

**PERFORMANCE AUDIT REPORT ON**  
**EXPANSION, IMPROVEMENT AND MAINTENANCE**  
**OF INFRASTRUCTURE IN PUBLIC PRIMARY**  
**SCHOOLS**  
**BY**  
**THE MINISTRY OF EDUCATION**



**NOVEMBER 2021**

## **VISION**

Making a difference in the lives and livelihoods of Kenyan People.

## **MISSION**

Audit Services that impact on effective and sustainable service delivery

## **CORE VALUES**

Independence

Credibility

Relevance

Accountability

Integrity

## **MOTTO**

Enhancing Accountability

## **Foreword by the Auditor- General**

I am pleased to present this performance audit report on Expansion, Improvement and Maintenance of Infrastructure in Public Primary Schools by the Ministry of Education. My Office carried out the audit under the mandate conferred on me by Section 36 of the Public Audit Act, 2015. 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 of Kenya, 2010.

Performance, financial and compliance audits form the three-pillars of 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 their use results in positive impacts on the lives of all citizens. The main goal of our performance audits is to ensure effective use of public resources and promote service delivery to citizens.

Our performance audits examine compliance with policies, obligations, laws, regulations and standards, and whether the resources are managed in a sustainable manner. They also examine the economy, efficiency and effectiveness with which public resources have been expended. I am hopeful that corrective action will be taken in line with our recommendations in the report.

The report is submitted to Parliament in accordance with Article 229 (7) of the Constitution of Kenya, 2010 and Section 39 (1) of the Public Audit Act, 2015. In addition, I have submitted copies of the report to the Principal Secretary, State Department for Early Learning and Basic Education, the Principal Secretary, National Treasury and the Secretary, President's Delivery Unit.

  
CPA Nancy Gathungu, CBS  
**AUDITOR – GENERAL**

**10 November, 2021**

## LIST OF ABBREVIATIONS

AFROSAI-E	Africa Organization of English-Speaking Supreme Audit Institutions
ASALS	Arid and Semi-Arid Lands
BOM	Board of Management
BQ	Bill of Quantities
CDE	County Director of Education
CEB	County Education Board
DFID	Department for International Development
ESP	Economic Stimulus Programme
FPE	Free Primary Education
ISSAI	International Standards for Supreme Audit Institutions
INTOSAI	International Organization of Supreme Audit Institutions
KESSP	Kenya Education Sector Support Programme
MOE	Ministry of Education
NESSP	National Education Sector Strategic Plan
NG-CDF	National Government Constituencies Development Fund
NGO	Non-Governmental Organization
OAG	Office of the Auditor General
RMI	Repair, Maintenance and Improvement
SAI	Supreme Audit Institution
SCDE	Sub County Director of Education
SDG	Sustainable Development Goal
SIIG	School Infrastructure Improvement Grant
SIMU	School Infrastructure Management Unit

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## EXECUTIVE SUMMARY

1. School infrastructure includes a range of both physical facilities and amenities such as water and electricity that facilitates learning in a school environment. The National Educational Sector Strategic Plan (NESSP) 2013 to 2018 defines school infrastructure as classrooms, sanitary environmental facilities, administration blocks, dormitories, laboratories, science rooms, dining halls, libraries, workshops and other specialized facilities targeting special needs education. It also includes, fixed or movable furniture and equipment which are used in these facilities.
2. School infrastructure is a crucial element in a school learning environment. A report published in Washington DC by World Bank in 2019 indicates that better learning facilities enhances learning outcomes. It facilitates better instruction, reduces student and teacher absenteeism as well as student drop out<sup>1</sup>.
3. The MOE through the State Department of Early Learning and Basic Education is tasked with the responsibility of registration of primary schools, implementation of education policies and ensuring adequacy of infrastructure in schools.
4. Poor infrastructure in primary schools is a nation-wide problem, with most schools not having sufficient and well-maintained infrastructure. Cases of poorly maintained, old and dilapidated facilities have remained an issue of major public concern especially when such structures risk the lives of pupils and teachers in schools. It is for this reason that the Office of the Auditor-General decided to carry out an audit on expansion, improvement of infrastructure in public primary schools.
5. The objective of the audit was to assess the extent to which the Ministry of Education has ensured adequate expansion, improvement and maintenance of infrastructure in public primary schools. The audit assessed the role of the Ministry of Education

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<sup>1</sup> World Bank – The Impact of School Infrastructure on Learning: A synthesis of Evidence, 2019, Department of International Development (DFID)- Delivering Cost Effective and Sustainable School Infrastructure (guidance notes), March, 2011

in ensuring adequate infrastructure in public primary schools in Kenya. This was in regard to the processes of planning, implementation and monitoring of infrastructure. The audit focused on classroom, toilets, desks, administration offices and water availability in public primary schools. The audit scope was financial years 2015/2016 to 2019/2020.

## **Summary of the Audit Findings**

### **I. The Ministry has not Developed and Implemented a Sustainable Long-Term Policy for Expansion, Improvement and Maintenance of Infrastructure in Public Primary Schools.**

6. It is the responsibility of the Ministry of Education to provide infrastructure in schools as stated in Section 39(e) of the Basic Education Act, 2013. Section 83(b) of the Basic Education Regulation, 2015 further requires that classrooms, dormitories, offices, toilets and other physical structures are clean, well maintained, safe and properly utilized. It is therefore, expected that the Ministry would have policies and long-term strategies for expansion, improvement and maintenance of infrastructure in primary schools.
7. Interviews with Directorate of Basic Education officials and document reviews showed that there is a lack of long-term plan for infrastructure expansion, improvement and maintenance in public primary schools. Review of various ministry policy documents; Sessional Paper Number 14 of 2012, National Education Sector Strategic Plan (NESSP) 2013-2018 and NESSP 2018-22 revealed that the Ministry acknowledges the inadequacies in infrastructure in terms of crowded classrooms and state of disrepair. However, it has not come up with long-term plan for expansion, improvement and maintenance of infrastructure in public primary schools, indicating that public primary school infrastructure has not been prioritised.
8. Lack of a long-term plan for infrastructure expansion, improvement and maintenance in public primary schools is attributed to inadequate needs assessment, inadequate budget and lack of adequate guiding policy on infrastructure standards.

9. Interviews with Ministry officials and school heads revealed that there was no systematic way of identifying needs of public primary schools. Schools are requested to provide reports of their needs on ad hoc basis and there was no evidence that the Ministry collates and uses this data for long term planning and budgeting purposes. Individual schools send their infrastructure needs anytime of the year depending on the urgency of their need and if requested to do so. Proper needs assessment is important for planning and prioritization of resource allocation.
10. Budgetary allocation for expansion, improvement and maintenance for public primary schools is not sufficient. An analysis of data obtained from the Ministry shows that in 10 years, between 2010/11 to 2019/20, only 2265(10%) out of about 22,000 public primary schools registered with the Ministry were funded from the School Infrastructure Improvement Grant. From the analysis on average, each school received Ksh 648,453. Further review of schools' request for funding and interviews with school heads revealed that this amount may only be enough to complete one standard classroom.
11. The Free Primary Education capitation for repair and maintenance of schools stood at Ksh 106 per student per annum at the time of the audit. The capitation is meant to cater for maintenance of all the facilities in schools from classroom, sanitary facilities administration offices and furniture. Interview with school heads revealed that the amount received is not adequate to undertake maintenance projects that are impactful.
12. The Basic Education Act, 2013 and the Regulation, 2015 only specifies the class size in terms of dimensions and the number of pupils per class as well as the number of pupils who can use a toilet. There is no proper guidance on the materials to be used and maintenance standards for facilities within a school. This therefore leaves room for any type of structure to be used as a classroom, toilet and other facilities in the school. At the same time any type of material can be used for construction.

13. The consequences of the lack of long-term plan for infrastructure expansion, improvement and maintenance in primary schools is deficits in infrastructure resulting to crowding in some of the schools sampled. For instance, data obtained from the 55 schools sampled showed that 46 (84%) required extra classrooms, 41 (75%) required extra toilets, 44 (80%) had insufficient desk and 43 (78%) had insufficient administration offices and 23 (42%) had no source of reliable water supply. As a result of the deficiencies 19 (35%) of the schools sampled had student classroom ratio higher than the recommended 50 students per classroom while 34 (62%) had more than the recommended 30 students sharing a toilet. The highest student's classroom ratio was 94 students in a classroom at Chepkurkur Primary School in Bungoma County, while the lowest was 10 students in a classroom in Kotoron Primary School in Baringo County. The highest student's toilet ratio was 161 students sharing a toilet in Bungoma DEB Primary Schools in Bungoma County, while the lowest was 9 students sharing a toilet in Mwanyambevo Primary School in Makueni County

## **II. Application and Allocation Criteria for School Infrastructure Improvement Grant may not Ensure that the Most Deserving Schools are Funded.**

14. The Operational Guidelines for Disbursement of Grants to Schools, 2012 states that schools should apply for the school infrastructure improvement grant through the Sub County and County Directors of Education. The applications have to be approved by the County Education Board after which they are forwarded to the Ministry's head office for consideration. The application is to be accompanied by Bills of Quantities of the infrastructure required. MOE receives the application, puts them into a database and profiles them. Needs are then assessed, prioritized and decision on which schools to fund is made.
15. The team observed that different procedures were used for application and allocation of school infrastructure improvement grants. While some schools wrote letters directly to the ministry, others submitted comprehensive project proposals with the Bill of Quantities attached. Additionally, the audit team could not assess the process of identifying the needy and deserving schools as the evidence on how

schools were profiled and prioritized for funding was not availed. Lack of a clear criteria for grant application and approval may create an environment where there are more deserving schools that are left out.

### **III. Assessment and Monitoring of School Infrastructure Standards**

16. According to the National Education Sector Strategic Plan, 2013-2018, under management and coordination of education quality assurance and standards, monitoring and reporting by quality assurance and standards unit should be done in every school once in every quarter at national, county and institutional levels while at sub-county it should be done in a continuous process. The findings of the reports are to be shared with the school's board of management, who should implement the recommendations.
17. Data obtained from interviews with head teachers of 55 schools within the eight counties sampled showed that, although monitoring and assessments of infrastructure standards was carried out regularly, it was often random with the results shared verbally. According to interviews with Sub County Directors of Education, standard assessment which includes detailed assessment of both infrastructure and curriculum implementation can only be done by a panel of quality assurance officers and yet there were few officers to carry out such assessments. A review of data obtained from the ministry shows that there was a total of 385 quality assurance officers in place against an ideal number of 858 country wide at the time of the audit, resulting to a total deficit of 473 (55%) officers. The highest deficit was in Garissa County where there were 2 officers in place against an ideal number of 18 officers resulting to a deficit of 16(89%) officers. Due to this shortage standard assessments could not be carried out as required.

### **Conclusions**

18. While the Basic Education Act, 2013 lays the responsibility for provision of infrastructure on the Ministry of Education, the audit findings show that the Ministry has not prioritized infrastructure for public primary schools. The Ministry has not come up with long term strategies for providing infrastructure for public primary

schools. In addition, budgeting and resource allocation is not based on data from needs assessment.

19. The amounts disbursed to schools is minimal and cannot make a significant impact on infrastructure condition. Further, enforcement of Infrastructure standards is hampered by the school's lack of resources to expand or improve infrastructure.
20. The definition of infrastructure standards in terms of class dimension and number of students is not adequate. It could be a contributing factor to the poor conditions of facilities in some of the sampled schools.
21. The National Government Constituency Development Fund and other well wishers are funding some schools; however, they have the discretion to choose the schools to fund which may not necessary be the most deserving school in the area.

## **Recommendations**

22. In view of the findings and conclusions of the audit, the following recommendations are proposed for Implementation by the Ministry of Education. This is to ensure that infrastructure in public primary schools are improved. The Ministry should:
  - i. Carry out a comprehensive assessment of infrastructure status in primary schools to enable the Ministry develop a long-term plan for infrastructure development. The Ministry should develop a tool for identifying and reporting schools infrastructure. This will also help in targeting of resources to the most needy schools and strengthen monitoring and evaluation;
  - ii. Give guidance on standard of infrastructure beyond classroom dimension and the number of students to ensure that schools board of management strive to keep up with these standards; and
  - iii. Engage stakeholders like the National Government Constituency Development Fund and other well-wishers in a structured manner to ensure that the most needy schools in a constituency or county are funded.

## 1.0 BACKGROUND TO AUDIT

### Introduction

- 1.1 School infrastructure includes a range of both physical facilities and amenities such as water and electricity that facilitates learning in a school environment. The National Educational Sector Strategic Plan (NESSP) 2013 to 2018 defines school infrastructure as classrooms, sanitary environmental facilities, administration blocks, dormitories, laboratories, science rooms, dining halls, libraries, workshops and other specialized facilities targeting special needs education. It also includes, fixed or movable furniture and equipment which are used in these facilities.
- 1.2 School infrastructure is a crucial element in a school learning environment. According to Development Bank of Latin America good school infrastructure tends to improve the attendance and interest of students and teachers respectively<sup>2</sup>. Similarly, a report published in Washington DC by World Bank in 2019 indicates that better learning facilities enhances learning outcomes<sup>3</sup>. It facilitates better instruction, reduces student and teacher absenteeism as well as student drop out. Improving primary school infrastructure therefore, should be prioritised by the Government.
- 1.3 Since the introduction of Free Primary Education (FPE) in 2003, the government has made efforts to expand and improve infrastructure through programmes like the Kenya Education Sector Support Programme (KESSP), Economic Stimulus Programme (ESP) and the National Government Constituency Development Fund (NG-CDF). Under KESSP, Ksh 5.8 billion was disbursed to 4,686 public primary schools between the year 2005-2008, while under ESP a total of Ksh 1.47 billion was disbursed to 421 schools in the financial year 2009/2010 for infrastructure

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<sup>2</sup>caf.com- The Importance of Having a Good School Infrastructure-Development of Bank of Latin America,4, October,2016

<sup>3</sup> World Bank – The Impact of School Infrastructure on Learning: A synthesis of Evidence, 2019, Department of International Development (DFID)- Delivering Cost Effective and Sustainable School Infrastructure (guidance note), March, 2011.

development. The objective of these programmes was to improve access, retention and learning outcomes in primary education<sup>4</sup>.

1.4 The Ministry of Education (MOE) through the State Department of Early Learning and Basic Education is tasked with the responsibility of registration of primary schools, implementation of education policies and ensuring adequacy of infrastructure in schools.

### **Motivation for the Audit**

1.5 The Auditor- General authorized the audit after considering the following factors:

- i. Poor infrastructure in primary schools is a nation-wide problem, with most schools having a challenge with sufficient and well-maintained infrastructure. Cases of poorly maintained, old and dilapidated facilities have remained an issue of major public concern especially when such structures risk the lives of pupils and teachers in schools. A survey conducted by Daily Nation in February 2017 shows dilapidated classrooms, poorly maintained desks and sanitary facilities<sup>5</sup>. The Standard Media on June 20, 2018 also reported on the inadequacy of classrooms and toilets in primary schools.
- ii. Parliament discussions highlighting the poor and dilapidated conditions of public-school infrastructure, ranging from classrooms, desks and sanitary facilities have further illustrated the concern on the quality of infrastructure in public primary schools<sup>6</sup>.
- iii. The enrollment in primary school according to the Kenya Economic Survey 2019 is about 10.5 million pupils with about 90% of the pupils attending public primary

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<sup>4</sup> Concept Paper for Additional Funding on School Infrastructure Management Unit for Needy Primary Schools (MOE), 2018

<sup>5</sup> Daily Nation February 4, 2017

<sup>6</sup> Hansard reports, June 6, 2018, February 27, 2019, March 20, 2019

schools<sup>7</sup>. It was therefore important for the Office of the Auditor-General to assess whether infrastructure is adequate for this population.

- iv. Adequate infrastructure is also critical in providing universal access to education. One of the Ministry of Education's strategic objectives in NESSP 2013 to 2018 was to ensure equitable access to education by constructing, rehabilitating and expanding infrastructure in learning institutions. It was therefore necessary for the Office of the Auditor- General to assess the extent to which these objectives have been met.

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<sup>7</sup> Figure obtained from the Education Sector Report for Medium Expenditure Framework 2018/19-2020/21

## **2.0 DESIGN OF AUDIT**

### **Audit Objective**

2.1 The objective of the audit was to assess the extent to which the Ministry of Education (MOE) has ensured adequate expansion, improvement and maintenance of infrastructure in public primary schools. The audit sought to answer the following questions:

- i) Whether the Ministry of Education adequately plans for expansion, improvement and maintenance of infrastructure in public primary schools;
- ii) Whether the process used to allocate infrastructure grants to schools ensure equity; and
- iii) The extent to which the Ministry of Education monitors infrastructure status in schools to ensure that they are up to standard.

### **Scope of the Audit**

2.2 The team assessed the role of MOE in ensuring adequate infrastructure in public primary schools in Kenya. This was in regard to the processes of planning, implementation and monitoring of infrastructure. The audit focused on classroom, toilets, desks, administration offices and water availability in public primary schools. The audit scope was financial years 2015/2016 to 2019/2020.

### **Methodology**

2.3 The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs) issued by International Organization of Supreme Audit Institutions (INTOSAI). The standards state that the auditor and the Supreme Audit Institution (SAI) must be independent, possess required competence and exercise due care to provide a guide on execution and reporting of audit findings. The audit team also followed the audit policies and procedures established by the Office of the Auditor-General Kenya (OAG).

2.4 The methods used to conduct the audit included document review, interview and physical inspection. To assess the status of the infrastructure, a sample of 8 out of the 47 counties in Kenya were selected. The 8 counties were selected to ensure that the team made observations in diverse regions which included counties that are arid or semi-arid, urban and rural. The counties sampled were Bungoma, Kisumu, Busia, Baringo, Kilifi, Nyandarua, Makueni and Mombasa. A total of 55 Schools were then randomly sampled from these counties.

### **Documentary Review**

2.5 To understand the role of the Ministry and the State Department of Basic Education in providing infrastructure in primary school the audit team reviewed the Basic Education Act, 2013, Basic Education Regulation, 2015, NESSP 2013-2018 and 2018-2022, National Guidelines for Disbursement of Bursaries and Grants to Schools, 2012 and Education Sector Report 2017. We also reviewed quality assurance reports and school infrastructure improvement grants disbursement reports. Details of documents reviewed are shown in **Appendix 1**.

### **Interviews**

2.6 The team also carried out interviews with the Director of Basic Education and other staff at MOE headquarters as well staff at the county offices. Head teachers of sampled schools were interviewed as well. The interviews enabled the audit team to gather information and evidence on the functions of the Ministry in regards to planning, implementation and monitoring of infrastructure in primary school. The list of staff interviewed and the reasons for conducting the interviews is shown in **Appendix 2**.

### **Physical Verification**

2.7 The audit team carried out physical inspection of 55 primary schools in the 8 counties sampled. This method enabled the audit team to assess the infrastructure

conditions and collect photographic evidence showing the status of infrastructure in public primary schools. The list of schools sampled is shown in **Appendix 3**.

## **Audit Criteria**

- 2.8 The assessment criteria for the audit was drawn from the Basic Education Act, 2013, Basic Education Regulation, 2015, National Educational Sector Plan, 2013-2018, Operational Guidelines for Disbursement of Bursaries and Grants, quality assurance manuals for school and generally accepted practices in Infrastructure development from Department for International Development (DFID) Guidance Note on Delivering Cost Effective and Sustainable School Infrastructure.

### **3.0 DESCRIPTION OF THE AUDIT AREA**

- 3.1 This chapter outlines the roles and responsibilities of key actors, the policy and legal framework, systems and processes in place for expansion, improvement and maintenance of infrastructure in primary schools as well as how infrastructure is funded.

#### **The Role of Ministry of Education in Provision of Primary School Infrastructure**

- 3.2 The Ministry of Education's mandate is derived from Executive Order No.1 of 2018 and previously from Executive Order No. 2/2013. The Ministry is responsible for national educational policies and programmes that help Kenyans access quality and affordable basic education, higher education and academic research.
- 3.3 The Basic Education Act, 2013 lays the responsibility for provision of infrastructure including schools, learning and teaching equipment and appropriate financial resources to schools on the Ministry of Education. In National Educational Sector Strategic Plan (NESSP) 2013-2018, the Ministry acknowledges the importance of good physical facilities in enhancing school attendance and pupil's achievement. The Ministry had planned to review school learning and environment standards such as; The School Safety Manual and Child Friendly School's Guideline to come up with a comprehensive national basic education infrastructure development policy.

#### **Organization Structure of the Ministry**

- 3.4 The head of the Ministry is the Cabinet Secretary. Under the Ministry there are four State Departments one of them being the State Department of Early Learning and Basic Education. The Department is charged with the responsibility of managing primary and secondary education institutions.

## State Department of Early Learning and Basic Education

- 3.5 The State Department of Early Learning and Basic Education has the role of managing policies in basic education (early learning, primary and secondary education), managing primary and secondary education institutions, registration of institutions, managing education standards and quality assurance in education among others<sup>8</sup>.
- 3.6 The department is headed by the principal secretary, who has the responsibility of ensuring the implementation of education policies and strategic plans of the department, as well as effective and efficient utilization of financial and human resources. The State Department is further divided into functional directorates which headed by directors. The key directorates concerned with primary school infrastructure are:

### Directorate of Basic Education

- 3.7 The Basic Education Directorate is responsible for coordination and implementation of programmes in primary education. Specifically, the directorate is in charge of formulating and implementing policies for primary education, supervising the management of primary education institutions and ensuring prudent management of finances and other resources.
- 3.8 The Directorate has a unit called School Infrastructure Management Unit (SIMU). The core function of the unit is to receive funding requests from schools and disburse grants based on schools' priority needs. The objective of SIMU is to enhance access, equity and quality in primary education through improving of school learning facilities.

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<sup>8</sup> <https://www.education.go.ke>

## **Directorate of Quality Assurance and Standards**

- 3.9 The Quality Assurance and Standards Directorate is responsible for ensuring that infrastructure standards are met. This is done by assessing the standards and adequacy of school infrastructure before registration as well as undertaking continuous assessment.

## **Directorate of School Audit**

- 3.10 The key role of the School's Audit department is to audit all funds disbursed to schools including funds for infrastructure development.

## **County Directors of Education and County Education Board**

- 3.11 MOE has County offices headed by County Directors of Education (CDEs) at county level. The CDEs are in charge of implementing education policies and programs in consultation with the County Education Board (CEB) and other stakeholders at county level. This includes registration of basic education institutions. They ensure quality and standards of education in the counties are upheld. The County Directors of Education are also responsible for management of school buildings or property and infrastructure development; monitoring and evaluation of education programmes among others. Schools request for infrastructure grants is forwarded through the county directors of education. The County Education Board of which the County Director of Education is a member is expected to discuss and approve schools' request for infrastructure grants.

- 3.12 There are also offices at sub-county level run by the Sub-County Directors of Education (SCDE). The SCDEs are responsible for implementing the policies passed on from the CDE's office.

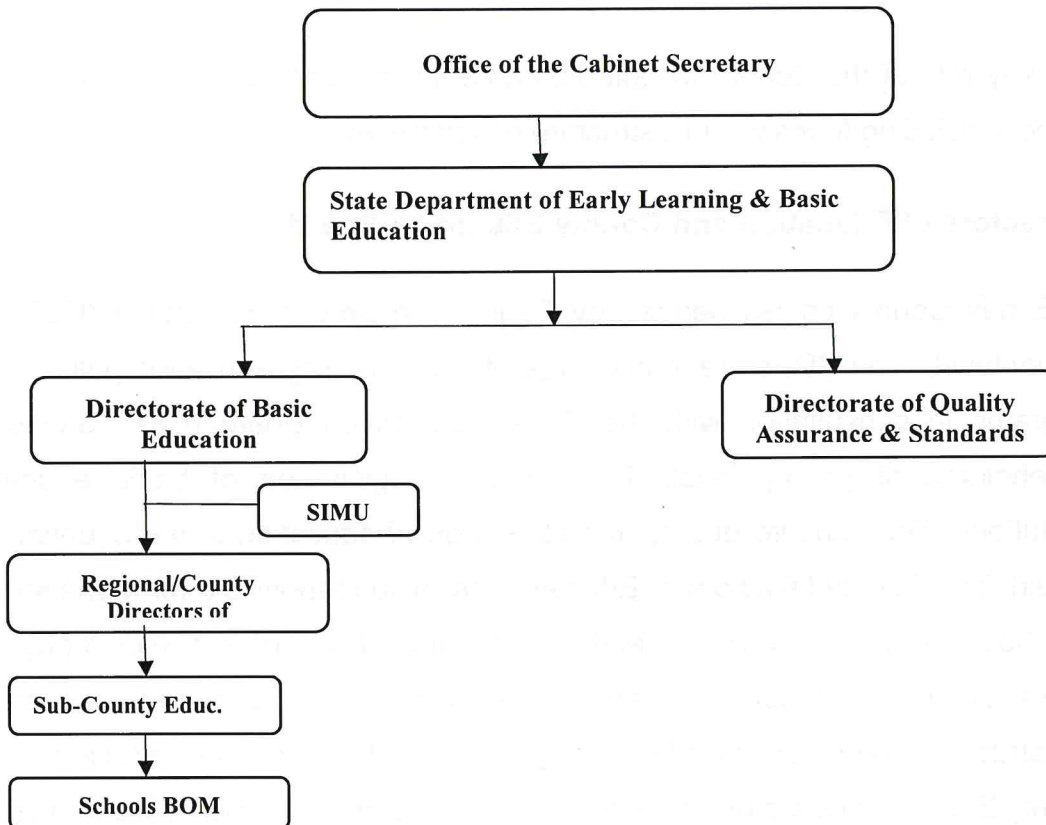
## **Schools and the Board of Management**

- 3.13 At school level there is the head teacher and the schools' Board of Management (BOM). The functions of the BOM of basic education institutions are to promote

the best interests of the institution and ensure its development and promote quality education for all pupils. The school BOM is supposed to ensure and assure the provision of proper and adequate physical facilities for these institutions.

3.14 **Figure 1** shows the organisation structure of the Ministry.

**Figure 1: Organisation Structure of the Ministry**



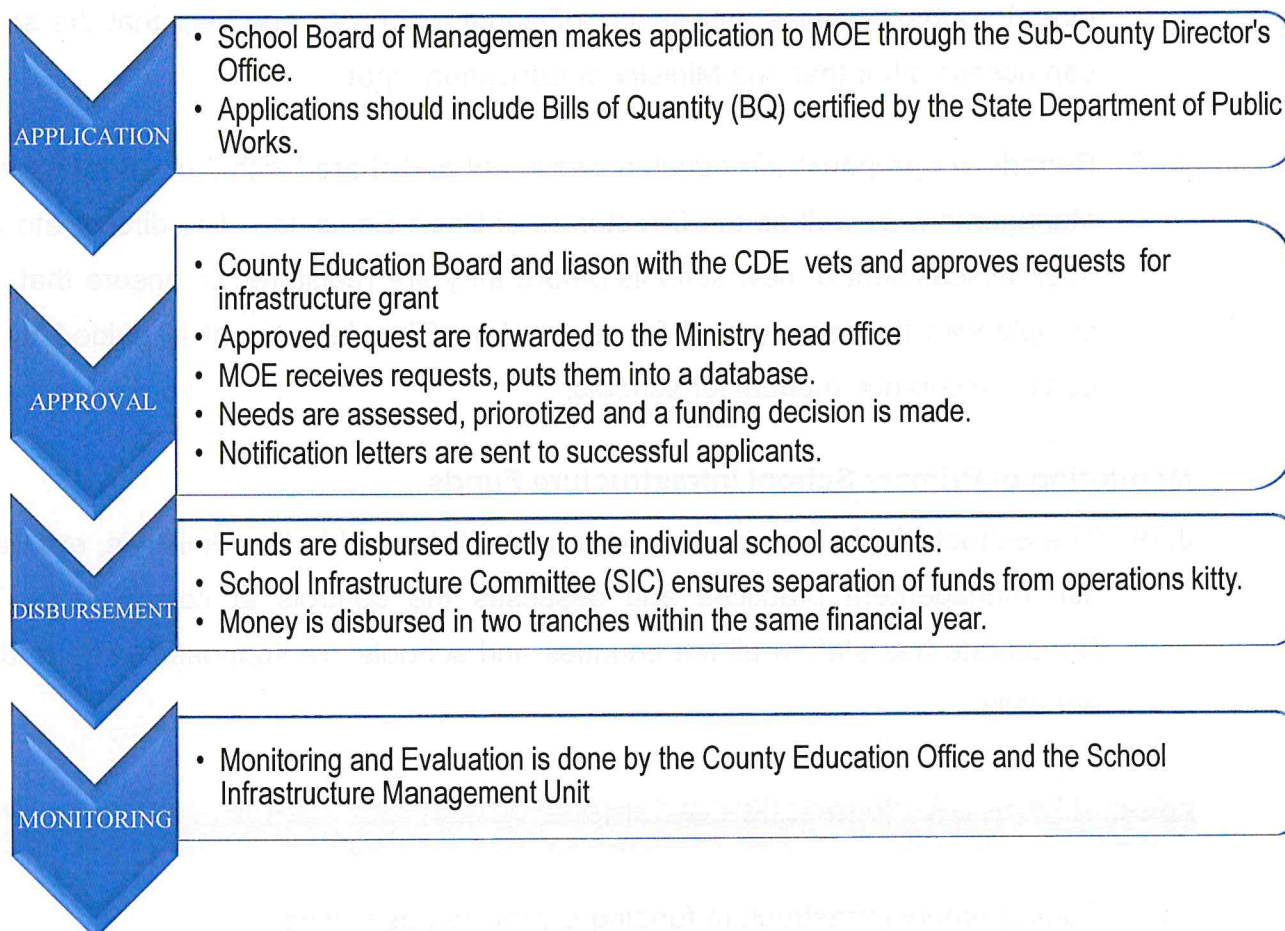
*Source: OAG's impression from data obtained through interview and document review*

## System and Process Description

### School Infrastructure Improvement Grants Application and Approval Process

3.15 From documents reviewed and interviews with the Ministry officials the process for application and approval of funds for school infrastructure improvement is as explained in **Figure 2**:

**Figure 2: Process Description for School Infrastructure Improvement Grant Application**



*OAG analysis of documents and information from interviews*

### **Assessment and Monitoring of Schools' Infrastructure Standards**

3.16 Assessment and monitoring of school infrastructure standard is done by the Directorate of Quality Assurance. The directorate is expected to conduct assessment on all elements that affect delivery of quality education from instructional materials and curriculum delivery to the condition of infrastructure.

3.17 The assessment of infrastructure entails checking the condition of the school buildings, other infrastructure and their appropriateness for administering and delivering the curriculum. The infrastructure assessed include administration block, staff room, classrooms, specialised teaching areas among others. It also includes checking whether the school has running water, sufficient seats and

desks in the class rooms and their condition and sufficient toilets for both boys and girls. It further includes assessing additional resources and help that the school can access other than the Ministry of Education input.

- 3.18 Reports are prepared after each assessment and shared with the school Board of Management as well as the Directorate of Basic Education. The directorate also does assessment of new schools before they are registered to ensure that they comply with the requirement for registration. The department is guided by the quality assurance manual for schools.

### **Monitoring of Primary School Infrastructure Funds**

- 3.19 The Schools Audit Directorate audits funds disbursed to the Ministry's, evaluates risk management practices and assesses the controls at county level. The Directorate has staff in all the counties and schools are supposed to be audited annually.

### **Funding of Primary School Infrastructure**

- 3.20 Public primary infrastructure funding is provided as follows;

**a) Grant from the Government**

**i. School Infrastructure Improvement Grant**

- 3.21 The State Department of Basic Education has over the years been provided with a budget to support school infrastructure development. The funds are disbursed to schools for either construction of new facilities or rehabilitation of old ones. Schools request for funding as per their needs or sometimes arising from an emergency, where a school has been struck by natural or human calamities like floods, arson, landslides among others. Part of the fund is also disbursed to low cost boarding schools in arid and semi-arid regions with the objective of increasing access to school in these regions. **Table 1** shows funds disbursed to schools from 2015/2016 to 2019/2020 financial years.

**Table 1: School infrastructure Grant Allocation**

Financial Year	Budgetary Allocation (Ksh)	Number of schools funded
2015/2016	85,000,000	115
2016/2017	187,000,000	249
2017/2018	200,000,000	279
2018/2019	200,500,000	305
2019/2020	300,256,300	
<b>Total</b>	<b>1,742,253,806</b>	

*Source: Data obtained from MOE Disbursement Records*

3.22 The figures are actual disbursements to schools by the state department for basic education except 2019/20 which is allocation as per the annual budget.

**ii. Free Primary Education Capitation Fund**

3.23 Under the Free Primary Education programme the Ministry disburses a capitation of Ksh 1,420 per child to schools annually<sup>9</sup>. Out of this, Ksh 731 is meant for school instructional materials while Ksh 689 is for general operations of the schools (General Purpose Account (GPA)). Part of the GPA allocation includes Ksh 106.2 which is meant for Repair, Maintenance and Improvement (RMI) of school buildings and equipment as shown in **Table 2**.

**Table 2: Annual Breakdown of GPA Account**

S/NO	Vote Head	Allocation per pupil(ksh)
1	Support staff wages	194
<b>2</b>	<b>Repairs Maintenance and Improvement(R.M.I) of physical facilities</b>	<b>106</b>
3	Activity	79
4	Local Transport and Travelling (LT &T)	40
5	Electricity,Water and Conservancy(EWC)	65
6	Telephone /Box Rental /Postage and emails	10
7	Environment and Sanitation	57
8	Capacity building and BOM	88
9	Contigencies (including sanitary towels)	17
10	Science and applied technology	18
11	ICT/Infrastructure Materials	16
	<b>TOTAL</b>	<b>689</b>

*Source: Figures obtained from Ministry's Documents*

<sup>9</sup> Free Primary Education Circular 2017

3.24 The amount of funding received by a school is dependent on the number of pupils enrolled in a school.

### **Key Stakeholders in Provision of Primary School Infrastructure**

3.25 There are various stakeholders who support provision of infrastructure in primary schools. The major stakeholders are the National Government Constituency Development Fund (NG-CDF), Faith-Based Organizations and Parents or School Community.

#### **i. National Government Constituency Development Fund (NG-CDF) Board**

3.26 The NG-CDF board is responsible for management of the NH-CDF. The fund is allocated to all the 290 constituencies in Kenya with the objective of enhancing social-economic development at the constituency level by financing locally prioritised projects. One of the projects funded is primary school infrastructure.

#### **ii. Faith Based Organizations**

3.27 Faith based organizations have played a key role in the provision of basic education in Kenya. Working closely with MOE they have supported the education sector through provision of infrastructure in public primary schools.

#### **iii. Parents/ Community**

3.28 Parents can sometimes be asked to contribute funds to support infrastructure improvement. This however has to be agreed upon in the school's annual general meeting after which a written request is made to the Cabinet Secretary for Education through the County Education Board for approval.

## 4.0 AUDIT FINDINGS

### **I. The Ministry has not Developed and Implemented a Sustainable Long-Term Policy for Expansion, Improvement and Maintenance of Infrastructure in Public Primary Schools.**

- 4.1 It is the responsibility of the Ministry to provide infrastructure in schools as stated in Section 39(e) of the Basic Education Act, 2013. Section 83(b) of the Basic Education Regulation, 2015 further requires that classrooms, dormitories, offices, toilets and other physical structures are clean, well maintained, safe and properly utilized. It is therefore expected that the Ministry would have policies and long-term strategies for expansion, improvement and maintenance of infrastructure in primary schools.
- 4.2 Interviews with Directorate of Basic Education officials and document reviews showed that there is a lack of long-term plan for infrastructure expansion, improvement and maintenance in public primary schools. Review of various ministry policy documents; Sessional Paper Number 14 of 2012, National Education Sector Strategic Plan (NESSP) 2013-2018 and NESSP 2018-22 revealed that the Ministry acknowledges the inadequacies in infrastructure in terms of crowded classrooms and state of disrepair. However, it has not come up with long-term plan for expansion, improvement and maintenance of infrastructure in public primary schools, indicating that public primary school infrastructure has not been prioritised. In NESSP 2013-18, the Ministry had indicated that it would develop a comprehensive national basic education infrastructure policy, however this had not been done at the time of the audit.
- 4.3 The inadequate planning for long term infrastructure expansion, improvement and maintenance can be attributed to inadequate needs assessment, inadequate budget and lack of adequate guiding policy on infrastructure standards.

### **a) Inadequate Needs Assessment**

- 4.4 According to the Department of International Development (DFID)- Guidance Note on Delivering Cost Effective and Sustainable School Infrastructure, when planning for infrastructure, adequate data is required to clearly identify the location, numbers and condition of existing building stock. In addition, planners need to accurately assess the difference between what exists and what is required, accurately target resources, provide a baseline for monitoring and evaluation and plan the construction of facilities in a logical and economical manner<sup>10</sup>.
- 4.5 Interviews with ministry officials and school heads revealed that there was no systematic way of identifying needs of the institutions. Schools are requested to provide reports of their needs on ad hoc basis and there was no evidence that the Ministry collates and uses this data for long term planning and budgeting purposes. Individual schools send their infrastructure needs anytime of the year depending on the urgency of their need and if requested to do so. Proper needs assessment is important for planning and prioritization of resource allocation.

### **b) Inadequate Budget / Allocation**

- 4.6 A review of the budgetary allocations over the years and interviews with ministry officials showed that the School Infrastructure Improvement Grant has been inconsistent over the years. The allocation has been increasing in some years and decreasing in other years as depicted in Table 3. In 10 years, between 2010/11 to 2019/20 only 2265(10%) out of about 22,000 public primary schools registered with the Ministry were funded from the grant. From the analysis on average, each school received Ksh 648,453. Further review of schools' request for funding and interviews with school heads revealed that this amount may only be enough to complete one standard classroom.

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<sup>10</sup> DFID - Delivering Cost Effective and Sustainable School Infrastructure (guidance notes), March, 2011- The report refers to Sub-Saharan Africa and cites programs funded by DFID in these countries, Kenya included.

**Table 3: Infrastructure Improvement Grants Disbursed to Schools**

Financial Year	Disbursement (Ksh)	No of Schools Funded	Average Amount per school(Ksh)
2010/2011	136,775,166	315	434,207
2011/2012	152,572,340	297	513,712
2012/2013	210,650,000	278	757,734
2013/2014	135,000,000	224	602,679
2014/2015	135,000,000	203	665,025
2015/2016	85,000,000	115	739,130
2016/2017	187,000,000	249	751,004
2017/2018	200,000,000	279	716,846
2018/2019	200,000,000	305	655,738
2019/2020	300,256,300		
<b>Total</b>	<b>1,742,253,806</b>	<b>2265</b>	<b>648,453</b>

*Source: OAG analysis of the Ministry's Data*

- 4.7 Interviews with School Infrastructure Management Unit and FPE Unit staff revealed that allocation for infrastructure grant to the Ministry was not informed by data from need's assessment of the schools. The allocation is not based on prioritized needs of the schools, rather the Ministry works with the amount allocated from the National Treasury.
- 4.8 In addition, the capitation amount for repair, maintenance and improvement which is currently at Ksh 106.2 per student annually is not adequate to maintain the school facilities. This amount is meant to cater for maintenance of all the infrastructure in schools from desks, to classrooms and sanitary facilities. Interviews with school heads revealed that the allocation is not adequate to undertake maintenance projects that are impactful. The allocation per students is also unfavourable to schools with low enrolment, since repair and maintenance is not entirely dependent on the number of students. For example, based on 2020 enrolment, Kotoron Primary School with student population of 81 was expected to receive an estimate of Ksh 8,594 while Bungoma DEB Primary School with 3,214 students was expected to receive Ksh 341,005 during the same period.

c) **Lack of Adequate Guiding Policy on Infrastructure Standards**

- 4.9 It was expected that the Ministry would have adequate policy on the standard of infrastructure in terms of materials to be used and maintenance standards for both preventive and routine maintenance. The Basic Education Act, 2013 and the Regulation, 2015 only specify the class size in terms of dimensions and the number of pupils per class as well as the number of pupils who can use a toilet. There is no proper guidance on the materials to be used and maintenance standards for facilities within a school. This therefore leaves room for any type of structure to be used as a classroom, toilet and other facilities in the school. At the same time any type of material can be used for construction.
- 4.10 Physical inspection of school's sampled showed that different types of materials were used to construct infrastructure in schools. This included bricks, mud, timber and iron sheets. It was noted that classroom structures were in use despite being incomplete. Schools didn't have guidance on maintenance in terms of how regular and the extent of maintenance. As a result, classrooms and other buildings had been left to deteriorate while others were in use even though the windows, floors and walls were not complete.
- 4.11 The consequences of the lack of long-term plan for infrastructure expansion, improvement and maintenance in primary schools is deficits in infrastructure resulting in crowding in some of the schools sampled. The infrastructure was also in state of disrepair, while some were incomplete. Analysis of available data and interviews with school heads as well as physical verification during the audit showed that schools lacked adequate infrastructure in terms of numbers required as well as their condition as discussed below:

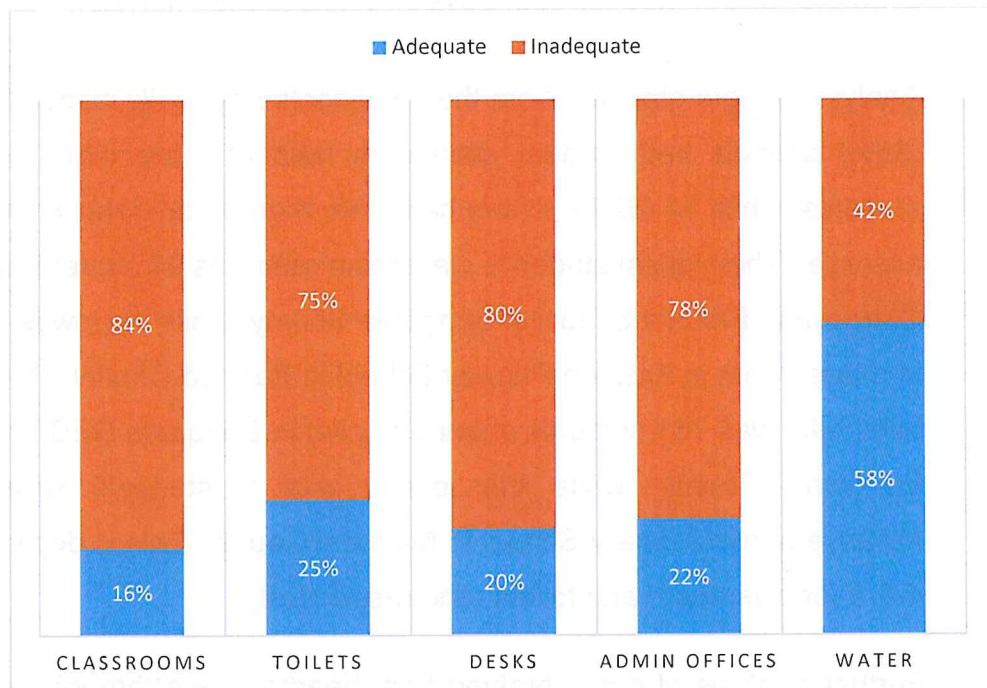
**i. Inadequate Infrastructure in Schools**

- 4.12 Section 64(e) of the Basic Education Act No. 14 of 2013, states that every institution of basic education and training shall have provision for a standard classroom measuring 7m x 8m for a maximum of 50 learners. The toilet to student ratio is

1 toilet for 25 students for girls and 1 toilet to 30 students for boys (the audit team used the ratio of 1:30 for both boys and girls in the analysis).

- 4.13 Analysis of data obtained from the 55 schools physically inspected shows that 19 (35%) schools had student classroom ratio of more than the prescribed 50 students, while 34 (62%) school had more than 30 students sharing one toilet on average. The highest student's classroom ratio was 94 students in a classroom at Chepkurkur Primary School in Bungoma County, while the lowest was 10 students in a classroom in Kotoron Primary School in Baringo County. The highest student toilet ratio was 161 students sharing a toilet in Bungoma DEB Primary Schools in Bungoma County, while the lowest was 9 students sharing a toilet in Mwanyambevo Primary School in Makueni County. This is depicted in **Appendix 4 & 5** for classroom and toilets ratio respectively.
- 4.14 Further analysis of data obtained from headteachers through interview revealed that schools experienced deficits in infrastructure. Out of the 55 schools sampled 46 (84%) required extra classrooms, 41 (75%) required extra toilets, 44 (80%) had insufficient desk and 43 (78%) had insufficient administration offices and 23 (42%) had no source of reliable water supply. For instance, Bungoma DEB Primary School required 33 extra classrooms and 15 extra toilets. The analysis is shown in **Figure 3 and Appendix 6 to 9**.

**Figure 3: Adequacy of Classrooms, Toilets, Desks, administration offices and water**



**Source: interviews with School heads and physical inspection**

4.15 The deficiency of classrooms forced some schools to share one classroom between 2 different classes. This was observed in Moi Kabartonjo, Kotoron, St. Joseph Kasogokapel, Kenya Gauze and St. Charles Akudiet primary schools. In Kenya Gauze Primary school, lower classes (class 1-3) held classes outside because the school had 5 classrooms therefore a shortfall of 3 classrooms. **Figure 4** shows photos of students sharing a classroom.

**Figure 4: Classrooms shared between different classes**

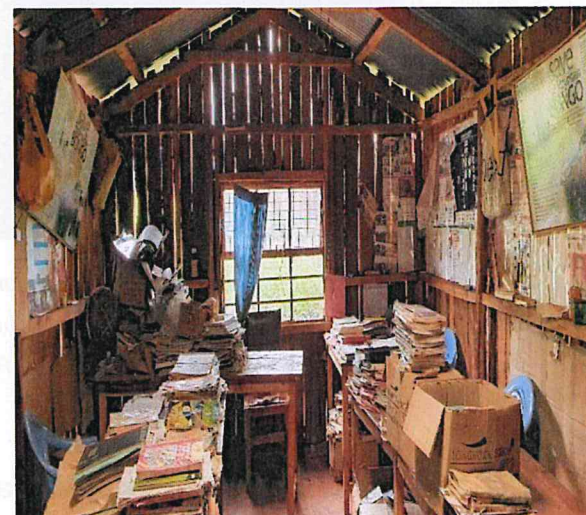
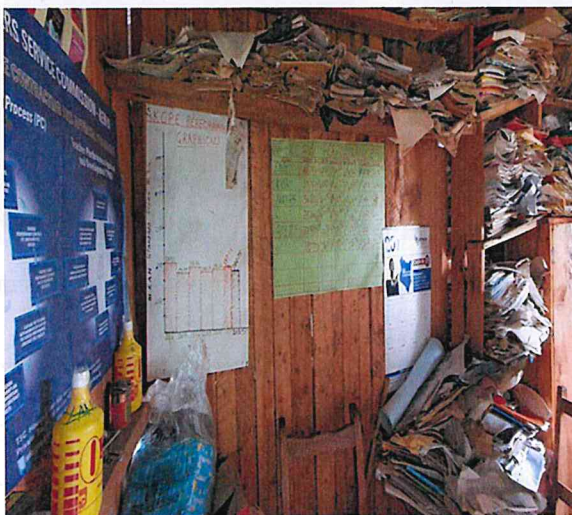
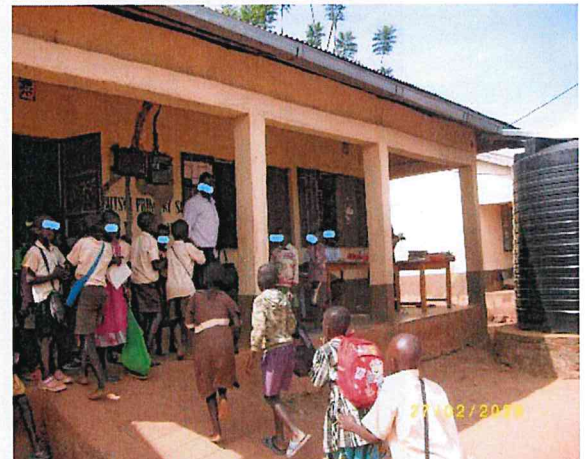


*Left: Sesik Primary School, Bungoma County-Two classes held in one classroom, at the front facing the camera is one class and at the back facing the opposite direction is the second class.*

*Right: St. John's Kasogol Kapel RC Primary in Amagoro, Busia- Two classes ongoing in one classroom at the same time.*

4.16 In addition, students lacked adequate desks with more than three students sharing a desk in majority of the school's sampled. In three of the schools Atoya, Ganze and Kisauni Primary School the Headteachers stated that, in some classrooms, students had to sit on the floor due to lack of desks. It was also noted that schools' administration offices lacked adequate space for teachers as well as storage for school records and equipment. **Figure 5** depicts conditions of administration offices in some of the sampled schools.

**Figure 5: Photos of Administration offices in Some of the Schools**



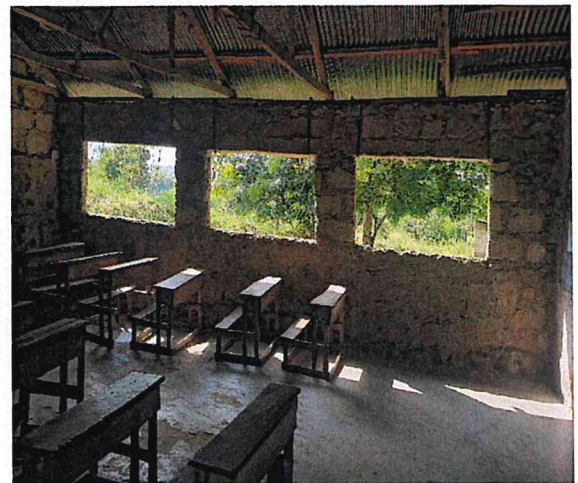
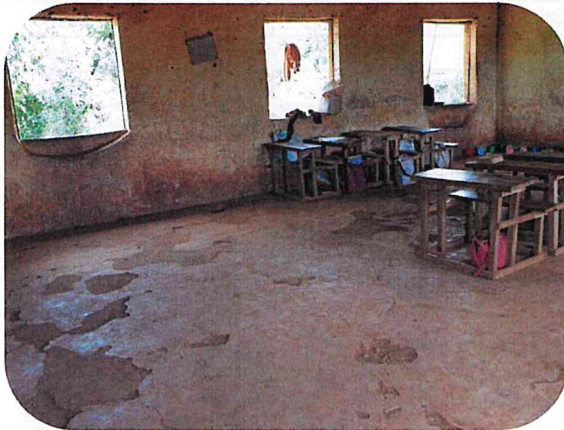
**Top- Left-**The audit team with the headteacher at the back of a classroom which serves as his office in Nabutswi Primary School in Bunyala-Busia County. **Right:** Teachers sit outside a classroom due to lack of a staffroom at the same school  
**Bottom: left-** Headteachers office at Charagita Primary School in Nyandarua County School  
**Right-** A staffroom at Kariki Primary School in Nyandarua County

4.17 The head teachers interviewed stated that deficits in classrooms affects learning as large classes overwhelm the teachers making it difficult to give each pupil the attention they deserve. Pupils also get distracted easily which may in turn affect their performance as well as cause indiscipline. The shortage of toilets caused long queues during short breaks and sometimes disrupt lessons as students get delayed. There is also a risk of infectious diseases as more students share the few toilets available.

## ii. Physical Condition of Infrastructure

4.18 Data obtained by the audit team through physical observation shows that in addition to the deficit in numbers, the physical infrastructure in schools sampled required urgent repairs and improvement. The team observed classrooms that were semi-permanent (made of iron sheets, timber or mud) while others were incomplete. It was noted that some classrooms did not have doors and windows, while others had chipped floors and rough unplastered walls. A number of the structures that were complete and permanent in nature needed re-painting as paints had faded off. In a school like St Michaels and Kikambala Primary school in Kilifi County classrooms were in a state of disrepair to the point that they could not be used by pupils. **Figure 6** shows conditions of infrastructure in some of the schools.

**Figure 6: Status of Facilities in Some of the Schools**



**Top-left** -Chipped classroom floor at Maumi Primary School in Makueni County, **Right**-One of the condemned classrooms at St Michaels Primary School-Kilifi County. **Bottom: Left** A classroom with cracks and holes at Lutaso Primary school in Bungoma County. **Right**-Classroom with unplastered wall and no windows at Migundini Primary School, Kilifi County

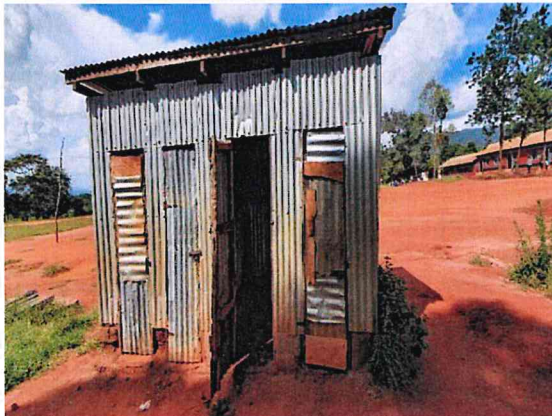
4.19 **Table 4** shows 19 (35%) out of the 55 schools that had semi permanent classroom. In two of these schools, Latacha and Moi Primary, all the classrooms were semi permanent. **Figure 7** shows semi permanent classrooms and toilets.

**Table 4: Schools with Semi Permanent Classrooms**

County		School	2019/20 Enrolment	Permanent Classrooms	Semi Permanent classrooms
Kisumu	1	Charagita Primary School	473	8	8
Kisumu	2	Migundini Primary School	968	8	8
Kisumu	3	Latacha Primary School	173		8
Kisumu	4	Moi Primary School	393		7
Kisumu	5	St. Michael's Primary School	1007	16	7
Kisumu	6	Kotoron Primary School	81	3	5
Kisumu	7	Chepkurkur Primary School	755	3	5
Kisumu	8	Kariki Primary School	331	6	5
Baringo	9	Maviaume Primary School	264	4	4
Baringo	10	Chamuka Primary School	418	8	4
Baringo	11	Mboto Sunrise Primary School	135	3	3
Baringo	12	Nabutswi Primary School	411	4	3
Baringo	13	Malan Primary School	225	5	3
Baringo	14	Cheraik Primary School	220	6	2
Baringo	15	Kenya Gauze Primary School	353	3	2
Baringo	16	Kandulyu Primary School	252	8	2
Busia	17	Ndururi Primary School	202	6	2
Busia	18	Lutaso Primary School	1014	14	1
Busia	19	Magomano Primary School	420	12	1

*Source: Analysis of data obtained from schools*

**Figure 7: Semi Permanent Classrooms and Toilets in some of the Schools**



**Top-Left:** A block of semi-permanent classroom at Chamuka Primary School in Nyandarua County. **Right-**Classrooms at Charagita Primary School in Nyandarua County. **Bottom-left-**A toilet block at Kyanguma Primary Schools in Makueni County, **Right-** A classroom at Malan Primary School, Nyandarua County

4.20 The existence of classrooms in state of disrepair as well as incomplete state poses a risk to the health of the pupils as injuries can easily occur. For example, children jumping over open windows may injure themselves while at the same time weaken the rough walls which may lead to faster deterioration of the structures. Pupils are also exposed to extreme weather conditions like heat, strong winds and rain which interfere with learning.

## **II.Application and Allocation Criteria for School Infrastructure Improvement Grant may not Ensure that the most Deserving Schools are Funded.**

4.21 According to operational guidelines for disbursement of grants to schools 2012, Schools are supposed to apply for the grants through the Sub County and County Directors of Education. The applications have to be approved by the County Education Board after which they are forwarded to the Ministry's head office for consideration. The application is to be accompanied by Bills of Quantities of the

infrastructure required. MOE receives the application, puts them into a database and profiles them. Needs are then assessed, prioritized and decision on which schools to fund is made.

- 4.22 The team observed that different procedures were used for application and allocation of school infrastructure improvement grants. Schools such as Malan Primary School in Nyandarua and Kotoron Primary school in Baringo county used letters directed to the Ministry while others like Kaptera Primary School in Nakuru County and Kochiy Primary School in west Pokot County, submitted comprehensive project proposals with the Bill of Quantities attached.
- 4.23 Additionally, the audit team was not provided with evidence on how the schools were profiled and prioritized for funding. This would have helped the team assess the process of identifying the needy and deserving schools. Although it was explained that a panel (Infrastructure Committee) sits to assess and recommend the schools to be funded, only one minute of the panel dated 6 September 2018 for 2018/19 grants allocation was provided. The minute provided did not show how the schools were prioritized. Lack of a standard criteria for grant application and approval may create an environment where there are more deserving schools that are left out.

### **III. Assessment and Monitoring of School Infrastructure Standards**

- 4.24 According to the National Education Sector Strategic Plan 2013-2018, under management and coordination of education quality assurance and standards, monitoring and reporting by quality assurance and standards unit should be done in every school once in every quarter at National, County and institutional levels while at Sub-County it should be done in a continuous process. The findings of the reports are to be shared with the school's board of management, who should implement the recommendations.
- 4.25 Data obtained from interview of 55 head teachers within the eight counties visited showed that monitoring and assessment of infrastructure standards (by Sub

County Directors of Education(SCDEs), Quality assurance officers and Curriculum Support Officers<sup>11</sup>) was done termly representing 45% of the headteachers interviewed, semi-annually representing 11%, annually representing 11%, irregular/random or on need basis 18%, was never done at all 9% and 6% responded that they were not sure. This is depicted in **Table 5**.

**Table 5: Frequency of infrastructure monitoring and assessment in schools**

<b>Infrastructure Monitoring Frequency</b>	Termly	Semi Annually	Annually	Irregular/Random/ On need basis	Not done	Not Sure	Total
<b>Number of Respondents</b>	25	6	6	10	5	3	55
<b>Percentage of Respondents</b>	45%	11%	11%	18%	9%	6%	100

*Source: OAG Analysis of Data from Interviews.*

4.26 The interviews further revealed that these assessments were often random with the results shared verbally. According to interviews with SCDEs standard assessment which includes detailed assessment of both infrastructure and curriculum implementation can only be done by a panel of quality assurance officers and yet there were few officers to carry out such assessments. A review of data obtained from the Ministry shows that there was a total of 385 quality assurance officers in place against an ideal number of 858 country wide at the time of the audit, resulting to a deficit of 473(55%) officers as shown in **Appendix 10**. Most of the counties had a shortage of quality assurance officers. The highest deficit was in Garissa County where there were 2 officers in place against an ideal number of 18 officers resulting to a deficit of 16(89%) officers. Due to this shortage standard assessments could not be carried out as required.

4.27 Data collected through interview with the SCDEs shows that implementation of the recommendations of infrastructure assessments was also a challenge. Out of the 32 SCDE's interviewed, 34% responded that recommendation of the assessments was normally implemented, 37% cited lack of sufficient funds and personnel

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<sup>11</sup> Curriculum Support Officers- These are officers charged with the responsibility of assessing teacher's needs, training them, providing professional guidance and assessing learning outcomes among other responsibilities.

affected implementation of these recommendations, 16% indicated that implementation of recommendation was not possible due to natural factors such as soil topology (these were schools especially located in Western and Nyanza regions where cotton soil is prevalent). Cotton soil cannot effectively support classrooms and pits latrines leading to cracks on the walls and eventually collapse of the structures). 13% of the respondent interviewed specified that implementation of infrastructure recommendation was hindered by Free Primary Education policy which is not very clear on parent's contribution to support infrastructure. This is depicted in **Table 6**.

**Table 6: Implementation of infrastructure assessment recommendation.**

Response	Recommend- action is Implemented	Recommend- action not implemented due to lack of funds and personnel	Implementation hindered by FPE policy which is not clear on parents' contribution to Infrastructure development.	Implementa tion not possible due to natural factors such as soil topography	Total
Number of respondents	11	12	4	5	32
Percentage of respondents	34%	37%	13%	16%	100

4.28 Sub-County education directors interviewed stated that recommendation suggested require funding which was not possible to implement using the repair, maintenance and improvement (RMI) funds. School heads often have to mobilise funds from the NG-CDF, school community and other well-wishers which is not guaranteed hence the schools remain in the state of inadequacy.

## 5.0 CONCLUSION

- 5.1 While the Basic Education Act, 2013 lays the responsibility for provision of infrastructure on the Ministry of Education, the audit findings show that the Ministry has not prioritized infrastructure for public primary schools. The Ministry has not come up with long term strategies for providing infrastructure for public primary schools. In addition, budgeting and resource allocation is not based on data from needs assessment.
- 5.2 The amounts disbursed to schools is minimal and cannot make a significant impact on infrastructure condition. Further, enforcement of Infrastructure standards is hampered by the school's lack of resources to expand or improve infrastructure.
- 5.3 The definition of infrastructure standards in terms of class dimension and number of students is not adequate. It could be a contributing factor to the poor conditions of facilities in some of the sampled schools.
- 5.4 The National Government Constituency Development Fund and other well wishers are funding some schools; however, they have the discretion to choose the schools to fund which may not necessary be the most deserving school in the area.

## 6.0 RECOMMENDATIONS OF THE AUDIT

6.1 In view of the findings and Conclusions of the audit, the following recommendations are proposed for Implementation by the Ministry of Education. This is to ensure that infrastructure in public primary schools are improved. The Ministry of Education should:

- iv. Carry out a comprehensive assessment of infrastructure status in primary schools to enable the Ministry develop a long-term plan for infrastructure development. The Ministry should develop a tool for identifying and reporting schools' infrastructure. This will also help in targeting of resources to the most needy schools and strengthen monitoring and evaluation;
- v. Give guidance on standard of infrastructure beyond classroom dimension and the number of students to ensure that schools board of management strive to keep up with these standards; and
- vi. Engage stakeholders like the National Government Constituency Development Fund and other well wishers in a structured manner to ensure that the most needy schools in a constituency or county are funded.

## 7.0 APPENDICES

### Appendix 1: List of documents Reviewed

Type of Document to be Reviewed	Reason for Review
Basic Education Act (2013)	<ul style="list-style-type: none"><li>• To understand the regulations that govern the Ministry in line with the provision of infrastructure mandate. To obtain criteria for the audit.</li></ul>
Education Sector Report (2018/19 – 2020/21)	<ul style="list-style-type: none"><li>• To understand the mandate and roles and responsibilities of the State Department for Basic Education</li></ul>
School Infrastructure Management Unit reports	<ul style="list-style-type: none"><li>• To obtain information on how funds were disbursed to schools.</li></ul>
Basic standard requirements for registration of educational and training institutions in the Ministry of Education.	<ul style="list-style-type: none"><li>• To obtain criteria and information on the standard infrastructure requirements for primary schools.</li></ul>
Operational guidelines for disbursement of bursaries and grants to schools and colleges.	<ul style="list-style-type: none"><li>• To understand how primary school infrastructure improvement grants are disbursed to schools.</li><li>• To obtain criteria for funds disbursement to schools.</li></ul>
Grant applications by primary schools	<ul style="list-style-type: none"><li>• To understand the process for application of grants and obtain information on the schools funded</li><li>• To obtain information on the requirements during to apply for grants</li></ul>

## Appendix 2: List of Officers Interviewed

Officer Interviewed	Reason for Interview
Director of Basic Education	<ul style="list-style-type: none"> <li>To understand the mandate of the directorate in regards to the provision of primary school infrastructure.</li> </ul>
Quality Assurance Officials	<ul style="list-style-type: none"> <li>To understand the standards and obtain information on the process of monitoring infrastructure standards.</li> </ul>
Director of schools Audit services	<ul style="list-style-type: none"> <li>To understand the role and operations of school's audit directorate in ensuring that funds allocated are used effectively</li> </ul>
Free primary Education unit officers	<ul style="list-style-type: none"> <li>To obtain information on Repair, Maintenance and improvement funds allocation to schools.</li> </ul>
Deputy Director Planning	<ul style="list-style-type: none"> <li>To understand the role of the department with regards to infrastructure in primary schools</li> </ul>
Senior Assistant Director- in charge of School Infrastructure Management Unit(SIMU)	<ul style="list-style-type: none"> <li>To understand the role of SIMU in management of Infrastructure funds.</li> <li>To understand and obtain information on infrastructure grants application process.</li> </ul>
Officials at the Regional/ County Director of Education office in Nyandarua, Makeni, Mombasa, Bungoma, Busia, Kisumu and Baringo Counties	<ul style="list-style-type: none"> <li>To understand their role and obtain data on primary school infrastructure.</li> <li>To act as a link between the audit team and the schools in the sub-county.</li> </ul>
Sub-county Directors of Education- 32 officers	<ul style="list-style-type: none"> <li>To understand their level of engagement with the schools in the counties in regards to primary school infrastructure.</li> <li>To obtain data on the state of primary school infrastructure at the county level.</li> </ul>
Primary School Heads.	<ul style="list-style-type: none"> <li>To establish the physical condition of infrastructure in their schools.</li> <li>To obtain data on usage of funds and monitoring by the Ministry.</li> </ul>

### Appendix 3: List of schools Sampled

COUNTY		SCHOOL	COUNTY		SCHOOL
Makueni	1.	Makongo HGM Primary School	Kisumu	29	Kasawo Primary School
Makueni	2.	Nzueni Primary School	Kisumu	30	Mboto Sunrise Primary School
Makueni	3.	Kyanguma Primary School	Kisumu	31	Chemilil B1 Primary School
Makueni	4.	St. Paul's Kyaume Primary School	Kisumu	32	Nyadundo Primary School
Makueni	5.	Kandulyu Primary School	Kisumu	33	Atoya Primary School
Makueni	6.	Mauumi Primary School	Kisumu	34	Bungu Primary
Makueni	7.	Maviaume Primary School	Baringo	35	Chemolingot Primary School
Makueni	8.	Mwanyambevo Primary School	Baringo	36	Moi Kabartonjo V.I Special School
Makueni	9.	SA Kilome Primary School	Baringo	37	Moi Primary School
Nyandarua	10.	Charagita Primary School	Baringo	38	Moi Timowo Primary School
Nyandarua	11.	Chakareli Primary School	Baringo	39	Mogotio Primary School
Nyandarua	12.	Chamuka Primary School	Baringo	40	Cheraik Primary School
Nyandarua	13.	Kariki Primary School	Baringo	41	Latacha Primary School
Nyandarua	14.	Ndururi Primary School	Baringo	42	Kotoron Primary School
Nyandarua	15.	Malan Primary School	Busia	43	St. Joseph Kasogol Kapel Primary School
Nyandarua	16.	Magomano Primary School	Busia	44	Nabutswi Primary School
Nyandarua	17.	Njomo Primary School	Busia	45	Kenya Gauze Primary School
Kilifi	18.	Migundini Primary School	Busia	46	St. Catherine Primary and Technical Institute
Kilifi	19.	St. Michael's Primary School	Busia	47	St. Charles Akudiet Primary School
Kilifi	20.	Kikambala Primary School	Busia	48	Kidera Primary School
Kilifi	21.	Ganze Primary School	Busia	49	St Augustine Boys Boarding
Mombasa	22.	Sacred Heart Primary School	Bungoma	50	Busakala FYM Primary School
Mombasa	23.	Kisauni Primary School	Bungoma	51	Sikusi Primary School
Kisumu	24.	Kisumu Primary School	Bungoma	52	Chepkurkur Primary School
Kisumu	25.	Anywang Primary School	Bungoma	53	Sesiik Primary School
Kisumu	26.	Ayucha Primary School	Bungoma	54	Lutaso Primary School
Kisumu	27.	Olembo Primary School	Bungoma	55	Nzoia Dorofu Township Primary School
Bungoma	28.	Bungoma DEB Primary School			

#### Appendix 4: Students Classroom Ratio

County		School	2020 Enrolment	No. of Classroom	Student Classroom ratio
Bungoma	1	Chepkurkur Primary School	755	8	94
Bungoma	2	Nzoia Dorofu Township Pr. School	552	6	92
Mombasa	3	Kisauni Primary School	1597	18	89
Bungoma	4	Bungoma DEB Primary School	3212	38	85
Busia	5	St Joseph Kasogolkapel Pr.Sch	399	5	80
Busia	6	St. Charles Akudiet	311	4	78
Busia	7	Kenya Gauze Primary School	353	5	71
Kilifi	8	Ganze Primary School	635	9	71
Bungoma	9	Lutaso Primary School	1014	15	68
Bungoma	10	Sesiik Primary School	469	7	67
Kisumu	11	Atoya Primary School	324	5	65
Kilifi	12	Migundini Primary School	968	16	61
Busia	13	Nabutswi Primary School	411	7	59
Bungoma	14	Sikusi Primary School	756	13	58
Baringo	15	Chemolingot Primary School	631	11	57
Baringo	16	Moi Primary School	393	7	56
Bungoma	17	Busakala Fym Primary School	1120	20	56
Kisumu	18	Olembo Primary School	216	4	54
Busia	19	Kidera Primary School	408	8	51
Baringo	20	Mogotio Primary Shool	905	18	50
Kisumu	21	Nyadundo Primary School	367	8	46
Kilifi	22	St. Michael's Primary School	1007	23	44
Kisumu	23	Ayucha Primary School	518	13	40
Kisumu	24	Anywang Primary School	233	6	39
Makueni	25	SA Kilome Primary School	340	9	38
Nyandarua	26	Chakareli Priimary School	519	14	37
Nyandarua	27	Chamuka Primary School	418	12	35
Makueni	28	St. Paul's Kyaume Primary School	278	8	35
Kilifi	29	Kikambala Primary School	1058	32	33
Makueni	30	Maviaume Primary School	264	8	33
Kisumu	31	Chemilil B1 Primary School	388	12	32
Nyandarua	32	Magomano Primary School	420	13	32
Makueni	33	Mauumi Primary School	255	8	32
Nyandarua	34	Njomo Primary School	600	19	32
Makueni	35	Makongo HGM Primary School	282	9	31
Nyandarua	36	Kariki Primary School	331	11	30
Nyandarua	37	Charagita Primary School	473	16	30
Makueni	38	Kyanguma Primary School	292	10	29
Baringo	39	Moi Timowo Primary School	256	9	28
Nyandarua	40	Malan Primary School	225	8	28
Baringo	41	Cheraik Primary School	220	8	28
Busia	42	St. Augustine's Boys Boarding Pr Sch.	329	12	27
Makueni	43	Nzueni Primary School	305	12	25
Nyandarua	44	Ndururi Primary School	202	8	25
Makueni	45	Kandulyu Primary School	252	10	25
Mombasa	46	Sacred Heart Primary School	501	20	25
Kisumu	47	Mboto Sunrise Primary School	135	6	23
Kisumu	48	Bungu Primary School	173	8	22
Baringo	49	Latacha Primary School	173	8	22
Busia	50	St. Catherine Pr.and Technical Inst	315	15	21
Baringo	51	Moi Kabartonjo V.I Special School	40	2	20
Kisumu	52	Kisumu Union Primary School	408	21	19
Makueni	53	Mwanyambevo Primary School	167	9	19
Kisumu	54	Kasawo Primary School	110	8	14
Baringo	55	Kotoron Primary School	81	8	10

## Appendix 5: Student Toilet Ratio

County		School	2020 Enrolment	No. of Toilets	Student Toilet Ratio
Bungoma	1	Bungoma DEB Primary School	3212	20	161
Kisumu	2	Ayucha Primary School	518	4	130
Baringo	3	Mogotio Primary School	905	8	113
Busia	4	Kidera Primary School	408	4	102
Busia	5	St Joseph Kasogolkapel P. Sch.	399	4	100
Bungoma	6	Sikusi Primary School	756	8	95
Bungoma	7	Sesiik Primary School	469	5	94
Kilifi	8	St. Michael's Primary School	1007	12	84
Baringo	9	Chemolingot Primary School	631	8	79
Bungoma	10	Busakala Fym Primary School	1120	15	75
Kisumu	11	Nyadundo Primary School	367	5	73
Busia	12	Nabutswi Primary School	411	6	69
Mombasa	13	Kisauni Primary School	1597	26	61
Bungoma	14	Lutasa Primary School	1014	17	60
Busia	15	Kenya Gauze Primary School	353	6	59
Bungoma	16	Chepkurkur Primary School	755	13	58
Kisumu	17	Atoya Primary School	324	6	54
Busia	18	St. Charles Akudiet	311	6	52
Bungoma	19	Nzoia Dorofu Township Primary School	552	11	50
Kisumu	20	Chemilil B1 Primary School	388	8	49
Kilifi	21	Kikambala Primary School	1058	24	44
Baringo	22	Cheraik Primary School	220	5	44
Makueni	23	Maviaume Primary School	264	6	44
Kilifi	24	Migundini Primary School	968	22	44
Nyandarua	25	Njomo Primary School	600	14	43
Busia	26	St. Augustine's Boys Boarding P Sch.	329	8	41
Nyandarua	27	Chakareli Primary School	519	13	40
Baringo	28	Kotoron Primary School	81	2	41
Busia	29	St. Catherine Pri.And Technical Institute	315	8	39
Makueni	30	St. Paul's Kyaume Primary School	278	8	35
Kisumu	31	Bungu Primary	173	5	35
Kisumu	32	Mboto Sunrise Primary School	135	4	34
Baringo	33	Moi Timowo Primary School	256	8	32
Makueni	34	Kandulyu Primary School	252	8	32
Baringo	35	Moi Primary School	393	13	30
Kisumu	36	Anywang Primary School	233	8	29
Baringo	37	Latacha Primary School	173	6	29
Kilifi	38	GANZE Primary School	635	23	28
Nyandarua	39	Ndururi Primary School	202	8	25
Mombasa	40	Sacred Heart Primary School	501	20	25
Nyandarua	41	Charagita Primary School	473	19	25
Makueni	42	Kyanguma Primary School	292	12	24
Makueni	43	Makongo HGM Primary School	282	12	24
Nyandarua	44	Chamuka Primary School	418	18	23
Nyandarua	45	Malan Primary School	225	10	23
Kisumu	46	Kasawo Primary School	110	5	22
Kisumu	47	Olembo Primary School	216	10	22
Makueni	48	Mauumi Primary School	255	12	21
Kisumu	49	Kisumu Union Primary School	408	21	19
Makueni	50	Nzueni Primary School	305	16	19
Nyandarua	51	Kariki Primary School	331	19	17
Nyandarua	52	Magomano Primary School	420	26	16
Makueni	53	SA Kilome Primary School	340	24	14
Baringo	54	Moi Kabartonjo V.I Special School	40	4	10
Makueni	55	Mwanyambevo Primary School	167	18	9

## Appendix 6: Classroom and Toilet Deficits

County	School	2019/20 Enrolment	No. of classrooms	Classroom deficit	County	School	No. of Toilets	Toilet Deficit
Bungoma	1 Bungoma DEB Primary School	3212	38	33	Mombasa	Kisauni Primary School	26	56
Nyandarua	2 Njomo Primary School	600	19	19	Kilifi	St. Michael's Primary School	12	26
Bungoma	3 Lutaso Primary School	1014	15	18	Bungoma	Chepkurkur Primary School	13	25
Bungoma	4 Chepkurkur Primary School	755	8	16	Nyandarua	Njomo Primary School	14	22
Bungoma	5 Sesiik Primary School	469	7	12	Bungoma	Sesiik Primary School	5	20
Mombasa	6 Kisauni Primary School	1597	18	12	Bungoma	Lutaso Primary School	17	18
Nyandarua	7 Charagita Primary School	473	16	10	Baringo	Chemolingot Primary School	8	16
Baringo	8 Latacha Primary School	173	8	8	Bungoma	Bungoma DEB Primary School	20	15
Baringo	9 Moi Primary School	393	7	7	Bungoma	Busakala Fym Primary School	15	15
Kilifi	10 St. Michael's Primary School	1007	23	7	Nyandarua	Chakareli Primary School	13	14
Kilifi	11 Ganze Primary School	635	9	7	Makueni	Kyanguma Primary School	12	12
Kisumu	12 Mboti Sunrise Primary School	135	6	6	Busia	St Joseph Kasogolkapel P.School	4	12
Baringo	13 Moi Kabartonjo V.I Special School	40	2	6	Busia	Nabutswi Primary School	6	11
Kisumu	14 Ayucha Primary School	518	13	5	Makueni	St. Paul's Kyaume Primary School	8	10
Baringo	15 Mogotio Primary School	905	18	5	Busia	St. Charles Akudiet	6	10
Baringo	16 Kotoron Primary School	81	8	5	Busia	Kenya Gauze Primary School	6	10
Busia	17 Nabutswi Primary School	411	7	5	Makueni	Kandulyu Primary School	8	8
Busia	18 St. Charles Akudiet	311	4	5	Kisumu	Chemilil B1 Primary School	8	8
Busia	19 Kidera Primary School	408	8	5	Busia	Institute	8	8
Bungoma	20 Busakala Fym Primary School	1120	20	5	Baringo	Latacha Primary School	6	8
Kisumu	21 Chemilil B1 Primary School	388	12	4	Baringo	Moi Kabartonjo V.I Special School	4	8
Kisumu	22 Atoya Primary School	324	5	4	Baringo	Mogotio Primary School	8	7
Bungoma	23 Nzoia Dorofu Township P. School	552	6	4	Nyandarua	Chamuka Primary School	18	6
Nyandarua	24 Ndururi Primary School	202	8	4	Mombasa	Sacred Heart Primary School	20	6
Nyandarua	25 Chamuka Primary School	418	12	4	Makueni	SA Kilome Primary School	24	6
Kisumu	26 Anywang Primary School	233	6	3	Makueni	Mwanyambevo Primary School	18	6
Kisumu	27 Olembi Primary School	216	4	3	Kisumu	Mboti Sunrise Primary School	4	6
Baringo	28 Chemolingot Primary School	631	11	3	Kisumu	Atoya Primary School	6	6
Busia	29 St. Joseph Kasogolkapel P.School	399	5	3	Bungoma	Nzoia Dorofu Township P. School	11	6
Busia	30 Kenya Gauze Primary School	353	5	3	Kisumu	Nyadundo Primary School	5	5
Nyandarua	31 Kariki Primary School	331	11	3	Baringo	Cheraik Primary School	5	5
Kisumu	32 Kasawo Primary School	110	8	2	Makueni	Mauumi Primary School	12	4
Busia	33 St. Catherine P.And Technical I.	315	15	2	Makueni	Maviaume Primary School	6	4
Bungoma	34 Sikusi Primary School	756	13	2	Kisumu	Ayucha Primary School	4	4
Makueni	35 Nzueni Primary School	305	12	2	Kilifi	Ganze Primary School	23	4
Makueni	36 Kyanguma Primary School	292	10	2	Busia	Kidera Primary School	4	4
Makueni	37 St. Paul's Kyaume Primary School	278	8	2	Baringo	Kotoron Primary School	2	4
Makueni	38 Mauumi Primary School	255	8	2	Baringo	Moi Timowo Primary School	8	4
Makueni	39 SA Kilome Primary School	340	9	2	Baringo	Moi Primary School	13	3
Nyandarua	40 Magomano Primary School	420	13	2	Makueni	Makongo HGM Primary School	12	2
Nyandarua	41 Malan Primary School	225	8	2	Kisumu	Kasawo Primary School	5	2
Nyandarua	42 Chakareli Primary School	519	14	2	Nyandarua	Charagita Primary School	19	0
Kisumu	43 Nyadundo Primary School	367	8	1	Nyandarua	Ndururi Primary School	8	0
Baringo	44 Moi Timowo Primary School	256	9	1	Nyandarua	Kariki Primary School	19	0
Makueni	45 Kandulyu Primary School	252	10	1	Nyandarua	Magomano Primary School	26	0
Makueni	46 Maviaume Primary School	264	8	1	Nyandarua	Malan Primary School	10	0
Kisumu	47 Kisumu Union Primary School	408	21	0	Kisumu	Bungu Primary	5	0
Baringo	48 Cheraik Primary School	220	8	0	Kisumu	Anywang Primary School	8	0
Busia	49 St. Augustine's Boys Boarding P.	329	12	0	Kisumu	Olembi Primary School	10	0
Makueni	50 Makongo HGM Primary School	282	9	0	Kisumu	Kisumu Union Primary School	21	0
Makueni	51 Mwanyambevo Primary School	167	9	0	Kilifi	Kikambala Primary School	24	0
Kilifi	52 Migundini Primary School	968	16	0	Busia	St. Augustine's Boys B. P. Sch	8	0
Kilifi	53 Kikambala Primary School	1058	32	0	Bungoma	Sikusi Primary School	8	0
Mombasa	54 Sacred Heart Primary School	501	20	0	Kilifi	Migundini Primary School	22	0
Kisumu	55 Bungu Primary School	173	8	0	Makueni	Nzueni Primary School	5	0

## Appendix 7: Schools' Desk Status

County		School	Desks adequacy	Remarks
Baringo	1.	Cheraik Primary School	Adequate	
Kisumu	2.	Olembo Primary School	Adequate	Desks are adequate but old
Kisumu	3.	Kasawo Primary School	Adequate	
Baringo	4.	Chemolingot Primary School	Adequate	Desk situation is okay NG-CDF and NGO helped
Baringo	5.	Moi Kabartonjo V.I Special Sch.	Adequate	
Busia	6.	Kidera Primary School	adequate	Desks are sufficient
Bungoma	7.	Sikusi Primary School	Adequate	Sufficient desks
Makueni	8.	Mauumi Primary School	Adequate	Desks are adequate
Makueni	9.	Mwanyambevo Primary School	Adequate	
Nyandarua	10.	Malan Primary School	Adequate	
Kisumu	11.	Bungu Primary School	Adequate	Supplied by NG-CDF
Mombasa	12.	Sacred Heart Primary School	Inadequate	Student to desk ratio is 4:1
Kisumu	13.	Kisumu Union Primary School	Inadequate	Furniture is not sufficient
Kisumu	14.	Anywang Primary School	Inadequate	100 more desks required
Kisumu	15.	Ayucha Primary School	Inadequate	furniture is average, ratio of 1:3
Kisumu	16.	Mboto Sunrise Primary School	Inadequate	
Kisumu	17.	Nyadundo Primary School	Inadequate	40 more required
Kisumu	18.	Atoya Primary School	Inadequate	desks are insufficient ratios of 1:4 and some seating on floors
Baringo	19.	Moi Primary School	Inadequate	school have a shortage of lockers
Baringo	20.	Moi Timowo Primary School	Inadequate	upper primary lack lockers
Baringo	21.	Mogotio Primary Shool	Inadequate	the desk sitting ratio is 1:3 new comers have to buy new desks
Baringo	22.	Latacha Primary School	Inadequate	50 more desks required
Baringo	23.	Kotoron Primary School	Inadequate	school doesn't have enough desks seating ratio is 1:6
Busia	24.	St Joseph Kasogolkapel P. Sch	Inadequate	no sufficient desk-ratio 1:4
Busia	25.	Nabutswi Primary School	Inadequate	Inadequate. 50 more required
Busia	26.	Kenya Gauze Primary School	Inadequate	inadequate desk ratio1:4

County		School	Desks adequacy	Remarks
Busia	27.	St. Catherine Primary And Technical Institute	Inadequate	
Busia	28.	St. Charles Akudiet	Inadequate	Desks are not sufficient
Busia	29.	St. Augustine's Boys Boarding	Inadequate	Desks not in good condition, an additional 100 desks needed
Bungoma	30.	Busakala Fym Primary School	Inadequate	Desks are not sufficient-ratio 1:3
Bungoma	31.	Chepkurkur Primary School	Inadequate	Desks are not sufficient
Bungoma	32.	Sesiik Primary School	Inadequate	Few desks and chairs
Bungoma	33.	Lutaso Primary School	Inadequate	No sufficient desks-ratio is 1:3
Bungoma	34.	Nzoia Dorofu Township Primary School	Inadequate	Desks are not sufficient
Bungoma	35.	Bungoma DEB Primary School	Inadequate	desk are not sufficient(ratio1:4),
Makueni	36.	Makongo HGM Primary School	Inadequate	Student to desk ratio is 2:1
Makueni	37.	Nzueni Primary School	Inadequate	143 desks (3 students per desk).
Makueni	38.	Kyanguma Primary School	Inadequate	112 desks available and 60 more are required.
Makueni	39.	St. Paul's Kyaume Primary School	Inadequate	Student to desk ratio is 3:1.
Makueni	40.	Kandulyu Primary School	Inadequate	Student to desk ratio is 3:1.
Makueni	41.	Maviaume Primary School	Inadequate	Inadequate. 80 are available and 20 more are required. Students sit 3 or 4 per desk.
Makueni	42.	SA Kilome Primary School	Inadequate	Inadequate. Students sit 3 or 4 per dsk. 40 more desks are required
Nyandarua	43.	Charagita Primary School	Inadequate	Grade 4-7 have lockers. Desk ratio is 1:3.
Nyandarua	44.	Magomano Primary School	Inadequate	lower classes use forms. Ratio is 1:3
Nyandarua	45.	Kariki Primary School	Inadequate	
Nyandarua	46.	Ndururi Primary School	Inadequate	
Nyandarua	47.	Chamuka Primary School	Inadequate	
Nyandarua	48.	Njomo Primary School	Inadequate	63 available. 63 required

County		School	Desks adequacy	Remarks
Kilifi	49.	Migundini Primary School	Inadequate	3 students per desk. A bench in lower primary meant for 5 to 6 students has 8 to 10.
Kilifi	50.	St. Michael's Primary School	Inadequate	389 desks available. 100 more needed. Ratio is 1:5
Kilifi	51.	Kikambala Primary School	Inadequate	students sit 3 per desk. 200 more are required.
Kilifi	52.	Ganze Primary School	Inadequate	144 desks available; 174 more required. Students sit 4 per desk approximately. Some are sitting on the floor. Class 7 and 8 sit 3 per desk.
Mombasa	53.	Kisauni Primary School	Inadequate	Students sit 4 or 5 per desk form grade 1 to 4; some sit on the floor (Class 5, 6, grade 4).
Kisumu	54.	Chemilil B1 Primary School	Inadequate	Not sufficient and are broken
Nyandarua	55.	Chakareli	Inadequate	40 more required

**Source: Interviews with Headteachers and Physical inspection**

### Appendix 8: Administration Office Adequacy in the Schools Sampled

County		School	Administration block adequacy	Remarks
Kisumu	1.	Kisumu Union Primary School	Adequate	Administration block is sufficient
Kisumu	2.	Chemilil B1 Primary School	Adequate	But not conducive
Baringo	3.	Moi Primary School	Adequate	Administration block is sufficient
Busia	4.	St. Catherine Primary and Technical Institute	Adequate	There is an administration block with enough spacing for staff
Bungoma	5.	Busakala Fym Primary School	Adequate	Administration block is ok
Bungoma	6.	Sikusi Primary School	Adequate	Administration block is ok
Makueni	7.	Nzueni Primary School	Adequate	Administration block is adequate
Makueni	8.	Mauumi Primary School	Adequate	Admin block is adequate
Makueni	9.	Mwanyambevo Primary School	Adequate	Administration block is adequate
Makueni	10.	SA Kilome Primary School	Adequate	Its adequate
Nyandarua	11.	Chamuka Primary School	Adequate	But still incomplete
Nyandarua	12.	Chakareli	Adequate	But its incomplete
Kisumu	13.	Anywang Primary School	Inadequate	No administration block
Kisumu	14.	Ayucha Primary School	Inadequate	No administration block, a class was converted into a classroom
Kisumu	15.	Olembo Primary School	Inadequate	The school's current administration office is condemned
Kisumu	16.	Kasawo Primary School	Inadequate	The office is dilapidated and no sufficient space
Kisumu	17.	Mboto Sunrise Primary School	Inadequate	No administration block
Kisumu	18.	Nyadundo Primary School	Inadequate	Administration block is not sufficient
Kisumu	19.	Atoya Primary School	Inadequate	School doesn't have an administration block
Baringo	20.	Chemolingot Primary School	Inadequate	One classroom was converted to be a staffroom
Baringo	21.	Moi Kabartonjo V.I Special Sch.	Inadequate	School doesn't have an admin block.
Baringo	22.	Moi Timowo Primary School	Inadequate	The school staffroom doesn't have sufficient space
Baringo	23.	Mogotio Primary Shool	Inadequate	The school doesn't have an administration block a classroom has been converted to serve as one,

County		School	Administration block adequacy	Remarks
Baringo	24.	Cheraik Primary School	Inadequate	Administration block lacks sufficient space sharing an office which also acts as a storage facility
Baringo	25.	Latacha Primary School	Inadequate	School needs permanent administration block
Baringo	26.	Kotoron Primary School	Inadequate	school has no staff room and has a temporary administration block
Busia	27.	St Joseph Kasogolkapel P. Sch	Inadequate	No administration block
Busia	28.	Nabutswi Primary School	Inadequate	No administration block
Busia	29.	Kenya Gauze Primary School	Inadequate	No administration block
Busia	30.	St. Charles Akudiet	Inadequate	Admin block has limited space
Busia	31.	St. Augustine's Boys Boarding	Inadequate	administration block not sufficient
Busia	32.	Kidera Primary School	Inadequate	No administration block
Bungoma	33.	Chepkurkur Primary School	Inadequate	No administration block
Bungoma	34.	Sesiik Primary School	Inadequate	No administration block
Bungoma	35.	Lutaso Primary School	Inadequate	No administration block
Bungoma	36.	Nzoia Dorofu Township Primary School	Inadequate	No administration block
Bungoma	37.	Bungoma DEB Primary School	Inadequate	there is admin block which is not sufficient for all teachers,
Makueni	38.	Makongo HGM Primary School	Inadequate	Inadequate. A classroom was converted into an office.
Makueni	39.	Kyanguma Primary School	Inadequate	Headteacher is the only one with an office
Makueni	40.	St. Paul's Kyaume Primary School	Inadequate	School requires an administration block as the headteacher's office was converted to a classroom
Makueni	41.	Kandulyu Primary School	Inadequate	School requires a new one and has been putting pledges through CDF.
Makueni	42.	Maviaume Primary School	Inadequate	admin office is a converted classroom. The deputy headteacher's office has been converted to a classroom
Nyandarua	43.	Malan Primary School	Inadequate	It is condemned with cracked walls
Nyandarua	44.	Njomo Primary School	Inadequate	No administration block: only headteacher and deputy headteacher have an office

County		School	Administration block adequacy	Remarks
Kilifi	45.	Migundini Primary School	Inadequate	Staffroom was converted from a classroom.
Kilifi	46.	St. Michael's Primary School	Inadequate	Admin block Not adequate. Classes converted to an admin block.
Kilifi	47.	Kikambala Primary School	Inadequate	Not adequate. Staffroom is small and not well equipped.
Ganze	48.	Ganze Primary School	Inadequate	Not adequate. Converted 1 of the classes to be a staffroom. Senior teacher has no office.
Mvita	49.	Sacred Heart Primary School	Inadequate	Not adequate. Deputy headteacher is stationed in the store.
Kisauni	50.	Kisauni Primary School	Inadequate	2 more offices are required for the 2 Deputies and 2 Senior Headteachers respectively. The Headteacher's office is adequate. 1 Deputy is sharing with the Senior teacher
Nyandarua	51.	Charagita Primary School	Inadequate	Administration block is not adequate
Nyandarua	52.	Magomano Primary School	Inadequate	Not adequate administration block
Nyandarua	53.	Kariki Primary School	Inadequate	Made of timber and mud floors
Nyandarua	54.	Ndururi Primary School	Inadequate	Administration office is required
Kisumu	55.	Bungu Primary School	Inadequate	

**Source: Interviews with headteachers and Physical Inspection**

## Appendix 9: Water Availability in the various schools

County		School	Water Supply(Available/ Not Available)
Kisumu	1	Anywang Primary School	Available
Kisumu	2	Ayucha Primary School	Available
Kisumu	3	Kasawo Primary School	Available
Kisumu	4	Chemilil B1 Primary School	Available
Baringo	5	Moi Kabartonjo V.I Special School	Available
Baringo	6	Moi Primary School	Available
Baringo	7	Moi Timowo Primary School	Available
Baringo	8	Mogotio Primary School	Available
Baringo	9	Cheraik Primary School	Available
Busia	10	St Joseph Kasogolkapel Primary School	Available
Busia	11	Nabutswi Primary School	Available
Busia	12	St. Catherine Primary And Technical Institute	Available
Busia	13	St. Charles Akudiet	Available
Busia	14	St. Augustine's Boys Boarding Primary School	Available
Bungoma	15	Busakala Fym Primary School	Available
Bungoma	16	Sikusi Primary School	Available
Bungoma	17	Chepkurkur Primary School	Available
Bungoma	18	Lutaso Primary School	Available
Bungoma	19	Bungoma DEB Primary School	Available
Makueni	20	Makongo HGM Primary School	Available
Makueni	21	Nzueni Primary School	Available
Makueni	22	Kandulyu Primary School	Available
Makueni	23	Maviaume Primary School	Available
Makueni	24	Mwanyambevo Primary School	Available
Nyandarua	25	Malan Primary School	Available
Nyandarua	26	Ndururi Primary School	Available
Kilifi	27	Kikambala Primary School	Available
Kilifi	28	Ganze Primary School	Available
Mombasa	29	Sacred Heart Primary School	Available
Mombasa	30	Kisauni Primary School	Available
Kisumu	31	Bungu Primary	Available

Nyandarua	32	Chakareli	Available
Kisumu	33	Kisumu Union Primary School	Not available
Kisumu	34	Olembo Primary School	Not available
Kisumu	35	Mboto Sunrise Primary School	Not available
Kisumu	36	Nyadundo Primary School	Not available
Kisumu	37	Atoya Primary School	Not available
Baringo	38	Chemolingot Primary School	Not available
Baringo	39	Latacha Primary School	Not available
Baringo	40	Kotoron Primary School	Not available
Busia	41	Kenya Gauze Primary School	Not available
Busia	42	Kidera Primary School	Not available
Bungoma	43	Sesiik Primary School	Not available
Bungoma	44	Nzoia Dorofu Township Primary School	Not available
Makueni	45	Kyanguma Primary School	Not available
Makueni	46	St. Paul's Kyaume Primary School	Not available
Makueni	47	Mauumi Primary School	Not available
Makueni	48	SA Kilome Primary School	Not available
Nyandarua	49	Charagita Primary School	Not available
Nyandarua	50	Magomano Primary School	Not available
Nyandarua	51	Kariki Primary School	Not available
Nyandarua	52	Chamuka Primary School	Not available
Nyandarua	53	Njomo Primary School	Not available
Kilifi	54	Migundini Primary School	Not available
Kilifi	55	St. Michael's Primary School	Not available

**Source: Interviews with headteachers and physical inspection**

## Appendix 10: Distribution of Quality Assurance and Standard Officers Nationally

County	No. of Sub Counties	Number of Quality Assurance officers	Ideal Number	Deficit	% Deficit
Garissa	6	2	18	16	89%
Wajir	6	3	18	15	83%
Mandera	6	3	18	15	83%
Kilifi	6	4	18	14	78%
Tana River	3	2	9	7	78%
Samburu	3	2	9	7	78%
Kwale	4	3	12	9	75%
Marsabit	7	6	21	15	71%
Kiambu	12	11	36	25	69%
Lamu	2	2	6	4	67%
Taita Taveta	4	4	12	8	67%
Turkana	6	6	18	12	67%
Siaya	6	6	18	12	67%
Busia	7	8	21	13	62%
Mombasa	6	7	18	11	61%
Embu	5	6	15	9	60%
Kajiado	5	6	15	9	60%
Bomet	5	6	15	9	60%
Bungoma	9	11	27	16	59%
Machakos	8	10	24	14	58%
West Pokot	4	5	12	7	58%
Kisumu	7	9	21	12	57%
Nyeri	6	8	18	10	56%
Uasin Gishu	6	8	18	10	56%
Laikipia	3	4	9	5	56%
Kakamega	12	16	36	20	56%
Kisii	9	12	27	15	56%
Kirinyaga	5	7	15	8	53%
Makueni	6	9	18	9	50%
Baringo	6	9	18	9	50%
Kericho	6	9	18	9	50%
Homa Bay	8	12	24	12	50%
Migori	8	12	24	12	50%
Nyandarua	5	8	15	7	47%
Nyamira	5	8	15	7	47%
Nakuru	11	18	33	15	45%

<b>County</b>	<b>No. of Sub Counties</b>	<b>Number of Quality Assurance officers</b>	<b>Ideal Number</b>	<b>Deficit</b>	<b>% Deficit</b>
Meru	9	15	27	12	44%
Nandi	6	10	18	8	44%
Narok	6	10	18	8	44%
Murang'a	7	12	21	9	43%
Trans Nzoia	5	9	15	6	40%
Kitui	8	15	24	9	38%
Isiolo	2	4	6	2	33%
Vihiga	4	8	12	4	33%
Nairobi	9	18	27	9	33%
Elgeyo-Marakwet	4	10	12	2	17%
Tharaka-Nithi	3	12	9	-3	-33%
<b>Total</b>	<b>286</b>	<b>385</b>	<b>858</b>	<b>473</b>	<b>55%</b>

**Source: Analysis of data obtained from the Ministry**

## Appendix 11: Ministry of Education's Comments on Audit Findings and Recommendations

Audit Finding	Auditee's Comments	Auditors' Comments
<p><b>I. The Ministry has not developed and implemented a sustainable long-term policy for expansion, improvement and maintenance of infrastructure in public primary schools.</b></p> <ul style="list-style-type: none"> <li>• Inadequate needs assessment- ad hoc collection of data from schools, with no evidence that its used for long term planning and budgeting</li> <li>• Inadequate budget allocation</li> <li>• Lack of adequate guiding policy on infrastructure standards</li> </ul> <p><b>(Paragraphs 4.1-4.20, Pg 15-25)</b></p>	<ul style="list-style-type: none"> <li>• The Ministry is on continuous improvement drive to make sure all issues addressed are rectified as attested by the internal memo from the PS to the various directorates dated 21<sup>st</sup> April 2021 which address among others, a data driven martial plan to capture improvement of infrastructure pre designed classroom choices to influence cost and policy reviews on public boarding schools in hardship areas.</li> <li>• The Ministry also undertook to collect data from public schools before the break out of Covid-19 pandemic to establish the status of the infrastructure in schools as shown in a memo by the PS dated 18 August 2020. The work is ongoing albeit with personnel and skills challenges in data collection, collation analysis and reporting. A draft report on the same is underway to give a clearer picture of the school's infrastructure across the county.</li> <li>• In collaboration with policy and quality assurance directorate the Ministry has also been in the process of reviewing the national guidelines for disbursement of bursaries and grants to schools with a view of streamlining the aspects of criteria and allocation amount to primary schools to be in tandem with current trends.</li> <li>• The Ministry has also continued to advocate for multiagency approach to school infrastructure development by encouraging public private partnerships(PPP's) to assist the government deal with old and dilapidated primary school infrastructure, thanks go to the National Constituency Development Fund which has gone a long way in assisting several schools improve their infrastructure in the country. The NGCDF has held consultative meetings organized by the central planning unit to identify and synchronize schools funded by MOE and NGCDF to avoid duplication and assist more deserving schools. The Basic Education Act, 2013 places some level of responsibility to the parents and community through the Parents Association (PA) to organize and assist in school development. This has been done to some extent but the impact is yet to be felt since the</li> </ul>	<p>The measures currently undertaken by the Ministry to improve infrastructure conditions are commendable. Specifically, a data driven martial plan will help in targeting of the scarce resources to the neediest schools. The office of the Auditor General will in future carry out a follow up to establish whether recommendations of the audit have been implemented.</p> <p>This finding remains as reported</p>

Audit Finding	Auditee's Comments	Auditors' Comments
	<p>conception that education is free as opposed to free tuition in public domain has made many people not to contribute for school development wholeheartedly. The primary schools require many infrastructure facilities like administration blocks, kitchens and dining halls for lunch meals in day schools, library, fencing among others that are never taken into account when strategizing for school improvement. Much attention has been given to classrooms and toilet facilities to the detriment of the other key learning facilities. Towards this end the government has made effort to provide funds to specific targeted public boarding schools with the ablution block facilities, dining halls and dormitory in the wake of Covid-19 mitigation measures to increase the social distancing, this is a drop in the ocean since the number of schools are enormous vis a vis the amount available to distribute not only equitably across the regions but also in quantity that can ensure no projects are stalled leading to waste of resources.</p>	
<p><b>II.Application and allocation criteria for school infrastructure improvement grant may not ensure that the most deserving schools are funded.</b></p> <p><b>(Paragraph 4.21-4.23, Pg 25-26)</b></p>	<ul style="list-style-type: none"> <li>• The ministry underscores the need for equitable and equal disbursement of infrastructure grants to all deserving public primary schools across the country as observed by the audit report. While striving to achieve this noble intervention, the criterion set has proved too tight and expensive for some schools that are already depressed financially. The requirement of bill of quantity certified by the public works expert is not only costly but also time consuming when locating the public works personnel. The need for pictures of the infrastructure challenges faced by the schools, the architectural drawings required for the buildings among other requirements has proved counterproductive. This has informed the ongoing review of the disbursement guidelines mentioned above with attempts also marked to automate the application process in the National Education Management Information System (NEMIS). The procedures and steps involved have been provided to the ICT technical team alongside other disbursements procedures although the work is still in progress and believed it will usher in objectivity and efficiency in the whole process once it materializes.</li> <li>• That notwithstanding the Ministry has continued to use other approaches in identifying needy schools, e.g. recommendations of the senior management officers during their day-to-day routine field monitoring and</li> </ul>	<p>The Office of the Auditor General expects that the review of the operational guidelines for disbursement of grants and bursaries to schools will improve the process of identification of need schools.</p> <p>The finding remains as reported.</p>

Audit Finding	Auditee's Comments	Auditors' Comments
	<p>observations, executive orders and use of recommendation of the County Education Boards (CEB) from time to time on the neediest schools to be assisted.</p> <ul style="list-style-type: none"> <li>• This has been used mainly in the disbursement of the low-cost boarding primary school's infrastructure grants and the desks provision to needy primary schools which were majorly determined by the County and Sub-County Committees as people on the ground and with quality assurance reports they undertake in their areas of jurisdiction.</li> <li>• The disbursement committee that vets and selects the beneficiary schools has remained untenable due to lack of enough personnel to consistently meet and undertake the identification as the applications arrive. The availability of all the members given the work load in various department cannot be guaranteed, unpredictable transfers of members to other areas in the country, for example at the head office all those interviewed in the audit process none is available in the same spot to implement the feedback as an institution strategic development memory planner, the continuous application of the infrastructure request coupled with emergency applications due to natural calamities like lake overflow, flooding, strong winds among others further complicates the determination of the final list of beneficiaries at times. Request of infrastructure grants from other leaders like the political leaders, community petitions other than the head teachers also places further strain on the selection process. Last but not least is the amount allocated to into assisting the over 23,000 primary schools with approximately 60% of them in dire need of infrastructure improvement, As observed by the audit report, the sum allocated in the annual budget and the average given to the schools for the analyzed years indicates an amount not enough to do any meaningful improvement especially given the continuous strain on the already existing infrastructure.</li> <li>• The Vote heads on repair maintenance and improvement (RMI) of Kshs. 106 per learner's allocation under the Free Primary Education (FPE) capitation grant of Kshs. 1420.00 per child per learner's is hardly enough to undertake any meaningful work, more so in schools with low enrollment. There</li> </ul>	

Audit Finding	Auditee's Comments	Auditors' Comments
	<p>would be a general need to relook and rethink the allocation amount to support the primary school child in schools annually and infrastructure development fund allocation in the national budget.</p>	
<p><b>III. Assessment and monitoring of school infrastructure standards (Paragraph 4.24-4.28, pg 26-28)</b></p>	<ul style="list-style-type: none"> <li>• The Ministry, as observed by the audit report undertakes humanly possible monitoring and evaluation of the infrastructure program on the ground from the Head Office. Nonetheless, the field officers are mandated by and call of duty and circulars from time to time to undertake monitoring evaluation and supervision of infrastructure developments and compile the statuses for sharing with the head office. Although this approach provides some data, sometime the data reliability and credibility are in question as it is more often done hurriedly and not within specified time frame given the vastness of the country, the inadequacy of the personnel's on the ground to do physical validation and means to undertake the spot checks from time to time are sometimes limited.</li> <li>• That notwithstanding, the Ministry has continued to do multi-agency monitoring within other activities when undertaking any field activities by observing all educational needs other than the main focus that was being undertaken. The infrastructure reports elements are sometimes fused in the key report and may escape one's attention. Proper allocation needs to be intentionally earmarked for monitoring purposes not only in infrastructure but also other areas of disbursement to track and ensure value for money disbursed to the ground. The total budget allocation has always been issued wholly to the schools more so given the amount allocated vis a vis the requests form the schools.</li> <li>• Efforts to FastTrack the correction of the non-conformities are in top gear as addressed by the PS memo dated 21<sup>st</sup> April 2021 at section two on the need or a national martial plan to address the raised issues.</li> </ul>	<p>This finding remains as reported</p>



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