	NAIROBI
23.	DR. HUSSEN S.A GOLICHA	CHAIR-CEB	NAKURU
24.	IRENE MURIUKI	USAID	NAIROBI
25.	YUSUF J. KARAYU	CDE	MANDERA
26.	JAMES WARUI	CO-OP BANK	NAIROBI
27.	SHADRACK NGETICH	CHAIRMAN-KESSHA	UASIN GISHU
28.	KALENDA SIMIYU	DEO-ELDORET EAST	UASIN GISHU
29.	WILLIAM OLE MONIREI	KNAP-CHAIRMAN	KAJADO
30.	RICHARD CHEPKAWAI	CDE	KISII
31.	JOYCE KADZO	KNEC	NAIROBI
32.	OGANO GABRIEL	DEO	E/ MARAKWET
33.	COLONEL OUNDAH	DEPUTY SECRETARY- KUDHEIHA	NAIROBI
34.	GEORGE A. MBOGA	PA CHAIRMAN	KISUMU
35.	ARGUT KIPTURGO	MoEST	NAIROBI
36.	MUDZO NZILI	KNUT-NATIONAL CHAIRMAN	NAIROBI
37.	GEOFFREY NJOROGE	REPORTER-STAR	NAIROBI
38.	MAUREEN WARUINGE	REPORTER-RADIO AFRICA GROUP	NAIROBI
39.	GERARD NYAGA	KNAP-CHAIRMAN	EMBU
40.	RACHEL ODUOR	KNAP-ASST. ORG. SECRETARY	NAIROBI
41.	NETTY JEMUTAI	CHIEF OFFICER	ELGEYO MARAKWET
42.	ORPHAH AKELO OGUTU	CEB CHAIRPERSON	MIGORI
43.	ASYAGO B.A	CDE	MIGORI
44.	ABDIKADIR M. KIKE	CDE	MOMBASA
45.	EUNICE MWALAA	DEO	MOMBASA
46.	NZINGA JOHN	DEO	LAMU
47.	ABDI MOULID ABDI	CHAIRMAN-KESSHA	GARISSA
48.	VICTORIA M. MUOKA	CD-TSC	TAITA TAVETA
49.	JONATHAN M. NYAMAI	CDE	TAITA TAVETA

50.	HELLEN MURIUKI	CQASO	MACHAKOS
51.	FAUSTINE TANGUT	BOM	UASIN GISHU
52.	SALESIUS GUANTAI	DQASO	EMBU
53.	SAMUEL OPIYO	KENYA UNION OF PRE-PRI. ED. TRS	NAIROBI
54.	REV. GEOFFREY K. SONGOK	BOM	UASIN GISHU
55.	CHARLES A. ANYIKA	CDE	BUNGOMA
56.	REV. SAMUEL SOI	PTA CHAIRMAN	KERICHO
57.	MULAMBE SILIVESTER	CDE	KISUMU
58.	BEATRICE A. LUKALO	CD-TSC	BUSIA
59.	D.L. OLE KEIS	CDE	KILIFI
60.	SAMSON K. IHA	CHAIRMAN -BOM	KILIFI
61.	PROF. C. A. SUDA	PRINCIPAL SECRETARY-MoEST	NAIROBI
62.	HON. J. MANJE	MP	NAIROBI
63.	JEREMIAH NYANGANYI	CAREWELL SOCIETY	KISII
64.	DINDA M. JAKANYAKWAKA	CEB CHAIR	KISUMU
65.	REUBEN NTHAMBIRI	DDBE-KICD	NAIROBI
66.	GEORGE WATANI	BOM-CHAIRMAN	NAKURU
67.	SAMUEL MACHARIA	CDE REP	TAITA TAVETA
68.	MOSES NDIEMA MUINDI	KNAP CHAIRMAN	NAKURU
69.	GEORGE GATHURU	PTA CHAIRMAN	KERICHO
70.	HON. DR.W.K. OTTICHILO	MP	BUSIA
71.	SIKO WYCLIFFE	KTN-REPORTER	NAIROBI
72.	DR. W. KARIUKI	DIRECTOR-KEMI	NAIROBI
73.	MILDRED ASENGA	SPECIAL SEC. SCHOOLS HEADS ASSOCIATION	NAIROBI
74.	ANNE MBURU	PRINCIPAL	NYERI
75.	JAMES MALLA	KNAP	NAIROBI
76.	MOSES KATIECHI	KNAP	NAIROBI
77.	EVANS NZUKI	KNAP CHAIR	MAKUENI
78.	PETER MAIYO	KNAP CHAIR	NANDI
79.	DR. CYRIL CHERUIYOT	PTA CHAIR	E/MARAKWET
80.	MARGARET KWAME	CSSEPA	NAIROBI
81.	BONFACE MALINDA	KNA-PHOTOGRAPHER	NAIROBI
82.	MONICA KILONZO	CEB CHAIR.	MAKUENI
83.	DAVID MBURI	GCN	NAIROBI
84.	JUMA A. MWATEGAR	CDE	KWALE
85.	STEPHEN P.O. MUDHO	TSC CD	MACHAKOS
86.	ESTHER MUIRU	CDE	NAKURU
87.	NDORO M. PETER	KPSA CEO	NAIROBI
88.	GEORGE N. LUSWETI	CEB CHAIRMAN	TRANS NZOIA
89.	JAN MUTAI	CEB CHAIRMAN	NANDI
90.	JULIA GIAMBO	CO-OPERATIVE BANK	NAIROBI
91.	NAGANUMA KEIICHI	DIRECTOR-KIZUKI EDUCATION	NAIROBI
92.	DR. GEORGE OMBAKHO	DIRECTOR, RESEARCH-MoEST	NAIROBI
93.	ALICE NABWERA	CEB CHAIRPERSON	BUNGOMA
94.	FRANCIS M. WARUI	TECH. CHAIR KEPSHA	NAIROBI
95.	NINA LUGONZO	KNEC	NAIROBI
96.	REV. MACRAY WACHILONGA	CEB	TRANS NZOIA
97.	JOSEPH MITHAMO	CDE	SAMBURU
98.	DR. SUSAN KARUTI	REGIONAL ADVISOR- EDUCATION	MDGC/CGC-AFRICA
99.	BONIFACE NGUGI	DQAS	KAJADO
100.	LUCY N. KASHU	CDE	KAJADO
101.	REV. EPHRAIM WAIGI	CHAIR CEB	KIAMBU
102.	KITUNGI A.M.	CHAIRMAN-KESSHA	MACHAKOS
103.	DR. PETER K. KOECH	CHAIR-CEB	UASIN GISHU

104.	DR. HENRY ONDERI	CHAIR-CEB	KISII
105.	SAKA W. MAUNE	ADQAS	NAKURU
106.	JAMES M. KIBURI	DDE-MOEST	NAIROBI
107.	I. O. NYARIBO	SDS-MOEST	NAIROBI
108.	LEONARD WARACHI	DCQASO	TRANS NZOIA
109.	DENNIS MERITO	NMG-REPORTER	NYERI
110.	JUDY KOSGEI	CITIZEN TV-REPORTER	NAIROBI
111.	DR. MARANGI MBUGHO	CHAIR-CEB	TAITA TAVETA
112.	BENARD KASIWAI	TSC AG.CD	BUNGOMA
113.	OSEWE F. M.	SCDE-NYANDO	KISUMU
114.	SIMON NDONG'A	CAPITAL FM-REPORTER	NAIROBI
115.	YEYA A. MWINYI	CHAIR-KESSHA	MOMBASA
116.	MWAMURE F. THOYA	CHAIR-PTA	KILIFI
117.	HENRY WANYAMA	THE STAR-WRITER	NAIROBI
118.	RHODA NJERI	NCCK	NAIROBI
119.	JACK ODHIAMBO	MOEST	NAIROBI
120.	ONYANGO JONAH	STANDARD- PHOTOJOURNALIST	NAIROBI
121.	HON. JACOB M.	MP	NAKURU
122.	MARY A. ATALITSA	C.D.E.	BUSIA
123.	BONIFACE KARISA	CHAIR-KESSHA	KILIFI
124.	EMMANUEL KITSAO	TREASURER-KESSHA	KILIFI
125.	AKELO MISORI	GENERAL SECRETARY-KUPPET	NAIROBI
126.	DAVID ATEKA	EDUCATION NETWORKS-SEC. GEN.	KISII
127.	NDUTA KWECHERIA	KHRC	NAIROBI
128.	FR. ANTHONY M. CHEGE	CHAIR-CEB	KAJLADO
129.	AMBOLWA N. OBIRI	DEO	MAKUENI
130.	BAROA JOEL	CHIEF OFFICER	BUSIA
131.	LONAH KIBET	STANDARD REPORTER	NAIROBI
132.	KAMAU GATHERU	C.D.E.	MAKUENI
133.	PATRICK NASIA	BOM	TURKANA
134.	MUTHEMI L. MUVEA	D.E.O	TURKANA
135.	JUSTUS K.KILAI	CHAIR-KESSHA	SAMBURU
136.	WILBERFORCE WANGALWA	A.C.K HEAD OFFICE	NAIROBI
137.	KENNETH JUMBA	KENYA LITERATURE BUREAU	NAIROBI
138.	M.J KAMAU	CHAIR-KESSHA	E/MARAKWET
139.	JEFF OTIENO	KTN-REPORTER	NAIROBI
140.	CHARLES MATHAI	THE PEOPLE-REPORTER	NAIROBI
141.	HILARY LUKHAFWA	TSC	NAIROBI
142.	MOSES K. MWANGI	CDE'S OFFICE-ADE	NAIROBI
143.	PERE S. KIPEEN	KESSHA	KAJLADO
144.	MARYANNE GILOBI	NMG-REPORTER	NAIROBI
145.	VIOLET OTINDO	K24-REPORTER	NAIROBI
146.	TITUS M. MBATHA	CDE'S OFFICE-ADQAS	NYAMIRA
147.	GEORGE OKORE		KISUMU
148.	REV. DAVID SANG	BOM-CHAIR	KERICHO
149.	KENNEDY BUHERE	MoEST	NAIROBI
150.	CHARLES NYANDUSI	CEB-CHAIR	NYAMIRA
151.	KIMINZA ONESMUS	AG DPP/EAC-MoEST	NAIROBI
152.	H. S. ABDI	SDDE/BE-MoEST	NAIROBI
153.	ONESMUS MULINGE	KESSHA	NAIROBI
154.	MOHAMMED M. MWENYIPEMBE	AG. DQAS-MoEST	NAIROBI
155.	DR. DINAH MWINZI	DIRECTOR-MoEST	NAIROBI
156.	MARGARET THIONGO	DIRECTOR/FOS-MoEST	NAIROBI
157.	KIUGU E. M.	NEB CHAIR-MoEST	NAIROBI
158.	ABAROBA BARISA	CEB-CHAIRMAN	TANA RIVER

NATIONAL STAKEHOLDERS FORUM AT KEMI ON 28TH -29TH APRIL, 2014

NO.	NAME	DESIGNATION	COUNTY
1.	CHERUYOT RONALD	KESSHA	BOMET
2.	JOSPHAT KIGEN	STUDENT	BOMET
3.	TABITHA CHELANGAT	STUDENT	BOMET
4.	ALEX KIMELI	KESSHA	BOMET
5.	GRACE KILAMBO	TEACHER	TAITA TAVETA
6.	BEATRICE M. MAKAU	MoEST/CDE	EMBU
7.	JAMES LENKUME	STUDENT	NAROK
8.	VICTORIA MUOKA	CD-TSC	TAITA TAVETA
9.	JUSTINA KIANGA	CD-TSC	KIRINYAGA
10.	MARY A. ANANGWE	KCB	NAIROBI
11.	WILFRED N. GICHUKI	CEB	NYERI
12.	D.T. SORDO	NAROK GOVT	NAROK
13.	JULIUS LANGAT	BOM	NAROK
14.	P. L. GICHUNUKA	CHAIR-CEB	MERU
15.	GEORGE N. LUSWETI	CEB	TRANS NZOIA
16.	DR. GEORGE PILE	BOM	KISUMU
17.	WILFRED M. GAICU	CDE	LAIKIPIA
18.	PHILIP C. KONES	KESSHA	BUNGOMA
19.	CHARLES A. ANYIKA	CDE	BUNGOMA
20.	EDWARD S. BIKALA	KESSHA	BUNGOMA
21.	JOCKTAN K. JILO	PTA	TANA RIVER
22.	ANNE C. BOIYO	PRINCIPAL	BUNGOMA
23.	MWAI G.	PRINCIPAL	KIAMBU
24.	DAVID OKECH	BOM	SIAYA
25.	MWAMURE F. THOYA	PTA	KILIFI
26.	KIMATHI MWONGERA	KESSHA	NAIROBI
27.	EMMANUEL S. KITSAO	KESSHA	KILIFI
28.	HELLEN OPONDO	KESSHA	KISUMU
29.	BENTER OPANDE	KNUT	NAIROBI
30.	MARY KARITU	TSC-CD	BOMET
31.	KARIUKI MANYUIRA	CDE	NAROK
32.	JULIA OJIAMBO	CO-OP BANK	NAIROBI
33.	ABDIKADIN M. KIKE	CDE	MOMBASA
34.	D.L. OLE KEIS	CDE	KILIFI
35.	ALICE MUNKE	CHAIR-CEB	NAROK
36.	DR. OJUMA ANYANG	CDE	TURKANA
37.	DR. HUSSEIN S. A. GOLICHA	CEB	NAKURU
38.	NGWARE F. K.	TSC	VIHIGA
39.	NYAGOSIA PATRICK	TSC	KISUMU
40.	CHERUTOI D.K.	TSC	SIAYA
41.	AGALA B.C	TSC	UASIN GISHU
42.	ALEX CHERUYOT	TSC	NYAMIRA
43.	PROF. GERALD N. KIMANI		NYANDARUA
44.	ROP PAUL	CEC	NANDI
45.	SILVESTER MULAMBE	CDE	KISUMU
46.	MOLU K. TEPO	CEB	ISIOLO
47.	PROF. JOHN MACHARIA	SDA CHURCH	
48.	MAULIDI MWAMREZI	PTA CHAIRMAN	KWALE
49.	NGANDU S. MISUMI	BOM CHAIRMAN	KWALE
50.	CAROLINE KIMAIYO	STUDENT	E/MARAKWET
51.	SABINA ARONI	CDE	E/MARAKWET
52.	VIOLA KIGEN	SQASO	UASIN GISHU

53.	ENON G. ALIO	TSC CD	NAROK
54.	PROF. SAM MUTHWII	CHAIRMAN-CEB	MACHAKOS
55.	LEAH W. ITHONDEKA	TSC CD	LAIKIPIA
56.	R. M. MIANO	CHAIR-KESSHA	LAIKIPIA
57.	HELLEN MURIUKI	CDE-REP	MACHAKOS
58.	ANTHONY N. NJOGU	SEC-KESSHA	KIRINYAGA
59.	ISABELLA B. OMACHE	DQASO	BOMET
60.	JAMES N. NYAGA	CDE	KIRINYAGA
61.	DR. JAMES I. KANYU	CHAIR-CEB	EMBU
62.	ARITA BWANA	QASO	NANDI
63.	MATHEWS M. LINGE	SEC-KESSHA	NAIROBI
64.	PROF. GABRIEL KATANA	CHAIR-CEB	KILIFI
65.	SOMBO FESTUS M	CHAIR-KESSHA	KWALE
66.	ELESTONE MWASELA	BOM	MOMBASA
67.	IBRAHIM H. ADAN	TSC CD	MURANG'A
68.	REV. ELIJAH MWIRIGI	METHODIST	NAIROBI
69.	SHITANDA M. STANLEY	CEB	TRANSNZOLA
70.	HUSSEIN AHMED H.	PTA CHAIRMAN	MOMBASA
71.	KAMAU GATHERU	CDE	MAKUENI
72.	YVONNE MORAA	STUDENT PRES.	TAITA TAVETA
73.	MORRIS ROTICH	CEC	ELGEYO MARAKWET
74.	SAMMY N. NG'ANG'A	CDE REP	TAITA TAVETA
75.	JEMIMAH K. TUYA	CEC	TAITA TAVETA
76.	DR. MARANGI MBOGHO	CDEC	TAITA TAVETA
77.	JAFFORD NJERU RIOGAA	CHAIR-CEB	THARAKA NITHI
78.	JOHANA K. LANGAT	CHAIR-KESSHA	BOMET
79.	SIGEI CORNELIUS K.	KESSHA	BOMET
80.	NYAGA P. M.	KESSHA	EMBU
81.	ANN NKWAMA	TSC CD	KAJIADO
82.	ISAAC K. SERET	KESSHA	NAROK
83.	SUSAN R. MURERWA	CDE	ISIOLO
84.	BEATRICE A. LUKALO	TSC CD	BUSIA
85.	MARY A. ATALITSA	CDE	BUSIA
86.	KIBURU H. I.	CDE	NYERI
87.	WARJO DIDO	TSC CD	MERU
88.	JOSEPH OLE KARIA	BOM CHAIR	NAROK
89.	LUCY N. KASHU	CDE	KAJIADO
90.	FR. ANTHONY CHEGE	CHAIR-CEB	KAJIADO
91.	ENOCK O. MOENGA	BOM	KISII
92.	CALLEB OMONDI	CDE'S REP	HOMA BAY
93.	DOROTHY MURIUKI	CEC	KIRINYAGA
94.	RICHARD CHEPKAWAI	CDE	KISII
95.	OLICK NERREAH	CDE	SIAYA
96.	STEPHEN MANOA	P.A. CHAIR	NAIROBI
97.	MARTIN A. BUNDE	TSC-CD	KISII
98.	HAMARO M. SYLVANO (MS)	KESSHA EXEC	TANA RIVER
99.	HAWA ABDI	STUDENT PRES.	TANA RIVER
100.	DR. FELICITA NJUGUNA	CHAIR-CEB	MURANG'A
101.	DR. RUTH WANJAU	CHAIR-CEB	KIAMBU
102.	DR. PETER KOECH	CHAIR-CEB	UASIN GISHU
103.	KIUGU C. M.	CHAIR-NEB	NAIROBI
104.	MUGO C. W.	KESSHA EXEC.	NYERI
105.	LUCY WATHIKA KAIMA	KESSHA EXEC.	NYERI
106.	BONIFACE KARISA	CHAIR-KESSHA	KILIFI

107.	JANE W. NJOGU	CDE	THARAKA NITHI
108.	PROF. V. G. SIMIYU	CHAIRMAN	NAIROBI
109.	LEMILA DAVID WANYORO	STUDENT PRES.	EMBU
110.	GRACE OGOYE	CHAPERONE	KISUMU
111.	SGT. MASENGELI REUBEN	PTA	TRANS NZOIA
112.	DR. B. NDIGA	KESSHA	NAIROBI
113.	ROSEMARY SAINA	KESSHA	NAIROBI
114.	HELLEN NYANGAU	CDE	BOMET
115.	DR. OJUMA ANGANGO	CDE	TURKANA
116.	JANE G. NJAGE	TSC CD	KIAMBU
117.	OSCHAR MUTIE	MKS GOVT	MACHAKOS
118.	HENRY WANYAMA	MEDIA	NAIROBI
119.	ANNE WACHIRA	TSC CD	EMBU
120.	JAIRUS O. NYABUTO	KESSHA	KISII
121.	MOSES O. MBORA	KUPPET	NAIROBI
122.	ALI LETURA	CEC	KAJADO
123.	YUSUF J. KARAYU	CDE	MANDERA
124.	S. M. MWELI	CEB	KITUI
125.	STEPHEN P.O. MUDHO	TSC CD	MACHAKOS
126.	H. S.ABDI	MoEST	NAIROBI
127.	ALI AZIDA	CEC	BUSIA
128.	SAMWEL BOTO	CDE'S REP	NAIROBI
129.	KAWIRA WAMBUI	CEC	MAKUENI
130.	ESTHER NDIRANGU	CEC	KIAMBU
131.	CATHERINE IRUNGU HSC	STAKEHOLDER	NYANDARUA
132.	JULIUS NYAGA	STAKEHOLDER	MURANG'A
133.	D. L. OLE KEIS	CDE	KILIFI
134.	JOEL S. KIBET	STAKEHOLDER	
135.	FRANK MUTISYA	STAKEHOLDER	
136.	ABO MUBINYA	STAKEHOLDER	
137.	DR. STEPHEN ODEBERO	CHAIRMAN-CEB	BUSIA
138.	ESTHER W. GITAHI	CEB	KWALE
139.	ELISTEVE MWASELA	BOM	MOMBASA
140.	SILVESTER MULAMBE	CDE	KISUMU
141.	ALICE B. NABWERA	CEB	BUNGOMA
142.	WARIO DIDO	TSC	MERU
143.	OSIEMO E.W.	CHAIR-CEB	SIAYA
144.	PHILIP C. KONES	KESSHA	BUNGOMA
145.	GEORGE A. MBOGA	BOM CHAIR	KISUMU
146.	MONICA KIBOSO	CEB-CHAIR	MAKUENI
147.	DR. RUTH WANJAU	CHAIR CEB	KIAMBU
148.	CHARLES NYANDUSI	CEB CHAIR	NYAMIRA
149.	STEPHEN WERE	CHAIR-KESSHA	KISUMU
150.	ALFRED OCHIEL	KESSHA	KISUMU
151.	ANDREW MENGO	CHAIRMAN	NYAMIRA
152.	J. M. GACHARA	CHAIR-KSSHA	NYERI
153.	L. W. KAIMA	KESSHA	NYERI
154.	NYAGA P. MUGO	KESSHA	EMBU
155.	MUGO C. WAMOSUGU	KESSHA	NYERI
156.	REV. GEOFFREY K. SONGOK	BOM	UASIN GISHU
157.	MRS. FASTNE JANCINT	PTA	UASIN GISHU
158.	DR. DOMINI NGOSIAKHA	BOM	TRANS NZOLA
159.	JEMIMAH K. TUYA	CSC	TAITA TAVETA
160.	MWAKISHA D. MAKOKO	KESSHA	TAITA TAVETA

161.	MOGAKA G. DAVID	TSC	BUNGOMA
162.	GRADE KILAMBO	TEACHER	TAITA TAVETA
163.	SHITANDA M. STANLEY	DQASO	TRANS NZOLA
164.	ORPAH A. OGUTU	CHAIR	MIGORI
165.	MARY A. TIOKO	BOM	TURKANA
166.	OME ALI	CHAIR-KESSHA	TURKANA
167.	EMURIA AGNES	BOM	TURKANA
168.	ISABELLA B. OMACHE	DQASO	BOMET
169.	DR. HUSSEIN GOLICHA	CED	NAKURU
170.	SAKWA W. MAURICE	QASO	NAKURU
171.	HUSSEIN AHMED	PTA	MOMBASA
172.	MOLU K. TEPO	CEB CHAIR	ISIOLO
173.	SOMBO FESTUS M.	CHAIR-KESSHA	KWALE
174.	JULIUS LANGAT	BOM	NAROK
175.	SALMA M. AHMED	CEC	KILIFI
176.	ELISHA OMALA	DEO	BUNGOMA
177.	B.N. GITAU	CDE	KIAMBU
178.	JANE G. NJAGE	TSC	KIAMBU
179.	WILLIAM M. MOLLA	TSC	ELGEYO MARAKWET
180.	HELLEN OPONDO	KESSHA	KISUMU
181.	RACHEL NGENO	CEC	BOMET
182.	BENSON N. MUTUNGA	PTA/BOM	THARAKA NITHI
183.	PROF. SAM M. MUTHWII	CEB CHAIR	MACHAKOS
184.	PROF. GERARD N.ANI	CEB CHAIRMAN	NYANDARUA
185.	SIGEI CORNELIUS K.	KESSHA	BOMET
186.	JOHAN K. LANGAT	CHAIR-KESSHA	BOMET
187.	NELSON MURITHU	CHAIR-KESSHA	THARAKA NITHI
188.	HENRY MUKOLWE	CEC REP	UASIN GISHU
189.	JOEL S. KIBET	BOM CHAIR	BOMET
190.	FRANK MUTISYA	DRIVER	MAKUENI
191.	DR. ZACHARY NJOGU WAITA	CEB CHAIRMAN	KIRINYAGA
192.	INDIMULI KAHU	KESSHA-NATIONAL	KAKAMEGA
193.	DINDA M. JAKANYAK WAKA	CEB CHAIRMAN	KISUMU
194.	JOSEPH MUSABA	DIRECTOR-MOEST	NAIROBI
195.	BISHOP JOSEPH KARIUKI	CEB	MAKUENI
196.	LEONARD KANGECHIE WANGIE	PA V. CHAIR	KIAMBU
197.	A. C. KHASIANI	NEB/MOEST	NAIROBI
198.	ESTHER NDIRANGU	CEC	KIAMBU
199.	P. M. NJORGE	D/DPO	
200.	P. M. NJORGE	CEC	NYANDARUA
201.	GRACE OGEA		KISUMU
202.	ROSELYN ONYUKA	CEB	HOMA BAY
203.	CATHERNE IRUNGU	STAKEHOLDER	NYANDARUA
204.	SHADRACK NGETICH		UASIN GISHU
205.	WANYAMA ERIC		UASIN GISHU
206.	A.M. MBASI		NAIROBI
207.	MACHARIA S.N.		TANA RIVER
208.	PIUS KIMANI MUTISYA	MOEST	NAIROBI
209.	LEWIS MUTEGI	TSC	MACHAKOS
210.	LUCY WATHIKA KAIMA	KESSHA	NYERI

NATIONAL STAKEHOLDERS' FORUM-COUNTY DIRECTORS: 28TH-29TH APRIL, 2014

NO.	NAME	DESIGNATION	COUNTY
1.	ADAN S. ABDULAH	CDE	GARISSA
2.	ADOW M. BARDAD	CDE	TURKANA
3.	ALI M. ABDI	TSC CD REP	GARISSA
4.	WILSON M. MAKAU	TSC CD REP	MAKUENI
5.	RICHARD CHEPKAWAI	CDE	KISII
6.	VIOLA KIGEN	CDE REP	UASIN GISHU
7.	SABINA ARONI	CDE	E/MARAKWET
8.	SANGORO M.B	CDE	NYAMIRA
9.	CHERUTOI D.K.	TSC CD	SIAYA
10.	WILFRED N. GICHUKI	TSC CD	NYERI
11.	NYAGOISA PATRICK	TSC CD	KISUMU
12.	JOHN C. A. KINGOO	TSC CD	BARINGO
13.	LUCY N. KASHU	CDE	KAJADO
14.	DANIEL MOSBEI	CDE	BARINGO
15.	ELIZABETH N. KARANI	CDE	NYANDARUA
16.	SAMMY N. NG'ANG'A	CDE	TAITA TAVETA
17.	H. I. KIBURU	CDE	NYERI
18.	CHARLES A. ANYIKA	CDE	BUNGOMA
19.	YUSUF J. KAPAYU	CDE	MANDERA
20.	ASYAGO BEATRICE	CDE	MIGORI
21.	MAJANI TOM	CDE	KAKAMEGA
22.	OLICK NERREAH	CDE	SIAYA
23.	ANNE J. NKWAMA	TSC CD	KAJADO
24.	LEAH W. ITHONDEKA	TSC CD	LAIKIPIA
25.	ESTHER MUIRU	CDE	NAKURU
26.	BEATRICE C. AGALA	TSC CD	UASIN GISHU
27.	KAMAU GATHERU	CDE	MAKUENI
28.	ABDIKADIR M KIKE	CDE	MOMBASA
29.	KARIUKI MANYUIRA	CDE	NAROK
30.	ENOW G. G. ALIO	TSC CD	NAROK
31.	IBRAHIM H. ADAN	TSC CD	MURANG'A
32.	JUMA MWATENGAR	CDE	KWALE
33.	D. L. OLE KEIS	CDE	KILIFI
34.	B. N. GITAU	CDE	KIAMBU
35.	WILLIAM M. MOLLA	CDE	E/MARAKWET
36.	PAMELA AKELLO	CDE	VIHIGA
37.	SAMSON M. GICHUHI		
38.	JUSTINA KIANGA	TSC CD	KIRINYAGA
39.	VICTORIA A. MVOKA	TSC CD	TAITA TAVETA
40.	JANE W. NJOGU	CDE	THARAKA NITHI
41.	HELLEN MURIUKI	CDE REP	MACHAKOS
42.	BEATRICE M. MAKAU	CDE	EMBU
43.	HASSAN A. DUALLE	CDE	WAJIR
44.	BEATRICE A. LUKALO	TSC CD	BUSIA
45.	HELLEN NYANGAU	CDE	BOMET
46.	NYAGA JAMES N.	CDE	KIRINYAGA
47.	SALESA ADANO	CDE	MERU
48.	MARY ATALITSA	CDE	BUSIA
49.	ARITA BWANA	CDE REP	NANDI
50.	PASCHAL M. MAKITE	CDE	KITUI
51.	ALEX K. CHERUYOT	TSC CD	NYAMIRA
52.	MARY KARITU	TSC CD	BOMET

53.	JOSEPH WAMOCHO	CDE	TRANS NZOIA
54.	MARY GATURU	CDE	MURANG'A
55.	WILLIE MACHOCHO	TSC CD	SAMBURU

CONSULTATIVE FORUM WITH PRINCIPALS OF SPECIAL NEEDS SECONDARY SCHOOLS ON 13TH MAY, 2014

	NAME	SCHOOL	COUNTY
1.	LEYAH KAMONYE	JOYTOWN SEC. SCH. FOR P.H	KIAMBU
2.	MARGARET AMANYA	KEDOWA SEC. SCH. FOR DEAF	KERICHO
3.	ALFRED MUGAI	THIKA HIGH SCHOOL FOR THE BLIND	KIAMBU

CONSULTATIVE FORUM WITH KESSHA EXECUTIVE COMMITTEE AT BOMAS ON 16TH APRIL, 2014

	NAME	INSTITUTION
1.	ONYANGO GRACE	MAWEGO GIRLS
2.	MWANGEMI LABAN	MOI HIGH SCHOOL, TAITA
3.	LILLIAN MWEMA	IKUTHA GIRLS
4.	EUNICE NYABANE	KIABIRAA SEC. SCHOOL
5.	JULIANA KIRUI	KIPSIGIS GIRLS
6.	IBRAHIMU M. HASSAN	MANDERA SEC. SCHOOL
7.	B. NDIGA	ST. ANNES NAIROBI
8.	ROSEMARY C. SAINA	KENYA HIGH SCHOOL
9.	DAVID G. KARIUKI	ALLIANCE HIGH SCHOOL
10.	BENJAMIN MUATINE	KYAMBITI SECONDARY SCHOOL
11.	AMOS K. CHERONO	ROSOGA SECONDARY SCHOOL
12.	CHIMWANI DOMINIC	K.P. SENIOR SECONDARY SCHOOL
13.	MARY AKUNJA	KISUMU GIRLS
14.	CHITECHI .M. STELLA	BISHOP SULUMETI G. HIGH SCH.
15.	AUGUSTINE OWARE	KIVAYWA H. SCHOOL
16.	IBRAHIM ADBULLAHI	SANKURI SEC. SCHOOL
17.	JUSTUS M. MARAGARA	NGENIA SEC. SCHOOL
18.	MUNYASYA ASSUMPTA	NGARA GIRLS H. SCHOOL
19.	BALAGHAR RI'TA KOFA	NGAO GIRLS H. SCHOOL
20.	KAGUTHA MACHARIA	MPEKETONI SCHOOL
21.	NANCY MUTAI	EMBAKASI GIRLS
22.	EMMA ODONGO	PETER KIBUKOSYA
23.	GRACE WATUKU	MUGUMO GIRLS
24.	LUCY MUGO	KAYOLE SOUTH NAIROBI
25.	MUDE MUDE	COUNTY GIRLS SCHOOL
26.	MULINGE ONESMUS	NAIROBI SCHOOL
27.	MOROTI D.O.	MOSISA SECONDARY SCHOOL

CONSULTATIVE FORUM WITH HIGHER EDUCATION LOANS BOARD STAFF ON 8TH MAY, 2014

NO.	NAME	INSTITUTION
1.	CHARLES M. RINGERA	HELB
2.	MWENDA THIMBI	HELB
3.	SHEM GITUMI	HELB
4.	JAMES GACHARI	HELB
5.	VICTOR LOMARIA	HELB

CONSULTATIVE FORUM WITH TSC STAFF AT TSC HQS. ON 18TH APRIL, 2014

NO.	NAME	INSTITUTION
1.	PAMELA KILEMI	ICT
2.	KIHUMBA KAMOTHO	TSC
3.	CATHERINE W. MWAURA	TSC
4.	EVALEEN J. MITEI	TSC
5.	MARY C. ROTICH	TSC
6.	ABDIRIZAK H. FARAH	TSC
7.	GABRIEL LENGOIBONI	TSC
8.	NANCY MACHARIA	TSC
9.	VITALIS JUMA	TSC
10.	KHIRA VJ	TSC

CONSULTATIVE FORUM WITH THE PARLIAMENTARY CDF COMMITTEE AT PARLIAMENT BUILDING ON 17TH JULY, 2014

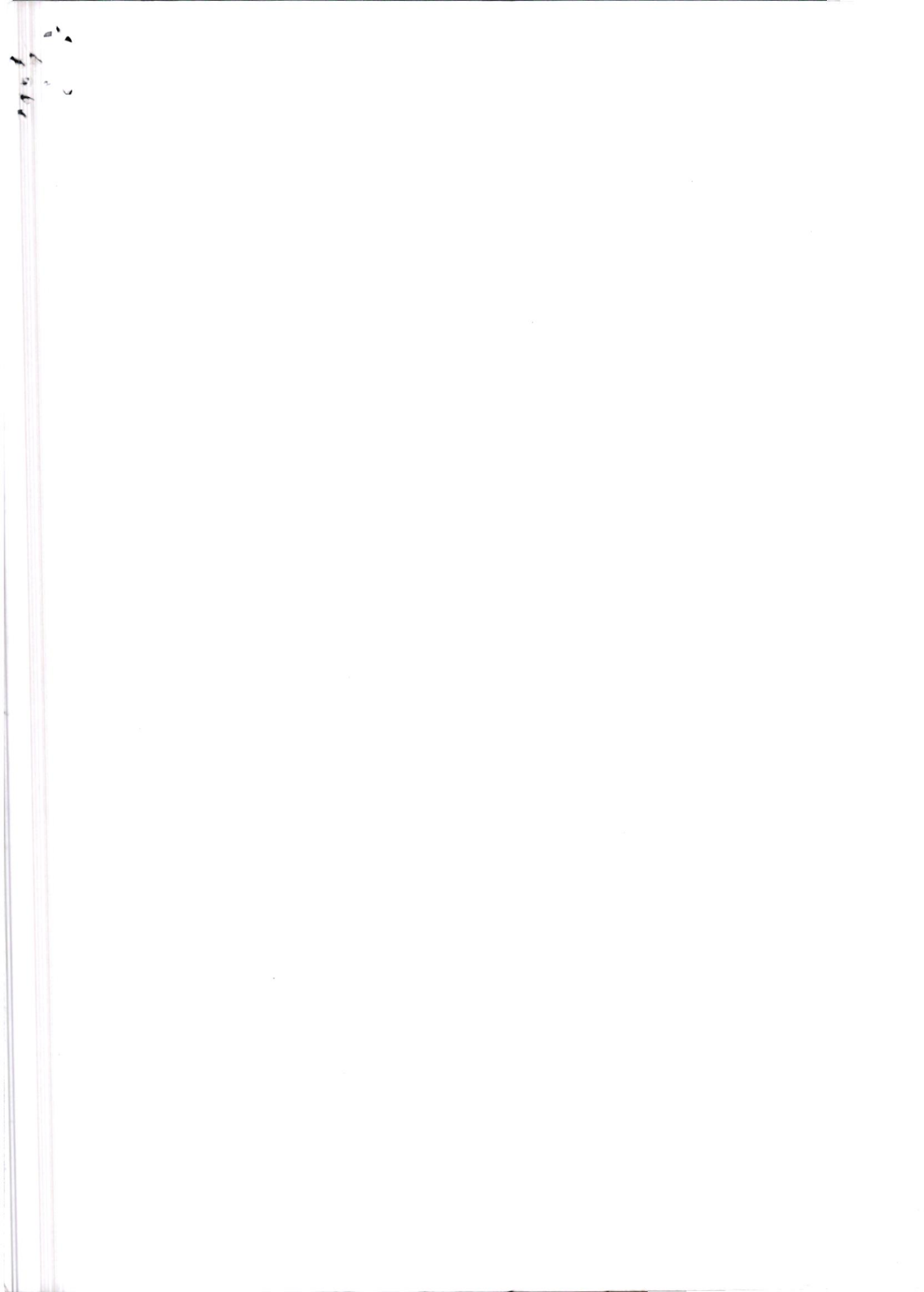
NO.	NAME	POSITION	INSTITUTION
1.	HON. ELIJAH MOINDI	CDF COMMITTEE	NATIONAL ASSEMBLY
2.	HON. LESSONET MOSES K.	CDF COMMITTEE	NATIONAL ASSEMBLY
3.	HON. ESTHER GATHEGO	CDF COMMITTEE	NATIONAL ASSEMBLY
4.	HON. YUSUF CHANZU	CDF COMMITTEE	NATIONAL ASSEMBLY
5.	PETER KALUMA	CDF COMMITTEE	NATIONAL ASSEMBLY
6.	KAMOTI MWAMKALE	CDF COMMITTEE	NATIONAL ASSEMBLY

CONSULTATIVE FORUM WITH SELECTED PRINCIPALS ON 7TH MAY, 2014

NO.	NAME	INSTITUTION
1.	JACINTA AKATSA	PRECIOUS BLOOD SEC. SCH.
2.	JOSEPH K. MWANZI	MOLO ACADEMY
3.	OWORI GODFREY	ST. PETER'S MUMIAS
4.	WACHIRA MARY	PRECIOUS BLOOD KILUNGU
5.	MUSYOKA MOSHE	NYANGWA BOYS
6.	AGNES M. MATHENGE	SOUTH TETU GIRLS
7.	PACIFICA M. NYAMBONGI	PANGANI GIRLS
8.	SIMIYU PATRICK	ST. TERESA'S BIKEKE
9.	DOROTH KAMWILU	ALLIANCE GIRLS

CONSULTATIVE FORUM WITH PRINCIPALS OF NATIONAL SCHOOLS ON 14TH MAY, 2014 AT CEMASTE A

NO.	NAME	INSTITUTION
1.	ROSEMARY C. SAINA	KENYA HIGH SCHOOL
2.	PACIFICA M. NYAMBONGI	PANGANI GIRLS HIGH SCHOOL
3.	ONESMUS M. MULINGE	NAIROBI SCHOOL
4.	DAVID G. KARIUKI	ALLIANCE BOYS HIGH SCHOOL
5.	CHRISTINE CHUMBA	NAKURU GIRLS HIGH SCHOOL
6.	MAINA S. GITONGA	UTUMISHI ACADEMY
7.	CATHERINE K. IRUNGU	KARIMA GIRLS HIGH SCHOOL
8.	MARGARET RUINGE	LORETO GIRLS, LIMURU



**CONSULTATIVE FORUM WITH THE PARLIAMENTARY COMMITTEE ON
EDUCATION AT PARLIAMENT BUILDING ON 15TH APRIL, 2014**

NO.	NAME	POSITION	INSTITUTION
1.	HON. SABINA CHEGE	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
2.	HON. MALULU INJENDI	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
3.	HON. DR. SUSAN CHEBET	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
4.	HON. MARY SENETA	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
5.	HON. KISOI MUNYAO	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
6.	HON. KAJWANG	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
7.	HON. ZULEKHA	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
8.	HON. KETER	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
9.	HON. OMBAKA	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
10.	HON. PROF. HELEN SAMBILI	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
11.	HON. MOHAMMED ADAN MUKA	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
12.	HON. ODANGA	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
13.	HON. KOMBE	EDUCATION COMMITTEE	NATIONAL ASSEMBLY
14.	HON. M'IRUAKI	EDUCATION COMMITTEE	NATIONAL ASSEMBLY

**CONSULTATIVE FORUM WITH THE GOVERNORS' COUNCIL ON 15TH APRIL, 2014
IN NAIVASHA**

NO.	NAME	POSITION	COUNTY
1.	HON. ISAAC RUTO	GOVERNOR	BOMET
2.	HON. JACKSON K. MANDAGO	GOVERNOR	UASIN GISHU
3.	HON. SOSPETER OJAAMONG	GOVERNOR	BUSIA
4.	HON. JACK RANGUMA	GOVERNOR	KISUMU
5.	HON. WILSON ONYANGO	GOVERNOR'S REP	SIAYA
6.	HON. AMOS NYARIBO	DEPUTY GOVERNOR	NYAMIRA
7.	HON. OMAR ABDI	DEPUTY GOVERNOR	MARSABIT
8.	JULIANA S. RONO	DEO	BOMET
9.	RACHEL C. NGENO	CECM	BOMET
10.	T. MANENO MWIKWABE	EYC	MIGORI
11.	PATRICK CHOGO	CHIEF OF STAFF	KISII