

**PERFORMANCE AUDIT REPORT ON
THE IMPLEMENTATION OF THE NATIONAL
SCHOOL UPGRADING PROGRAMME**

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

MARCH 2018

Vision

Effective accountability in the management of public resources and service delivery.

Mission

Audit and report to stakeholders on the fairness, effectiveness and lawfulness in the management of public resources for the benefit of the Kenyan People.

Core Values

Independence

Integrity

Professionalism

Innovation

Team Spirit

Motto

Enhancing Accountability

Foreword by the Auditor- General

I have the honour to present this performance audit report on National School Upgrading Programme – Ministry of Education, Science and Technology. My Office carried out the audit under the mandate conferred to me by the Public Audit Act, 2015 Section 36. The Act mandates the Office of the Auditor – General to examine the Economy, Efficiency and Effectiveness with which public money has been expended pursuant to Article 229 of the Constitution.

Performance, financial and continuous audits form the three pillar audit assurance framework that I have established to give focus to the varied and wide scope of the audit work done by my office. The framework is intended to provide a high level of assurance to stakeholders that public resources are not only correctly disbursed, recorded and accounted for, but that the use of resources results in positive impacts on the lives of all Kenyans. The main goal of our performance audits is to ensure effective use of public resources and promote services delivery to Kenyans. Our performance audits examine not just compliance with policies, obligations, laws, regulations and standards, but also whether the resources are managed in a sustainable manner.

I have, as required in Article 229(7) of the Constitution and Section 39 (1) of the Public Audit Act, submitted the original copy of the report to Parliament. In addition, I have remitted copies of the report to the Cabinet Secretary Ministry of Education, Science and Technology, the Principal Secretary, Ministry of Finance and the Secretary Presidential Delivery Unit.



FCPA Edward R.O. Ouko, CBS
AUDITOR – GENERAL
30 June 2018

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GLOSSARY OF TERMS

BOM	-	Board of Management
CDE	-	County Director of Education
DS&TE	-	Directorate of Secondary and Tertiary Education
GoK	-	Government of Kenya
K.C.S.E	-	Kenya Certificate of Secondary Education
MoEST	-	Ministry of Education, Science and Technology
MoU	-	Memorandum of Understanding
NSUP	-	National Schools Upgrading Programme
OAG	-	Office of the Auditor-General
SIC	-	School Infrastructure Committee
SDPW	-	State Department of Public Works
TSC	-	Teachers Service Commission

EXECUTIVE SUMMARY

BACKGROUND OF THE AUDIT

1. The National Schools Upgrading Programme (NSUP) was informed by Sessional Paper No. 1 of 2005 and a presidential directive of January 2011. This was necessitated by increased demand for national schools places by the public. The objective of the programme was to increase the number of national schools from the previous 18 to a situation where each county would have two new national schools, one for either gender. It was also meant to enhance access to quality education as well as enhance national cohesion and social integration. The programme involved elevation of 85 previous provincial schools to national schools status.
2. Prior to the programme, there were only 18 national schools serving the entire country. These schools were in only 5 counties with 12 of these located in Nairobi and Kiambu counties, thus causing an imbalance in their distribution in the country. The limited number of national schools increased pressure for demand for form one places on existing national schools necessitating a need to establish more national schools.

The objective of the audit

3. The audit sought to find out whether the National School Upgrading Programme has enhanced access to a national school standard of education. The specific objectives of the audit were to assess whether the programme:
 - i. Improved and expanded infrastructure facilities in the upgraded national schools;
 - ii. Facilitated the expansion of curriculum in the upgraded national schools;
 - iii. Eased pressure on demand for Form 1 places in the original 18 national schools;
 - iv. Enhanced integration in the upgraded national schools through 100% catchment.

The Scope of the Audit

4. The audit focus was on the activities of the Directorate of Secondary and Tertiary Education (DSTE) a department under the Ministry of Education, Science and Technology (MOEST) which was charged with implementation of the programme. The audit covered the

programme's activities for the period 2012/2013 to 2016/2017 during which the three phases of the programme were implemented. The audit sampled 22 schools out of 85 upgraded schools and 4 original national schools.

Summary of Findings

5. Audit findings indicate that the programme did not achieve the intended objective as discussed below:

i. Continued Pressure for Form 1 Places in the Original National Schools

6. One of the objective of the school Upgrading programme was to enhance access and ease pressure in demand for form one places in the Original national schools. Review of Form 1 waiting lists in the original national schools revealed that the schools are still experiencing a consistent demand for form 1 places.
7. The continued pressure in the original national schools was attributed to the low reporting rate in the upgraded schools. Analysis shows that 13 out of 16 newly upgraded schools could not attract even half of the students selected (50% of the students selected) and in some cases only 3% reported. The low reporting rate is attributed to the public's perception that the new national schools were yet to meet the required standards of a national school.

ii. NSUP has not Enhanced Integration in the Upgraded National Schools

8. The Upgraded schools were expected to enhance national integration through admitting students from the 47 counties in the Country. However, analysis of the school's admission records shows that most of the schools were admitting students from their own counties. For instance, 10 out of 18 schools sampled admitted more than 40% of their students from their own county, with some taking up to 88% from their own counties and counties within their regional area. This limits students' interaction with students from other areas and as such little integration is being achieved in these schools.
9. Except for NEP Girls and Garissa High school where the low student intake was attributed to insecurity in the region, the low national intake in most of the schools was because students

picked during the first selection failed to report due to the perception that the upgraded schools did not meet the standards of national schools hence they still sought admission into the original national schools.

10. Contrary to the minimal integration in the newly upgraded schools, the original national schools had students from nearly all the 47 counties in the country with a catchment ranging from 87% to 100% over the period 2012 to 2016 thus leading to integration among the students.
11. The poor perception of the public is mainly attributed to failure by the newly upgraded schools to improve and expand their infrastructural facilities to the expected standards of a national school and also failure to expand their curriculum in the upgraded school to match the standards of the original national schools as detailed below:

iii. Inadequate Improvement and Expansion of Infrastructural Facilities to the Expected National Standards

12. Under the upgrading programme, the schools were expected to improve and expand their infrastructural facility to cater for the increasing number of students and also elevate them to the standard expected of a national school. However, the schools continued to increase their student intake without adequately improving and expanding the infrastructure facilities. This has led to congestion and deterioration of the existing facilities as discussed below;
13. The classrooms were not adequately expanded as 16 out of the 22 schools, representing 73% of the sampled schools, were holding more than the ideal 45 students contrary to the requirements of the Basic Education Regulations 2015 article 64 (e) with some schools having up to 76 students in a classroom. As a result of the huge number of student in the classrooms, there is reduced teacher-student interaction which hampers delivery of effective quality education
14. The capacity of dining halls was also overstretched in 18 out of 22 schools with some of the schools having students in excess of their capacity by 89%. As a result of inadequate space, students in 8 out of the 22 schools sampled were taking their meals in shifts while in 5 of the schools, students took their meals

either under the hot sun seated on the rocks, on the pavements or under trees. Interviews with the school management indicated that lack of sufficient dining halls in these schools affects students' morale and especially when compared to the good standards of dining hall facilities in the original national schools.

15. With regard to boarding facilities, more than 50% of the 22 schools sampled did not have adequate dormitories for their current population, 7 of the schools had students in excess of their capacity of between 29% - 71%. To cope with the situation, some of the schools had introduced triple-decker beds in the dormitories contrary to the quality assurance standards that require beds to be either single or double-decker.
16. Library facilities were not adequate as all the schools visited revealed that they had insufficient library capacity for their population. Three of the schools did not have library facilities either because the library had been converted into a classroom or it was just a small book store or the library was not there at all. In other cases, either the libraries did not have adequate reference materials or had no furniture. Consequently, the students were not motivated due to poor research opportunities and also felt underprivileged compared to their counterparts in the original national schools who have better library facilities.
17. The upgraded national schools were also expected to have sufficient and well-equipped science laboratories. However, none of the schools visited had an adequate number of laboratories for the streams in the school. Therefore, the students had to sit for practical exams in multiple shifts and in some schools, form 1 and 2 students had to do their practical lessons in the classrooms. Most of the laboratories were also not in good working condition, others were dilapidated and in most cases the laboratories did not have appropriate utilities. However, the original national schools had sufficient and well equipped laboratory facilities.

iv. Reasons why the Upgraded Schools did not improve or expand their Infrastructural Facilities to the Expected Standards of a National School

18. Failure to improve or expand the infrastructural facilities to the expected standards of a

national school was mainly attributed to poor needs assessment, failure by MoEST to disburse funds as initially planned, poor supervision and inadequate monitoring and evaluation of the programme.

Poor Needs Assessment Carried out by DS&TE

19. According to the Programme, need assessment was to be undertaken to identify the infrastructure facilities that needed to be addressed to bring the upgraded schools to the level expected of a national school. Despite a budgetary allocation of Kshs. 5.7 Million set aside to carry out this exercise, it was not effectively done. As a result, some of the schools like Shimo la Tewa and Ribe Boys ended up undertaking non-priority projects that were not geared toward achieving the intended objectives of the programme at the expense of critical facilities. This resulted in lack of adequate and necessary facilities in most of the upgraded schools

Failure by MoEST to Disburse Funds as Initially Planned

20. The newly upgraded schools were to receive Kshs.25 Million every year for four consecutive years to enable them improve/ expand their infrastructural facilities. However, the schools were only funded with the initial amount of Ksh. 25 million with no further funding in subsequent years. The schools were thus not able to undertake all the projects they had identified in their School Infrastructure Development Plan (SIDP). Consequently, they were not able to expand or upgrade their infrastructural facilities to the expected standards of national schools.

Inadequate Monitoring and Evaluation

21. Monitoring and evaluation was not carried out as envisaged, site visits to the upgraded schools by Ministry officials were carried out in only 12 out of the 22 schools sampled and no feedback was given. In addition, schools were to prepare quarterly reports in order to inform DS&TE of the progress of the projects but only 12 schools sent progress reports to MOEST intermittently. The Ministry did not follow up to ensure that the schools did the reports, neither did they give feedback on the few reports that were sent to them. Hence, the exercise did not add value to the implementation of the programme. Also, MoEST did not make use of

the School Audits Department in monitoring and evaluation of the programme despite the department having offices in all the counties and the fact that the department is in direct contact with all schools at the County level.

22. Failure to conduct monitoring and evaluation resulted in schools not implementing the projects as was required.

Supervision of the Projects was not Effectively Carried Out

23. The State Department of Public Works (SDPW) was at the core of the projects implemented in the schools by serving as the project managers. Involvement of the SDPW varied from school to school in that some schools were well advised to undertake the projects that were within the available funds whereas other schools did not get such advice and therefore ended up with projects that were way beyond the allocated funds. As a result, the projects in some schools stalled as the funds got exhausted before the projects were completed. In other instance, the designs were not properly done as SDPW made omissions in the Bill of Quantities that resulted in variations in the cost of the projects, escalating the cost beyond the initial estimates.

NSUP did not expand the Curriculum in the Upgraded National Schools

24. The upgraded national schools were expected to offer a diversified curriculum that includes subjects from all the categories in the 8-4-4 secondary school curriculum and co-curricular activities. However, the upgraded schools had not diversified their curriculum. The lean curriculum in the upgraded schools was as a result of insufficient number of teachers, ill-equipped facilities for technical subjects and inadequate extra-curricular facilities.

Insufficient Number of Teachers

25. All the schools sampled had an overall shortage of teachers with one of the schools having a shortage of 71% and 6 others a shortage of 40% and above. The reason for the shortage was that TSC had not posted the required number of teachers in these schools and it was also not replacing teachers who had left the school on promotion despite being the body responsible for ensuring that schools have the required number of teachers.

26. Thus, the upgraded national schools were yet to match the original national schools in terms of diversified curriculum due to the shortage of teachers.

Inadequate and Lack of Facilities for Technical Subjects

27. The upgraded national schools were either lacking or did not have the relevant equipment, machinery, tools and instruments to effectively teach technical subjects. Where the equipment/ machinery/ tools existed, they were either broken or were not in a good working condition.

28. The students were thus not getting the envisaged standard of education as their counterparts in the original national schools who had well equipped facilities.

Extra – Curricular Facilities

29. MoEST standards of a national school require that a national school identify, develop and nurture talents of individual students in all areas such as sports, music and martial arts. However, Interviews with school management revealed that most schools did not have sufficient space for performing arts and extra-curricular activities for the school population.

30. The sampled old national schools however had a wide range of extra-curricular activities that included football, lawn tennis, swimming, rugby, and cricket and participated in various performing arts.

Conclusion

31. The National school upgrading programme was expected to enhance access to national school standard of education through upgrading of 85 schools to national status across all the 47 counties. This move was not only expected to enhance access to a national standard of education but it was a move that was intended to ensure equity in the distribution of national schools across the country. However, the Programme was not able to achieve its objective as the upgraded schools did not attain the standards expected of a national school.

32. This was mainly because the implementation of the programme did not result in improvement and expansion of infrastructural facilities to the standards expected of a national school. In addition, the programme did not lead

to diversification of the upgraded school's curriculum to match those of the original national schools. As a result, the upgraded schools were not able to attract students in their schools so as to ease pressure on demand for Form One places in the original national schools, they were also not able to achieve the intended objective of enhancing integration as they were only able to admit students from their own regions therefore not fostering national unity as students are not interacting with different cultures, tribes and languages.

33. Failure to improve or expand the Infrastructural facilities to the expected standards of a national school was mainly attributed to poor needs assessment, inadequate monitoring and evaluation of the programme, poor supervision and failure by MoEST to disburse funds as initially planned. Failure to expand the curriculum in the upgraded national schools was due to shortage of teachers and inadequate facilities for technical subjects.

Recommendations

34. To ensure that the upgraded schools have adequate infrastructural facilities expected of a national school, the Ministry should:

- i. Evaluate the current status of the infrastructure facilities in the newly upgraded national schools in order to identify the specific needs that should be addressed to bring the school to the standard expected of a national school;
- ii. Evaluate the upgraded schools in light of the selection criteria or the affirmative action to ensure that only schools that meet the specified criteria are considered for further expansion and improvement;
- iii. Consider disbursing funds as initially planned to enable the schools expand and improve their facilities.

35. To ensure that there is a diversified curriculum in the upgraded schools, the Ministry should:

- i. Coordinate with the Teachers' Service Commission to ensure that the schools have adequate teachers for both core and elective subjects;
- ii. Have clear guidelines on minimum requirements for the curriculum offered and facilities expected in a national school in order to set them apart as centers of

excellence;

- iii. Make sure that the schools have well-equipped facilities to enable them offer a wide range of elective subjects especially well-equipped workshops for technical subjects.
36. To ease pressure in the original national schools and enhance integration; the Ministry should sensitise the public and ensure that the upgraded schools are at a level where the public is confident about the quality of education being offered in these schools.
37. To ensure successful implementation of similar programme in future, the Ministry should:
- i. Ensure continuous and efficient monitoring is carried out, and necessary actions taken in good time to ensure the programme is being implemented as intended;
 - ii. Ensure that there is proper coordination between the schools and the State Department of Public Works as regards the projects being implemented to enable the schools complete the projects within their budgets;
 - iii. Ensure that the Teachers' Service Commission is brought on board in the initial stages of the programme in order to address the teacher's requirements in good time;
 - iv. Make use of their County Offices to ensure that there is active monitoring of the programme at the grass root level.

CHAPTER 1

1.0 BACKGROUND TO THE AUDIT

Introduction

- 1.1 The National Schools Upgrading Programme (NSUP) was informed by Sessional Paper No. 1 of 2005 and a Presidential directive of January 2011. This was necessitated by continuous demand for national school places by the public. Prior to the programme, there were only 18 national schools serving the entire country. These schools were in only 5 counties with 12 of these located in Nairobi and Kiambu counties thus causing an imbalance in their distribution in the country. The limited number of national schools increased pressure on demand for Form One places in existing national schools necessitating a need to establish more national schools.
- 1.2 The objective of the programme was to increase the number of national schools from the previous 18 to a situation where each county would have two new national schools; one for either gender. It was meant to enhance access to quality education as well as national cohesion and social integration. The programme entailed elevation of 85 previous provincial schools to national schools status as well as expanding the capacity of the original 18 national schools. The programme was to be implemented in three phases and was expected to started in 2011 and end in 2017.
- 1.3 The Directorate of Secondary & Tertiary Education (DS&TE) under the Ministry of Education, Science and Technology was in charge of implementing the Programme.

Motivation for the Audit

- 1.4 The Auditor - General authorised the audit after considering the following factors;
 - i. The implementation of NSUP was expected to ease pressure for admission of Form One students in the original 18 national schools. However, the schools have continued to experience pressure in demand for form one places despite elevation of 85 schools to national schools status.
 - ii. According to an article “Are national schools truly national?” published in The Daily Nation Newspaper (23rd February 2016), only one school out of the 103 national schools had admitted at least a student

from all 47 counties. Therefore, an audit was necessary to find out why the upgraded national schools were not achieving 100% student catchment in admissions of Form One students;

- iii. National schools are expected to be the centres of education excellence established for purposes of stimulating education standards and fostering national unity and social cohesion. Therefore, it was important to carry out an audit to find out whether they are offering a national standard of education;
- iv. Despite a fee guideline excluding infrastructure development from the school fees structure, there are increased complaints from parents with children in national secondary schools being asked to pay for infrastructure developments. The audit is therefore necessary to ascertain whether the funds under NSUP were utilised on infrastructure developments;
- v. The Constitution of Kenya gives every Kenyan the right to education, Basic Education Act No. 14(39) of 2013, spells out that the responsibility of the Cabinet Secretary for education as among others; to provide infrastructure including schools, learning & teaching equipment and appropriate financial resources as well as to ensure quality basic education conforming to the set standards and norms. The audit will seek to find out whether NSUP contributed to the achievement of this mandate;
- vi. The vision for the education sector for 2030¹ is “to have globally competitive quality education, training and research for sustainable development”. Therefore, the success of the National Schools Upgrading Programme will contribute towards attainment of vision 2030 education sector goal. It is therefore necessary to ascertain whether the programme is achieving its set objectives.

¹ Vision 2030 is a long-term development policy. And every sector's programmes and strategies are geared towards achieving this vision.

CHAPTER 2

2.0 DESIGN OF THE AUDIT

Audit Objective

- 2.1 The audit sought to find out whether the National School Upgrading Programme has enhanced access to a national school standard of education. The specific objectives of the audit were to assess whether the programme:
- Improved and expanded infrastructure facilities in the upgraded national schools;
 - Facilitated the expansion of curriculum in the upgraded national schools;
 - Eased pressure on demand for Form One places in the original 18 national schools;
 - Enhanced integration in the upgraded national schools through 100% catchment.

Audit Scope

- 2.2 The audit examined the activities of the Directorate of Secondary & Tertiary Education a department under the Ministry of Education Science and Technology in relation to the implementation of the programme. It covered the programme's activities for the period 2012/2013 to 2016/2017 during which the three phases of the programme were implemented;
- 2.3 The audit also examined the role played by the State Department of Public works in the implementation of the programme as well as the role of other key stakeholders;
- 2.4 Further, the audit examined the implementation of the programme in 22 schools but due to incomplete data availed in some schools, the audit only analysed and presented the available and complete data. As a result, some of the findings are based on data from a varying number of schools;
- 2.5 Data was also collected in four original national schools that were considered by the public to be offering a national standard of education in terms of; ideal facilities, infrastructure, broad curriculum and had a 100% catchment. These schools are Alliance High School, Alliance Girls High School, Lenana High School and Kenya High School. The findings have been presented as case studies in the findings chapter.

Audit Questions

- 2.6 The key audit question was: Has NSUP enhanced access to a national school standard of education? The audit sub-questions answered in order to achieve the audit objective were:
- Has NSUP improved and expanded infrastructure facilities?
 - Has NSUP facilitated the expansion of curriculum in the upgraded national schools?
 - Has NSUP eased pressure on demand for Form One places in the original 18 national schools?
 - Has NSUP enhanced integration in the upgraded national schools through 100% catchment?

Audit Assessment Criteria

- 2.7 The audit assessed the performance of the programme against criteria drawn from the Concept Paper on Establishment of National Schools, Basic Education Regulations 2015, Session Paper No. 1 of 2005 and Basic Standard Requirements for Registration of Education and Training Institutions in the Ministry of Education. Details on the audit criteria are provided in **Annexure 1** of this report.

Methodology of the Audit

- 2.8 The audit was conducted in accordance with performance auditing guidelines issued by the International Organisation of Supreme Audit Institutions (INTOSAI) and audit policies and procedures established by the Office of the Auditor-General (OAG). The guidelines and policies fulfil the requirements of the International Standards on Auditing (ISA)²;
- 2.9 To understand the operations of the Ministry of Education Science & Technology (MOEST), the Directorate of Secondary and Tertiary Education (DSTE) and the national schools the audit reviewed; MoEST Strategic Plan 2013 - 2017, concept documents for the project, Sessional paper no. 1 of 2005 and other documents as detailed in **Annexure 2**;
- 2.10 To understand the various functions and operations of MoEST, DS&TE and the national schools with regard to the implementation of the programme;

² INTOSAI Performance Audit Guidelines and The OAG – Kenya, Performance Audit Manual (2015)

the programme implementation team (DS&TE), 9 County Directors of Education, 9 County Public Works officers and the school management for all the sample were interviewed. Further information can be found in **Annexure 3**;

2.11 The audit examined the implementation of the programme by a sample of 22 schools selected from a population of 85 newly upgraded schools spread out across the country. The sample of the schools selected is as detailed in **Annexure 4**. The sample was selected using quota sampling on the basis of a number of pre-defined characteristics as outlined below:

- i. **Regional balance:** Schools in each of the 8 former provinces. This is in order to have a representation in all areas of the country.
- ii. **Gender balance:** Equity in gender where out of 22 schools 11 are girls' schools, 10 are boys' schools and one is a mixed school.

2.12 To understand how the national schools

implemented the project; the school infrastructure committee, board of management, school principals of 22 schools and 9 County Public Works officers were interviewed. Project documents such as; School Infrastructure Committee and minutes files, academic performance results list, Curriculum Based Establishments were reviewed. The infrastructural facilities and the projects that were implemented in the schools that were sampled were inspected. In addition, four original national schools were sampled so as to get an understanding of what the public perceives a national school to be;

2.13 The team developed audit evidence by presenting collected qualitative and quantitative data from different sources. The data was analysed by using descriptive statistical analysis such as summary statistics, tables and figures. Information from different types of data sources were combined to gain an understanding of the causes to the actual conditions on the ground. Further details of the methods of data analysis can be found in **Table 1**.

Table 1: Data Analysis

Key Audit Objective	Audit Sub-objective	Audit Sub-Questions	Methods of analysing the information	What the analysis will allow us to say
To find out whether the National School Upgrading Programme has enhanced access to a national school standard of education.	To find out whether the programme has Improved and expanded infrastructure facilities in the upgraded national schools.	Has NSUP improved and expanded infrastructure facilities?	Content analysis of information gathered from the interviews. Needs assessment list versus what the schools have implemented from the list.	Whether NSUP has met its objective of improving infrastructure facilities to enhance access to national school standard of education in the elevated schools.
	To find out whether NSUP has facilitated the expansion of curriculum in the upgraded national schools.	Has NSUP facilitated the expansion of curriculum in the upgraded national schools?	Quantitative analysis of the facilities available for technical subjects. Content analysis of information gathered from the interviews as well as the information gathered during the Physical verification.	Whether NSUP has facilitated the expansion of curriculum in the elevated schools.
	To find out whether NSUP eased pressure on demand for Form One places in the original 18 national schools.	Has NSUP eased pressure on demand for Form One places in the original 18 national schools?	Quantitative analysis of the documents requested on student intake. Content analysis of the data on student intake and minutes of the interviews done.	Whether NSUP has eased pressure in the demand for Form One places in the old national schools.
	To find out whether NSUP has enhanced integration in the upgraded national schools through 100% catchment.	Has NSUP enhanced integration in the upgraded national schools through 100% catchment?	Quantitative analysis of the student intake according to counties. Qualitative analysis of the data on student intake.	Whether the schools have increased the admission rate from all counties in Kenya in order to enhance integration.

Source: OAG-Kenya analysis

CHAPTER 3

3.0 DESCRIPTION OF THE AUDIT AREA.

Background Information

3.1 The Ministry of Education, Science and Technology, derives its mandate from the Constitution of Kenya, Chapter four articles 43, 53-59. Under the executive order No. 2/2013 on the organisation of the government of the Republic of Kenya, the ministry is responsible for among others the following:

- i. Education policy management;
- ii. Management of education standards;
- iii. Quality assurance in education;
- iv. Primary and secondary education institutions management.

3.2 The Directorate of Secondary and Tertiary Education is a department under the Ministry of Education, Science and Technology responsible for coordination and management of programmes and activities in secondary schools and diploma colleges. DSTE was responsible for implementation of NSUP and specific functions include among others:

- i. Management of external and national Government of Kenya projects;
- ii. Management of school grants;
- iii. Policy formulation and implementation.

The Organisation of the DS&TE under the MoEST

3.3 The Ministry is headed by the Cabinet Secretary for Education who is assisted by three Principal Secretaries; the Principal Secretary in charge of the State Department of Education, the Principal Secretary in charge of the State Department of Higher Education and the Principal Secretary in charge of the State Department of Vocational and Technical Training. The Directorate of Secondary and Tertiary Education is one of the 6 directorates under the State Department of Education.

Categories of Secondary Schools in Kenya

3.4 Kenya applies the 8.4.4 education system in public schools which consists of 8 years of primary/elementary school, 4 years of secondary/high school and 4 years in university/college. Entry into the secondary level is based on the student's performance in the national examination known as

Kenya Certificate of Primary Education (KCPE) which is conducted at the end of the primary education level. Entry into the university level is based on the student's performance in the national examination known as Kenya Certificate of Secondary Education (KCSE) which is conducted at the end of the secondary education level.

Form One Selection Process of Students to Secondary Schools

3.5 National schools are centres of education excellence established for purposes of stimulating education standards and fostering national unity and social cohesion. They are boarding schools whose catchment is 100 percent national and therefore are expected to take students from all the 47 counties in the country. They admit the top performing students in every county and currently there are 103 national schools. The Form One selection process into these schools is in two phases/stages:

- i. **First Selection:** Comprises students admitted to a school from an official computerised selection based on their pre-KCPE choices and academic performance in the exam.
- ii. **Second selection:** Comprises students who replace positions of candidates who fail to report during the first selection.

The National School Upgrading Programme

3.6 The National Schools Upgrading Programme was a project initiated following a policy decision by the government and a Presidential Directive of January 2011. The Sessional Paper No. 1 of 2005 outlines the policy framework for increasing access, equity and quality of education. In addition, the education sector has been charged with the responsibility of fostering national unity and social cohesion and offering quality education and preparing learners for the job market. The Government through the Ministry of Education was to work towards establishment of two national schools, one for either gender in counties that currently have none.

Objectives of the National Schools Upgrading Programme

- 3.7 The objectives of the National Schools Upgrading Programme include the following;
- i. To enhance access and ease pressure on the demand for Form One places in the original national schools;

- ii. To enhance national cohesion and integration;
- iii. To stimulate academic excellence and improve education standards in all counties for national development;
- iv. To improve and expand infrastructural facilities for the provision of quality education;
- v. To enhance equity in line with the new constitution.

3.8 The Ministry of Education Science and Technology was to achieve the objectives of this programme by funding infrastructural facilities and by working with key stakeholders. The improvement and expansion of infrastructural facilities was to facilitate increase of the student intake in the upgraded and expanded schools as well as easing congestion. This increment of students through national selection was to set in motion a chain of events which included; enhancing access and easing pressure on the demand for Form One places in the original national schools, enhancing national cohesion and integration, stimulating academic excellence in all counties for national development and last but not least enhancing equity in line with the new constitution.

Implementation Time Plan for the Programme

3.9 For the upgrading of the 85 schools, the project was divided into 3 phases over a period of 7 years with every school budgeted to receive funds every year for 4 consecutive years as detailed below:

- i. **Phase 1:** A total of 30 schools were selected in readiness for Form One intake of January 2012. Needs-assessment was to be carried out to identify infrastructure needs of the proposed schools. Kshs.750 Million was set aside for this initial implementation;
- ii. **Phase 2:** An additional 30 schools were selected in the financial year 2012/2013 after a needs-assessment was carried out to identify infrastructure needs. Monitoring and evaluation of schools in Phase 1 was to be carried out and assessment of the funding needs done. The budgetary requirement for the initiation of this phase was Kshs.1, 507,600,000;
- iii. **Phase 3:** The final 25 schools were identified by the ministry in the financial year 2013/2014. Need assessment was to be carried out to identify infrastructure needs.

Monitoring and evaluation of schools in Phase 1 and 2 was to be carried out and assessment of the funding needs for year 3 done. The projected cost was Kshs. 2.182 Billion. By the end of this phase a total of 85 schools country-wide were supposed to have been upgraded to national status.

3.10 A summary of the programme budget as outlined in the concept paper for the three phases to be carried out in 7 years is as tabulated in **Table 1** below and in **Annexure 5**. At the end of every financial year, the programme was to be evaluated on the seventh year and a summative report done.

Table 2: Implementation of NSUP per phase

Phases/ Year	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017
Phase 1							
Needs assessment	1,900,000						
Capacity Building for school management team	1,800,000						
Consultative meeting with the school management team	100,000						
Identification of the first 30 schools	200,000						
Identification of the second group of 30 schools		200,000					
Disbursement of funds to phase 1 schools		750,000,000					
Monitoring and Evaluation of year 1 activities		1,800,000					
2nd disbursement of funds to phase 1 schools			750,000,000				
3rd disbursement of funds to phase 1 schools				750,000,000			
Final disbursement of funds to phase 1 schools					750,000,000		
Phase 2							
Consultative meeting with the school management teams		100,000					
Needs assessment for new target schools		1,900,000					
Identification of third group of 27 schools			200,000				
1st disbursement of funds to phase 2 schools			750,000,000				
Capacity building for the school management team			1,800,000				
Monitoring and Evaluation of year 2 activities			3,600,000				

Phases/ Year	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017
2nd disbursement of funds to phase 2 schools				750,000,000			
3rd disbursement of funds to phase 2 schools					750,000,000		
Final disbursement of funds to phase 2 schools						750,000,000	
Consultative meeting with school management teams			100,000				
Needs assessment for new target schools			1,900,000				
1st disbursement of funds to phase 3 schools				675,000,000			
Capacity building for the school management team				1,800,000			
Monitoring and Evaluation of year 3 activities				5,400,000			
2nd disbursement of funds to phase 3 schools					675,000,000		
Monitoring and Evaluation of year 4 activities					5,400,000		
Monitoring and Evaluation of year 5 activities						5,400,000	
3rd disbursement of funds to phase 3 schools						675,000,000	
Final disbursement of funds to phase 3 schools							675,000,000
Monitoring and Evaluation of year 6 activities							5,400,000
Programme evaluation and summative report writing							2,000,000
TOTAL	4,000,000	754,000,000	1,507,600,000	2,182,200,000	1,430,400,000	1,430,400,000	74,900,000

Source: Concept Document on Establishment of National Schools

Criteria for Selection of the Schools to be upgraded

3.11 Following the need to increase the number of national schools, a committee was set up to develop criteria for schools to be upgraded, prepare an implementation road map, review 2012 Form One selection guidelines and give recommendations on the project. The criteria set by the committee for selection of schools to be upgraded included;

- i. **Performance:** A consistent performance of mean grade C+ at KCSE and above for the past five years (2006-2010);
- ii. **Equity Considerations:** 2 schools of each gender in every county;
- iii. **Affirmative Action:** In exceptional cases where no school in a county met the set criteria affirmative action was to be applied;
- iv. **Gender Parity:** Equal existence of a school of each gender;
- v. **Infrastructure:** Access to amenities, quality boarding facilities, land for expansion, three or more streams and accessible location;
- vi. **Community support:** Willingness of the school management and communities/ stakeholders to avail schools for elevation to national status.

Characteristics of National Schools

3.12 The proposed National Schools were to be model schools that would have the following distinctive features:

- i. Offer diversified curriculum that includes subjects from all the categories in the 8-4-4 Secondary School curriculum and co-curricular activities. It will endeavour to identify, develop and nurture talents of individual students in all areas such as sports, music and martial arts;
- ii. High sensitivity to students needs through sound students welfare enhanced in order to deal with and contain indiscipline among teachers, students and the non-teaching staff;
- iii. Adequate physical facilities. These include modern classrooms, well-equipped libraries and laboratories for sciences as well as ICT, and workshops for technical subjects. Facilities should be in line with

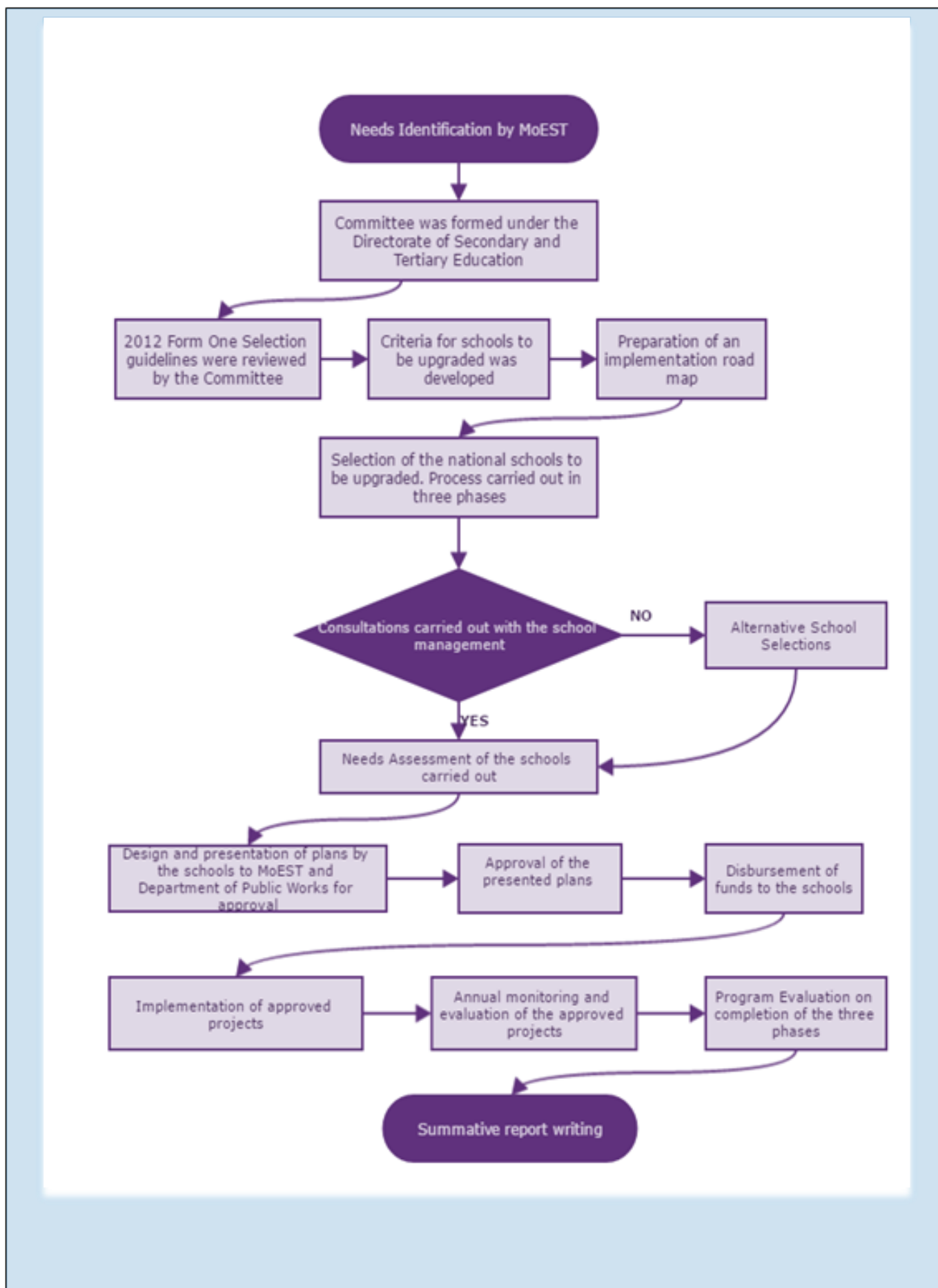
the requirements of the Public Health Act stipulated standards and intended standards for education provision;

- iv. Good academic performance. This will not be achieved through forced repetition or registering weak students in neighbouring or other schools, but it will be necessitated by the sound curriculum implementation;
- v. High stakeholder support and involvement. The schools shall endeavour to work hand in hand with the community and other stakeholders harmoniously;
- vi. Application of acceptable learning standards namely: creation of learner friendly environments including provision for learners with disability, in service/ teacher development practices, team teaching, open door classrooms learning policy, teacher exchange, and mentorship, among others;
- vii. The school shall embrace concepts of strategic planning (vision, mission and values), school development plans and other applicable management practices;
- viii. Integration of ICT in curriculum delivery;
- ix. The schools shall offer special education programme for students with special needs.

Process Description of the Programme

3.13 Figure 1 is a process description of the National School Upgrading Programme from the time of inception to the completion of the programme. It details the steps that were instrumental in running the programme.

Figure 1: Process Description for the National School Upgrading Programme



Source: OAG-Kenya analysis of MoEST National Schools Upgrading Programme

Stakeholders of the National School Upgrading Programme

- 3.14 The DS&TE implemented the project and some of the major stakeholders included; the students and teaching staff in the National Schools, the State Department of Public Works and the national schools management teams.
- 3.15 The State Department of Public Works provides consultancy and supervisory services to government ministries and agencies for development and maintenance of public buildings. In this context, it uses multi-disciplinary teams comprising of building professionals to fulfil its mandate. Its main functions include project development and project management. It is charged with the responsibility of planning, designing, construction and maintenance of government assets.

Sources of Funds

- 3.16 The National Schools Upgrading Programme was funded by the Government of Kenya through the Ministry of Education, Science and Technology. The funds were to be disbursed over a period of seven years in three phases, from Financial Year 2010/2011 to Financial Year 2016/2017. Details of the funds budgeted by the ministry and how they were disbursed are as shown in **Table 3**:

Table 3: Sources of funding

YEAR	BUDGET	ACTUAL	VARIANCE in Kshs.	VARIANCE in %
2011/2012	754,000,000	752,638,500	1,361,500	0.18%
2012/2013	1,507,600,000	750,000,000	757,600,000	50.25%
2013/2014	2,182,200,000	429,351,811	1,752,848,189	80.32%
2014/2015	2,180,400,000	849,999,986	1,330,400,014	61.00%
Total	6,624,200,000	2,781,990,297	3,842,209,703	58.00%

Source: OAG- Kenya analysis of MoEST financial records

CHAPTER 4

4.0 FINDINGS OF THE AUDIT

4.1 The National School Upgrading programme was expected to enhance access by admitting more students to the newly upgraded schools. Audit findings indicate that there was an increase in student enrolment in the newly upgraded schools. Analysis of the data on student population of the sampled schools from 2012 to 2016 indicates that 13 out of 19 schools had increased their student population as indicated in **Table 4** and **Annexure 6**, with some of the schools recording a population increase of up to 58%.

Table 4: Student Population Increase

SCHOOL	Year		Increase	Increase in %
	2012	2016		
Karima Girls High School	988	1,564	576	58%
Nyabururu Girls High School	1,231	1,836	605	49%
Mbita Boys High School	758	1,116	358	47%
St. Joseph's National School	1,576	2,110	534	34%
Siakago Girls High School	558	747	189	34%
SA Kolanya Girls High School	885	1,174	289	33%
Maralal High School	532	668	136	26%
Ole Tipis Girls High School	650	784	134	21%
Kipsigis Girls High School	854	990	136	16%
Bahari Girls High School	609	700	91	15%
Baricho Boys High School	1,113	1,265	152	14%
Kagumo Boys High School	1,059	1,186	127	12%
Moi Nyabohanse Girls School	530	591	61	12%

Source: OAG-Kenya data analysis of student intake

4.2 However, despite the increase in student population, the programme did not achieve the intended objective. Details of the findings are as indicated in the following paragraphs:

i. Continued Pressure for Form One Places in the Original National Schools

4.3 According to the Concept Paper on Establishment of National Schools, one of the objectives of the National Schools Upgrading programme was to enhance access and ease pressure on the demand for Form One places in the original schools by placing more students in the newly upgraded schools.

4.4 Documentary review of Form One waiting lists in the original national schools revealed that this had not been achieved as there was still increasing demand for Form One places in the original national schools. Analysis of the waiting list for 10 of the 18 original national schools showed that there has been a consistent demand. **Table 5** shows the number of students who sought but did not get Form One admission in the original 18 national schools during the 2nd selection from 2012 to 2016.

Table 5: Waiting list in the original national schools

SCHOOL	WAITING LIST				
	2012	2013	2014	2015	2016
Moi Forces	372	473	338	275	293
Alliance Boys	430	450	750	700	370
Kenya High	231	284	334	362	398
Alliance Girls	300	400	732	560	500
Nakuru Girls	438	343	553	496	583
Lenana School	543	548	543	683	611
Limuru Loreto	434	527	707	881	692
Mary Hill	557	563	565	1,007	711
Mangu	716	259	830	840	880
Starehe Boys	25,865	20,570	13,347	14,717	15,084

Source: Ministry of Education Science & Technology

4.5 The continued pressure on the original national schools was attributed to the low reporting rate in the upgraded schools. Analysis shows that 13 out of 16 schools could not attract even half of the students selected

(50% of the students selected) and in some case only 3% reported as shown in **Chart 1**.

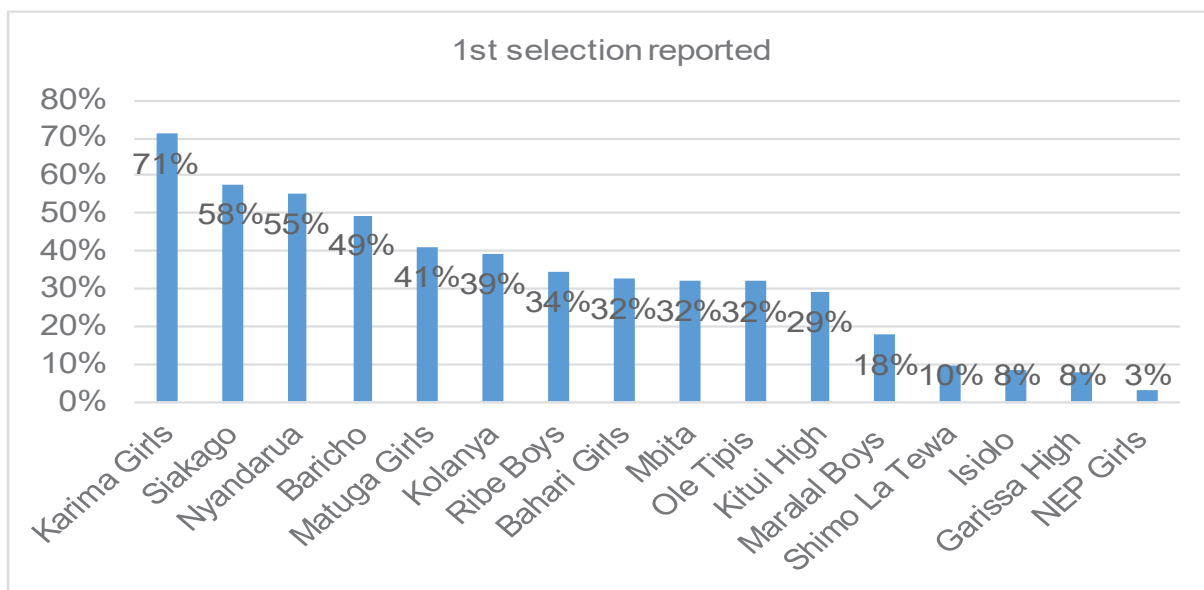


Chart 1: Form 1 Selection Reporting Rate

4.6 Interviews with the management in the original national schools revealed that the continued pressure was attributed to the public perception that the new national schools were yet to meet the required standards of a national school. Interviews with the management of the upgraded schools further informed the audit team that most parents visit the school first to assess the condition of facilities and whether they are suitable for their children. In most instances, they fail to enrol their children in these schools because they don't meet their expectation of a national school.

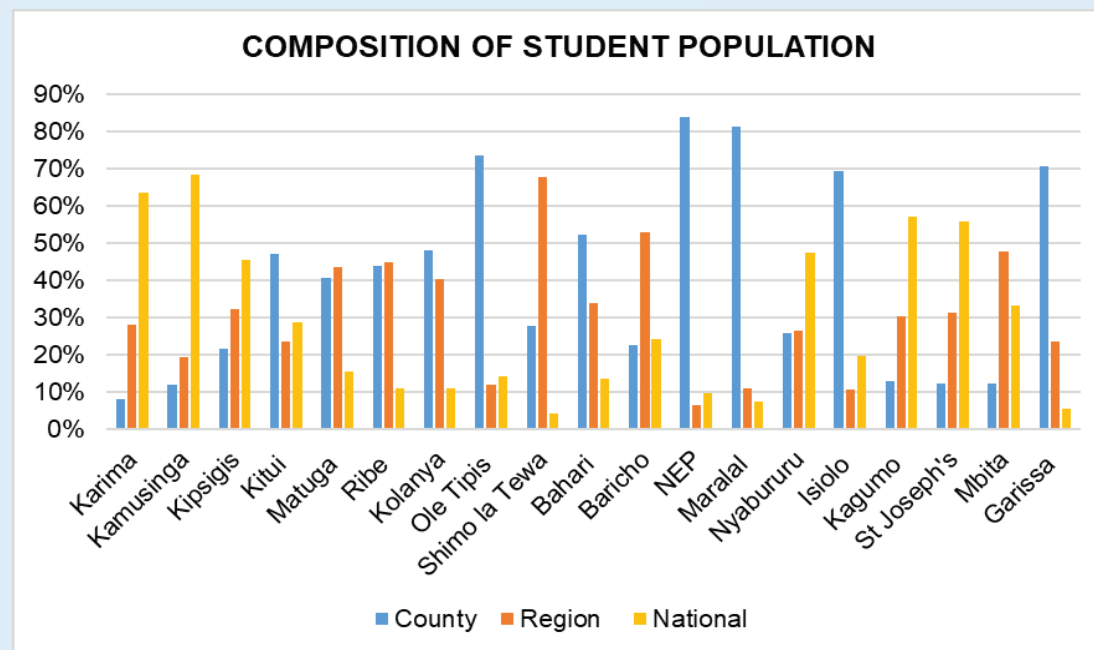
the lowest integration being 4% in Shimo la Tewa. This limits students' interaction with students from other areas and as such little integration was being achieved. A further breakdown of the chart is elaborated in the tables below.

ii. NSUP has not Enhanced Integration in the Upgraded National Schools

4.7 NSUP was also meant to enhance national cohesion and integration as national secondary schools were singled out as the best suited to foster national unity and hence were expected to admit 100% from the national catchment. The integration was to enhance student interaction with different cultures, tribes and languages at an early stage. This would create tolerance and reduce tribal differences and eventually contribute to national cohesion and integration when the students leave school and join universities, colleges and finally the working population.

4.8 However, analysis of Form One intake records revealed that this was not being achieved as most of the upgraded schools admitted students from their own counties and counties within their regional area as shown in **Chart 2**. In addition, none of the schools sampled was able to achieve 100% integration with

Chart 2: Student intake distribution



County: School's host county

Region: Counties within the former respective province, excluding own county

National: All counties outside the former respective province

Source: OAG-Kenya analysis

4.9 Analysis of data on national intake indicate that 11 out of the 18 schools had less than 30% of their students from other counties against the expected 100% as shown in **Table 6**. In the extreme case of Bahari Girls, no student reported from outside the region in 2014.

Table 6: Lowest National Intake

SCHOOL	2013	2014	2015	2016	Average
Kitui High	27%	31%	31%	26%	29%
Matuga Girls		6%	10%	31%	16%
Ribe Boys	7%	10%	18%	9%	11%
Sa Kolanya	14%	6%	10%	15%	11%
Ole Tipsis	14%		14%		14%
Shimo La Tewa	2%	6%	2%	7%	4%
Bahari Girls		0%	1%		1%
Nep Girls	3%	16%	10%	10%	10%
Maralal		4%	9%	9%	7%
Isiolo Girls		21%		19%	20%
Garissa High	5%	6%	3%	8%	6%

Source 1: OAG-K Analysis

4.10 As a result of failure to attract students nationally, the upgraded schools ended up admitting students from their own counties and neighbouring counties within their regions. The audit findings indicates that 10 out of 18 schools sampled admitted more than 40% of students from their own county with some taking up to 88% as shown in **Table 7**.

Table 7: Highest intake from own county

SCHOOL	2013	2014	2015	2016	Average
Kitui High	57%	32%	50%	50%	47%
Matuga Girls		47%	42%	33%	41%
Ribe Boys	44%	53%	35%	44%	44%
SA Kolanya	63%	54%	39%	37%	48%
Ole Tipsis	74%		73%		74%
Bahari Girls		61%	70%		66%
NEP Girls	88%	80%	86%	81%	84%
Maralal High		86%	80%	78%	81%
Isiolo Girls		68%		71%	70%
Garissa High	57%	64%	83%	79%	71%

Source: OAG-Kenya analysis of form 1 intake data

4.11 The high percentage of intake from within the county was as a result of failure to get 100% of the students from the first selection reporting. As a result, the schools end up filling slots of national students who fail to report with the second selection which comprises of students from within the county.

4.12 Interviews with the school management revealed that except for NEP Girls and Garissa High school where the low student intake was attributed to insecurity in the region, the low national intake in most of the schools was attributed to perception by the public that the upgraded schools did not meet the standards of national schools and therefore parents still sought admission in the original national schools.

4.13 Contrary to the minimal integration in the newly upgraded schools, the original national schools enrolled students from nearly all the 47 counties in the country and hence integration among the students was higher as shown in the **Case study 1** below.

CASE STUDY 1: INTEGRATION IN ORIGINAL NATIONAL SCHOOLS

Analysis of data on student intake in the original national schools revealed they had students from nearly all the 47 counties in the country. This is evident in the table below as the catchment ranged from 87% to 100% over the period 2012 to 2016.

School	National Catchment Rate				
	2012	2013	2014	2015	2016
Lenana School	100%	96%		94%	96%
Alliance High School	100%	100%	100%	89%	100%
Alliance Girls High School	96%	96%	100%	94%	98%
Kenya High School	100%	91%	94%	91%	87%

Source: OAG – Kenya, April 2017

4.14 The poor perception of the public on the standards of the upgraded schools was mainly attributed to failure by the newly upgraded schools to improve and expand their infrastructural facilities to the expected standards of a national school and also failure to expand their curriculum to match the standards of the original national schools as detailed below.

iii. Inadequate Improvement and Expansion of Infrastructural Facilities to the Expected National Standards

4.15 One of the objectives of the programme was to improve and expand infrastructural facilities for the provision of quality education in the newly elevated schools. These facilities were to include modern classrooms, dormitories, dining halls, libraries and laboratories for sciences as well as ICT, and workshops for technical subjects. However, the audit revealed that the schools continued to increase the student intake without adequately improving and expanding the infrastructure facilities to accommodate the growing numbers as well as match the standards expected of a national school. This led to congestion and deterioration of the existing facilities as indicated below;

4.16 Classrooms were one of the infrastructural facilities that needed to be expanded in order to enhance access to a national standard of education. The audit established that classrooms were not adequately expanded as 16 (73%) of the 22 sampled schools, were holding more than 45 students in a class with some holding up to 76 students contrary to the requirements of the Basic Education Regulations 2015 article 64 (e) as shown in **Table 8**.

Table 8: Average number of students per class

SCHOOL	NUMBER OF STUDENTS IN A CLASSROOM IN 2016			
	Form 1	Form 2	Form 3	Form 4
	AVERAGE NO. OF STUDENTS PER CLASS	AVERAGE NO. OF STUDENTS PER CLASS	AVERAGE NO. OF STUDENTS PER CLASS	AVERAGE NO. OF STUDENTS PER CLASS
Nyabururu Girls High School	76	68	68	58
SA Kolanya Girls High School	67	68	72	70
Ole Tipis Girls High School	67	49	54	52
Mbita Boys High School	64	60	46	48
Garissa High School	60	52	36	33
Karima Girls High School	60	66	61	53
Baricho Boys High School	58	53	52	38
St. Joseph’s National School	58	71	67	53
Friends School Kamusinga	56	55	60	46
Siakago Girls High School	55	50	62	48
Kitui High School	54	47	42	30
Kagumo Boys High School	54	51	47	47
Bahari Girls High School	52	51	45	37
Shimo La Tewa	51	50	41	37
Moi Nyabohanse Girls School	50	45	53	49
Nep Girls Secondary School	44	54	48	51

Source: OAG-K data analysis

4.17 As a result of the big number of student in the classrooms, there was reduced teacher-student interaction which hampers delivery of effective and quality education.

4.18 Further, according to the basic education regulations 2015, article 64 section (d), every institution of basic education and training is expected to have a provision for a dining room. Physical verification revealed that dining halls were under capacity in 18 out of 22 schools with some of the schools having students in excess of their capacity by 89% as shown in **Table 9**.

Table 9: Dining Hall Capacity

SCHOOL	CURRENT SCHOOL POPULATION	DINING HALL CAPACITY (STUDENTS)	EXCESS STUDENTS	EXCESS STUDENTS (%)
Shimo La Tewa	915	100	815	89%
Mbita Boys High School	1,165	150	1,015	87%
Maralal High School	668	100	568	85%
Nyabururu Girls High School	1,836	520	1,316	72%
Karima Girls High School	1,564	600	964	62%
Kipsigis Girls High School	990	400	590	60%
Siakago Girls High School	745	320	425	57%
Bahari Girls High School	700	320	380	54%
Friends School Kamusinga	1,083	500	583	54%
St. Joseph's National School	2,110	1,000	1,110	53%
Baricho Boys High School	1,265	600	665	53%
Ribe Boys High School	702	350	352	50%
SA Kolanya Girls High School	1,174	600	574	49%
Ole Tipis Girls High School	786	500	286	36%
Moi Nyabohanse Girls Secondary School	591	400	191	32%

Source: OAG-K data analysis

4.19 As a result of inadequate space, students in 8 out of the 22 schools sampled were taking their meals in shifts while in 5 of the schools, students took their meals either under the hot sun seated on the rocks, on the pavements or under the trees as shown in **Picture 1**. This was a big challenge especially during the rainy season as the students were forced to take their meals from any available shelter within the vicinity of the dining hall.



4.20 In other instances, some of the schools did not have adequate furniture in their dining hall as shown in **Picture 2**. This was the case in Shimo la Tewa and Garissa High school where the dining hall had less than 15 tables and less than 100 stools against a population of 900 students.

Picture 2: Insufficient dining hall facilities



From left: Insufficient dining hall furniture in Garissa High and Shimo la Tewa

Source: OAG – Kenya, October 2016

4.21 Interviews with the school management indicated that lack of sufficient dining halls in these schools affects students’ morale and especially when compared to the standards of dining hall facilities in the original national schools as indicated in the **Case study 2**.

CASE STUDY 2: ALLIANCE HIGH SCHOOL DINING FACILITIES

In Alliance High School, the dining hall had a capacity of 2000 against a student population of 1632 ensuring the comfort of the students during meal times as shown in **picture 3**.

Picture3: Alliance High School dining hall



The picture above is an illustration of the dining hall facilities in Alliance High School. It shows the ample space and dining hall furniture available for student use.

Source: OAG – Kenya, April 2017

4.22 With regard to boarding facilities, more than 50% of the 22 sampled schools did not have adequate dormitories for their current population, 7 of the schools had students in excess of their capacity of between 29% - 71% as indicated in **Table 10**.

Table 10: Dormitory Capacity

SCHOOL	CAPACITY			
	IDEAL	ACTUAL	EXCESS	EXCESS
			STUDENTS	STUDENTS %
Kagumo High	700	1,200	500	71%
SA Kolanya Girls High School	784	1,175	391	50%
Mbita Boys High School	785	1,116	331	42%
Siakago Girls High School	566	744	178	31%
St. Joseph's National School	1,620	2,108	488	30%
Nyabururu Girls High School	810	1,047	237	29%

Source: OAG-Kenya analysis

4.23 To cope with the situation, some of the schools had introduced triple-decker beds in the dormitories, as shown in **Picture 4**, contrary to the quality assurance standards that require beds to be either single or double-decker but not any other.

4.24 Further, despite the basic education regulations 2015, article 83 section (k) requiring a distance of 1.2 m between beds and corridors of 2 metres wide as the standard for boarding facilities, 18 out of 22 sampled schools had a distance of less than 1.2 metres between beds. In some extreme cases, the beds left no space between them and in some instances beds were on the corridors as shown in **Picture 4** thus posing a safety hazard to the students.

Picture 4: Inadequate dormitory facilities



Clockwise: Triple-decker bed placed in the hallway in Nyabururu Girls because the cubicles are filled beyond capacity. Lack of space between the beds due to overcrowding in the dormitory in Mbita Boys. Cubicle containing 5 triple-decker beds instead of double or single-decker beds in St. Joseph's.

Source: OAG- Kenya, October 2016

4.25 This was contrary to what was expected of the programme, that the upgraded schools were to have dormitories that match the expected standards of a national school as is the case of the original national schools that had sufficient dormitory facilities as evident in the **Case Study 3**.

CASE STUDY 3: ALLIANCE HIGH SCHOOL BOARDING FACILITIES

Compared to what was the situation in upgraded schools, the original national schools had sufficient dormitories as evident in picture 5 below of a dormitory in Alliance High School where the dormitories had inbuilt cubicles holding strictly four students per cubicle, inbuilt wardrobes for each student, hot showers, ironing areas, fire extinguishers, and modern

Picture 5: Boarding facilities at Alliance High School



The images above are illustrations of the modern boarding facilities available at Alliance High School.

Source: OAG – Kenya, April 2017

- 4.26 Further, some of the schools had very poor or inadequate sanitary facilities. For instance, Mbita, Maralal, Nyandarua, Kitui, Baricho and SA Kolanya schools lacked ablution blocks hence used facilities outside the dormitories or shared with other dormitories as shown in **Picture 6**. In Kagumo, the toilets in the tuition blocks were in very poor condition, with broken doors while in Baricho boys' toilet facilities were dilapidated with some having sunk into the ground and condemned for use.

Picture 6: Sanitation facilities at the schools

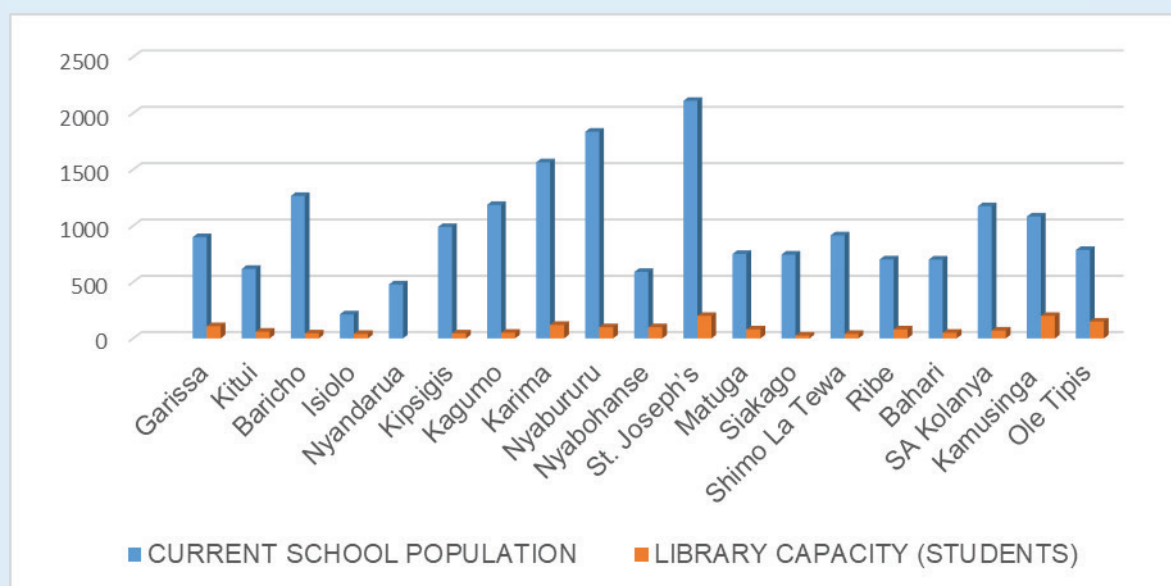


Outside shower rooms for Baricho Boys and an open shower area for SA Kolanya Girls.

Source: OAG – Kenya, October 2016

4.27 Library facilities were equally not adequate. According to the International Federation of Library Association standards³, a library should serve a quarter of the school’s population. Interviews with school management and physical verification of all the schools visited revealed that they had insufficient library capacity for their population as shown in **Chart 3**.

Chart 3: Library capacity versus school population



Source: OAG-Kenya analysis

4.28 Further, three of the schools did not have library facilities either because the library had been converted into a classroom or it was just a small book store or the library was not there at all as shown in **Picture 7**. In other cases, either the libraries did not have adequate reference materials or had no furniture

3 IFLA (International Federation of Library Association) Standards 2015. IFLA school library standards.

Picture 7: Insufficient library facilities



Small bookstore that serves as a library in Maralal High School and a library that was converted to a classroom in Bahari Girls.

Source: OAG – Kenya, October 2016

4.29 Consequently, the students were not motivated due to poor research opportunities and also felt underprivileged compared to their counterparts in the original national schools who have better library facilities as indicated in **Case Study 4**.

CASE STUDY 4: ALLIANCE HIGH SCHOOL RESOURCE CENTRE

Contrary to the situation in the upgraded national schools, the original national schools had far much better facilities where for instance in Alliance High School, the library was adequately stocked with books, had ample sitting area with study carrels and chairs that served half of the school population. It also had qualified librarians and a computerised library system for efficient use of the library.

Picture 8: Resource Centre at Alliance High School



Images above illustrate the modern facilities available at the resource center in Alliance High School.

Source: OAG – Kenya, April 2017

4.30 The upgraded national schools were also expected to have sufficient and well-equipped laboratories for sciences. Though the Ministry had no criteria for what is the sufficient number of laboratories for a given population, interviews with school management and physical verification indicated that none of the schools visited had adequate number of laboratories for the streams in the school. Therefore, the students had to sit for practical exams in multiple shifts and in some schools, form 1 and 2 students had to do their practical lessons in the classrooms.

4.31 Further, physical verification revealed that most of the laboratories were not in good working condition, others were dilapidated and in most cases the laboratories did not have appropriate utilities as indicated in **Annexure 7** and **Picture 9**.

Picture 9: Condition of Laboratories



Kitchen sink installed in chemistry laboratory in Garissa High School. Biology laboratory used concurrently as a home science workshop in Bahari Girls.

Source: OAG – Kenya, October 2016

4.32 Insufficient, dilapidated and poor condition of the laboratories facilities hindered effective learning of the sciences in the upgraded schools. This was different to the situation in the old national schools as they had sufficient and well equipped laboratory facilities as indicated in the **Case Study 5** for Alliance High school.

CASE STUDY 5: MODERN LABORATORY FACILITIES AT ALLIANCE HIGH SCHOOL

Alliance High School had 12 laboratories fitted with ultra-modern fume chambers, fully functional work stations, and an emergency water shower in the chemistry laboratory. In addition, the school had 3 science lecture rooms and 2 multipurpose lecture rooms equipped with smart boards for audio-visual lessons as shown in **Picture 10** below.

Picture 10: Modern Facilities at Alliance High School



iv. Reasons why the Upgraded Schools did not improve or expand their Infrastructural Facilities to the Expected Standards of a National School

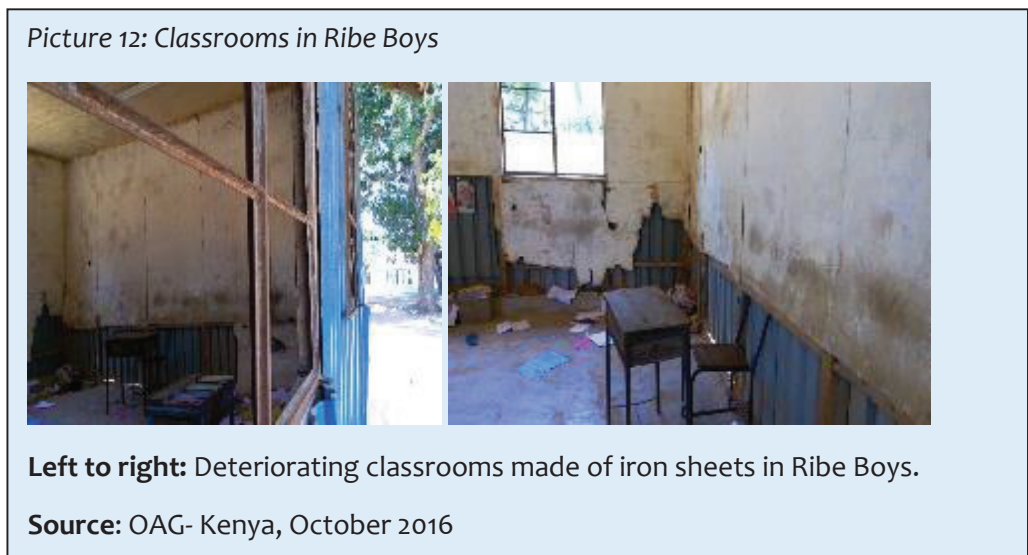
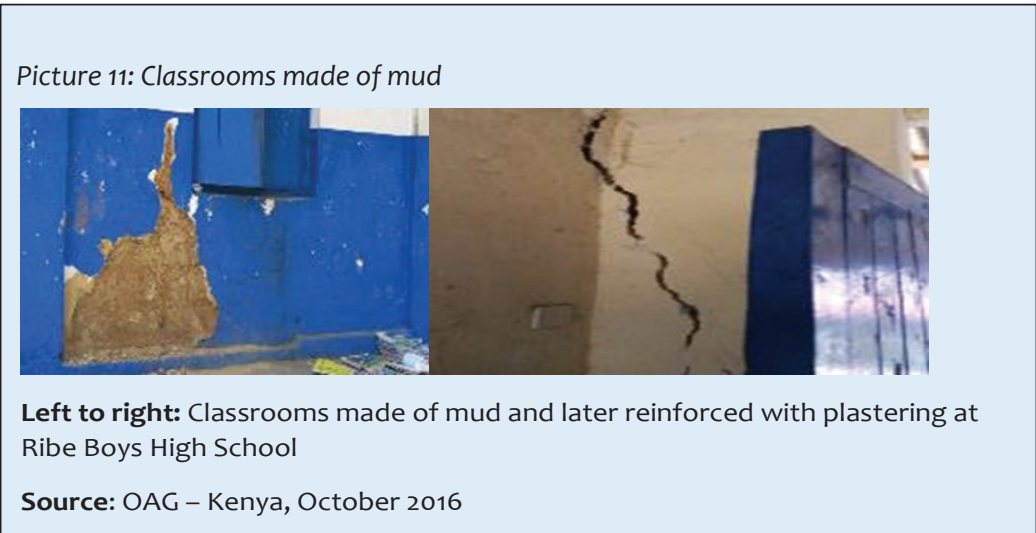
4.33 Failure to improve or expand the infrastructural facilities to the expected standards of a national school was mainly attributed to poor needs assessment, failure by MoEST to disburse funds as initially planned, poor supervision and inadequate monitoring and evaluation of the programme as discussed below:

Poor Needs Assessment Carried out by DS&TE

4.34 According to the concept paper on upgrading of national schools, DS&TE was to undertake a needs assessment exercise to evaluate the existing capacities, existing structures and facilities in order to identify the infrastructure needs that needed to be addressed in order to upgrade the schools to the expected standards of a national school. The needs assessment which was to form the basis for initial funds disbursement and subsequent budgetary allocations was to be done through interactive sessions of the school management and MoEST. The budgetary allocation is illustrated in **Annexure 5**.

4.35 Despite a budgetary allocation of Kshs. 5.7 Million set aside to carry out this exercise, it was not effectively done. Interviews with school management revealed that there were no interactive sessions with MoEST to ascertain the various needs of the schools. As a result, some of the schools ended up undertaking non-priority projects that were not geared toward achieving the intended objectives of the programme at the expense of critical facilities that needed to be prioritised in order to achieve the intended purpose of the programme. This resulted in lack of adequate and necessary facilities in most of the upgraded schools as indicated in this report.

4.36 For instance, Ribe Boys used the NSUP funds to renovate 17 classrooms that were semi-permanent instead of putting up new permanent classes as per NSUP’s requirements.13 of these were mud-walled classes and the other 4 were made of iron sheets. Physical verification revealed that despite NSUP funds having been used on carrying out renovations, the classroom walls had deep cracks and the paint was already peeling off exposing the weak mud walls thus posing a health hazard to the students. **Picture 11** and **12** shows some of the deteriorated classrooms made of mud and iron sheets respectively.



4.37 Thus the school ended up using the allocated funds on classes that are below the expected standards of a national school. If proper needs assessment had been carried out and verified by the ministry, the school would have prioritised construction of permanent classrooms.

4.38 In another instance, Shimo la Tewa renovated a dining hall which was later converted to a classroom due to shortage of classes. Proper needs assessment would have prioritised construction of classes as they were the most urgent needs. Similarly, in NEP Girls’, the school management revealed that a fence was the most urgent need due to the insecurity in the region, as it would have provided a sense of security to students and

also help in attracting more students from other regions. However, due to poor needs assessment, the school built a dormitory and classrooms that were unoccupied at the time of the audit due to under-population. The school had 90% of students coming from the local region, most of who were day scholars as students did not feel secure boarding in the school. Had the MOEST carried out a proper needs assessment, the schools would have identified and implemented the most urgent needs that would have enhanced their ability of providing a national standard of education as envisaged under the programme.

Failure by MoEST to Disburse Funds as Initially Planned

4.39 According to the concept paper on Establishment of National Schools, a key objective of the National Schools Upgrading Programme was to enhance equity in line with the new constitution. This objective was to be achieved by ensuring that each county had two national schools; one for each gender. To achieve this, the newly upgraded schools were to receive Kshs.25 Million every year for four consecutive years to enable them improve/expand their infrastructural facilities to bring them to a national school standard.

4.40 However, the audit revealed that the schools were only funded with the initial amount of Ksh. 25 million with no further funding in subsequent years. Therefore, they were not able to undertake all the projects they had identified in their School Infrastructure Development Plan (SIDP). Details of the schools SIDP's that stipulated all the needs and future plans that would have steered the schools to national school standard but which were not implemented due to lack of funding are as indicated in **Annexure 9**. Consequently, the upgraded schools were not able to expand or upgrade their infrastructural facilities expected of national schools.

4.41 For Instance, Mbita Boys' prioritised construction of dormitories in order to cope with the increased number of student population but the funds got exhausted before the project was complete. The school continues to hold 1,116 students in a facility that has capacity to hold only 785 students. Similarly, SA Kolanya Girls, prioritised construction of the dormitories in order to ease congestion but the funds got exhausted before the project was completed. The school management was forced to install triple-decker beds so as to accommodate the increased number of students in the school. The school needs an extra Kshs.38 million

to complete the twin dormitory. The same case applies to Nyandarua high school which requires Ksh. 7.2 million to complete the lower floor of the twin dormitory that stalled after the funds got exhausted before the project was complete.

Inadequate Monitoring and Evaluation

4.42 According to the concept paper on establishment of National Schools, DS&TE was to carry out monitoring and evaluation of the projects undertaken each year and a budget of Kshs. 21.6 million was set aside for the exercise. This was to ensure that the programme was implemented as intended. However, audit findings indicate that monitoring and evaluation was not carried out as envisaged. Interviews and documentary review indicated that only site visits were carried out in 12 out of the 22 schools sampled but no feedback was given hence the schools did not benefit from the exercise.

4.43 Further, through MoEST circulars, schools had been directed to prepare quarterly reports in order to inform DS&TE of the progress of the projects but only 12 schools sent progress reports to MOEST intermittently. Interviews with schools management revealed that the Ministry did not follow up to ensure that the schools did the reports neither did they give feedback on the few reports that were sent to them. Hence, the exercise did not add value to the implementation of the programme. In addition, MoEST did not make use of the School Audits Department in monitoring and evaluation of the programme despite the department having offices in all the counties and the fact that the department is in direct contact with all schools at the County level.

4.44 Further, it was mandatory for the Sub-County Director of Education's office to have a representative in the Board of Management of the school and subsequently the School Infrastructure Committee. Therefore, the County Director of Education's (CDE's) office was involved in the programme through the Sub-County Director of Education Office. However, despite the involvement of the CDE's office, interviews with 6 out of 7 CDE's revealed that CDE's were not actively involved in monitoring and evaluation of the NSUP projects and consequently did not give feedback to the Ministry on challenges that were being experienced in the schools.

4.45 Failure to conduct monitoring and evaluation resulted in schools not implementing the projects as required which further contributed to the schools not attaining the expected national standard of education.

Supervision of the Projects was not Effectively Carried Out

4.46 In the National School Upgrading Programme, the State Department of Public Works (SDPW) was at the core of the projects implemented in the schools by serving as the project managers. Their role included supervision of the projects, drawing the Bill of Quantities and designs of the projects. Interviews and documentary review revealed that involvement of the SDPW varied from school to school. Some schools were well advised to undertake the projects that were within the available funds whereas other schools did not get such advice and therefore ended up with projects that were way beyond the allocated funds. As a result, the projects in some of the schools, for instance Nyandarua High and SA Kolanya stalled as the funds got exhausted before the projects were completed.

4.47 In other cases, the designs were not properly drawn as SDPW made omissions in the Bill of Quantities. This resulted in variations in the cost of the projects since the omissions were critical to the projects and as a result, the costs escalated beyond the initial estimated cost of the projects as shown in **Table 11**.

Table 11: Cost variations in various schools

School	Initial Cost in Kshs.	Cost Variation in Kshs.	Final Cost in Kshs.
Friends School Kamusinga	6,895,775	1,580,000	8,475,776.
Maralal High School	23,520,728	3,344,620	26,865,348
Nyandarua High	25,000,000	7,200,000	32,200,000
Sa Kolanya	25,000,000	19,500,000	44,500,000

Source: OAG-Kenya analysis

4.48 The schools had to seek additional funds from parents which proved difficult due to the removal of the infrastructure development vote head through the gazettment of the fees structure guidelines of 2015. This contributed to inadequate infrastructural facilities as the schools were not able to complete the projects as envisaged.

4.49 Further, interviews with school management in NEP Girls and Garissa High School revealed that SDPW did not take into account the climate of area when drawing designs for the schools. The schools ended up constructing classes with small windows. After completing the classes, the schools, at their own cost, changed the size of the windows to bigger ones for ventilation due to the hot climate in the area.

4.50 In addition to the inability of the upgraded schools to improve and expand their infrastructural facilities to the level expected of a national school, they were also not able to diversify their curriculum to match the level of the original national school as explained below;

- i. **Technical subjects:** Home science, art and design, agriculture, woodwork, metalwork, building and construction, power mechanics, electricity, drawing and design, aviation technology, music;
- ii. **Languages:** French, German, Arabic;
- iii. **Others:** business studies and computer studies.

4.52 From the audit sample, it was evident that the upgraded schools had not diversified their curriculum. Data analysis revealed that except for business studies that was offered in all the 22 schools, agriculture and computer science that was offered in 20 of the schools, technical subjects (elective subjects) were only offered in 1 or 2 of the schools with power mechanics and aviation technology not offered in any of the schools as shown in **Table 12**. With regard to languages, French, Arabic and German were only offered in 11, 5 and 3 schools respectively with 4 schools not offering any foreign language.

v. NSUP did not expand the Curriculum in the Upgraded National Schools

4.51 The upgraded national schools were expected to offer a diversified curriculum that includes subjects from all the categories in the 8-4-4 secondary school curriculum and co-curricular activities. In addition to the core subjects offered in all secondary schools, national schools are expected to offer:

Table 12: Technical subjects offered in the newly elevated schools

SUBJECT	No. OF SCHOOLS OFFERING TECHNICAL SUBJECTS
Power Mechanics	0
Aviation Technology	0
Metalwork	1
Building & Construction	1
Electricity	1
Woodwork	2
Drawing and Design	2
German	3
Arabic	5
Music	5
Art & Design	6
French	11
Home Science	12
Agriculture	20
Computer Studies	20
Business Studies	22

Source: OAG-Kenya analysis

4.53 This was contrary to what was being offered in the original national schools; the four original national schools visited had a broad curriculum that offered a wide range of subjects in the 3 categories with Lenana High School offering 5 out of the 7 possible technical subjects. The lean curriculum in the upgraded schools was as a result of insufficient number of teachers, ill-equipped facilities for technical subjects and inadequate extra-curricular facilities as detailed below:

a. Insufficient Number of Teachers

4.54 Documentary review of the curriculum-based establishments revealed that all the schools sampled had an overall shortage of teachers as shown in **Table 13** with one of the schools having a shortage of 71% and 6 others a shortage of 40% and above, as indicated. There was particularly a shortage of teachers with specialised skills to teach woodworking, metalwork, building and construction, power mechanics, drawing and design, electricity and aviation technology in the schools sampled.

Table 13: Teacher deficit in sampled schools

SCHOOL	NUMBER OF TEACHERS			
	CBE	TSC	Shortfall from CBE	Shortfall/CBE
NEP Girls Secondary School	38	11	27	71%
Karima Girls High School	71	33	38	54%
Ole Tipis Girls High School	41	20	21	51%
Mbita Boys High School	52	30	22	42%
SA Kolanya Girls High School	52	31	21	40%
Moi Nyabohanse Girls	30	18	12	40%
Isiolo Girls High School	47	29	18	38%
St. Joseph's National School	103	67	36	35%
Maralal High School	36	24	12	33%
Bahari Girls High School	37	25	12	32%
Garissa High School	46	32	14	30%
Shimo La Tewa	46	32	14	30%
Baricho Boys High School	56	39	17	30%
Ribe Boys High School	33	23	10	30%
Matuga Girls High School	35	27	8	23%
Siakago Girls High School	36	28	8	22%

SCHOOL	NUMBER OF TEACHERS			
	CBE	TSC	Shortfall from CBE	Shortfall/CBE
Nyabururu Girls High School	68	54	14	21%
Kitui High School	36	31	5	14%
Friends School Kamusinga	61	53	8	13%
Nyandarua High School	38	34	4	11%
Kipsigis Girls High School	54	51	3	6%
Kagumo Boys High School	57	54	3	5%

Source: OAG-K analysis of CBE's

4.55 Interviews with the schools revealed that the reason for the shortage was that TSC had not posted the required number of teachers in these schools and it was also not replacing teachers who had left the school on promotion, despite being the body responsible for ensuring that schools have the required number of teachers. Consequently, the schools could not broaden their curriculum. This hindered the schools from offering a holistic education as expected of national schools.

4.56 To bridge the gap, the schools had to employ Board of Management (BOM) teachers where for instance, 50% of the schools offering computer studies as examinable subject had BOM teachers teaching the subject. However, there is a challenge in sustaining the BOM teachers because in January 2016, schools were instructed to remove the vote head for BOM teachers from the fee structure. Further, the schools are also put in a vulnerable position when it came to preparing the students for the national examination since BOM teachers have no permanent contract with the schools and therefore can leave any time. However, despite the schools having employed teachers on a BOM contract, 12 schools out of 22 were still experiencing a shortfall as shown in **Table 14**.

Table 14: Shortage after employing BOM teachers

SCHOOL	BOM	SHORTFALL
Karima Girls High School	21	17
Isiolo Girls High School	2	16
St. Joseph's Boys	21	15
Ole Tipis Girls High School	9	12
NEP Girls Secondary	18	9
Mbita Boys High School	15	7
Baricho Boys High School	11	6
Shimo La Tewa	10	4
SA Kolanya Girls High	17	4
Maralal High School	8	4
Bahari Girls High School	8	4
Matuga Girls High School	5	3

Source: OAG-K Analysis

4.57 Contrary to the shortage of teachers in the upgraded national schools, the original national schools had a minimal shortage of teachers as can be seen in the Case Study 6. Thus, the upgraded national schools were yet to match the original national schools in terms of diversified curriculum due to the shortage of teachers.

CASE STUDY 6: ORIGINAL NATIONAL SCHOOLS' NUMBER OF TEACHERS

The audit revealed that the original national schools visited also had to employ BOM teachers but they fared better as compared to the newly upgraded national schools

SCHOOL	NUMBER OF TEACHERS IN 2016			
	CBE	TSC	Shortfall from CBE	Shortfall/CBE
Alliance Girls High School	73	69	4	5%
Kenya High School	53	45	8	15%
Lenana High School	69	63	6	9%
Alliance High School	83	73	10	12%

b. Inadequate and Lack of Facilities for Technical Subjects

- 4.58 For a national school to offer technical subjects, it should have the relevant equipment, machinery, tools and instruments to effectively teach the subject. The upgraded national schools were lacking the relevant equipment, machinery, tools and instruments to effectively teach the subjects. Where the equipment/ machinery/ tools existed, they were either broken or were not in a good working condition as indicated in **Annexure 8**.
- 4.59 The inadequacy and lack of required facilities for technical subjects resulted in some technical subjects losing popularity in the newly upgraded national schools. The students did not therefore receive the envisioned national standard of education as their counterparts in original national schools who have good facilities as indicated in the **Case Study 7** below.

CASE STUDY 7: ORIGINAL NATIONAL SCHOOLS TECHNICAL WORKSHOPS

Alliance Girls High School and Kenya High School had well-equipped home science blocks with working cookers and sinks with running water. The work stations had the appropriate requirements for laundry, cooking and sewing. The schools also had well equipped art and design rooms. Alliance High and Lenana High had designated rooms for their technical subjects which had all the required equipment for the syllabus.

c. Extra – Curricular Facilities

- 4.60 MoEST standards of a national school require that a national school identify, develop and nurture talents of individual students in all areas such as sports, music and martial arts. Physical verification and documentary review revealed that all the schools had a wide variety of extra-curricular activities. However, Interviews with school management revealed that most schools did not have sufficient space for performing arts and extra-curricular activities for the school population as described below.
- 4.61 Seven of the schools visited had basketball pitches that were neither levelled nor appropriately surfaced with tarmac or concrete. Twelve schools had uneven football, lawn tennis and hockey pitches. Four schools lacked adequate land for sports. For instance, SA Kolanya Girls High School used the field to build a new dormitory so the students were forced to use a neighbouring school's field for sports. Moi Girls Nyabohanse had to drill their borehole in the football pitch thus the students had no proper field to play football as well as other sports.
- 4.62 14 out of the 22 schools sampled lacked facilities for performing arts, school gatherings or indoor games and used dining halls for the activities. As a result, many students were unable to participate in extra-curricular activities thus falling short of the expectations of a national school in producing all-round students. The **Case Study 8** highlights the extra-curricular facilities in the original national schools.

CASE STUDY 8: EXTRA-CURRICULAR ACTIVITIES IN THE ORIGINAL NATIONAL SCHOOLS

Lenana High School and Alliance High School had a remarkably wide range of extra-curricular activities that included football, lawn tennis, swimming, rugby, and cricket. They were in the process of introducing golf. All four schools participated in various performing arts and ranked highly in national competitions.

CHAPTER 5

5.0 CONCLUSION

- 5.1 The National school upgrading programme was expected to enhance access to a national school standard of education through upgrading of 85 schools to national status across all the 47 counties. This move was not only expected to enhance access to a national standard of education but it was a move that was intended to ensure equity in the distribution of national schools across the country. However, the programme was not able to achieve its objective as the upgraded schools did not attain the standards expected of a national school;
- 5.2 This was mainly because the implementation of the programme did not result in improvement and expansion of infrastructural facilities to the standards expected of a national school. In addition, the programme did not lead to diversification of the upgraded school's curriculum to match those of the original national schools. As a result, the upgraded schools were not able to attract students in their schools so as to ease pressure of demand for Form One places in the original national schools nor were they able to achieve the intended objective of enhancing integration as they were only able to admit students from their own regions thus not fostering national unity as students are not interacting with different cultures, tribes and languages.
- 5.3 Failure to improve or expand the infrastructural facilities to the expected standards of a national school was mainly attributed to poor needs assessment, inadequate monitoring and evaluation of the programme, poor supervision and failure by MoEST to disburse funds as initially planned. Failure to expand the curriculum in the upgraded national schools was due to shortage of teachers and inadequate facilities for technical subjects.

CHAPTER 6

6.0 RECOMMENDATIONS

In view of the findings and conclusions of the audit, the Auditor- General has proposed the following recommendations for implementation by the Ministry of Education, Science and Technology to ensure that the upgrading programme achieve its objectives as initially envisaged.

To ensure that the upgraded schools have adequate infrastructural facilities expected of a national school, the Ministry should:

- i. Evaluate the current status of the infrastructure facilities in the newly upgraded national schools in order to identify the specific needs that should be addressed to bring the school to the standard expected of a national school;
- ii. Evaluate the upgraded schools in light of the selection criteria or the affirmative action to ensure that only schools that meet the specified criteria are considered for further expansion and improvement;
- iii. Consider disbursing funds as initially planned to enable the schools expand and improve their facilities.

To ensure that there is a diversified curriculum in the upgraded schools, the Ministry should:

- i. Coordinate with the Teachers' Service Commission to ensure that the schools have adequate teachers for both core and elective subjects;
- ii. Have clear guidelines on minimum requirements for the curriculum offered and facilities expected in a national school in order to set them apart as centers of excellence;

- iii. Make sure that the schools have well-equipped facilities to enable them offer a wide range of elective subjects especially well-equipped workshops for technical subjects.

To ease pressure in the original national schools and enhance integration; the Ministry should:

- i. Sensitise the public and ensure that the upgraded schools are at a level where the public is confident about the quality of education being offered in these schools.

To ensure successful implementation of similar programme in future, the Ministry should:

- i. Ensure continuous and efficient monitoring is carried out, and necessary actions taken in good time to ensure the programme is being implemented as intended;
- ii. Ensure that there is proper coordination between the schools and the State Department of Public Works as regards the projects being implemented to enable the schools complete the projects within their budgets;
- iii. Ensure that the Teachers' Service Commission is brought on board in the initial stages of the programme in order to address the teacher's requirements in good time;
- iv. Make use of their County Offices to ensure that there is active monitoring of the programme at the grass root level.

ANNEXURES

Annexure 1: Assessment Criteria

DOCUMENT	CRITERIA TO BE USED
Sessional Paper No. 1 of 2005 (Kenya Policy Framework for Education Training)	MoEST should provide physical infrastructure in learning institutions
	One of the goals and objectives of education is to eliminate regional disparities in primary and secondary education
	One of the goals is to enhance access at all levels of education and that education and training must embrace equity in terms of gender and regional disparities.
Concept Paper on Establishment of National Schools	One of the objectives of NSUP was to enhance national cohesion and integration
	Criteria for selection of schools to be upgraded
	MoEST was to carry out a needs assessment to identify the infrastructure needs of the proposed schools
	One of the objectives of the programme was to enhance equity.
	During the conceptualisation of the project, key stakeholders were identified to work with the ministry in making this project successful
	Capacity building was to be carried out before the implementation of the project and a budget of Kshs. 1.8 Million
	DS&TE was to carry out monitoring and evaluation of the projects undertaken.
Basic Education Regulations	Standards of various physical infrastructure and facilities
Basic Standard Requirements for Registration of Education and Training Institutions in the Ministry of Education	Standards of various physical infrastructure and facilities

Annexure 2: Documents Reviewed

To understand the importance, roles and responsibilities of MoEST, DS&TE, State Department of Public Works and the national schools in the NSUP, as well as the implementation of the projects at school level, the following documents were reviewed;

S/N	DOCUMENT REVIEWED	REASONS
1	Sessional Paper No 1 2005	To understand the reasons for the need to upgrade and expand national schools
2	Concept paper on Establishment of National Schools	To understand how the project was implemented
3	School Infrastructure Committee Minutes	To understand the committee's roles and duties in carrying out the project
4	Bills Of Quantities	To review the amount of money that was utilised for the project and the exact amount of money used for the project
5	K.C.S.E performance record	To assess whether the programme has had an impact on academic performance
6	Payment Vouchers from the MoEST	To assess the exact amount of money disbursed to the schools and whether there was equity in distribution of funds
7	The schools' Curriculum Based Establishment	To understand the student-teacher ratio and the curriculum offered in the schools.
9	The schools' Student Intake documents	To assess whether there has been enhanced access to national schools and whether the program has helped achieve national cohesion and integration.
10	The Student Selection documents	To assess whether the schools were receiving students from all the counties of the country
11	The schools' Form one intake and waiting list	To assess whether the programme has eased pressure in the demand of Form One places in original national schools and whether there is national cohesion and integration.
12	The schools' Needs Assessment list	To assess whether the needs of the schools were addressed by MoEST
13	The list of Selected Schools for upgrading.	To assess whether the schools were selected according to the set criteria
14	Stakeholders meetings' documents	To assess whether there was proper coordination between various stakeholders in the implementation of the programme
15	Attendance list of the capacity building held by MoEST	To understand whether a comprehensive capacity building was carried out and whether the schools attended it.
16	Monitoring and Evaluation Reports of the schools by MoEST	To assess whether a comprehensive monitoring and evaluation of the various projects undertaken by the schools was carried out
17	The schools' Procurement committees Report	To assess whether the schools' followed the correct procurement procedures.

Annexure 3: Officers Interviewed

LOCATION	OFFICIAL INTERVIEWED	REASON
Schools	School Infrastructure Committee (SIC)	To assess whether the programme has met its objectives of improving and infrastructural facilities to bring the school to national standards in newly elevated national schools as well as expanding school infrastructure in the old national schools.
	Principal	To ascertain whether the programme has had impact in school performance, whether the programme has improved the education standards in all the counties, whether there is enhanced intake and to ascertain if the streams has been increased, to assess whether there is 100% national catchment
	School Management (B.O.G)	To find out how monitoring and evaluation was carried out
MoEST	Director DS&TE	To find out Form One selection criteria, to assess whether the programme has eased pressure in Form One intake to find out if the needs assessment was carried out
	County Director of Education	To find out if the department was involved in project implementation and the role they played
SDPW	County Public Works Officers	To find out if the department was involved in the project implementation at school level and the role they played

Annexure 4: Audit Sample

FORMER PROVINCES	COUNTY	SCHOOL	NO. OF SCHOOLS NOMINATED
COAST	Kilifi	Ribe Boys High School	4
	Kwale	Matuga Girls High School	
	Kilifi	Bahari Girls High School	
	Mombasa	Shimo La Tewa High School	
NORTH EASTERN	Garissa	Garissa High School	2
		NEP Girls High School	
EASTERN	Kitui	Kitui High School	3
	Isiolo	Isiolo Girls High School	
	Embu	Siakago Girls High School	
CENTRAL	Nyeri	Kagumo High School	4
	Nyandarua	Karima Girls High School	
	Nyandarua	Nyandarua High School	
	Kirinyaga	Baricho Boys High School	
WESTERN	Bungoma	Friends School Kamusinga	2
	Busia	SA Kolanya Girls Secondary School	
NYANZA	Kisii	Nyabururu Girls High School	3
	Homabay	Mbita Boys High School	
	Migori	Moi Girls Nyabohanse	
RIFT VALLEY	Narok	Ole Tipis Girls High School	4
	Trans Nzoia	St. Joseph's High School	
	Samburu	Maralal High School	
	Kericho	Kipsigis Girls High School	
Total No. of Schools			22

Annexure 5: Programme Budget Summary (2010-2017)

FINANCIAL YEAR	ACTIVITIES	COST (Kshs..)
2010/2011		
	Identification of the first 30 schools	200,000
	Consultative meeting with school management teams	100,000
	Needs assessment	1,900,000
	Capacity building for the school management team (DEO/BOG chair/ Principal/DPRINC	1,800,000
TOTAL		4,000,000
2011-2012		
	Disbursement of funds to phase 1 schools	750,000,000
	Identification of the second group of 30 schools	200,000
	Consultative meeting with school management teams	100,000
	Needs assessment for new target schools	1,900,000
	Monitoring and Evaluation of year 1 activities	1,800,000
TOTAL		754,000,000
2012-2013		
	2 nd disbursement of funds to phase 1 schools	750,000,000
	1 st disbursement of funds to phase 2 schools	750,000,000
	Capacity building for the school management team	1,800,000
	Identification of the third group of 27 schools	200,000
	Consultative meeting with school management teams	100,000
	Needs assessment for new target schools	1,900,000
	Monitoring and Evaluation of year 2 activities	3,600,000
TOTAL		1,507,600,000
2013-2014		
	3 rd disbursement of funds to phase 1 schools	750,000,000
	2 nd disbursement of funds to phase 2 schools	750,000,000
	1 st disbursement of funds to phase 3 schools	675,000,000
	Capacity building for the school management team (DEO/BOG chair/ Principal/DPRINC	1,800,000
	Monitoring and Evaluation of year 3 activities	5,400,000
TOTAL		2,182,200,000
2014-2015		
	Final disbursement of funds to phase 1 schools	750,000,000
	3 rd disbursement of funds to phase 2 schools	750,000,000

FINANCIAL YEAR	ACTIVITIES	COST (Kshs.)
	2nd disbursement of funds to phase 3 schools	675,000,000
	Monitoring and Evaluation of year 4 activities	5,400,000
TOTAL		2,180,400,000
2015-2016		
	Monitoring and Evaluation of year 5 activities	5,400,000
	Final disbursement of funds to phase 2 schools	750,000,000
	3 rd disbursement of funds to phase 3 schools	675,000,000
TOTAL		1,430,400,000
2016-2017		
	Final disbursement of funds to phase 3 schools	675,000,000
	Monitoring and Evaluation of year 6 activities	5,400,000
	Programme evaluation and summative report writing	2,000,000
TOTAL		682,400,000
GRAND TOTAL		8,741,000,000

Annexure 6: Increase in School Population 2012 - 2016

SCHOOL	STUDENT POPULATION				
	YEAR				
	2012	2013	2014	2015	2016
Garissa High School	1,059	885	780	782	900
NEP Girls Secondary School	589	476	401	589	422
Kitui High School	671	592	483	576	618
Baricho Boys High School	1,113	961	1,007	1,121	1,265
Isiolo Girls High School	431	305	306	201	214
Nyandarua High School		687	716	699	705
Maralal High School	532	558	562	597	668
Kipsigis Girls High School	854	881	911	938	990
Kagumo Boys High School	1,059	1,072	1,092	1,147	1,186
Karima Girls High School	988	988	1,238	1,363	1,564
Nyabururu Girls High School	1,231	1,241	1,391	1,510	1,836
Moi Nyabohanse Girls Secondary School	530	549	566	550	591
St. Joseph's National School	1,576	1,451	1,571	1,800	2,110
Siakago Girls High School	558	577	601	650	747
Ribe Boys High School	785	749	691	650	702
Bahari Girls High School	609	619	630	640	700
SA Kolanya Girls High School	885	888	905	1,030	1,174
Friends School Kamusinga	1,156	1,075	1,085	1,068	1,083
Mbita Boys High School	758	856	875	875	1,116
Ole Tipis Girls High School	650	664	660	666	784

Annexure 7: Condition of Laboratory Facilities in the Newly Upgraded National Schools

SCHOOL	CONDITION AND INSUFFICIENT LABORATORIES FACILITIES
Garissa High	Had installed kitchen sinks in the laboratories that were already corroding No fume chamber in the laboratory No running water in the taps Poor workmanship in the biology laboratory and the paint was peeling off Asbestos roofing in the laboratories
Maralal High	Had only 1 functional laboratory which was insufficient for the 14 streams in the school Needed new desks and lab-stools for the old laboratory
Ribe Boys	Had only 2 laboratories which were insufficient for the 17 streams in the school Had no gas and running water in the laboratories Fume chamber was not working, therefore they mixed chemicals in the field
Moi Girls Nyabohanse	Had only 2 laboratories which were insufficient for the 12 streams in the school. Therefore, Form 1 and 2 did not have access to laboratories for practical lessons.
Nyabururu Girls	Had 3 laboratories which were insufficient for the 27 streams in the school. Therefore, Form 1 and 2 had to use classrooms for practical lessons. Water system was not working
Shimo la Tewa	The gas taps were not working
Mbita Boys	No water connection in the laboratories because there was no drainage system Fume chambers were not working No gas in the laboratories
Matuga Girls	Gas systems broken Deteriorated biology laboratories
Kitui Boys	No gas and running water in the laboratories Fume chamber was not working in the biology laboratory
Ole Tipis Girls	Fume chamber in the chemistry laboratory not working No running water Gas cylinder had low pressure hence was not in use
Bahari Girls	Biology laboratory sinking to the ground and had cracks on the wall and floor. Gas system broken Biology laboratory served as a home science workshop as well
Isiolo Girls	Deteriorated working tops Rusted sinks Cracks on the pillars of the laboratories
Siakago Girls	Rusted sinks

Annexure 8: Condition of Facilities for Technical subjects

Home science workshops

SCHOOL	CONDITION OF HOME SCIENCE WORKSHOP
SA Kolanya	Small in size and lacked equipment such as sewing machines and cookers The students used traditional charcoal cookers for practical sessions
Matuga Girls High School	Deteriorated electric/gas cookers, 3 of the which were not working at the time of the audit Insufficient number of sewing machines
Bahari Girls High School	No workshop Used a deteriorated biology lab for home science practical sessions
Isiolo Girls High School	Housed in an old room with major cracks. Has 6 sewing machines and only one of these was working Has 2 iron boxes and one of them was not working
Moi Girls Nyabohanse	The Home Science room was very small and could only accommodate 10 students whereas the average class of students is 45. They only had 9 working sewing machines. The students had to cook using charcoal cookers and a charcoal oven. During exams they had to improvise and use the science laboratories for Home Science practical sessions.
NEP Girls High School	Had only 1 old electric cooker which was not functioning forcing them to use traditional charcoal cookers. Had only 2 charcoal iron boxes. Had only 5 sewing machines
Siakago Girls High School	Small with a capacity of 10 students 2 gas cookers which were not sufficient forcing the students to supplement with traditional charcoal cookers
Ole Tipis Girls High School	The room was small in size and lacked equipment such as sewing machines and cookers The students were forced to use the traditional charcoal cookers.
Nyandarua High School	The room was ill-equipped with old and out-dated refrigerators and cookers which required frequent servicing
Nyabururu Girls High School	Insufficient facilities for the number of students taking the subject 14 single-burner gas cooker (meko) ,15 sewing machines No electric/gas oven and hence used a firewood oven for baking

Music Rooms

SCHOOL	INSUFFICIENT FACILITIES & CONDITION OF MUSIC WORKSHOP
Baricho Boys High School	Insufficient instruments and facilities. The tables in the workshop were warped.
Nyabururu Girls High School	Small music room with a capacity of 10 against a possible 605 students in Form One choosing the subject
St. Josephs' Boys	No music workshop, students took classes from the teacher's office
Kagumo High School	Had an old wooden keyboard, 3 old pianos and an old guitar that needed replacement
Siakago Girls High School	No music workshop

Annexure 9: School Needs versus Projects Implemented

SCHOOL	SIDP NEEDS FOR FOUR (4) YEARS	PROJECTS FUNDED	COST (Ksh.)
St. Joseph's High	Pavements, refurbishment of (Dormitories, administration block, classroom, labs, library), construction of ablution block, 2 classrooms) school bus/van	Pavements, Renovation of 12 dormitories (terrazzo, plastering & repainting)	26,067,062
Kagumo High	Classes, Dormitory, expansion of (dining hall, kitchen, store), toilets, administration block, multi-purpose hall, furniture, painting (classes, roofs, dormitories, staff houses), pavements, fence, school farm, fitting of access ramps, urinals, footpaths, security and food store	8 classrooms, Dining hall	25,000,000
Kitui High	Completion of (Dining hall/kitchen, library), furnishing and equipping library, DH & kitchen, borehole, washrooms, 4 classrooms, dormitories, assembly hall, administration block, staff quarters.	Completion of dining hall, Completion of library, furnishing of (dining hall & library), equipping the kitchen, sinking borehole & piping, renovation of (2 dorms, washrooms, tuition area), construction of students' & teachers' washrooms, pathways.	25,000,000
Shimo la Tewa	Refurbishment of dining hall & kitchen, Hostel block, furniture, classrooms, school bus, administration block/library, safety security, dormitories, classrooms repair, water harvesting, booster pump & plumbing, levelling of playgrounds, 4 classrooms, perimeter wall & gates, covered walkways, staff house repairs and access roads paving	Refurbishment of dining hall & kitchen and hostel block	26,415,175
Nyabururu Girls	Dormitory, 12 classes, Twin laboratories, student ablution block, Bathrooms, Borehole & 6 water tanks, dispensary and sick bay, home science workshop, food store, sports store, music and French workshop, dormitory lockers, Posho mill and biogas.	Library with capacity of 200 students, Construction of 2 classrooms, 8 departmental offices, Computer laboratory and staff washrooms	25,000,000
Bahari Girls	Dormitory, classrooms, stairs, ramps, roof slabs, electrical and mechanical works	4 classrooms and a dormitory	23,961,685

SCHOOL	SIDP NEEDS FOR FOUR (4) YEARS	PROJECTS FUNDED	COST (Ksh.)
Garissa High	Rehabilitation of (15 classes, 2 labs, 6 Dormitories, toilets & bathrooms), tuition toilets, 2 labs, re-electrification of school, 2 new dormitories, toilets and bathrooms in boarding area, expansion of the dining hall and provision of tables and stools, connection to the sewer line, permanent perimeter fence, school gate, watchmen office with ablution block, 175 decker beds, lab tables and stools, water storage tanks, desks and chairs, lighting and electrification of 8 new classes and drainage for the kitchen.	Dorm renovation, beds, dining hall annex, science lab, ablution block (10) and furniture	25,000,000
Ribe Boys	Single story dormitory, renovation of (kitchen, dining hall, dorms, ablution facilities), dining hall furniture, beds, desks, chairs, Ablution block, tuition complex with 20 classes, water sources and storage, standby mega generator and administration offices.	Single story twin dorm, renovation of classrooms (painting mud walls, replacing wooden windows with glass) tiling of computer room, renovation of dorm (painting walls, replacing windows) and partial fencing (chain-link 200 M)	25,000,000
Kamusinga High	Double story hostel, re-roof tuition blocs, Student furniture, staff furniture, re-wiring the school, students toilets, staff toilets, expansion of kitchen, school gate & fencing, new classroom construction, refurbish pavements, music center, re-furbish ablution blocks, gymnasium, modern administration bloc, more playfields and staff houses	Completion of double story dorm, expansion of kitchen, roofing of classes and admin block to replace asbestos roof, furniture for teachers and students, ablution block for students, Swimming pool, changing rooms, music center and ablution block,	29,959,817
NEP Girls	4 classrooms, 2 dormitories, physics lab, administration block, staffroom, H.O.D offices, Library, bookstore, staff houses, Fields (volleyball, netball, basketball, hockey), Sanatorium, examination hall, perimeter wall, science complex, elevated steel water tank, kitchen equipment, walkaways, staff toilets and furniture	1 Dorm, Administration block, 4 classrooms, rehabilitation of ablution block	26,500,020
Karima Girls	No SIDP	Renovation & expansion of dorm, Modern E-learning library and ground level of 2 story dormitory	45,227,213
Ole Tipis	5 Classrooms, 34 toilets, water piping system, water storage, water harvesting, 14 hand washing points, Dormitory, 70 cubicles of bathrooms, 510 lockers and chairs, 15 tables, 20 chairs, 6 cabinets, 240 beds, refurbishment of (classes, kitchen, food stores), general stores, dining hall and field levelling	2 Classrooms, Ablution block, bathrooms, food store, double storied dorm and 4 staff toilets.	24,949,924

SCHOOL	SIDP NEEDS FOR FOUR (4) YEARS	PROJECTS FUNDED	COST (Ksh.)
Maralal High	Repair of classrooms (floors, ceiling, and painting), repair of existing science laboratory, dining hall and kitchen, dormitories, upgrade sports facilities. construction of 6 classes, 2 science labs, toilets, water tank, 2 dormitories, bigger D/hall, install of a hand washing facility, equipping admin block, constructing and equipping a computer lab, multi-purpose hall, library. Equipping classes, staffroom, offices and dorms with furniture, improving fence, main gate, lighting and walkways.	Administration block, dormitory, tank bases, laboratory and a pit latrine.	41,150,713.40
SA Kolanya Girls'	6 new classes, 24 cubicle toilet, 1 story admin block, book store, general store, expansion of kitchen, bakery and D/hall, 1 story hostel, sanatorium, 54 storied staff houses, 7 laboratories(story), fence, 12 new flood lights, 2 gates, 100m pavement, recreational facilities: basketball pitch, volleyball pitch, handball pitch, swimming pool, 30 lightning arrestors and 30 fire extinguishers.	Dormitory, septic tank and renovation of classrooms.	25,000,000
Siakago Girls	Build 8 new classrooms, furnish & improve 9 old classrooms, build a dining hall, story dormitory, 36 unit ablution block, fencing, expand playground and indoor games, construct 1 lab, 10 staff houses, support staff houses, landscaping, purchase a standby generator, install firefighting equipment, improve sewer system, construct school gate, construct incinerator, improve water supply, construct 30 shade seats, construct roofed pathways, purchase 500 new lockers and 500 new chairs to replace old ones, purchase 315 and 315 mattresses to replace old ones, install dressing mirrors in houses, build a health facility, build bio digester and install hand washing machines.	Construction of the dormitory, incinerator, and a day latrine. Rehabilitation of the school.	25,000,000.00
Baricho Boys	No SIDP	Modern dorm of 200 bed capacity	25,035,114
Mbita High	5 classrooms, sewerage system, ablution block 2 labs, multi-purpose hall/kitchen, water system, school transport, pavement, dormitories, Departmental offices, fencing, computer lab, staff houses, library, workshops, upgrading playfields, swimming pool and a chapel	Story dormitory	24,763,340

SCHOOL	SIDP NEEDS FOR FOUR (4) YEARS	PROJECTS FUNDED	COST (Ksh.)
Nyabohanse	8 classrooms, 40 toilets, 40 shower rooms, 300 persons septic tank, 2 labs, 2 staff toilets, upgrading of (13 classrooms, 7 dorms, 41 toilets, dining hall, library) 2 dorms, administration block, learning areas, levelling of ground, sports facilities, white boards, furniture, fencing and lighting pavements	classrooms, 20 toilets, 20 showers, 300 Pax septic tank a borehole	21,407,573
Matuga Girls	Classrooms, technical rooms, lab hostel, equipping the dining hall, student toilets, book store, administration block, sheds, games equipment store, dispensary, basketball pitch and renovate classrooms and hostels	5 classes, 16 door ablution block, 140 Pax dorm, renovation of laboratories and furniture (40 chairs, 40 lockers, 45 double decker beds)	24,068,315.90
Kipsigis Girls	6 classrooms, 35 toilets, library, dorm, administration block, kitchen, science lab complex, dining hall, multi-purpose hall, toilets, new field, gate & fencing, computer lab, pavements, landscaping, home science room, French room, art & design room, furniture, stores, renovation of dorms, hand washing basins, sewerage system & septic tank, water harvesting & storage tanks, generator, notice boards, repair of chalkboard, computers, security lighting, sleeping nets, shaded outdoor learning facilities, garage, kitchen equipment, embosser & thermoform for the visually challenged and internal road network	Science complex, renovation of 4 dorms, levelling of playfield and purchase of school management system	28,684,622.75
Nyandarua High	6 classrooms, urinals, water system, sewerage system, borehole & pump, hand washing facilities, dorm, furniture, lawn tennis court, fence, shaded outdoor learning facilities, labs, lawn mower, administration block, sick bay, multi-purpose hall, dining hall, kitchen, kitchen store, school bus, generator, playfields, modern gate, school van, staff houses, re-roofing, laptops for HOD, toilets for the disabled	1 dorm, classrooms and toilets	23,370,041
Isiolo Girls	Perimeter stone wall & gate, staff toilets, library, school clinic, IT infrastructure, science lab, classrooms, dormitory, home science lab, staff houses, multipurpose hall, upgrading of (drainage, students' sanitation facility, dormitories, classrooms, computer labs, borehole) Playgrounds and furniture	Renovation of 2 dorms & dining hall, expansion of dining hall, perimeter wall, gate house and a perimeter wall	24,993,787

Annexure 10: Ministry of Education, Science and Technology (MoEST) Management Comments on Audit Findings and Conclusions.

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>Paragraph 11 (4.1 in the Report)</p> <p>The National School Upgrading programme was expected to enhance access by admitting more students to the newly upgraded schools, ease pressure for demand for Form One places in the original national schools, enhance integration through admitting students from the 47 counties as well as improve and expand infrastructural facilities of the upgraded school to the standards expected of a national school. Audit findings indicate that there was increase in student enrolment in the newly upgraded schools. Analysis of the data on student population of the sampled schools from 2012 to 2016 indicates that 13 out of 19 schools had increased their student population, with some of the schools recording a population increase of up to 58%.</p>	<p>Management agreed with the finding.</p>	<p>The management agreed with the finding.</p>
<p>Paragraph 12-16 (4.2-4.6 in the Report)</p> <p>Continued Pressure for Form 1 Places in the Original National Schools.</p> <p>National Schools Upgrading programme was to enhance access and ease pressure on the demand for form one places in the original schools. Documentary review of Form One waiting lists in the original national schools revealed that there was</p>	<p>Management agreed with the finding</p> <p>Whereas it is true that there is continued pressure in original nationals for form one places, the upgrading of additional secondary schools has not only created space for more learners to access education but has also eased the demand for old national schools to a</p>	<p>Whereas additional national schools have created space for more learners to access education, there is still continued pressure for form 1 places in the original national schools.</p> <p>Newly upgraded schools such as Bishop Gatimu, Ngandu girls, Nanyuki High, Kapsabet and</p>

<p>still increasing demand for Form One places in the original national schools. Analysis of the waiting list for 10 of the 18 original national schools showed that there has been a consistent demand.</p> <p>The continued pressure in the original national schools was attributed to the low reporting rate in the upgraded schools. Analysis shows that 13 out of 16 schools could not attract even half of the students selected (50% of the students selected) and in some case only 3% reported.</p>	<p>considerable level. There are newly upgraded national schools such as Bishop Gatimu Ngandu, Kapsabet Boys, Pangani Girls, Maranda, Kamusinga and Karima Girls among others that attract high demand just like those indicated in the table 2 of the report and it would be good to do a comparative table in order to strengthen the evidence.</p> <p>In addition, the most preferred school in KCPE candidates' choices has since shifted to include the newly upgraded schools, e.g. in 2017, the most preferred school was Nanyuki High following categorization of national schools from which candidates choose one school from each cluster.</p> <p>Management agreed with the finding</p> <p>It is also true that 13 out of 16 schools could not attract even half of the students selected (50%). In some cases, only 3% as in the case of NEP Girls in Garissa as indicated in chart one. However, it should be noted that parents and students are usually given the second chance for admission during form one replacement to request for form one admission in schools of their choice as per the Form One selection guidelines and this could justify the audit</p>	<p>Maranda were not in our audit sample. Therefore, the audit finding remains as reported.</p> <p>While the office appreciates that parents and students are usually given a second chance for admission in the second selection, the audit finding was that only few students reported from the first selection mainly due to perception that the newly upgraded school are not of equal standards to the original National schools.</p> <p>Therefore, our audit finding remains as reported.</p>
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Audit Finding	Response by MOEST Management	Auditors' Comments
	<p>observation. Additionally, some of the schools that attracted less than 10% such as Maralal Boys, Isiolo Girls, Garissa High and NEP Girls are in regions that are affected by insecurity threats and this could change the perception of parents and students coming from other regions hence low rate of attraction from the initial list of form one admission.</p>	
<p>Paragraph 17-24 (Paragraph 4.7-4.14 in the Report)</p> <p>NSUP has not enhanced integration in the upgraded national schools.</p> <p>NSUP was expected to enhance national cohesion and integration through interaction of students from different cultures</p> <p>Analysis of Form One intake records revealed that integration in the upgraded national schools was not being achieved as most of the upgraded schools admitted students from their own counties and counties within their regional area. None of the schools sampled was able to achieve 100% integration.</p>	<p>Management agreed with the finding</p> <p>The guideline and formula applied in the selection of form ones is such that sub-county quota, merit and KCPE candidate's choice are considered. It is true that some of the schools are yet to gain national appeal due to either performance or inadequate facilities, towards which the ministry is working to improve. It should be noted that establishment of extra county and county schools to national status was guided by equitable distribution in each region with the approval of stake holders for schools to be upgraded of which some may not have attained high quality performance in national exams to attract students from distant regions</p>	<p>Whereas there was some integration in schools including those that have insecurity threat, the percentages are very low compared to the expected 100% integration. For instance, from the chart, 6 out of 21 schools had between 52-84% of students from within their own counties while 4 of the schools had an enrolment of between 41-47% of the students from within their own counties. This notwithstanding, a high proportion of the remaining students were from the counties within the region which implies that the level of interaction was low in majority of the schools. The Ministry has also correctly stated that the newly upgraded schools had inadequate infrastructure, limited broad based curriculum and were</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>Interviews with the school management revealed that except for NEP Girls and Garissa High school where the low student intake was attributed to insecurity in the region, the low national intake in most of the schools was attributed to students picked during the first selection failing to report. This was due to the</p>	<p>hence high attraction rate of schools in host county and counties within the former respective provinces. However, all the schools in chart two at least showed national cohesion and integration by admitting students with different cultures, tribes and languages despite insecurity threats from other regions.</p> <p>It is not true that the newly upgraded schools would attract students from each of the 47 counties as indicated in paragraph 1 to admit 100% of the students from the first selection of reporting because form one admission is based on quota allocation per sub county and not all national schools are able to get candidate in 47 counties as applicable in form one admission guidelines.</p> <p>Management agreed with the finding</p> <p>The observation in paragraph 22 for the case of NEP and Garissa girls is true. However, for paragraph 23 and 24, the old national schools cited in case study such as Lenana, Alliance High, Alliance Girls High and Kenya High already had established broad-based</p>	<p>average achievers in the national examination. These schools therefore attracted fewer students and parents from other regions though they remained popular for those who knew the school. The audit finding remains as reported.</p> <p>The audit derived the criteria from a MoEST document called Guidelines for Form One Selection 2014 (Ref. MOE/DSTE/GC/VOL.III/ (01) which states that NSUP was to achieve national cohesion and integration through 100% national catchment expected of a national school. Further, the four sampled original national schools actually achieved 100% national catchment during the period under review. The audit finding remains as reported.</p> <p>The original national schools have been cited as case studies to illustrate that the 100% national catchment would have been achieved if NSUP objectives were met.</p> <p>It should also be noted that that NSUP should have been finalised by May 2017, a programme evaluation done and a summative report written. As such, programme objectives</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>perception by the public that the upgraded schools did not meet the standards of national schools and therefore parents still sought admission in the original national schools.</p> <p>Contrary to the minimal integration in the newly upgraded schools, the original national schools enrolled students from nearly all the 47 counties in the country and hence achieved 100% integration.</p> <p>The poor perception of the public on the standards of the upgraded schools was mainly attributed to failure by the newly upgraded schools to improve and expand their infrastructural facilities to the expected standards of a national school and also failure to expand their curriculum in the upgraded school to match the standards of the original national schools.</p>	<p>curriculum, improved infrastructure and ethics for high quality performance in national exams which made them preferred schools of choice for students and parents. Unlike newly upgraded national school some of which had inadequate infrastructure, limited broad based curriculum and average achievers in national exams which attracted few students and parents from other regions but still remain popular for those who know the school.</p> <p>Management agreed with the finding</p> <p>This newly established schools are expected to expand their infrastructure and have broad based curriculum as the government and other stake holders continue to provide funding for progressive improvement to national status as they compete with the old national schools. Further, the high integration of students in old national schools from nearly all 47 counties could be attributed to admission during the form one replacement placed by parents after failure of the first cohort in form one admission to report due to high fees paid in national schools resulting to their transfer to cheap day schools or other low</p>	<p>should have been substantially met. The finding remains as reported.</p> <p>It should be noted that if a student failed to report after the first selection, this should have led to low integration in the original national schools which was not the case.</p> <p>The finding therefore remains as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
	cost boarding schools where the parents can afford.	
<p>Paragraph 25 – 43 (4.15-4.33 in the Report)</p> <p>Inadequate Improvement and Expansion of Infrastructural Facilities to the Expected National Standards</p> <p>NSUP programme was expected to improve and expand infrastructural facilities for the provision of quality education in the newly elevated schools. The audit revealed that the schools continued to increase the student intake without adequately improving and expanding the infrastructure facilities to accommodate the growing numbers as well as match the standards expected of a national school. This led to congestion and deterioration of the existing facilities.</p>	<p>Management agreed with the finding</p> <p>It is true that some old national schools and newly upgraded national schools as well as extra county schools, county schools and sub county schools have inadequate infrastructure such as classrooms, laboratories, libraries, dining halls and dormitories due to tremendous growth in student population without complimenting resources for expansion of facilities. This has led to congestion in dormitories, classrooms, dining halls among others as observed in the audit report. However, all the new national schools improved infrastructure from their original status using the MOE grants disbursed, funds from other stakeholders (parents and state actors) but the demand for places has still outstretched facilities which the Ministry has noted and has taken intervention measures to give affected schools additional grants and enhance administrative structures not to over enroll schools following recommendations of the task force on discipline in schools.</p>	<p>The action taken by the Ministry is commendable. The office shall follow up on the implementation of the recommendations.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
	<p>Hence there is need for the government to increase funding allocation through annual budgetary allocation for construction of new and rehabilitation of existing infrastructure to improve the learning environment.</p>	
<p>Paragraph 44-48 (4.34-4.38 in the Report)</p> <p>Reasons why the Upgraded Schools did not improve or expand their Infrastructural Facilities to the Expected Standards of a National School</p> <p>a.) Poor Needs Assessment Carried out by DS&TE</p> <p>According to the Programme, needs assessment was to be done to evaluate the existing capacities, existing structures and facilities in order to identify the infrastructure needs that needed to be addressed in order to upgrade the schools to the expected standards of a national school</p> <p>Despite a budgetary allocation of Kshs. 5.7 Million set aside to carry out a needs assessment, it was not effectively done.</p>	<p>Management agreed with the finding</p> <p>Whereas it is true that there is inadequate monitoring and evaluation of the programme as well as failure by MOE to disburse funds as initially planned, it is not true that failure to improve and expand the infrastructural activities to the expected standards of a national school was mainly attributed to poor needs assessment.</p> <p>The DSE & SP undertook the following activities for the programme:</p> <p>An analysis of the schools per county based on existing infrastructure and the status of the schools national quality performance index in each county that informed the identification of the schools to be upgraded equitably.</p> <p>Consultative meetings with BoM and sponsors to agree on</p>	<p>The audit appreciates that needs assessment was carried out. However, in some schools, as cited in the audit report, the exercise was not well implemented resulting in implementation of non-priority projects. The finding remains as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>As a result of poor needs assessment, some of the schools ended up undertaking non-priority projects that were not geared toward achieving the intended objectives of the program at the expense of critical facilities that needed to be prioritised in order to achieve the intended purpose of the programme. This resulted in lack of adequate and necessary</p>	<p>upgrading of the identified schools and for ownership purposes</p> <p>Sensitisation workshops to build capacity of BoM on utilisation of grants and prioritisation of projects</p> <p>Involvement of BoMs, school infrastructure committee, the tender award committee, development of school infrastructure development plans, public works department in the development of designs/BQs and supervision of works including issuance of certificates of completion</p> <p>Approval of projects by MOE before commencement of works</p> <p>MOE circulars on utilisation of grants emphasizing observance of existing procurement procedures and legal frameworks</p> <p>Management agreed with the finding</p> <p>As for paragraphs 45-48, it is true that some schools cited like Ribe, Shimo la Tewa, NEP Girls could have used funds for unintended projects contrary to the Ministry guidelines/circulars as indicated in the audit report. However, the Ministry would like</p>	<p>As much we appreciate the action taken up by the management on non-compliance to the laid down procedures we may not be aware of the nature of action taken. However, the effects of the non-compliance are still affecting the schools.</p> <p>The finding remains as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>facilities in most of the upgraded schools as indicated in this report.</p>	<p>to clarify that all schools that received funds to upgrade to national status were to get approval from the Ministry after developing the BQs approved by Public Works before commencement of the projects and the case cited in the audit report were noncompliance to the laid down procedure which may have been cited in the previous reports and necessary intervention measures were taken by the Ministry. It should also be noted that through advice by the BoM schools can be allowed to invest money in other projects contrary to the intended projects due to emerging issues on the ground such as insecurity threats as in the case of NEP Girls.</p>	
<p>Paragraph 49-51 (4.39-4.41 in the Report)</p> <p>Failure by MoEST to Disburse Funds as Initially Planned.</p> <p>The audit revealed that the schools were only funded with the initial amount of Ksh. 25 million with no further funding in subsequent years. Therefore, they were not able to undertake all the projects they had identified in their School Infrastructure Development Plan (SIDP). Consequently, the upgraded schools were not able to expand or upgrade their infrastructural facilities to the</p>	<p>Management agreed with the finding</p> <p>It is true MOE did not disburse funds as initially planned as indicated in the audit report, which was to be done in phases but only disbursed Ksh. 25 million to all newly upgraded national schools in phase one. The programme suffered under-funding as the budgetary allocation continued to diminish in the subsequent years from the initial Ksh. 750 million in 2011 to</p>	<p>The audit appreciates that most of the funded projects were completed. However, most of the needs identified in the SIDP were not funded and the schools are yet to meet the needs identified therefore the ministry's decision to work progressively towards achieving the objective of the programme as the funds become available is a welcomed move.</p> <p>The finding remains as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>level of the original national schools or to the standards expected of national schools.</p>	<p>Ksh. 300 million currently. The Ministry is working progressively towards achieving the objective as funds become available amidst competing demands for other levels of schools. The underfunding due to limited financial resources in budgetary allocation accounted for installed multipurpose projects in some schools which were projected to be completed in phases in succeeding years with additional funding mobilised by school management from alternative sources. It should be noted that many schools completed their projects as targeted in phase one which was funded by 25 million from the Government.</p>	
<p>Paragraph 52-55 (4.42-4.45 in the Report)</p> <p>Inadequate Monitoring and Evaluation</p> <p>To ensure that the programme was implemented as intended, DS&TE was to carry out monitoring and evaluation of the projects each year and a budget of Kshs.21.6 million was set aside for the exercise</p> <p>The audit findings indicate that monitoring and evaluation was not carried out as envisaged.</p>	<p>Management agreed with the finding</p> <p>It is true that there is inadequate monitoring and evaluation on the implementation of the Upgrading of National schools programme and the Ministry did not conduct monitoring and evaluation to utilise Ksh. 21.6 million as indicated in the audit report. Although monitoring and evaluation was envisaged, there has been no budgetary allocation to facilitate the</p>	<p>The finding remained as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>MoEST did not make use of the School Audits Department in monitoring and evaluation of the programme despite the department having offices in all the counties and the fact that the department is in direct contact with all schools at the County level.</p>	<p>Ministry to carry out these activities to date.</p> <p>Management disagreed with the finding</p> <p>The site visits were routine spot checks for advisory purposes which were given at the school level by the monitors. In addition, the projects are also assessed during the Ministry standard assessment report, audit reports and queries from the school audit, OAG, investigative commissions such The Ethics and Anti-Corruption Commission, Commission on Administrative Justice and parliament on demand after which appropriate action is taken by the Ministry.</p> <p>Through regular audit and standards assessment reports, the Ministry has come with recent reports of pooled monitoring and evaluation for all programmes in the Directorate as austerity measures which has been integrated in annual work plan for implementation.</p>	<p>The scope of the audit included only key stakeholders in the implementation of the programme. Audit findings indicated that the Schools Audit Department was not actively involved in the programme implementation. From the review of documents, the other mentioned stakeholders did not have a key role in the implementation of the programme. The finding remains as reported.</p> <p>The action taken by the Ministry is commendable. The office shall follow up on the implementation of the recommendations.</p>
<p>Paragraph 56-60 (4.46-4.50 in the Report)</p> <p>Supervision of the Projects was not Effectively Carried Out</p> <p>The audit revealed that involvement of the SDPW varied</p>	<p>Management disagreed with the finding</p> <p>The Ministry would like to clarify that all GoK infrastructure</p>	<p>The audit appreciates that all GoK infrastructure development projects funded by MOE cannot be implemented without the involvement and supervision of</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>from school to school. Some schools were well advised to undertake the projects that were within the available funds whereas other schools did not get such advice and therefore ended up with projects that were way beyond the allocated funds.</p> <p>In other cases, the designs were not properly drawn as SDPW made omissions in the Bill of Quantities. This resulted in variations in the cost of the projects since the omission were critical to the projects.</p> <p>The schools had to seek additional funds from parents which proved difficult due to the removal of the infrastructure development vote head through the gazettement of the fees structure guidelines of 2015. This contributed to inadequate infrastructural facilities as the schools were not able to complete the projects as envisaged.</p>	<p>development projects in schools funded by MOE cannot be implemented without the involvement and supervision of SDPW/COW as provided for in the guidelines on project implementation.</p> <p>The omissions in the designs can be attributed to human error which can always be corrected and integrated in contract variation within acceptable legal frameworks and regulations.</p> <p>Management disagreed with the finding</p> <p>It is acceptable for schools to seek extra funds from parents, to charge extra levies with the approval by the Cabinet Secretary as stated in Gazettement of the fee structure guidelines of 2015. In addition schools are also allowed to mobilise funds for completion of the projects through harambees, donations from alumni, sponsors, private sector, income generating projects, philanthropists and others to complement the government investment.</p>	<p>SDPW/COW. However, the finding was on the degree of involvement of SDPW which was found to vary across the schools resulting in inefficiencies in the implementation of NSUP. Therefore, the finding remains as reported.</p> <p>The audit found the omissions to be critical to the functionality of the structures and as such the finding remains as reported.</p> <p>Despite it being acceptable for the schools to seek extra funds from parents, the schools had to adhere to the gazettement issued by MoEST on fee structure guidelines. In addition, MoEST initiated NSUP for the schools and allocated a budget for the projects. The schools should therefore not have been expected to seek other sources of funding for the same projects funded under NSUP.</p> <p>Therefore, the finding remains as reported.</p>
<p>Paragraph 61-63 (4.52-4.53 in the Report)</p>		

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>NSUP did not expand the Curriculum in the Upgraded National Schools</p> <p>From the audit sample, it was evident that the upgraded schools had not diversified their curriculum.</p>	<p>Management agreed with the finding</p> <p>It is true that some schools cited in the audit report did not expand the curriculum as expected in the initial concept paper. The Ministry would like to clarify that expansion of a broad based curriculum in a school is expensive and requires consideration of very many factors such as supply of teachers, purchase and maintenance of expensive equipment for technical subjects that the schools were to implement progressively within the ability of their financial resources. The plan to expand the curriculum in the schools was projected to be achieved in the long term when all facilities are in place and the teacher establishment reviewed under the normal procedures. Some of the new national schools not cited in the sample especially those in the first phase had introduced new subjects e.g. Kakamega High has introduced Aviation which is a classic example to justify that expansion of curriculum was left for the BoM within their resources. Some of the subjects cited in the report such as technical subjects, languages and other subjects are optional for students' choice in current</p>	<p>The audit reported the expansion of the curriculum in the sampled schools as it was at the time of the audit.</p> <p>It is commendable that Kakamega High has introduced Aviation in their curriculum. However, the school was not part of the schools sampled in the audit.</p> <p>The office will carry out a follow up audit after a period of time. This is to allow time for the schools to expand the curriculum.</p> <p>Therefore the finding remains as reported.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
	<p>CBE to be tested in national exams. Hence, they may not be introduced due to inadequate supply of trained teachers in the country and high cost of equipment which is currently being addressed in the curriculum reform.</p>	
<p>Paragraph 64-67 (4.54-4.57 in the Report)</p> <p>Insufficient Number of Teachers</p> <p>The curriculum-based establishments revealed that all the schools sampled had an overall shortage of teachers.</p> <p>To bridge the gap, the schools had to employ Board of Management (BOM) teachers. However, there is a challenge in sustaining the BOM teachers because in January 2016, schools were instructed to remove the vote head for BOM teachers from the fee structure.</p>	<p>Management agreed with the finding</p> <p>On this, the Ministry would like to clarify that the shortage of teachers is countrywide. Taking cognizance of the shortage of teachers in many schools countrywide, the Ministry has got a vote head provision in the FDSE programme for recruitment of BoM employees including teachers and a guideline on rationalisation on recruitment of BoM employees as articulated in the circular for implementation of FDSE programme. The shortage of teachers is a countrywide challenge affecting all categories of schools and is being addressed annually by recruiting additional teachers as funds become available.</p>	<p>The action taken by MoEST is a step toward addressing the issue. The office will assess the implementation of the guideline on rationalisation of recruitment of BOM employees in the follow-up audit.</p>
<p>Paragraph 68-69 (4.58-4.59 in the Report)</p> <p>Inadequate and Lack of Facilities for Technical Subjects</p>	<p>Management agreed with the finding</p>	

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>The upgraded national schools were lacking the relevant equipment, machinery, tools and instruments to effectively teach the subjects. Where the equipment/ machinery/ tools existed, they were either broken or were not in a good working condition.</p>	<p>The audit observation is true for inadequate and lack of facilities and technical subjects in school. However, the equipment for this technical subject is expensive to acquire and maintain on a regular basis and requires skilled manpower as a trained professional teacher or instructor to guide the students and this may have limited the expansion in new schools and sustainability in new schools. However, the Ministry provides allocation for RMI under FDSE programme for schools to use where this subject exists. Therefore, lack of maintenance of equipment may be attributed to weak internal control measures at the school level of which can be addressed by BOM's during the annual school budget plans and BOM minutes on discussion on school performance index in national exams.</p>	<p>The Ministry's comment reaffirms our finding. Therefore, the audit finding remains as reported.</p> <p>The audit appreciates the allocation of Repairs Maintenance and Improvement (RMI) under the Free Day Secondary Education (FDSE) programme. However, the office anticipates that MoEST will address the weak internal controls as this matter falls under its mandate.</p>
<p>Paragraph 70-72 (4.60-4.62 in the Report)</p> <p>Extra – Curricular Facilities</p> <p>The audit revealed that most schools did not have sufficient space for performing arts and extra-curricular activities for the school population.</p>	<p>Management agreed with the finding</p> <p>The audit observation is true. However, the Ministry would like to clarify that individual BOMs have prerogative to decide on the type and number of co-curricular activities to offer that can be sustained by available resources including space. The</p>	<p>The audit appreciates the clarification from the Ministry. However, the current extra-curricular facilities in the upgraded schools fall short of the expectations of a national school.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
	<p>MOE appreciates efforts made by the upgraded national schools to introduce new co-curricular activities that may have been at their initial stages for future improvement. The schools stated in the audit report were in the third and last phase of upgraded schools funded in 2015 and were still upgrading their structures within the limited space available. On the other hand, Lenana and Alliance high schools have huge tracks of land compared to these schools, which allows adequate space for expansion of infrastructure unlike new schools with limited space. The use of neighbouring institutions for co-curricular activities is allowed in education policy when a school does not have adequate space within their precincts and have made adequate arrangements with the neighbouring school or private owners of such facilities.</p>	<p>Therefore the finding remains as reported.</p>
RESPONSE TO THE AUDIT CONCLUSIONS		
<p>The National school upgrading programme was expected to enhance access to a national school standard of education through upgrading of 85 schools to national status across all the 47 counties. This move was not only expected to enhance access to a national standard of education but</p>	<p>The audit observation that the upgraded schools did not attain the standards expected of a national school, upgraded schools were not able to attract students in their schools to ease pressure of demand for Form One places in original national schools or enhance integration,</p>	<p>Conclusions were based on the audit findings derived from the Ministry's criteria which had provided for what the programme was to achieve within the implementation period of 7 years. MoEST's comments allude to our findings where for instance, the Ministry</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>it was a move that was intended to ensure equity in the distribution of national schools across the country. However, the programme was not able to achieve its objective as the upgraded schools did not attain the standards expected of a national school.</p> <p>This was mainly because the implementation of the programme did not result in improvement and expansion of infrastructural facilities to the standards expected of a national school. In addition, the programme did not lead to diversification of the upgraded school's curriculum to match those of the original national schools. As a result, the upgraded schools were not able to attract students in their schools so as to ease pressure of demand for Form One places in the original national schools nor were they able to achieve the intended objective of enhancing integration as they were only able to admit students from their own regions thus not fostering national unity as students are not interacting with different cultures, tribes and languages.</p> <p>Failure to improve or expand the infrastructural facilities to the expected standards of a national school was mainly attributed to poor needs assessment, inadequate monitoring and evaluation of the programme,</p>	<p>foster national unity as students were not interacting with different cultures, tribes and languages, is not true. The National Schools Upgrading Programme was a long-term objective which MOE is working towards achieving progressively as resources are availed by the government. During the short term period, the infrastructure, access and performance in KCSE have tremendously improved in some of the upgraded schools such as Pangani Girls, Maranda, Karima Girls, Murang'a High, Friends School Kamusinga, Asumbi Girls, Moi Isinya, among others. The improved access and demand for these schools is evident in table 5 of the audit report. This calls for policy direction for the Ministry to request for increased funding from the National Treasury to achieve the projected objectives and targets in the concept paper and bring on board more schools to a minimum of four (4) national schools per county. This will create centres of excellence per county and ease pressure of form one admission in existing old national schools.</p> <p>The audit observation that failure to improve the infrastructural facilities to the expected standards of national school was mainly attributed to</p>	<p>acknowledges that the upgraded schools did not achieve the expected standards of national schools and that the Ministry is addressing the issue. The level of integration was very low as the schools were not able to attract students from other regions. This was due to the fact that the upgraded schools were not attractive to students from other regions due to inadequate infrastructure, lack of broad curriculum, low performance etc. Further, the Ministry admits that the National School Upgrading Programme is a long-term objective which the Ministry is working towards achieving progressively. This confirms our conclusion that at the end of the 7-year implementation period the programme objectives had not been met.</p>

Audit Finding	Response by MOEST Management	Auditors' Comments
<p>poor supervision and failure by MoEST to disburse funds as initially planned. Failure to expand the curriculum in the upgraded national schools was due to shortage of teachers and inadequate facilities for technical subjects.</p>	<p>poor needs assessment, inadequate monitoring and evaluation of the programme, poor supervision and failure by MOE to disburse funds as initially planned is not true. The Ministry would like to clarify that the there are many interacting internal and external control measures that determine the standards of a quality school to the satisfaction of learners and parents to accept a school to be of national standard.</p>	

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