



REPUBLIC OF KENYA

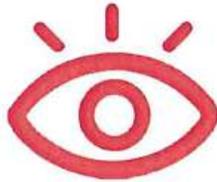


OFFICE OF THE AUDITOR-GENERAL  
*Enhancing Accountability*



**AUDITOR GENERAL'S  
PERFORMANCE AUDIT REPORT ON  
PROVISION OF EDUCATION TO LEARNERS WITH SPECIAL NEEDS  
BY THE STATE DEPARTMENT FOR BASIC EDUCATION**

DECEMBER 2025



## **VISION**

Making a difference in the lives and livelihoods of the Kenyan people



## **MISSION**

Audit services that impact on effective and sustainable service delivery



## **OUR CORE VALUES**

Integrity • Credibility • Relevance •  
Accountability • Independence

## Foreword

I am pleased to present this Performance Audit Report on Provision of Education to Learners with Special Needs. My Office carried out the audit under the mandate conferred to me by Article 229 (6) of the Constitution of Kenya, 2010, to confirm whether or not public money has been applied lawfully and in an effective way. In addition, Section 36 of the Public Audit Act, 2015 requires the Auditor-General to examine the economy, efficiency and effectiveness with which public money has been expended.

Performance, financial and compliance audits form the three-pillar audit assurance framework that I have established to give focus to the varied and wide scope of the audit work done by my Office. The framework is intended to provide a high level of assurance to stakeholders that public resources are not only correctly disbursed, recorded and accounted for, but that the use of the resources results in positive impact on the lives and livelihoods of the Kenyan people. The main goal of our performance audits is to ensure effective use of public resources and promote service delivery to Kenyans.

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 Chief of Staff and Head of Public Service, Principal Secretary, The National Treasury, and Principal Secretary, State Department for Basic Education.

  
FCPA Nancy Gathungu, CBS  
AUDITOR-GENERAL

05 December, 2025

Handwritten text, possibly a signature or date, located in the lower right quadrant of the page.

## Table of Contents

Foreword.....	i
Table of Contents.....	iii
List of Figures .....	iii
List of Tables .....	iii
List of Abbreviations.....	v
Glossary of Terms.....	vi
Executive Summary .....	ix
Chapter 1: Background of the Audit .....	1
Chapter 2: Design of the Audit .....	4
Chapter 3: Description of the Audit Area .....	11
Background of Special Education in Kenya .....	11
Process Description for Special Education .....	14
Chapter 4: Audit Findings.....	18
Adequacy of Disability Screening for Special Learners.....	18
Challenges in Admission and Retention of Special Learners in Schools .....	28
Availability of Transition Options for Special Learners .....	42
Monitoring of Special Education Activities .....	44
Coordination of Special Education Activities.....	45
Auditee's Response to Audit Findings and Recommendations .....	47
Chapter 5: Conclusion.....	48
Chapter 6: Recommendations.....	50
Appendices .....	53
Appendix 1. List of Sampled Schools .....	53
Appendix 2. Sufficiency of Special Education Qualified Teachers .....	55
Appendix 3: Distribution of Secondary Schools Offering Special Education .....	57
Appendix 4: Management Response to Audit Findings, Conclusion and Recommendations .....	58

### List of Figures

Figure 1: Basic Curriculum Framework .....	12
Figure 2: Process Description For Special Education in Kenya .....	15
Figure 3: Funding for Special Education .....	17
Figure 4: Distribution of Unassessed Learners by School Type .....	19
Figure 5: Status of Facilities in the Sampled Schools .....	29
Figure 6: Average Number of Learners Per Teacher by Disability Area .....	32
Figure 7: Availability of Teacher Aides and Technical Personnel .....	34
Figure 8: Performance of Sampled Schools on Disability-Friendliness Parameters.....	41

### List of Tables

Table 1. List of Documents Reviewed .....	5
Table 2: List of People Interviewed .....	6
Table 3. School Environment Disability Friendliness Requirements.....	7
Table 4: Tools and Equipment for Various Disability Assessments .....	8

Table 5: Category of Sampled Schools and Respective Counties.....	9
Table 6: Key Actors and their Roles in Provision of Special Education.....	14
Table 7: Categories and Purposes of Capitulations .....	16
Table 8: Funding Analysis for Special Education.....	17
Table 9: Prevalence of Lack of Assessment of Learners Across the Counties.....	19
Table 10. Availability of Assessment Centres at the Sub-County Level.....	21
Table 11: Infrastructure Availability in the Sampled Assessment Centres.....	23
Table 12. Key Assessment Tools and Equipment for Major Disability Types .....	23
Table 13: Availability of Critical Tools and Equipment in the Assessment Centres.....	25
Table 14: Status of Funding of Educational Assessment and Resource Centres .....	26
Table 15: Observed Infrastructure Challenges in Sampled Schools.....	28
Table 16: Recommended Teacher to Learner Ratio for Special Education .....	31
Table 17: Delays in Adaption of Special Needs Learning Materials .....	36
Table 18: Cost of Basic Learning Materials for Learners Under the Stage-Based Curriculum....	37
Table 19: Disability Friendliness Score of Sampled Schools by County .....	40
Table 20: Availability of Special Education Secondary Schools in the Counties .....	44

## List of Abbreviations

<b>Abbreviation</b>	<b>In Full</b>
<b>CBE</b>	Competency Based Education
<b>CDE</b>	County Directors of Education
<b>CSO- SNE</b>	Curriculum Support Officers – Special Education
<b>DSNE</b>	Directorate of Special Needs Education
<b>FPE</b>	Free Primary Education
<b>ISSAI</b>	International Standards of Supreme Audit Institutions
<b>KISE</b>	Kenya Institute of Special Education
<b>KIB</b>	Kenya Institute for the Blind
<b>KICD</b>	Kenya Institute of Curriculum Development
<b>KNEC</b>	Kenya National Examinations Council
<b>MoE</b>	Ministry of Education
<b>OAG</b>	Office of the Auditor-General
<b>SCDE</b>	Sub-county Directors of Education
<b>SDBE</b>	State Department for Basic Education
<b>SDG</b>	Sustainable Development Goal

## Glossary of Terms

The following definitions, adopted from the 2018 Sector Policy for Learners and Trainees with Disabilities, apply for purposes of this report: -

<b>Term</b>	<b>Meaning</b>
<b>Assistive Device</b>	Any item, piece of equipment, or product system that is used to increase, maintain, or improve independent functional capabilities of special learners by replacing or modifying a body part or body function.
<b>Curriculum Differentiation</b>	This is an adaptation of the curriculum in terms of content, methods, and activities of teaching, instructional materials, and alternative media of communication or duration.
<b>Disability Friendly Environment</b>	Physical learning space that has been designed or adapted in a way that accommodates and supports special learners.
<b>Disability</b>	Lack or restriction of the ability to perform an activity in the manner within the range considered normal, within the cultural context of the human being.
<b>Education Assessment</b>	A wide variety of methods or tools used to evaluate, measure and document the academic readiness, learning progress, skill acquisition or educational needs of learners.
<b>Educational Assessment and Resource Centres</b>	Structures set up for the functional educational assessment of children and their placement in appropriate education services.
<b>Functional Educational Assessment Forms</b>	These are tools used to screen and assess special learners to identify their specific educational needs.
<b>Inclusive Education</b>	An approach where special learners are provided with appropriate educational interventions within regular institutions of learning with reasonable accommodations and support.
<b>Individualized Education Program/Plan</b>	Defines the individualized objectives of a learner who has a disability. An Individualized Education Program/Plan (IEP) is intended to help children reach educational goals more easily than they otherwise would. It describes how the learner learns, how the learner best

demonstrates that learning, and what teachers and service providers will do to help the learners learn more effectively.

<b>Integration</b>	A process through which learners with and without disabilities are taught together, to the maximum extent possible, in the least restrictive environment. The learner is expected to adapt to the environment.
<b>Interventions</b>	Include assessment, placement and adaptation of the curriculum, environment and facilities, to ensure that they are disability friendly and can accommodate the various categories of special learners.
<b>Learning Materials</b>	Materials used in classes to support teaching and learning for example charts, beads, textbooks and digital resources.
<b>Multi-disciplinary Team</b>	A team comprising of physiotherapists, occupational therapists, psychologists, nutritionists, social workers, special needs educators with specializations to cater to various disabilities, and medical practitioners with specializations in different and relevant fields.
<b>Pedagogy</b>	Refers to the method and practise of teaching used by teachers to help learners in understanding new ideas and skills.
<b>Special Education Teacher</b>	A teacher who is trained to teach and support special learners in education.
<b>Special Units/Special Classes</b>	Units/classes established in either regular or special institutions of learning to cater for the needs of special learners.
<b>Specialized Learning Resources</b>	Educational materials and content adapted to respond to specific needs of special learners.
<b>Transition</b>	The progression of a learner from one level to another within the basic education system.



## Executive Summary

### Background of the Audit

1. The 2006 United Nations Convention on the Rights of Persons with Disabilities defines Persons with Disabilities as people who have long-term physical, mental, intellectual or sensory impairment that, in interaction with various barriers, may hinder their full and effective participation in society on equal basis with others. According to the 2019 Population and Housing Census Analytical Report on Disability, 2022, 10.1% of Kenya's population has some form of disability.
2. The Government caters to the educational needs of children with disabilities through Special Needs Education, hereafter referred to as special education. Special education focuses on providing appropriate curriculum differentiation in terms of content, instructional materials, alternative media of communication or duration of education.
3. To cater for educational needs of special learners, the Government has different types of primary schools, namely; special schools, special units and integrated schools. Special schools are purely for special learners with a specific type of disability, while special units are dedicated classes within regular or special schools. Integrated schools, also called inclusive schools, are regular schools where special learners learn in the same classrooms alongside those without special needs.
4. Depending on the nature of disability, learners are either subjected to age-based or stage-based curriculum. Age-based curriculum is the same as the curriculum used by learners without disability, except that teaching methods, learning materials and technologies are adapted to suit the unique needs of each disability area. Stage-based curriculum, on the other hand, recognises that some learners may have special needs that limit brain development, and hence focuses on the development of practical skills.
5. The mandate for the provision of special education at the basic level of education is vested in the State Department for Basic Education. Other key role players include

the Teachers Service Commission (TSC), Kenya Institute of Curriculum Development (KICD), and Kenya Institute of Special Education (KISE).

6. The audit was undertaken due to the following key factors: -
  - i) Article 53(1)(b) of the Constitution of Kenya, 2010 grants every child the right to free and compulsory basic education. Article 54(1)(a) of the Constitution further stipulates that a person with disability is entitled to access educational institutions and facilities that are integrated into society to the extent compatible with the interests of these persons. Despite the constitutional requirements, special learners continue to face various challenges, limiting their ability to access basic education.
  - ii) Target 5 of the Sustainable Development Goal No. 4 seeks to ensure equal access at all levels of education and vocational training for the vulnerable, including persons with disability by 2030. However, the 2018 National Survey on Children with Disabilities and Special Needs in Education revealed many barriers to education for special learners. The barriers included; shortage of schools to cater for the special needs of the learners, unavailability of assistive devices and learning materials, insufficient number of special needs qualified teachers, and inadequate opportunities available for transition of learners under the stage-based curriculum.
7. Given these factors, an audit on provision of special education was necessary to assess the progress made by the government in eliminating barriers to basic education for special learners.

#### **Objective of the Audit**

8. The audit assessed the extent to which the State Department for Basic Education had implemented measures to ensure provision of special education. The assessment of this objective was guided by the following audit questions. To what extent has the State Department:

- i) Ensured that admission of learners in schools is based on assessment of learners' special needs?
- ii) Addressed the barriers affecting admission and retention of special learners in school?
- iii) Ensured that special learners transit through the various stages in Kenya's education curriculum?
- iv) Ensured effective monitoring of special education activities?
- v) Coordinated the activities of other key role players involved in the provision of education to special learners?

### **Scope of the Audit**

- 9. The audit focused on the implementation of the activities of the State Department and other key role players with regard to assessment of learners' special needs, admission and retention in schools, transition and exit options, coordination of actors, and monitoring of activities. Focus was on all public primary schools offering special education in Kenya. The audit covered a five-year period, from the financial year 2019/2020 to 2023/2024. The period was deemed sufficient to establish the trend in provision of special education since the enactment of the Sector Policy in 2018.

### **Summary of Key Audit Findings**

#### **1. Adequacy of Disability Screening for Special Learners**

- 10. Early identification of special needs through disability screening is critical to providing appropriate educational interventions, including placement in the right schools. However, the audit revealed that majority of learners in schools had not been subjected to disability screening. Out of 782 learner admission files reviewed across the forty-nine (49) sampled schools, 454 files, representing 58%, did not have evidence of disability screening. Among the 328 learners who had been assessed, the quality of assessment varied significantly. While 60% of the assessed learners received comprehensive recommendations for both school placement and early interventions, 34% received only school placement guidance.

The remaining 6% of assessed learners had no recommendations at all. Besides, the assessments only focused on educational intervention, leaving out other important aspects such as parental support.

11. The inadequacy of disability screening was attributed to two factors: inadequate educational assessment and resource centres; and inadequate awareness creation on disability and special needs education. The audit revealed that the centres not only lacked assessment officers, but also critical infrastructure and tools. In the absence of assessment officers, assessments were conducted by the Curriculum Support Officers for Special Needs Education, when their schedules allowed. Besides, the assessments were conducted by a single officer, contrary to the requirement that assessments should be conducted by a multi-disciplinary team. The results of such assessments could therefore, be inaccurate, leading to wrong disability diagnosis and the recommended intervention.
12. The State Department had not also established assessment centres up to the sub-county level, as required by the Sector Policy. Additionally, the State Department did not undertake awareness and advocacy campaigns to sensitize the public on the importance of disability screening.

## **2. Challenges in Admission and Retention of Special Learners in Schools**

13. While Section 44(4) of the Basic Education Act, 2013 requires that every special school or educational institution with special learners is provided with: appropriately trained teachers; non-teaching staff; infrastructure; learning materials, and equipment suitable for such learners, the audit revealed a number of inadequacies, as highlighted below: -

### **a) Inadequate Infrastructure and Facilities**

14. Sixteen (16) out of the forty-nine (49) sampled schools had insufficient boarding facilities, classrooms, and lavatories. As a result of the shortage, schools adopted makeshift solutions that compromised learning conditions. For instance, at Ndohivyo Primary School, the same room served as both a classroom during the

day and a dormitory at night. At Ombaka Special School, learners were housed in temporary dormitory structures made of iron sheets, while in at Matonyok Primary Special Unit, a temporary partition was created in the classroom to form a dormitory area.

15. In addition, most of the sampled schools lacked disability friendly infrastructure. Twenty-three (23) schools did not have ramps for accessibility, while thirty-seven (37) lacked protective rails, increasing the risk of falls and injuries for learners with visual or physical impairments. Twenty-nine (29) schools lacked disability-friendly washrooms, creating significant hygiene and dignity challenges for learners with mobility impairments.

#### **b) Insufficient Teaching and Non-Teaching Staff**

16. The Teachers Service Commission (TSC) had established recommended teacher-to-learner ratios for different disability categories in order to ensure effective instruction. However, the audit revealed that these ratios were not met in most cases. Only fifteen (15) out of thirty-nine (39) schools catering to specific disability categories met the recommended ratios. For instance, the average teacher to learner ratio for physical impairment was 1:23, against the recommended ratio of 1:15. Further, the Intellectual and Developmental Disabilities ratio was 1:21, against the recommended ratio of 1:10. In addition, for the ten (10) sampled schools that enrolled learners with multiple disabilities, five (5) had no special education qualified teachers, while the other five (5) had ratios ranging between 1:12 and 1:58.
17. The audit also revealed a shortage of technical teaching staff in schools offering stage-based curriculum. Seven (7) out of the ten (10) sampled schools that had pre-vocational and vocational levels lacked technical teaching staff in areas like carpentry, garment making, and hairdressing, thereby limiting learners' acquisition of practical skills.
18. Further, most of the sampled schools lacked teacher aides, technical support staff and house parents. Despite the critical care-giving role played by house parents,

the sampled boarding schools revealed significant understaffing. For example, St. Martins Deporres School had seven (7) house parents against 338 learners with various disabilities, including mental impairment, cerebral palsy, autism, down syndrome, and physical impairment.

### **c) Inadequate Learning Materials and Assistive Devices**

19. The audit revealed non-availability of adapted textbooks in schools offering age-based curriculum. For instance, at the time of the audit, schools catering to visually impaired learners reported that Grade 8 learners had never received Braille textbooks since the onset of Competency Based Education (CBE). Further, the sampled schools catering to learners with hearing impairment had not received the Kenya Sign Language textbooks. Similarly, schools offering stage-based curriculum lacked sufficient practical learning materials essential for the skills-based approach of learning, including beads, puzzles, blocks, and thread.
20. Further, only three (3) out of the thirty-three (33) sampled schools that had learners requiring assistive devices had them in sufficient numbers. The remaining thirty (30) schools had either no assistive devices, just a few, or broken equipment. This slowed down learning as learners shared the available devices.

### **3. Availability of Transition Options for Special Learners**

21. Learners following the stage-based curriculum are expected to transition through four (4) levels after acquiring the expected skills at each level: foundation, intermediate, pre-vocational, and vocational. However, out of nineteen (19) sampled schools offering the stage-based curriculum, only four (4) had all the required levels. Six (6) schools had up to pre-vocational level, eight (8) up to intermediate level, while two (2) schools only had the foundation level. Without transition options, learners following the stage-based curriculum often fail to complete basic education. Some remained at the same level for extended periods, while others dropped out.
22. Similarly, transition for learners following age-based curriculum was hampered by the limited availability of secondary schools catering to learners with special needs.

The Country only had a total of eighty-eight (88) secondary schools offering special education. Twenty-one (21) counties did not have secondary schools for the visually impaired, while twenty-two (22) had no secondary schools for learners with hearing impairment. Schools catering to learners with physical impairment were also not available in thirty-three (33) counties.

#### **4. Monitoring of Special Needs Education**

23. Both the Basic Education Act, 2013 and the Sector Policy for Learners and Trainees with Special Needs require the State Department to put in place mechanisms for monitoring special needs education. The audit revealed that the State Department had not established structures for monitoring. Further, the State Department had a Directorate responsible for Special Needs Education. However, this Directorate did not conduct monitoring, citing staff deficit as a hindrance.

#### **5. Coordination of Special Needs Education Activities**

24. While the Sector Policy required the establishment of coordinating committees at national, regional, county, and sub-county levels to support its implementation, the State Department had not established the committees at any level. This is despite the provision of special education having several actors that call for proper coordination of activities.

25. Further, data is key in the provision of special education. However, the audit revealed that while the State Department collected data through the National Educational Management Information System (NEMIS), for sharing with relevant role players for planning purposes, the data had inadequacies. For example, NEMIS did not segregate learners' data by type of disability, despite it being critical in making decisions such as deployment of the right teachers and provision of textbooks and learning materials. The audit also revealed that most of the special learners lacked birth certificates, which was a prerequisite for learners to be registered in NEMIS, therefore, they were not registered.

## Conclusion

26. The State Department for Basic Education has not prioritized the plight of learners with Special Needs in the Country. This is evidenced by the fact that there is inadequate disability screening for learners, thus learners with special needs are often not effectively identified, leading to wrong placement in schools that are not appropriate for their special needs. There is also minimal awareness creation at the community level, most parents are therefore, not aware of the need to have their children screened for disabilities.
27. There are minimal resources deployed to cater for screening of special needs in the Country. This is evidenced by the fact that there are inadequate assessment centres in the Country, as the State Department for Basic Education is yet to facilitate the establishment of assessment centres in every county up to the sub-county level. In addition, the few available assessment centres do not have adequate specialised and other personnel, as well as adequate assessment tools and equipment.
28. The State Department has not put in place structures to ensure admission and retention of learners with special needs in schools. This is evidenced by the fact that the available schools have inadequate infrastructure, like boarding facilities, classrooms, and lavatories. Most of the schools lack important parameters like ramps, adapted toilets, and disability friendly desks.
29. There are inadequate special needs teachers, non-teaching staff, learning materials, and assistive devices. The schools offering special education struggles with significant teaching gaps, despite TSC having qualified special needs education teachers in its pool of staff, but deployed in regular schools.
30. The State Department has not ensured that learners with special needs can transition through the appropriate levels of education. This is evidenced by the fact that learners under the stage-based curriculum are not able to transition through the four (4) levels; foundation, intermediate, pre-vocational, and vocational. This is because the highest level of education in majority of the schools offering stage-

based curriculum is the intermediate level. In addition, not all counties have secondary schools offering special needs education under the age-based curriculum pathway, thus most of these learners are not able to transition past primary school education.

31. There is minimal monitoring of special needs education in the Country, since monitoring is limited to curriculum support functions only. As a result, the State Department and stakeholders do not get information on the status of implementation of other activities, including assessment of the adequacy and quality of infrastructure and learning facilities.
32. There is inadequate coordination of special needs activities between the State Department and other stakeholders, as consulting is only done on a need basis, as no committees have been established to facilitate coordination and information sharing. In addition, data captured on the National Educational Management Information System for special learners is incomplete and inaccurate, because it does not include all special learners, neither does it segregate learner's data by disability type.

### **Recommendations**

33. In view of the findings and conclusion of the audit, the following recommendations are proposed for implementation by the State Department for Basic Education and key stakeholders, in the provision of education to learners with special needs: -

#### **Adequacy of Disability Screening for Special Learners**

34. To ensure adequacy in disability screening for special learners, the State Department for Basic Education should work closely with the Kenya Institute of Special Education to ensure smooth transfer of assessment services. The Institute should consider establishing a model assessment center in each county for effective delivery of assessment services.

35. To ensure the public has information on assessment services, including disability screening, and to reduce stigma and discrimination of special learners, the State Department for Basic Education should develop an awareness creation strategy, fully integrate it into its annual work plan, and ensure implementation.

#### Admission and Retention of Special Learners in Schools

36. To improve the learning environment and enhance access to education for learners with special needs in the Country, the State Department for Basic Education should conduct a comprehensive infrastructure needs assessment to enhance prioritisation and planning for infrastructure development. In addition, the State Department should develop and implement a framework for continuous assessment of infrastructure needs for all schools offering special needs education, and promptly provide them with infrastructure improvement support.

37. To ensure retention of special learners in school, the State Department, in collaboration with the Teacher Service Commission, should develop a deployment strategy for qualified Special Needs Education teachers, thus enhancing their availability in the schools. In addition, the State Department should develop and implement career progression guidelines for the critical non-teaching staff who support learners with various forms of disabilities.

38. To ensure adequate learning materials and assistive devices for special needs education, the State Department for Basic Education should review the Free Primary Top-up Capitation to reflect the differentiated cost of learning material requirements for each category of special needs.

39. To enhance the delivery of special needs education, the State Department and the Kenya Institute of Curriculum Development should work together to set and implement timelines for adaptation of curriculum designs and text-books for special needs education.

### Transition Options for Special Learners

40. To ensure effective transition of learners up to the highest possible level of education under stage-based curriculum pathway, the State Department for Basic Education should develop and implement a comprehensive guideline on the implementation of Competency-Based Education. Emphasis should be given to the development of pre-vocational and vocational levels, and an exit mechanism for learners unable to proceed to higher levels.
41. To ensure effective transition of special learners to the secondary school level, the State Department should designate secondary schools for inclusive education under age-based curriculum pathway in each county, and provide the necessary resources for special education. Emphasis should also be given to the establishment of special units to cater for learners whose special needs do not allow for integration with regular learners.

### Monitoring and Coordination of Special Needs Education Activities

42. To ensure adequate monitoring of special needs activities, the State Department should develop a self-monitoring and reporting tool for use by schools offering special needs education. The State Department should also consider developing a mechanism for Subcounty Quality Assurance Officers to assist in monitoring special education activities.
43. To ensure adequate coordination of special needs activities, the State Department for Basic Education should ensure that the coordination provisions in the Sector Policy for Learners and Trainees with Special Needs, 2018 is included in the Basic Education Bill, 2024. Further, the State Department should work closely with the Clerk of the National Assembly to fast track its enactment.



## Chapter 1: Background of the Audit

### Introduction

- 1.1 Persons with Disabilities are people who have long-term physical, mental, intellectual or sensory impairment that in interaction with various barriers may hinder their full and effective participation in the society on equal basis with others<sup>1</sup>. According to United Nations Children's Fund, at least one (1) billion people globally, out of which 240 million are children, have some form of disability. The 2019 Population and Housing Census Analytical Report on Disability, 2022, indicates that 10.1% of Kenya's population has some form of disability.
- 1.2 The Government provides special needs education (here after referred to as special education) to cater for learners with disabilities (hereafter referred to as special learners). Special education focuses on providing appropriate curriculum differentiation in terms of content, instructional materials, alternative media of communication or duration. The aim is to address the special needs of learners and to eliminate social, mental, intellectual, physical or environmental barriers<sup>2</sup>.
- 1.3 The Government started offering special education in the late 1970s, focusing on four (4) categories of disability; Visual Impairment, Hearing Impairment, Intellectual Impairment, and Physical Disabilities. Following the enactment of the Sector Policy for Learners and Trainees with Special Needs, 2018, the Government expanded special education to cater for eleven (11) categories of special needs. These include autism, albinisms, cerebral palsy, deaf-blind, multiple disabilities, speech and language disabilities, and specific learning disabilities (dyslexia, dyscalculia, dysgraphia).

---

<sup>1</sup> Definition of disability according to the United Nations Convention on the Rights of Persons with Disabilities (2006)

<sup>2</sup> Definition of special education as per Section 2 of the Basic Education Act No.14 of 2013

- 1.4 The mandate for provision of special education at basic level of education is vested in the State Department for Basic Education,<sup>3</sup> as per Executive Order No. 2 of 2023. The State Department is responsible for policy development, funding of Special education activities and coordination of the various actors.

#### **Motivation of the Audit**

- 1.5 The following factors motivated the audit:-
- iii) Article 53(1)(b) of the Constitution of Kenya, 2010 grants every child the right to free and compulsory basic education. Article 54(1)(a) of the Constitution further stipulates that a person with disability is entitled to access educational institutions and facilities that are integrated into society to the extent compatible with the interests of these persons. Despite the constitutional requirements, special learners continue to face various challenges, limiting their ability to access basic education. For example, the media have reported concerns about shortage of special needs qualified teachers in schools, poorly trained special education officials, lack of assistive devices and technologies, unsuitable infrastructure like desks and chairs, and a negative attitude towards persons with disability.
  - iv) The Government allocates Kshs.2,300 as Free Primary Education capitation top up for each learner with disability, enrolled in public primary schools in Kenya. Under the Bottom-UP Economic Transformation Agenda (BETA) 2022-2027, the Government committed to increase capitation for special learners by 50%, while also promoting inclusive education. During the financial years 2019/2020 to 2023/2024, Kshs.2.5 billion was spent on the provision of special education.
  - v) Target 5 of Sustainable Development Goal No. 4 seeks to ensure equal access to all levels of education and vocational training for the vulnerable, including

---

3

<https://peopledaily.digital/plea-for-adequate-funds-to-fill-gaps-in-special-needs-education/>  
[https://nation.africa/kenya/news/education/how-state-neglect-has-led-to-squalor-in-public-special-needs-schools-4586272#google\\_vignette](https://nation.africa/kenya/news/education/how-state-neglect-has-led-to-squalor-in-public-special-needs-schools-4586272#google_vignette)

persons with disability by 2030. However, the 2018 National Survey on Children with Disabilities and Special Needs in Education revealed many barriers to education for special learners. The barriers included; shortage of schools to cater for the special needs of the learners, unavailability of assistive devices and learning materials, insufficient number of special needs qualified teachers and inadequate opportunities available for transition of learners under the stage-based curriculum.

- 1.6 Given the above factors, an audit on provision of special education was necessary to assess the progress made by the government in eliminating the barriers to basic education for special learners.

## Chapter 2: Design of the Audit

### Objective of the Audit

- 2.1 The audit assessed the extent to which the State Department for Basic Education had implemented measures to ensure provision of special education. The assessment of this objective was guided by the following audit questions:-
- 2.2 To what extent has the State Department: -
- i) Ensured that admission of learners in schools is based on assessment of learners' special needs?
  - ii) Addressed the barriers affecting admission and retention of special learners in school?
  - iii) Ensured that special learners transit through the various stages in Kenya's education curriculum?
  - iv) Ensured effective monitoring of special education activities?
  - v) Coordinated the activities of other key role players involved in the provision of education to special learners?

### Scope of the Audit

- 2.3 The audit focused on implementation of the activities of the State Department and other key role players with regard to the assessment of learners' special needs, admission and retention in schools, transition and exit options, coordination of actors, and monitoring of activities. The focus was on all public primary schools offering special education in Kenya. The audit covered a five-year period, from the financial year 2019/2020 to 2023/2024, which was deemed sufficient to establish the trend in special education since the enactment of the Sector Policy in 2018.

### Methodology of the Audit

- 2.4 The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs), specifically ISSAI 3000 Performance Audit Standard, issued by the International Organization of Supreme Audit Institutions. ISSAI 3000 requires the auditor to obtain sufficient and appropriate audit evidence

in order to establish audit findings, reach conclusions in response to the audit objective(s) and audit questions and issue recommendations.

### Methods of Gathering Audit Evidence

- 2.5 The audit team used document reviews, interviews and physical verification to collect data. The collected data was analysed through content analysis, trend analysis and comparative analysis.

### Document Review

- 2.6 To confirm the extent of implementation of the measures put in place by the State Department to enhance special education, the audit team reviewed various documents, as outlined in **Table 1**.

**Table 1. List of Documents Reviewed**

Document	Purpose of review
The Constitution of Kenya, 2010	To gather information on the legal framework and guidelines for the provision of special education, which formed the assessment criteria.
The Basic Education Act, 2013	
Sector Policy Learners and Trainees with Disabilities, 2018	
The Persons with Disability Act, 2003	
Minimum Quality Standards for Educational Assessment and Resource Centres, 2019	
Budget and Expenditure Reports for FY 2018/19 -2022/23	To ascertain the extent of resource allocation and expenditure towards special education.
Enrolment Data for 2018 -2023	To obtain evidence on status of assessment and the sufficiency of teachers compared to the learner population and disability areas.
Learners Admission Registers	
TSC Staff Establishment	
Activity Reports	To gather evidence on the extent of implementation of activities, as well as monitoring and evaluation, and coordination status.
Monitoring and Evaluation Reports	
Coordination Minutes and Reports	

### Interviews

- 2.7 Interviews were held with officials of the State Department and other key role players to gather evidence on special education, as detailed in **Table 2**.

**Table 2: List of People Interviewed**

Interviewee	Purpose of the interview
State Department for Basic Education officials (Directorate of Special Needs Education, Finance and Accounts Department and County Directors of Education)	To gather information on: - <ul style="list-style-type: none"> <li>- Budgetary allocation for various activities under special education</li> <li>- Current status of assessment centres and the contributing factors</li> <li>- Reasons behind the inadequacies in infrastructure, learning materials, teaching and non-teaching staff</li> <li>- Options that are available for the transition and exit of special learners</li> </ul>
Curriculum Support Officers-Special Needs Education	To obtain information on the current status of assessment centres
Teaching staff	To obtain information on: - <ul style="list-style-type: none"> <li>- Disability areas of the enrolled learners</li> <li>- Availability of teaching and non-teaching staff</li> <li>- Availability of learning materials and resources</li> <li>- Disability friendliness of the school environment</li> <li>- The extent of monitoring of special education activities</li> <li>- Extent of assessment of enrolled learners</li> <li>- Available transition and exit options in schools</li> </ul>
Teacher Service Commission officials	To gather information on the reasons for the teaching staff shortages and the role of Curriculum Support Officers in special education
Kenya Institute of Special Education officials	To gather information on: <ul style="list-style-type: none"> <li>- The extent of training of teachers on special education</li> <li>- The bulk purchasing and distribution of learning materials and assistive devices</li> <li>- The cost of special education learning materials and assistive devices</li> <li>- The status of assessment centres in the country</li> </ul>
Kenya Institute of Curriculum Development	To gather information on the reasons for delays in the provision of curriculum designs and learning materials for special education

### Physical Verification

- 2.8 The audit team inspected schools to assess the disability friendliness of available infrastructure in schools, focusing on the areas indicated in **Table 3**.

**Table 3. School Environment Disability Friendliness Requirements**

Accessibility Area	Requirement for Disability Friendliness
Main Entrance at School Gate	<ul style="list-style-type: none"> <li>• Clear school signage</li> <li>• Accessibility to learners with wheelchairs</li> </ul>
Classrooms	<ul style="list-style-type: none"> <li>• Clear classroom signage</li> <li>• Wide door for accessibility with a wheelchair and crutches</li> <li>• Friendly floor (not smooth and slippery), especially for learners using crutches</li> <li>• Disability-friendly desks</li> </ul>
Corridors	<ul style="list-style-type: none"> <li>• Wide, well-lit and free from obstructions</li> <li>• Friendly floor (not smooth and slippery), especially for learners using crutches</li> </ul>
Stairs	<ul style="list-style-type: none"> <li>• Ramps for the learners who cannot use stairs</li> <li>• Rails for support</li> <li>• Equal and non-slippery steps</li> </ul>
Washrooms	<ul style="list-style-type: none"> <li>• Separate disability friendly washrooms (adapted<sup>4</sup>, wide doors and rails for support)</li> <li>• Clear washroom signage</li> <li>• Hygiene maintained</li> </ul>

*Source: Sector Policy Implementation Guidelines for Learners and Trainees with Disability, 2018*

2.9 Physical verification was also conducted in all eleven (11) assessment centres within the eight (8) sampled counties. The aim was to assess the status of tools, equipment and facilities in Educational Assessment and Resource Centres (EARCs), focusing on the areas of assessment, as shown in **Table 4**.

<sup>4</sup> An adapted toilet is one whose design is adjusted to accommodate the special need of the user

**Table 4: Tools and Equipment for Various Disability Assessments**

Category	Key Tools and Equipment
Hearing impairment	Audiometer, blowing games board, diagnostic-clinical audiometer, sound producing toys/distractors, including flute, otoscope, penlight, shakers, drum, tuning forks, whistles, rattles, sound level meter and headband light.
Visual Impairment	Braille kit, canes, coloured blocks, coloured tinsel toys, Evaluation and Communication chart, flashcards, inset puzzles, logma chart, ivas, maclure print size chart, magnifiers, occluder, penlight and reading stands.
Physical Impairment	Colored blocks, crayons and paper, hammer peg game, inset puzzles, pegboard, writing boards, adjustable walking frame, mattress with plastic covering, parallel bars, skipping rope, swing, therapy balls, trampoline and makintosh.
Intellectual and Developmental Disabilities	Abacus, buttoning activity, concentration board, crayons and paper, flash cards, inset puzzles, lacing board, pegboards and supplementary readers.

Source: *Minimum Quality Standards for Assessment Centres, 2019*

### Sampling and Sample Size

2.10 There were 3,083 public primary schools that offered special education in Kenya at the time of the audit. These schools spread across all the forty-seven (47) Counties and were categorised into special schools, special units, and inclusive or integrated schools. The audit team used both stratified and purposive sampling to select primary schools to be assessed. Special schools and special units were classified into the following five (5) categories of major disability types; hearing impairment, visual impairment, physically handicapped, intellectually handicapped (mentally handicapped), and multiple disabilities. The schools were also grouped into respective counties to allow for regional representation in the sample. Purposive sampling was used to sample forty-nine (49) schools spread across eight (8) counties, as shown in **Table 5** and detailed in **Appendix 1**.

**Table 5: Category of Sampled Schools and Respective Counties**

County	Category of School			Total
	Integrated/ Inclusive	Special Schools	Special Units	
Bungoma	4	3	0	7
Garissa	4	2	0	6
Kiambu	0	4	3	7
Kisumu	1	5	0	6
Kwale	2	3	0	5
Makueni	3	2	1	6
Nairobi	0	2	5	7
Narok	2	0	3	5
<b>Total</b>	<b>16</b>	<b>21</b>	<b>12</b>	<b>49</b>

Source: OAG analysis of schools data

### Assessment Criteria

- 2.11 The audit assessed the provision of special education by the State Department of Basic Education using the following criteria: -
- i. The Sector Policy for Learners and Trainees with Disabilities, 2018 sets the strategies for assessment, early identification, and interventions for learners and trainees with disabilities. The Policy also requires the State Department to enhance access, retention, transition, and completion rates of learners and trainees with disabilities at all levels. Further, the Policy requires the State Department to establish, strengthen, and coordinate partnerships and collaboration among various agencies.
  - ii. The Basic Education Act, 2013 provides for the establishment of special and integrated schools for special learners. The Act also requires the schools offering special education to be provided with trained teachers, non-teaching staff, infrastructure, learning materials, and equipment. The Act further requires the establishment of a mechanism for monitoring and evaluation of special education activities.

- iii. The Implementation Guidelines for the Sector Policy for Learners and Trainees with Disabilities, 2018 requires the State Department for Basic Education to facilitate the production, procurement and distribution of specialized learning resources, assistive devices and learning technologies.

## Chapter 3: Description of the Audit Area

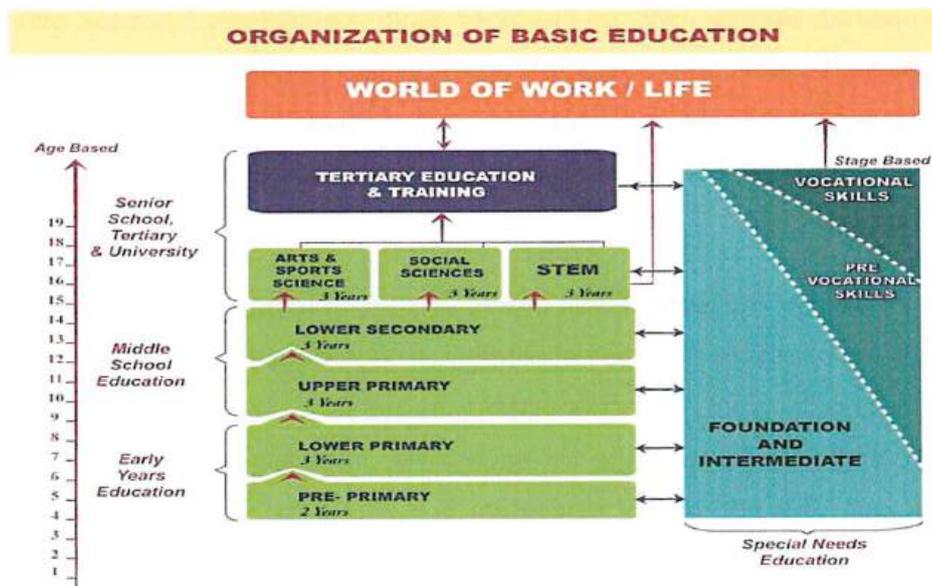
### Background of Special Education in Kenya

- 3.1 The Government's policy direction, as outlined in the Sector Policy for Learners and Trainees with Disabilities, 2018, is inclusive education to the extent possible for special learners. To achieve this, the Government has different types of schools for special learners at the basic level, namely; special schools, special units and integrated schools. Special schools are purely for special learners and are meant to provide education tailored to a specific type of disability; for example, special schools for the deaf, mentally handicapped, physically handicapped and visually impaired. Special units, on the other hand, are dedicated classes within regular or special schools designed to provide specialized education and support to special learners. Integrated schools, also called inclusive schools, are regular schools where special learners learn in the same classrooms alongside those without special needs.
- 3.2 To cater for the educational needs of special learners, Kenya's basic education system offers two (2) types of curriculum: Age-based and Stage-based. In the Age-based curriculum, the school tracks learners' progression by age, in line with the recommended age range for each level, from pre-primary to senior secondary school. The age-based curriculum is suitable for special learners with hearing impairment, visual impairment, physical impairment, mild autism, mild cerebral palsy, learning difficulties and mild intellectual developmental disabilities. Age-based curriculum is the same as the curriculum used by learners without disability, except that teaching methods, learning materials and technologies are adapted to suit the unique needs of each disability area.
- 3.3 Stage-based curriculum, on the other hand, recognises that some learners may have special needs that limit brain development, and hence such learners cannot cope with a regular age-based curriculum. The schools offering stage-based curriculum focus on the practical skills that learners are able to acquire at different points in their education. Stage-based curriculum is divided into four (4) stages:

foundation, intermediate, pre-vocational, and vocational stages. Each of the stages has defined learning objectives. Stage-based curriculum is suitable for special learners with severe intellectual developmental disabilities, severe autism, severe cerebral palsy and multiple disabilities.

- 3.4 The curriculum for basic special education differs from that for learners without disabilities, as depicted in **Figure 1**. A special learner can shift between the two (2) curricula, depending on whether the level of special need improves or worsens.

**Figure 1: Basic Curriculum Framework**



Source: Basic Education Curriculum Framework, 2017

- 3.5 To ensure placement of special learners in suitable schools and relevant curriculum, the State Department for Basic Education has Educational Assessment and Resource Centres where any learner with a disability/s is subjected to screening in order to identify the type and level of severity of their disability. The assessment centres do not only aid in screening and issuing recommendations for school placement, but also aid in early intervention, which can assist the learner transit from stage-based to age-based curriculum.

### Legal Framework for Provision of Education to Special Learners

- 3.6 At the global level, the United Nations Convention on the Rights of Persons with Disabilities, 2006 and the 2030 Agenda for Sustainable Development are the key policy documents that guide provision of special education. At the national level, the Constitution of Kenya, 2010, the Basic Education Act, 2013 and Sector Policy for Learners and Trainees with Disabilities, 2018 provide guidelines for provision of special education. These laws and policies provide for access to education as a basic right, and that persons with disabilities should not be excluded from the general education system on the basis of disability. They also provide for inclusive education for learners and trainees with disabilities, including providing a disability friendly physical infrastructure.

### Institutional Framework for Special Education in Kenya

- 3.7 The Ministry of Education, through the State Department for Basic Education, is the main institution charged with the responsibility for special education in Kenya, in both primary and secondary levels.
- 3.8 The State Department discharges this responsibility through its Directorate of Special Needs Education. Among the functions of the Directorate are; coordination of actors, resource mobilization and allocation, advocacy and monitoring of special education activities.
- 3.9 The Directorate is supported in discharging its function by the Regional Directors of Education, County Directors of Education (CDEs), and Sub-County Directors of Education. These officers are responsible for the implementation of education policies, coordination and supervision of all education officers and support staff within their areas of jurisdiction.
- 3.10 Apart from the State Department for Basic Education, there are several actors involved in the provision of special education, as summarised in **Table 6**.

**Table 6: Key Actors and their Roles in Provision of Special Education**

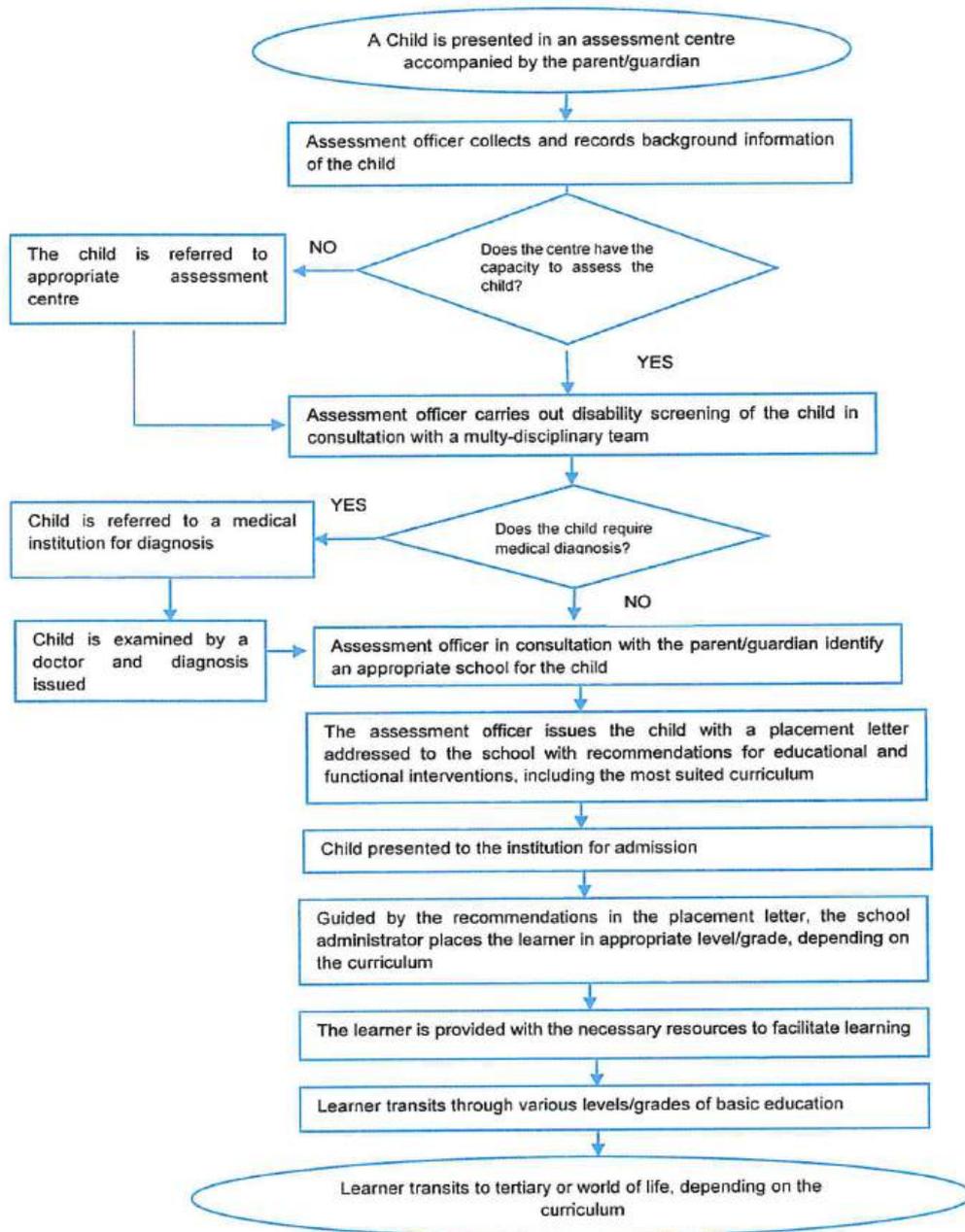
Institution	Role
Kenya Institute of Special Education	<ul style="list-style-type: none"> <li>• Conduct training of teachers and personnel working in all fields of special education</li> <li>• Maintain, repair, design, produce and assemble special materials and equipment for persons with special needs and disabilities</li> <li>• Run an educational and psychological assessment centre that serves as the national referral for county-level assessment centres</li> </ul>
Kenya Institute of Curriculum Development	<ul style="list-style-type: none"> <li>• Generate and distribute both printed and digital materials to support curricula for special learners</li> </ul>
Kenya National Examinations Council	<ul style="list-style-type: none"> <li>• Administering public academic, technical, and other nationwide assessments at both primary and higher education tiers within Kenya, including Special Needs Education</li> </ul>
Teachers Service Commission	<ul style="list-style-type: none"> <li>• Register, recruit and deploy teachers to schools offering special education</li> <li>• Recruit and deploy curriculum support officers</li> </ul>

Source: OAG review of the legal frameworks for the role players

### Process Description for Special Education

3.11 Provision of special education begins with identification and assessment of a child of school-going age who is suspected to have special needs. After assessment, the child is admitted to an appropriate school and transitions to different levels, and ultimately exits the basic education system. The State Department is expected to monitor and coordinate the activities in the provision of education to these learners. The State Department is also expected to undertake continuous advocacy, awareness creation and campaigns on special education and training. **Figure 2** depicts the process involved in the provision of special education.

Figure 2: Process Description For Special Education in Kenya



Source: OAG's conceptualization based on audit interviews

### Funding for Provision of Education to Special Learners

3.12 Special Education activities are mainly funded by the Government through the exchequer. In fulfilling its mandate of facilitating disbursement of various capitation grants for learners and trainees with disabilities at primary and secondary level, the State Department disburses three (3) categories of funds, based on school enrolment, as detailed in **Table 7**.

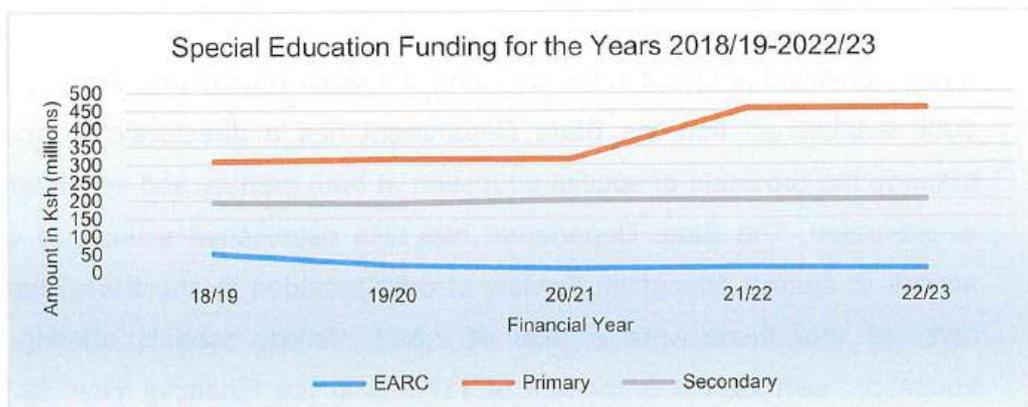
**Table 7: Categories and Purposes of Capitations**

Name of Fund	Recipient	Purpose of Funds	Amount per Learner (Kshs.)
Free Primary Education (FPE)	All learners, including those with special needs	To provide instructional materials to learners, wages for support staff, repair and maintenance and other schools operations	1,420
Free Primary Education Top-up	Special learners	To provide specialized learning resources, assistive devices and technologies for special learners	2,300
Boarding Subsidy	Special learners enrolled in schools with boarding facilities	To subsidize boarding expenses as well as pay for personnel emoluments	Rate based on total enrolment of special needs learners in boarding primary schools

Source: OAG review of the State Department capitation circulars

3.13 Review of the State Department's financial statements revealed a fluctuating pattern of funding for special education between the financial year 2018/2019 and 2022/2023. While primary schools experienced a significant funding increase in the financial year 2020/2021, followed by a stagnation in the preceding years, secondary schools had a steady, but stagnated funding throughout the five (5) years. Further, there was a decline in funding for assessment centre services over the same period, as shown in **Figure 3**.

**Figure 3: Funding for Special Education**



Source: OAG analysis of special education funding

3.14 The State Department's recurrent expenditure on special education during the period under review was approximately Kshs.2.5 billion, as shown in **Table 8**. Although, the development vote indicated a lump sum amount of Kshs.17.186 billion, disbursed to all primary schools, the State Department did not provide data on how much of the development funds were disbursed to primary schools offering special education.

**Table 8: Funding Analysis for Special Education**

Financial Year	Recurrent Expenditure
2019/2020	525,702,824
2020/2021	523,763,573
2021/2022	667,026,031
2022/2023	663,195,820
2023/2024	208,711,015
<b>Total</b>	<b>2,588,399,263</b>

Source: OAG analysis of the State Department's financial documents

## Chapter 4: Audit Findings

- 4.1 The Ministry of Education, through the State Department for Basic Education, has made significant progress in the provision of special education in the Country. The audit established that the State Department has a directorate to specifically manage the provision of special education at both primary and secondary levels of education. The State Department has also established schools to enhance access to special education. Review of data provided by the State Department revealed that there were a total of 2,892 primary schools offering special education, with learner enrolment of 117,565 in the Financial Year 2023/2024. Despite the above achievements, the audit revealed that the provision of special education had several shortcomings which affected service delivery. The shortcomings are discussed below: -

### Adequacy of Disability Screening for Special Learners

- 4.2 The Implementation Guidelines for the Sector Policy for Learners and Trainees with Disabilities, 2018, requires the State Department to ensure that disability screening is a requirement during admission into pre-primary and primary schools<sup>5</sup>. Screening of learners is critical for early identification of special needs and provision of appropriate interventions.
- 4.3 Interviews with staff of the Directorate of Special Needs Education and school administrators revealed that there were learners in schools who had not been subjected to disability screening. This was also confirmed through review of 782 learner admission files sampled from forty-nine (49) schools visited during the audit. The review revealed that 454 files, representing 58%, did not have evidence of disability screening, as indicated in **Table 9**.

---

<sup>5</sup> Section 2.2.2 (a) of the 2018 Implementation Guidelines for the Sector Policy for Learners and Trainees with Disabilities

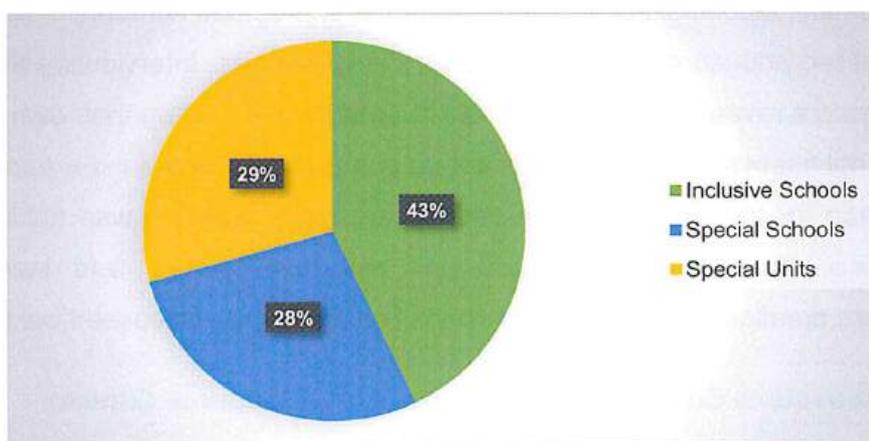
**Table 9: Prevalence of Lack of Assessment of Learners Across the Counties**

County	Number of Sampled Learner Files	Number of Sampled Files with Evidence of Assessment	% of Assessed Learners	Number of Sampled Files Without Evidence of Assessment	% Learners not Assessed
Garissa	127	20	16	107	84
Bungoma	110	26	24	84	76
Narok	71	17	24	54	76
Kiambu	139	64	46	75	54
Makueni	130	62	48	68	52
Kwale	45	24	53	21	47
Kisumu	74	45	61	29	39
Nairobi	86	70	81	16	19
<b>Total</b>	<b>782</b>	<b>328</b>	<b>42</b>	<b>454</b>	<b>58</b>

Source: OAG review of sampled learner admission files

4.4 The audit team noted that 43% of the learners who had not been screened were from inclusive schools, as shown in **Figure 4**.

**Figure 4: Distribution of Unassessed Learners by School Type**



Source: OAG analysis of data from learners' admission file

4.5 Analysis of learners' special needs, against the schools they were admitted to, revealed that out of the 454 sampled learners who had not been assessed, 125, representing 28%, were not placed in appropriate schools. For example, twenty-two (22) of the unassessed learners had intellectual developmental disabilities, hence a stage-based curriculum would be suitable for them. However, these

learners were integrated in schools offering only an age-based curriculum. Further, school administrators in six (6) out of the sampled forty-nine (49) primary schools expressed concerns about the appropriateness of their schools for the learners who had not been assessed. Further, the assessments only focused on educational intervention, leaving out other important aspects such as parental support.

- 4.6 Besides guidance on appropriate placement, assessment should guide early intervention. This includes Individualized Educational Program, curriculum differentiation and adaptations, or any other recommendation that is necessary to enable the learner to access relevant education. However, review of placement documents for 328 learners that had been assessed revealed that 197 documents, representing 60%, had recommendations for school placement and early interventions, 34% had recommendations on school placement only, and 6% did not have any recommendations.
- 4.7 Consequently, teachers lacked guidance on the appropriate curriculum, as well as individualised educational interventions for these learners. Interviews with school administrators revealed that schools had resorted to conducting their own internal educational assessment, which may not be comprehensive to ensure appropriate intervention for the learner. Inadequate screening of learners was attributed to inadequate educational assessment and resource centres, and inadequate awareness creation on disability and special education, as discussed below.

**i) Inadequate Educational Assessment and Resource Centres**

- 4.8 The Sector Policy for Learners and Trainees with Disability, 2018, requires the Ministry of Education to establish and operationalize assessment centres at national, county and sub-county levels. These centres should be accessible to all, have the specialised equipment and specialists for the different types of disability screening, and be located in close proximity to a school or public health facility. However, the audit established that the assessment centres were inadequate, as discussed below:-

#### a) Limited Number of Assessment Centres

4.9 The audit revealed that the Ministry had not established assessment centres up to the sub-county level. Out of the eight (8) sampled counties, Makueni did not have an assessment centre, while Bungoma, Kwale and Garissa had one (1) centre each. The remaining counties had two (2) centres each, as shown in **Table 10**.

**Table 10. Availability of Assessment Centres at the Sub-County Level**

No.	County	No. of Sub-Counties	No. Available Assessment Centres	Variance
1.	Bungoma	12	1	11
2.	Garissa	6	1*	5
3.	Kiambu	15	2	13
4.	Kisumu	7	2	5
5.	Kwale	4	1	3
6.	Makueni	6	0	6
7.	Nairobi	17	2	15
8.	Narok	6	2	4

\* The centre in Garissa County was not in operation as at the time of the field visit in February, 2024.

Source: Audit interview

- 4.10 Failure to establish assessment centres up to the sub-county level meant that parents had to travel long distances to seek the service for their children. Considering the special condition of the children, some parents opted to enrol them in school without undertaking the assessment.
- 4.11 In addition, the audit noted that in areas where centres were lacking, assessments were conducted in offices which lacked the requisite facilities and environment for an assessment. For instance, in Makueni County, the assessments were conducted from the third floor of the County Commissioner's building, that did not have a lift or ramp for accessibility by those physically handicapped. Similarly, in Bungoma Central Sub-county, assessments were conducted in a small room

within the Teachers Service Commission's County Office, that was not adequate for functional assessments.

#### **b) Lack of Assessment Officers**

- 4.12 The Minimum Quality Standards of Educational Assessment and Resource Centres, 2019, requires each assessment centre to have at least four (4) officers, each specialised in the areas of Hearing Impairment, Visual Impairment, Intellectual Impairment and Physical Impairment. However, at the time of audit field in February 2024, the State Department had not recruited and deployed assessment officers to the centres. To fill the gap, Curriculum Support Officers, whose responsibility was curriculum support and monitoring of special education activities, volunteered to carry out the assessments at the county level. Besides, the assessments were conducted by a single officer contrary to the requirement that assessments should be conducted by a multi-disciplinary team.

#### **c) Inadequate Infrastructure in the Assessment Centres**

- 4.13 The Minimum Quality Standards for Educational Assessment and Resource Centres, 2019, requires an assessment centre to have an assessment room, therapy room, soundproof room for assessment of hearing loss, a sensory integrated room, a storage room for assistive devices and an office with secure storage facilities. Physical verifications to assess the status of infrastructure in the centres revealed that only the Assessment Centre at KISE had all the requisite infrastructure for functional assessment and rehabilitation. The centres in the sampled eight (8) counties lacked critical infrastructure. For instance, five (5) did not have soundproof rooms for assessment of hearing impairment, and six (6) did not have sensory integration rooms for assessment of intellectual impairment, as shown in **Table 11**. The assessment centre in Garissa County was not operational, and hence was not considered in the analysis.

**Table 11: Infrastructure Availability in the Sampled Assessment Centres**

Minimum Infrastructure Requirement	Availability in the Sampled Assessment Centre ✓ - Available X- Not available								No. of sampled Centres that met the requirement
	Kiambu	Thika West	Kisumu Central	Nyando	Narok	Makadara	Matuga	Webuye	
Assessment room	✓	✓	✓	✓	✓	✓	✓	✓	8
Multi-functional therapy room	✓	X	✓	X	X	✓	X	X	3
Child-friendly waiting lounge	X	✓	✓	✓	✓	✓	✓	✓	7
Sound-proof room (acoustically treated) for assessment of hearing loss	x	X	✓	X	X	✓	✓	X	3
Sensory integration room/dark room	X	X	✓	X	X	X	✓	X	2
Storage room for assistive devices, equipment and materials	✓	✓	✓	✓	✓	X	✓	✓	7
Workshop for the production and repair of devices	X	X	✓	X	X	X	X	X	1
Disability friendly washroom	✓	X	X	X	✓	X	X	X	2

Source: OAG analysis of data collected using assessment centre capacity checklists

#### d) Inadequate Tools and Equipment for Assessment

4.14 The Minimum Quality Standards for Educational Assessment and Resource Centres, 2019, requires an assessment centre to have tools and equipment for disability assessment, as shown in **Table 12**.

**Table 12. Key Assessment Tools and Equipment for Major Disability Types**

Disability Type	Tools and Equipment	Purpose of Tools and Equipment
Hearing Impairment	Audiometers, sound-producing toys/distractors, otoscopes and penlights	To test the hearing loss level and the ability of the potential learner
Visual Impairment	Snellen chart, coloured blocks, flashcards, occluder, and penlight	To assess the visual acuity of potential learners
Physical Impairment	Coloured blocks, lacing boards, and puzzles	To assess the motor skills of potential learners
Intellectual Developmental Disabilities	Abacus and concentration boards	To assess the mental capacity of potential learners

Source: Minimum Quality Standards for Educational Assessment and Resource Centres, 2019

4.15 The audit revealed that the centres lacked tools and equipment to assess the learners. For instance, Kiambu and Makadara centres did not have tools and equipment for assessing learners with hearing impairment and intellectual development disorders, while Webuya and Matuga centres did not have tools and equipment for assessment of physical impairment. In addition, despite an audiometer being critical in the assessment of hearing impairment, six (6) out of the sampled eight (8) centres did not have it. Only Kisumu Central and Matuga centres had an audiometer. **Table 13** shows the availability of assessment tools and equipment in the centres.

**Table 13: Availability of Critical Tools and Equipment in the Assessment Centres**

Disability Area	Equipment	No. of Sampled Centres with Equipment	No. of Sampled Centres without Equipment	Percentage Without the Equipment
Hearing Impairment	Audiometer	2	6	75
	Otoscope	2	6	75
	Penlight	1	7	88
	Sound producing toys/distractors	3	5	63
	Sound level meter	0	8	100
Visual Impairment	Coloured blocks/tinsel toys	2	6	75
	E & C chart	2	6	75
	Flashcards	2	6	75
	Inset puzzles	1	7	88
	Logma chart	0	8	100
	Maclure print size chart	0	8	100
	Magnifiers	1	7	88
	Ocluder	2	6	75
	Penlight	2	6	75
	Reading stands	1	7	88
	Snellen chart	4	4	50
	Tape measure	2	6	75
Physical Impairment	Coloured blocks	3	5	63
	Crayons and paper	1	7	88
	Hammer peg game	0	8	100
	Inset puzzles	2	6	75
	Peg board	2	6	75
	Writing boards	1	7	88
	Mattress with plastic covering	1	7	88
Intellectual Developmental Disorders	Buttoning activity	3	5	63
	Concentration board	1	7	88
	Crayons and paper	0	8	100
	Flash cards	3	5	63
	Inset puzzles	2	6	75
	Lacing board	3	5	63
	Pegboards	1	7	88

Source: OAG analysis of data collected using assessment centre capacity checklists

4.16 Further, interviews with the Curriculum Support Officers manning the assessment centres revealed that the equipment and tools in use by most of the centres across the Country were procured in 1984 by the Danish International Development Agency, in partnership with the Ministry of Education. Since then, the Government had not provided the centres with tools and equipment. Tests carried out using

these tools and equipment could therefore, be inaccurate, leading to wrong diagnosis of disability and intervention.

4.17 The audit attributed the challenges facing the adequacy of assessment centres to following:

- i) Prior to the Constitution of Kenya, 2010, assessment services function was shared between the State Department and the Teachers Service Commission. However, the Constitution limited the mandate of the Commission to recruitment and management of teaching staff. The Commission therefore, redefined the roles of the then Assessment Officers to Curriculum Support Officers for special education, leaving assessment centres with no staff. In spite of this development, the State Department did not provide for assessment officers in its staff establishment, despite assessment being part of its mandate, as provided for in the Executive Order No. 2 of 2023.
- ii) Although the State Department disbursed funds for operations of the assessment centres, it did not plan and follow up on the operations of the centres. For instance, assessment activities were not included in the annual work plans of the County Directors of Education, despite them being Authority to Incur Expenditure (AIE) holders for assessment services. This has led to a significant decline in budgetary allocation to the assessment function as shown in **Table 14**.

**Table 14: Status of Funding of Educational Assessment and Resource Centres**

Financial Year	Approved Estimates (Kshs.)	% Decline Since FY 2019/2020
2019/2020	19,513,055	-
2020/2021	9,159,870	53
2021/2022	13,020,390	33
2022/2023	11,206,214	43
2023/2024	8,720,574	55

Source: OAG analysis of the State Department's financial documents

4.18 To address the mandate challenge, the State Department has since transferred the services to the Kenya Institute of Special Education, through a letter dated 18 November, 2024.

**ii) Inadequate Awareness Creation on Disability and Special Education**

4.19 The Sector Policy for Learners and Trainees with Disability, 2018 requires the Ministry of Education to undertake continuous advocacy and awareness creation on education and training for learners and trainees with disabilities<sup>6</sup>. The awareness creation should focus on local communities and government officers on the existence of assessment and education services<sup>7</sup>.

4.20 Interviews with the staff from the Directorate of Special Needs Education and School Administrators revealed that there were no awareness creation activities targeting the public. The audit revealed that advocacy and awareness creation was to be carried out by assessment officers. However, the State Department was yet to recruit these officers. In their absence, the Curriculum Support Officers manning the assessment centres carried out awareness creation in an ad hoc manner, mostly during Heads of Schools meetings.

4.21 In addition, the audit revealed that the State Department did not incorporate awareness-creation activities in its annual work plan during the period under audit. This resulted in a lack of budgetary allocation for awareness creation activities, as revealed by the review of County Directors of Education AIEs for the sampled countries<sup>8</sup>.

4.22 As a result, interviews with school administrators in thirteen (13) out of the forty-nine (49) sampled schools revealed that parents were not aware of assessment services, thus enrolled their children in school without subjecting them to disability

---

<sup>6</sup> Sector Policy's objective under advocacy and awareness creation thematic area

<sup>7</sup> Implementation Guidelines for the Sector Policy for Learners and Trainees for Disabilities, 2018

<sup>8</sup> Review of Authority to Incur Expenditure, FY 2019/20 to 2023/24 in Kwale, Garissa Kiambu, Narok, Kisumu and Bungoma Counties

screening. Limited awareness creation also leads to stigma and discrimination against special learners, thereby constraining inclusive education.

### Challenges in Admission and Retention of Special Learners in Schools

4.23 Section 28(2)(d) of the Basic Education Act, 2013 requires the Cabinet Secretary, in consultation with the National Education Board and the relevant County Education Board, to provide for the establishment of special and integrated schools for learners with disability. Further, Section 44(4) of the Act requires that every special school or educational institution with special learners is provided with appropriately trained teachers, non-teaching staff, infrastructure, learning materials and equipment suitable for such learners.

4.24 The audit revealed challenges in admission and retention of special learners, as discussed below: -

#### i) Inadequate Facilities in Schools Offering Special Education

4.25 The audit revealed that sixteen (16) out of the forty-nine (49) sampled schools had insufficient boarding facilities, classrooms and lavatories. Consequently, schools used available alternatives, as outlined in **Table 15**.

**Table 15: Observed Infrastructure Challenges in Sampled Schools**

County	School	Utilization of Available Facilities Due to Insufficient Facilities
Garissa	Iftin Primary School	Used tents as a classroom
Kwale	Ndohivyo Primary School	Used the same room as a classroom during the day and a dormitory at night
	Kidimu School for the Deaf	Learners in different levels/grades shared classrooms
Narok	Matonyok Primary School	Partitioned the special unit classroom to create boarding facilities
Kisumu	Ombaka Special School	Learners used temporary structures made of iron sheets as dormitories
Nairobi	Racecourse Primary School	Learners in different levels/grades shared classrooms

Source: OAG analysis of interview minutes

4.26 In addition, physical verification revealed aged and dilapidated infrastructure in schools. **Figure 5** shows the status of infrastructure in some of the sampled schools.

**Figure 5: Status of Facilities in the Sampled Schools**

**Physical evidence of the poor state of facilities in schools offering special education**

**Institution:** Several schools

**School status:** Dilapidated classrooms and improvised boarding facilities

**Performance issue:** Most of the special schools did not only have aged and dilapidated classrooms but also insufficient facilities. For example, in Ndohivyo Special School for the Mentally Handicapped, learners used any available facility, including sharing the same space as a classroom and dormitory in an incomplete building. The floor in the classrooms in SA Thika School for the Physically Handicapped had potholes, while Maseno School for the Deaf had aged classrooms with falling ceilings, posing a health risk to learners.



*(1) Maseno School for the Deaf classroom with a damaged board and ceiling, (2) SA Thika School for the Physically Handicapped had potholes in classrooms, (3) An incomplete classroom in use at Ndohivyo Special School for the Mentally Handicapped and (4) Ndohivyo Special School for the Mentally Handicapped using the same room as a classroom, and a dormitory*

*Source: Photos taken by the OAG team in February 2024*

4.27 As a result of the insufficient infrastructure, school administrators turned down some learners who sought admission, denying them access to basic education, which is a constitutional right. For example, a review of admission files in the

sampled schools revealed that three (3) schools<sup>9</sup> had ninety-two (92) learners on the waiting lists yet to be admitted due to lack of space in the boarding facilities.

- 4.28 The inadequate infrastructure for special learners was attributed to insufficient infrastructure needs assessment by the State Department. Interviews with the Directorate of Special Needs Education revealed that the State Department had not done a needs assessment to establish the status of school infrastructure and required improvements.
- 4.29 Further, infrastructure improvement support was supposed to be initiated by school administrators, as per the Operational Guidelines for Disbursement of Grants to Schools, 2012. However, interviews with school administrators revealed that majority were not aware of this arrangement. Document reviews revealed that out of the forty nine (49) sampled schools, only seven (7) had requested for infrastructure funds during the period under audit.

#### **ii) Insufficient Special Education Teaching Staff**

- 4.30 Teachers qualified in special education utilize individualized strategies to address the distinct requirements of special learners. They ensure effective use of assistive devices, customize instruction techniques to suit the needs of the learners and offer behavioural and social skills support. The Teachers Service Commission (TSC) is expected to ensure that the number of special education qualified teachers in each school conforms to the ideal teacher to learner ratio for each disability area, as outlined in **Table 16**.

---

<sup>9</sup> Wee Special School for the Deaf, St Patricks Special School for the Mentally Handicapped and Thika School for the Blind

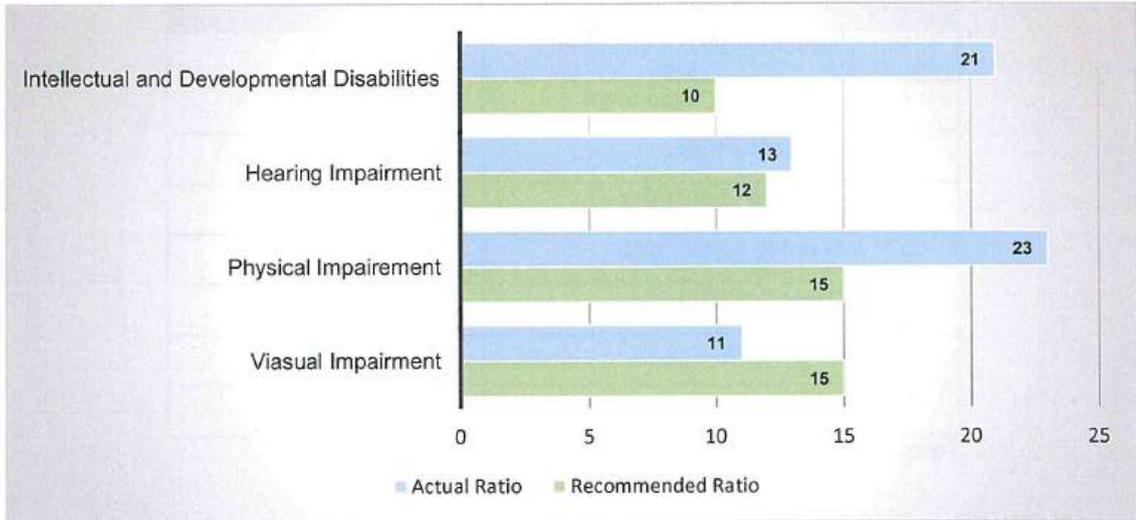
**Table 16: Recommended Teacher to Learner Ratio for Special Education**

No.	Disability	Ideal Teacher to Learner Ratio
1	Severe Mental Impairment	1:4
2	Mild Mental Impairment	1:10
3	Cerebral Palsy	1:4
4	Physical Impairment	1:15
5	Hearing Impairment	1:12
6	Visual Impairment	1:15
7	Deaf Blind	1:4
8	Autism	1:4

*Source: TSC manual on staffing functions, 2008*

- 4.31 The Teachers Service Commission did not have a teacher to learner ratio for primary schools catering to learners with multiple disabilities. However, out of the sampled ten (10) schools in this category, five (5) did not have special education teachers, while the remaining five (5) had a teacher to learner ratio ranging from 1:12 to 1:58. Out of the remaining thirty nine (39) schools catering for the other categories of disability, fifteen (15) met the recommended teacher to learner ratio.
- 4.32 On average, only schools catering to learners with visual impairment met the recommended teacher to learner ratio. The average teacher to learner ratio in schools falling under the major disability areas is as shown in **Figure 6**. The recommended teacher to learner ratio for intellectual and developmental disabilities is 1:10 and 1:4 for severe cases, however, the sampled schools in this category had an average ratio of 1:21. Similarly, the recommended ratio for physical impairment is 1:15, but the sampled schools had 1:21 on average. The recommended teacher to learner ratio for deaf-blind learners is 1:1, however, Maseno and Kilimani Special units for the deaf-blind had a ratio of 1:10 and 1:7, respectively.
- 4.33 **Appendix 2** details teacher to learner ratio for schools catering for various categories of disability.

**Figure 6: Average Number of Learners Per Teacher by Disability Area**



*Source: OAG analysis of staff establishment and learner enrolment data in sampled schools*

- 4.34 Interviews with the school administrators from the forty-nine (49) sampled schools revealed that as a result of inadequate number of special education teaching staff, teachers were unable to develop and implement Individualized Education Plans for each learner as recommended.
- 4.35 The audit revealed that the Teachers Service Commission recruited primary school teachers based on the minimum requirement of a P1 certificate, after which those with special education qualifications were expected to apply for deployment to the special schools and units. However, the deployment was subject to the availability of funds to cater for the special allowance of Kshs.10,000, normally paid to teachers teaching learners in special schools or units. The audit revealed that there was a total of 5,330 special education qualified teachers at the primary school level of education. Out of this number, the Commission had deployed 1,730 teachers to special schools and units as at the time of audit in February, 2024. The remaining 3,600 were in regular schools awaiting deployment. To deploy these teachers, the Commission requires a total of Kshs.432 Million annually to cater for their special school allowances.

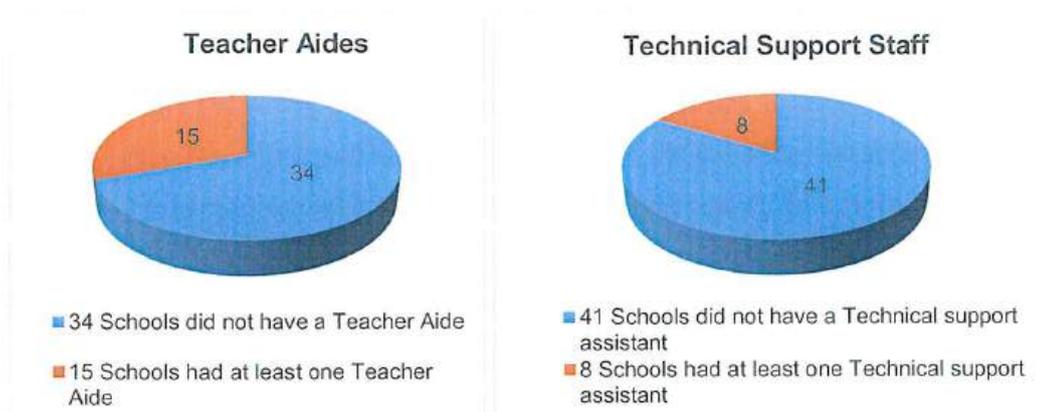
4.36 Further, the audit revealed that there were inadequate technical teaching staff with skills to train learners in pre-vocational and vocational levels under the stage-based curriculum. Analysis of staff establishments revealed that out of the ten (10) sampled special schools that had pre-vocational and vocational levels, seven (7) did not have technical teaching staff. Technical teaching staff were required to train the learners in areas such as carpentry, garment making and hairdressing. The lack of technical teaching staff limited the learners' exposure to practical technical skills. The audit team noted that while the Teachers Service Commission is responsible for recruitment of technical teaching staff, it did not have career progression guidelines for them and hence did not recruit them. The schools therefore, recruited technical teaching staff on a casual basis.

### iii) Insufficient Non-Teaching Staff

4.37 Schools that offer special education require non-teaching staff to provide specialized care, reduce teacher workload and help create a friendly learning environment. According to the Sector Policy for Learners and Trainees with Disability, 2018, the required non-teaching staff include: teacher aides who support the teachers by giving additional instructional support to learners in a bid to meet the lesson's learning objectives; technical disability-related personnel such as braille transcribers, sign language interpreters and therapists who provide technical support in and out of the classroom to special learners; and support staff who provide day to day non-teaching services in a school setting, for example house parents, cooks and cleaners.

4.38 Interviews with school administrators and analysis of non-teaching staff establishment data revealed that out of the forty-nine (49) sampled schools, thirty-four (34), representing 69%, did not have teacher aides and forty-one (41), representing 84%, did not have technical support assistants, as shown in **Figure 7**.

**Figure 7: Availability of Teacher Aides and Technical Personnel**



*Source: OAG analysis of non-teaching staff establishment data obtained from schools*

- 4.39 Further, while Section 44(4) of the Basic Education Act, 2013 requires that schools offering special education should be provided with sufficient non-teaching staff, the audit noted a high learner to house parents ratio, which may affect the quality of care they offer.
- 4.40 For instance, St Patrick's School for the Intellectually Impaired had one (1) house parent serving six (6) learners with severe mental impairment, while Maseno School for the Deaf had five (5) house parents against forty (40) deaf-blind learners who require one-on-one care. Similarly, St. Martins Deporres School for Cerebral Palsy had seven (7) house parents against 338 learners with mental impairment, cerebral palsy, autism, down syndrome and physical impairment. Further, SA Joytown Special School for the Physically Handicapped had ten (10) house parents against 335 learners with cerebral palsy, autism, down syndrome and physical impairment. Besides, the house parents were employed on a casual basis, with no consideration of care giving expertise, neither were they subjected to sensitizations or training on the same.
- 4.41 Interviews with school administrators revealed that the non-teaching staff not only worked long hours, but also performed roles beyond their official duties due to staff shortages. For example, interviews revealed instances where house parents would also double as security guards, cooks and groundsmen. As a result, the few

available non-teaching staff were over-stretched, which affected the quality of care they gave to learners. In addition, the circumstances under which the non-teaching staff operated could lead to litigations for excess hours worked, high turn over and, mental health issues.

- 4.42 The audit revealed that the Teachers Service Commission was only responsible for employing teachers, while the non-teaching staff were to be employed by the State Department for Basic Education. However, the audit team noted that the State Department had not developed career progression guidelines for the non-teaching staff to facilitate planning for their recruitment. The non-teaching staff were employed by schools Board of Management on a casual basis, with the support of capitations disbursed by the State Department. However, interviews with school administrators revealed that schools struggled to recruit and retain non-teaching staff due to the inadequate capitation and delays in funds disbursements, which affected thier remuneration.

#### **iv) Inadequacies in Special Education Learning Materials**

##### **a) Inadequacies in Learning Materials for Age-based Learners**

- 4.43 Special needs learners under the age-based curriculum require curriculum designs, textbooks, teacher guides, among other learning materials. However, the audit revealed challenges with learning materials as discussed below: -
- 4.44 Interviews with school administrators revealed non-availability and late delivery of adapted textbooks in all eight (8) sampled schools for the visually impaired. For example, in Kibos School for the Blind, learners in grade eight (8) had never received braille textbooks since the start of Competency Based Education (CBE) in 2018. The school had also not received braille textbooks for grade four (4) learners as at the time of audit field inspections in February 2024. Ngulwa Primary School had not received large print textbooks, despite having learners with low vision. Similarly, Muthaiga Primary School had only received large print textbooks for Grade 6 and Grade 7.

- 4.45 The audit also revealed that seven (7) sampled schools for the deaf had not received textbooks for the Kenya Sign Language<sup>10</sup>. Instead, these schools received textbooks for Kiswahili, German and French languages, which were not part of the subjects for such learners. This was attributed to lack of segregated data on specific disabilities of learners, which would guide the publication of books.
- 4.46 Interviews with the Kenya Institute for Curriculum Development revealed that production of textbooks starts with the development of curriculum designs for regular learners, which are then modified to suit special education learners. Based on the approved modified curriculum designs, publishers are expected to produce textbooks for use by special learners. However, there were no set timelines for the process to ensure that textbooks are finalised in readiness for distribution to learners in the subsequent year. Document reviews revealed that there were delays in production of textbooks for special learners, ranging from one (1) to thirty (30) months from the time of completion of regular text-books, as outlined in **Table 17**. As a result of the delays, learning was impaired, as learners were not able to effectively follow the class without textbooks.

**Table 17:Delays in Adaption of Special Needs Learning Materials**

Grade	Date Regular Text Books Were Finalised	Date Adapted Textbooks Were Finalised	Delay (Approx. Months)
Grade 4	26/08/2019	04/11/2019	2
Grade 5	12/06/2020	26/04/2021	10
Grade 6	12/05/2021	07/11/2023	30
Grade 7	22/05/2022	10/07/2022	1
Grade 8	05/05/2023	28/08/2023	3

Source: OAG analysis of KICD's records

<sup>10</sup> The following schools did not receive textbooks for KSL; Maseno, St. Anthony, Kambui, Kidimu, Garissa and Wee schools for the deaf, and Racecourse Primary School

#### b) Inadequacies in Learning Materials for Stage-based Learners

- 4.47 The stage-based curriculum is skill-based, the learners therefore, require practical learning materials like beads, puzzles, blocks and thread. The State Department for Basic Education expected schools to procure these materials using the Free Primary Education top-up capitation. However, the audit revealed that schools lacked a variety of these materials, and those available were inadequate. The audit team could not confirm sufficiency of the learning materials since schools only maintained data on learning materials procured and not those required. Inadequacies in learning materials slowed down learning and learners' progress.
- 4.48 The inadequacies in learning materials were attributed to insufficient capitation. The Free Primary Education top-up capitation was Kshs.2,300 per learner, which was supposed to procure both learning materials and assistive devices for the learners. However, interviews with school administrators revealed that learning materials for stage-based learners were expensive and not readily available. For example, a review of the learning materials catalogue from the Kenya Institute for Special Education revealed that the prices of the basic learning materials for special learners were higher than the annual capitation rate per learner, as shown in **Table 18**.

**Table 18: Cost of Learning Materials Under the Stage-Based Curriculum**

Basic Requirements	Cost of Basic Learning Materials (Kshs.)
Shape or Colour Sorting Box	3,200
A Set of Hammer Pegs	1,600
Picture Puzzle	3,200
A Set of Geometrical Shapes Assorted	4,000
Abacus	4,500
Peg Board	2,880

Source: OAG analysis of costs of learning materials for learners with Intellectual and Developmental Disability

#### v) Insufficient Assistive Devices

- 4.49 Special learners require assistive devices to improve independent functional capabilities through supporting, replacing or modifying a body part or body function: Learners with visual impairment require prescription and magnifying glasses to improve eyesight, reading stands to raise textbooks and white canes to enhance mobility; learners with hearing impairment require hearing aids to amplify sounds; learners with physical impairment require walking frames, wheelchairs and crutches to enhance mobility and pencil grip for better writing; and learners with intellectual and development disability require abacus to enhance fine motor skills.
- 4.50 Interviews with school administrators revealed that thirty-three (33) out of the forty-nine (49) sampled schools had learners who required assistive devices. However, only three (3) schools, namely SA Joytown School for the Physically Handicapped, Garissa School for the Deaf, and Kahawa Garisson Primary School, indicated that their learners had sufficient assistive devices. The remaining thirty (30) sampled schools reported either not having assistive devices at all, or having just a few or broken down devices. However, the schools did not provide data on the actual number of learners who did not have the assistive devices. Schools were expected to procure and maintain assistive devices using the same free primary top-up capitation of Kshs.2,300 per learner, which was not sufficient to procure learning materials and assistive devices.
- 4.51 As a result, parents and guardians were called upon to purchase assistive devices for their children, which are costly and some parents/guardians could not afford. Learning was therefore, slowed down as learners shared the available assistive devices. For example, learners shared assistive devices in Ole Sankale Primary School, Thika School for Visual Impairment, and Garissa Primary School.
- 4.52 To address the inadequacy of the capitation, the State Department for Basic Education mandated the Kenya Institute of Special Education to undertake bulk procurement and distribution of learning materials and assistive devices in 2023.

The audit team noted that as of June 2024, half of the Free Primary Education Top-up capitation had been disbursed to the Institute to facilitate bulk procurement. However, only twenty-eight (28) out of the sampled forty-nine (49) schools had received either learning materials or assistive devices from the Institute as at the time of audit fieldwork in February 2024.

- 4.53 Further, review of delivery notes indicated that the supply of learning materials and assistive devices by the Institute did not consider the specific needs of the learners for the various categories of schools. For example, in SA Joytown School for the Physically Handicapped, the Institute delivered four (4) crutches and six (6) wheelchairs to the school, despite the school already having sufficient assistive devices through a partnership with Bethany Kids. Similarly, in St Patrick School for the Mentally Handicapped, interviews revealed that the materials delivered by the Kenya Institute of Special Education could not cater for their prevocational, vocational or autism class. Kibos School for the Blind also received a small print embosser, instead of a large print embosser, which the school had requested.

#### vi) The Learning Environment was Not Disability Friendly

- 4.54 Section 21 of the Persons with Disability Act, 2003 stipulates that persons with disabilities are entitled to a barrier-free and disability-friendly environment to enable them to have access to buildings, roads, and other social amenities. They are also entitled to assistive devices and other equipment to promote their mobility. The audit team therefore, assessed disability friendliness of the sampled schools guided by disability friendliness provisions in the Sector Policy Implementation Guidelines for Learners and Trainees with Disability, 2018.
- 4.55 To assess the disability-friendliness, schools were assessed using fourteen (14) key parameters, as shown in **Table 3**. The audit team awarded the schools one (1) point for each disability friendly parameter met. Schools were then awarded a percentage disability friendliness score based on the number of parameters met.

4.56 The audit revealed that only three (3) out of forty-six<sup>11</sup> (46) schools assessed met all the fourteen (14) parameters, and thus were considered disability-friendly. These are Kwale School for Mentally Handicapped, Dagoretti Special School for the Deaf and Kilimani Integrated Primary School. The audit also revealed that special schools were relatively disability-friendly, with an average score of 68.93%, while integrated schools recorded a lower average score of 61.76%. The overall average disability friendliness of sampled schools in the Country was 62.11%. Further, the audit revealed that sampled schools from Nairobi County recorded a high disability-friendly average score of 91.84%, while those in Narok County recorded a lower disability-friendly average score of 44.29%, as shown in **Table 19**.

**Table 19: Disability Friendliness Score of Sampled Schools by County**

County	Average Disability-Friendliness Score (%)
Nairobi	91.84%
Garissa	71.43%
Kiambu	63.27%
Kwale	62.86%
Kisumu	55.95%
Bungoma	52.04%
Makueni	50.00%
Narok	44.29%
<b>Grand Total</b>	<b>62.11%</b>

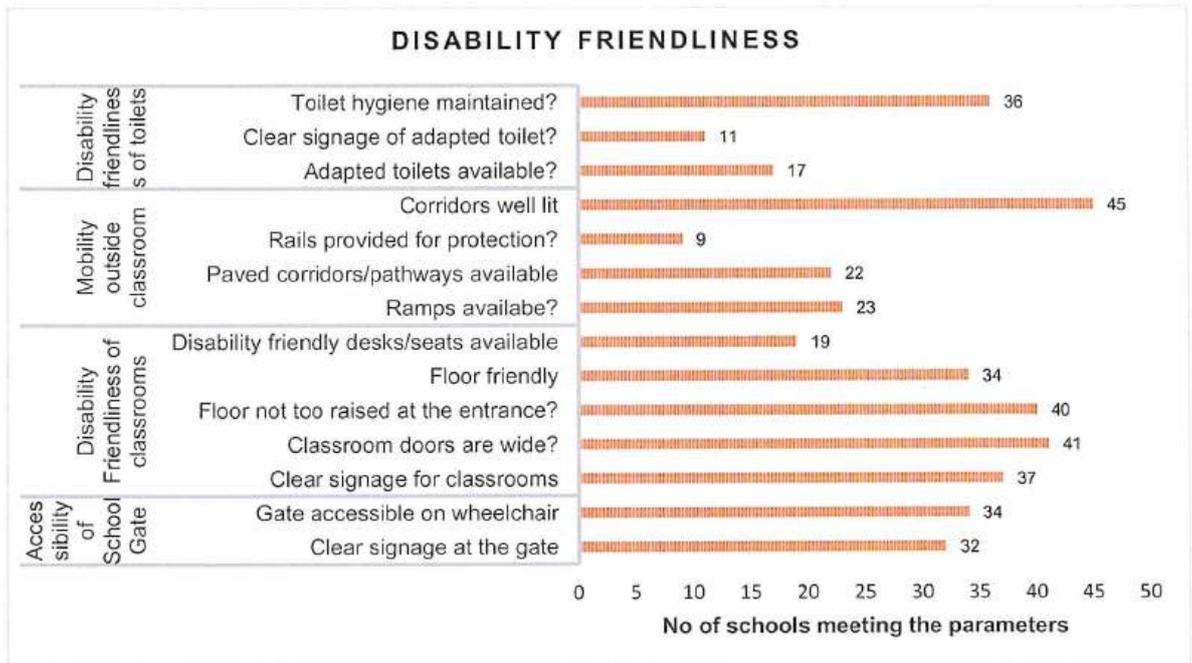
*Source: OAG analysis of data collected using school environment checklist*

4.57 Further, analysis of the data revealed that out of the forty-six (46) schools assessed, twenty-nine (29) did not have disability-friendly washrooms; twenty-three (23) did not have ramps for accessibility of those on crutches and wheelchair; thirty-seven (37) lacked rails for protection; while twenty-seven (27) did not have

<sup>11</sup> Check list was not administered in three (3) out of the forty-nine (49) sampled schools because of terrain and security challenges.

disability-friendly desks. The details on the disability-friendliness of sampled schools are shown in **Figure 8**.

**Figure 8: Performance of Sampled Schools on Disability-Friendliness Parameters**



Source: OAG analysis of school physical verification checklists

4.58 Interviews with the school administrators revealed that the bad state of infrastructure can lead to accidents. For example, review of medical records in three (3)<sup>12</sup> of the sampled schools indicated that the state of classroom floors and pavements exposed learners to accidents, resulting in injuries.

4.59 The bad state of these schools was attributed to inadequacies in monitoring and planning. The Directorate for Special Needs Education did not monitor schools to identify their infrastructure needs, nor did it plan for infrastructure development in its annual work plans. Further, the information on funding from the State Department was not disaggregated by category of schools, therefore, the audit

<sup>12</sup> Schools that recorded injuries due to the bad state of infrastructure included SA JoyTown , Joyland and Kambui Special Schools

team could not ascertain what proportion of funding was allocated to special schools and units. However, interviews revealed that only seven (7) of the sampled forty-nine (49) schools received infrastructure development funding during the period under review.

#### **Availability of Transition Options for Special Learners**

4.60 Section 2.3 of the Sector Policy Implementation Guidelines, 2018 highlights a number of strategies to enhance access, retention, transition and completion of relevant education by learners and trainees with disabilities at all levels. The strategies include:

- i) Develop transition plans for learners and trainees in all focus disability areas and at all levels of education;
- ii) Develop a transition plan for learners and trainees with intellectual and developmental disabilities from pre-vocational, vocational and to occupational levels; and
- iii) Set timelines to guide the length of period a learner with disability can remain at a specific level of education.

4.61 The audit revealed inadequacies in the transition of learners as discussed below:

-

#### **i) Inadequacies in the Transition of Learners Under Stage-Based Curriculum**

4.62 Schools offering stage-based curriculum are expected to have four (4) levels to facilitate the transition of the learners; foundation, intermediate, pre-vocational and vocational level. For development of skills, learners in the stage-based curriculum move through the four (4) levels, after acquiring the expected skills at each level.

4.63 Analysis of interview minutes revealed that out of nineteen (19) sampled schools offering staged-based curriculum, only four (4) schools had all four (4) required

levels; St. Patricks, Ombaka and Jacaranda special schools for the mentally handicapped, and St Anthony School for the Deaf. Six (6) schools had upto pre-vocational level, eight (8) schools up to intermediate level, while two (2) schools only had the foundation level.

- 4.64 As a result of the lack of transition options, learners in the stage-based curriculum did not complete the basic education system. For instance, interviews with schools administration revealed that learners in Garissa and Kwale Schools for the Mentally Handicapped overstayed in the foundation and pre-vocational levels respectively, while learners in Ndohivyo Primary School, St. Martins De Porres Special School for Cerebral Palsy and Khasoko School for the Mentally Handicapped overstayed in one level, and eventually dropped out of school.
- 4.65 Further, interviews revealed that some schools had learners who were too old for the basic level of education. For instance, Kwale School for the Mentally Handicapped and Joyland Special School for the Physically Handicapped had learners aged thirty-two (32) and twenty-five (25) years, respectively, despite the schools not having a vocational level of education. Similarly, Kinyambu Primary School offered education up to the intermediate level, but stated that they exit learners only after they attain the age of twenty-five (25).
- 4.66 The non-availability of transition levels in schools offering stage-based curriculum was attributed to lack of needs assessment and infrastructure planning in readiness for CBE rollout in such schools. The audit revealed that, while the State Department expanded schools offering aged-based curriculum to accommodate Junior Secondary level, similar efforts were not directed to schools offering stage-based curriculum to establish pre-vocational levels. The State Department had also not provided schools with clear guidelines on how to exit learners who are unable to proceed to the next level.

## ii) Inadequacies in the Transition of Learners Under Age-Based Curriculum

4.67 Interviews with County Directors of Education and analytical reviews revealed that the Country did have sufficient secondary schools to cater for special learners under age-based curriculum. Analysis of data obtained from the Directorate of Special Needs Education revealed that the Country had a total of eighty-eight (88) secondary schools offering special education. However, twenty-one (21) counties did not have secondary schools for the visually impaired, while twenty-two (22) had no secondary schools for learners with hearing impairment, as shown in **Table 20**. The list of the available categories of special needs secondary schools per county is provided in **Appendix 3**.

**Table 20: Availability of Special Education Secondary Schools in the Counties**

Disability area	No. of Counties with Secondary Schools Catering for the Disability Area	No. of Counties with no Secondary Schools Catering for the Disability Area
Cerebral Palsy	1	46
Hearing Impairment	25	22
Physical Impairment	14	33
Visual Impairment	26	21

*Source: OAG analysis of data obtained from the Directorate*

4.68 As a result, learners were referred to schools outside their counties, adding a financial burden to parents. In addition, interviews with school administrators revealed cases of learners who dropped out as they were unable to enrol in secondary schools outside their counties.

### Monitoring of Special Education Activities

4.69 Section 45(2)(h) of the Basic Education Act, 2013 requires the Cabinet Secretary to establish a mechanism for monitoring and evaluation to advise the government on the quality of infrastructure and learning facilities with regard to special education. Further, Section 3.5 of the Sector Policy Implementation Guidelines requires the Ministry of Education to develop quality assurance tools and

standardized reporting mechanisms for the implementation process. This was to be done through:

- i) Establishment of multi-sectoral monitoring teams;
- ii) Developing tools and standardized reporting on implementation of the policy; and
- iii) Establishing feedback mechanisms at all levels.

4.70 The audit revealed that the State Department had not put in place structures for monitoring of special education activities. Interviews with the Officers from the State Department and the County Directors of Education confirmed that the State Department was not conducting monitoring of special education. The Department indicated that they had a lean staff of thirteen (13) officers within the Directorate of Special Needs, who were based at the State Department's Headquarters. Further, the Department did not plan for, and allocate funds for the monitoring of special education activities.

4.71 In addition, County Directors of Education are expected to monitor assessment activities in assessment centres, being the Authority to Incur Expenditure holders. However, there was no evidence of monitoring of assessment centres by County Directors of Education.

4.72 As a result of lack of monitoring, the State Department was not able to identify and address gaps and challenges arising in the provision of special education, including infrastructure, learning facilities and assessment of special learners.

#### **Coordination of Special Education Activities**

4.73 The Sector Policy for Learners and Trainees with Disability, 2018 mandates the Ministry of Education (MoE) to coordinate education, training, and support services for special learners. In addition, Strategy 3.2 and Strategy 3.3 of its Implementation Guidelines require the State Department to establish coordinating committees at national, regional, county, sub-county levels to support policy implementation.

Further, Strategy 2.12.1(d) requires the State Department to facilitate regular information-sharing and review meetings with partners and stakeholders.

- 4.74 The audit revealed that no committees had been established at any of the levels of implementation, leading to stakeholders consulting on a need basis. Without such committees, the stakeholders missed out on the different perspectives that would enhance understanding of the needs in special education. Interviews with County Directors of Education revealed that the only coordination structure available was the County Education Boards, which handled basic education related issues in each county. However, the County Directors of Education stated that the Boards rarely discussed special education issues in their forums.
- 4.75 Further, data is key in the provision of special education. For instance, the Teachers Service Commission required data on learner enrolment in order to provide the right number of qualified teachers, while the Kenya Institute of Curriculum Development and the Kenya Institute of Special Education required the same data to provide relevant and adequate learning materials and assistive devices.
- 4.76 The audit team noted that the State Department collected data on learners through the National Educational Management Information System (NEMIS,) and shared the same with relevant role players for planning purposes. However, interviews with the Directorate of Special Needs officials and school administrators revealed that data on NEMIS was incomplete and inaccurate. Further, NEMIS did not segregate learners' data by type of disability. Additionally, a birth certificate was a requirement for learners' details to be captured in NEMIS, however, both the Directorate and school administrators expressed concerns that most of the special learners lacked birth certificates, and their parents were hesitant to register them.
- 4.77 The inadequate coordination also led to the observed challenges in providing special education. For example, there were delays at KICD in adjusting textbooks for special learners. In addition, textbooks intended for regular learners were mistakenly delivered to five (5) sampled schools for Visual Impairment and seven

(7) sampled schools for Hearing Impairment. Interviews and physical verification also confirmed that the Kenya Institute of Special Education delivered items not required, such as wheelchairs, walkers, and sensory items, to schools like SA Joytown Special School for Physical Impairment.

- 4.78 The delay in operationalization of the coordination committees may be attributed to conflict between the Sector Policy for Learners and Trainees with Special Needs, and the Basic Education Act, 2013. The audit noted that while the Policy provides for the establishment of coordination committees, the Act provides for the establishment of Education Boards which have the mandate for coordinating basic education activities.

#### **Auditee's Response to Audit Findings and Recommendations**

- 4.79 At the conclusion of the audit, an exit meeting was held, and subsequently a management letter was sent to the Management of the State Department of Basic Education, requesting for their comments on the audit findings, conclusion and recommendations. The State Department agreed with the findings, conclusion and recommendations of the audit, except for some audit observations, as presented in [Appendix 4](#).

## Chapter 5: Conclusion

- 5.1 The State Department for Basic Education has not prioritized the plight of learners with Special Needs in the Country. This is evidenced by the fact that there is inadequate disability screening for learners thus learners with special needs are often not effectively identified, leading to wrong placement in schools that are not appropriate for their special needs. There is also minimal awareness creation at the community level, most parents are therefore, not aware of the need to have their children screened for disabilities.
- 5.2 There are minimal resources deployed to cater for screening of special needs in the Country. This is evidenced by the fact that there are inadequate assessment centres in the Country, as the Department is yet to facilitate the establishment of assessment centres in every county up to the sub-county level. In addition, the few available assessment centres do not have adequate specialised and other personnel as well as adequate assessment tools and equipment.
- 5.3 The State Department has not put in place structures to ensure admission and retention of learners with special needs in schools. This is evidenced by the fact that the available schools have inadequate infrastructure like boarding facilities, classrooms and lavatories. Most of the schools lack such important parameters like ramps, adapted toilets, and disability friendly desks.
- 5.4 There are inadequate special needs teachers, non-teaching staff, learning materials and assistive devices. The schools offering special education struggle with significant teaching gaps, despite TSC having qualified special needs education teachers in its pool of staff, but deployed in regular schools.
- 5.5 The State Department has not ensured that learners with special needs can transition through the appropriate levels of education. This is evidenced by the fact that learners under the stage-based curriculum are not able to transition through the four (4) levels; foundation, intermediate, pre-vocational, and vocational. This is because the highest level of education in majority of the schools offering stage-

based curriculum is the intermediate level. In addition, not all counties have secondary schools offering special needs education under the age-based curriculum pathway, thus most of these learners are not able to transition past primary school education.

- 5.6 There is minimal monitoring of special needs education in the Country, since monitoring is limited to curriculum support functions only. As a result, the State Department and stakeholders do not get information on the status of implementation of other activities, including assessment of the adequacy and quality of infrastructure and learning facilities.
- 5.7 There is inadequate coordination of special needs activities between the State Department and other stakeholders, as consulting is only done on a need basis, as no committees have been established to facilitate coordination and information sharing. In addition, Data captured on the National Educational Management Information System (NEMIS) for special learners is incomplete and inaccurate, because it does not include all special learners, neither does it segregate learners' data by disability type.

## Chapter 6: Recommendations

- 6.1 In view of the findings and conclusion of the audit, the following recommendations are proposed for implementation by the State Department for Basic Education and key stakeholders, in the provision of education to learners with special needs: -

### Adequacy of Disability Screening for Special Learners

- 6.2 To ensure adequacy in disability screening for special learners, the State Department for Basic Education should work closely with the Kenya Institute of Special Education to ensure smooth transfer of assessment services. The Institute should consider establishing a model assessment center in each county for effective delivery of assessment services.
- 6.3 To ensure the public has information on assessment services, including disability screening, and to reduce stigma and discrimination of special learners, the State Department for Basic Education should develop an awareness creation strategy, fully integrate it into its annual work plan and ensure implementation.

### Admission and Retention of Special Learners in Schools

- 6.4 To improve the learning environment and enhance access to education for learners with special needs in the Country, the State Department for Basic Education should conduct a comprehensive infrastructure needs assessment to enhance prioritisation and planning for infrastructure development. In addition, the State Department should develop and implement a framework for continuous assessment of infrastructure needs for all schools offering special needs education and promptly provide them with infrastructure improvement support.
- 6.5 To ensure retention of special learners in school, the State Department, in collaboration with the Teacher Service Commission, should develop a deployment strategy for qualified Special Needs Education teachers, thus enhancing their availability in the schools. In addition, the State Department should develop and

implement career progression guidelines for the critical non-teaching staff who support learners with various forms of disabilities.

- 6.6 To ensure adequate learning materials and assistive devices for special needs education, the State Department for Basic Education should review the Free Primary Top-up capitation to reflect the differentiated cost of learning material requirements for each category of special needs.
- 6.7 To enhance the delivery of special needs education, the State Department and the Kenya Institute of Curriculum Development should work together to set and implement timelines for adaptation of curriculum designs and textbooks for special needs education.

#### Transition Options for Special Learners

- 6.8 To ensure effective transition of learners up to the highest possible level of education under stage-based curriculum pathway, the State Department for Basic Education should develop and implement a comprehensive guideline on the implementation of Competency-Based Education. Emphasis should be given to the development of pre-vocational and vocational levels, and an exit mechanism for learners unable to proceed to higher levels.
- 6.9 To ensure effective transition of special learners to the secondary school level, the State Department should designate secondary schools for inclusive education under age-based curriculum pathway in each county, and provide the necessary resources for special education. Emphasis should also be given to the establishment of special units to cater for learners whose special needs do not allow for integration with regular learners.

#### Monitoring and Coordination of Special Needs Education Activities

- 6.10 To ensure adequate monitoring of special needs activities, the State Department should develop a self-monitoring and reporting tool for use by schools offering special needs education. The State Department should also consider developing a

mechanism for Subcounty Quality Assurance Officers to assist in monitoring special education activities.

- 6.11 To ensure adequate coordination of special needs activities, the State Department for Basic Education should ensure that the coordination provisions in the Sector Policy for Learners and Trainees with Special Needs, 2018 is included in the Basic Education Bill, 2024. Further, the State Department should work closely with the Clerk of the National Assembly to fast track its enactment.

## Appendices

### Appendix 1. List of Sampled Schools

No.	Name of School	School Type	Disability Area
<b>Bungoma</b>			
1.	Cheptais Adventist Primary School	Integrated-Inclusive	Visual Impairment
2.	St Anthony School for the Deaf	Special School	Hearing Impairment
3.	Namboani Primary Special Unit for Learners with Multiple Disabilities	Integrated-Inclusive	Mentally Handicapped and Visual Impairment
4.	Khasoko Special School Mentally Handicapped	Special School	Mentally Handicapped
5.	St. Denis Libolina Special School for the Physically Handicapped	Special School	Physically Handicapped
6.	Nakalira Primary School	Integrated-Inclusive	Multiple
7.	Misanga Primary School	Integrated-Inclusive	Multiple
<b>Garissa</b>			
8.	Libahlow Primary School	Integrated-Inclusive	Hearing Impairment
9.	Garissa School for the Deaf	Special School	Hearing Impairment
10.	Iftin Primary School	Integrated-Inclusive	Mentally Handicapped
11.	Garissa Primary School for the Physically Handicapped	Integrated-Inclusive	Physically Handicapped
12.	Saretho Primary School	Integrated-Inclusive	Multiple
13.	Garissa School for the Mentally Handicapped	Special School	Mentally Handicapped
<b>Kiambu</b>			
14.	AIC Kijabe Primary School	Integrated-Special Unit	Multiple
15.	S.A Thika for the blind	Special School	Visual Impairment
16.	Kambui School for the deaf	Special School	Hearing Impairment
17.	St. Patrick Special School	Special School	Mentally Handicapped
18.	SA Joy Town Special School	Special School	Physically Handicapped
19.	Uthiru Primary School	Integrated-Special Unit	Mentally Handicapped
20.	Mugumoini Primary School	Integrated-Special Unit	Autism
<b>Kisumu</b>			
21.	Kibos School- for the Blind	Special School	Visual Impairment
22.	Maseno Special School Hearing Impaired	Special School	Hearing Impairment
23.	Sondu Union Primary School	Integrated-Inclusive	Multiple
24.	Joyland Special School for Physically Handicapped	Special School	Physically Handicapped
25.	St. Martin De Porres School for Cerebral Palsy	Special School	Cerebral Palsy
26.	Ombaka Special School for Mentally Handicapped	Special School	Mentally Handicapped
<b>Kwale</b>			
27.	St. Luke Primary School	Integrated-Inclusive	Visual Impairment
28.	Kidimu School for the Deaf	Special School	Hearing Impairment
29.	Kwale School Mentally Handicap	Special School	Multiple
30.	Ndohivyo Special School	Special School	Mentally Handicapped

No.	Name of School	School Type	Disability Area
31.	Lukore Integrated Primary School	Integrated-Inclusive	Physically Handicapped
<b>Makueni</b>			
32.	Kiangini Primary School	Integrated-Inclusive	Multiple
33.	Unoa Integrated Day and Boarding Primary School	Integrated-Inclusive	Physically Handicapped
34.	Wee Special School for the Deaf	Special School	Hearing Impairment
35.	Kinyambu Special School	Special School	Mentally Handicapped
36.	Ngulwa Primary School	Integrated-Inclusive	Visual Impairment
37.	Kathonzweni HGM Primary School	Integrated-Special Unit	Physically Handicapped
<b>Nairobi</b>			
38.	Dagoretti Special School	Special School	Mentally Handicapped
39.	Kahawa Garisson Primary School	Integrated-Special Unit	Mentally Handicapped
40.	Our Lady of Mercy Shauri Moyo	Integrated-Special Unit	Visual Impairment
41.	Muthaiga Primary School	Integrated-Special Unit	Visual Impairment
42.	Racecourse Primary School	Integrated-Special Unit	Hearing Impairment
43.	Kilimani Integrated Primary School	Integrated-Special Unit	Visual Impairment
44.	Jacaranda Special School	Special School	Mentally Handicapped
<b>Narok</b>			
45.	DEB Narekia Enkare Primary	Integrated-Special Unit	Mentally Handicapped
46.	Ole Sankale Primary School	Integrated	Visual Impairment
47.	Matonyok Primary Special Unit	Integrated-Special Unit	Mentally Handicapped
48.	Ilturot Orook Primary	Integrated-Special Unit	Physically Handicapped
49.	Ilmashariani Primary School	Integrated-Inclusive	Multiple

## Appendix 2. Sufficiency of Special Education Qualified Teachers

County	School Name	Official Disability Area of School	No. of Special Education Teachers Available	No. of Enrolled Special Learners	Recommended Teacher/Learner Ratio	Actual Teacher / Learner Ratio	Teacher Deficit
Bungoma	Khasoko Pri Sch Special School	Intellectual and Developmental Disabilities	4	296	1:10	1:74	26
	St. Denis Libolina for the Physically Handicapped	Physical Impairment	8	139	1:15	1:17	1
	St. Anthony School for the Deaf	Hearing Impairment	13	251	1:12	1:19	8
	Namboani Friends School	Intellectual and Developmental Disabilities	4	296	1:10	1:74	26
Garissa	Garissa Primary School	Physical Impairment	5	310	1:15	1:62	19
	Garissa School for the Deaf	Hearing Impairment	10	180	1:12	1:18	5
	Garissa School for the Mentally Handicapped	Intellectual and Developmental Disabilities	3	30	1:10	1:10	-
Kiambu	Salvation Army Thika School for the Visually Impaired	Visual Impairment	28	374	1:15	1:13	-
	SA Joytown Special School	Physical Impairment	18	335	1:15	1:19	4
	Kambui School for the Deaf	Hearing Impairment	15	203	1:12	1:14	2
	St. Patrick Special School	Intellectual and Developmental Disabilities	16	130	1:10	1:8	-
Kisumu	Maseno School for the Deaf	Hearing Impairment	18	99	1:12	1:6	-
	Maseno School Special Unit for Deaf Blind	Deaf Blind	4	40	1:4	1:10	6
	St. Martin De Porres Special School	Cerebral Palsy	20	338	1:4	1:17	65
	Joyland Special School	Physical Impairment	19	235	1:15	1:12	-
	Kibos School for the Blind	Visual Impairment	18	153	1:15	1:9	-
	Ombaka Special School	Intellectual and Developmental Disabilities	2	54	1:10	1:27	3
Kwale	Kwale School for the Mentally Handicap	Intellectual and Developmental Disabilities	15	200	1:10	1:13	5
	Kidimu School for the Deaf	Hearing Impairment	5	109	1:12	1:22	4
	Lukore Intergrated Primary School	Physical Impairment	2	29	1:15	1:15	-
	Ndohivyo School for the Mentally Challenged	Intellectual and Developmental Disabilities	10	113	1:10	1:11	1
	St Lukes Intergrated Primary School	Visual Impairment	5	56	1:15	1:11	-

County	School Name	Official Disability Area of School	No. of Special Education Teachers Available	No. of Enrolled Special Learners	Recommended Teacher/Learner Ratio	Actual Teacher / Learner Ratio	Teacher Deficit
Makueni	Unoa Integrated Day and Boarding Primary School	Physical Impairment	4	154	1:15	1:39	6
	Kathonzweni HGM Primary School with Special Unit	Physical Impairment	2	137	1:15	1:69	7
	Ngulwa Primary School	Visual Impairment	2	38	1:15	1:19	1
	Wee Special School for the Deaf and JSS	Hearing Impairment	7	66	1:12	1:9	-
	Kinyambu Special School for the Mentally Handicapped	Intellectual and Developmental Disabilities	2	101	1:10	1:51	8
Nairobi	Dagoretti Special School	Intellectual and Developmental Disabilities	10	162	1:10	1:16	6
	Muthaiga Primary School	Visual Impairment	5	10	1:15	1:2	-
	Our Lady of Mercy Shauri Moyo	Visual Impairment	2	33	1:15	1:17	1
	Racecourse Primary School	Hearing Impairment	5	36	1:12	1:7	-
	Jacaranda Special School	Intellectual and Developmental Disabilities	12	286	1:10	1:24	17
	Kahawa Garisson	Intellectual and Developmental Disabilities	3	36	1:10	1:12	1
	Kilimani Primary Special Unit for Blind	Visual Impairment	3	34	1:15	1:11	-
	Kilimani Primary Special Unit for Deaf Blind		3	20	1:4	1:7	-
Narok	Ole Sankale Primary Boarding and Special Unit	Visual Impairment	4	20	1:15	1:5	-
	Nairegae Enakre Pri Sch and Special Unit	Intellectual and Developmental Disabilities	2	42	1:10	1:21	2
	Iturot Orrok Pri Sch and Special Unit	Physical Impairment	2	65	1:15	1:33	2
	Matonyok Pri Sch and Special Unit	Intellectual and Developmental Disabilities	3	16	1:10	1:15	-

Note: Dash (-) means that the school does not have any teacher deficit

Source: OAG *Analysis of Teacher Staff Establishments and Learner Enrolment Records Maintained by Schools*

### Appendix 3: Distribution of Secondary Schools Offering Special Education

County	Cerebral Palsy	Hearing Impairment	Multiple (Hearing /Physical /Visual Impairments)	Physical Impairment	Physical Impairment / Cerebral Palsy	Visual Impairments	Grand Total
Baringo	0	0	0	0	0	2	2
Bomet	0	1	0	0	0	0	1
Bungoma	0	0	0	2	0	1	3
Busia	0	1	0	0	0	2	3
Elgeyo Marakwet	0	0	0	0	0	1	1
Embu	0	1	0	0	0	1	2
Garissa	0	1	0	0	0	0	1
Homa Bay	0	1	0	0	0	1	2
Isiolo	0	0	0	0	0	1	1
Kajiado	0	0	0	0	0	1	1
Kakamega	0	2	0	0	0	1	3
Kericho	0	1	0	1	0	2	4
Kiambu	0	1	0	1	0	2	4
Kilifi	0	1	0	3	0	2	6
Kirinyaga	0	0	0	0	0	1	1
Kisii	0	1	0	0	0	0	1
Kisumu	1	0	0	1	0	3	5
Kitui	0	1	0	0	0	1	2
Kwale	0	2	0	0	0	0	2
Lamu	0	0	0	1	0	0	1
Machakos	0	1	0	0	0	1	2
Makueni	0	0	0	1	1	0	2
Meru	0	0	0	0	0	1	1
Migori	0	2	1	0	0	0	3
Mombasa	0	0	0	1	0	1	2
Muranga	0	1	0	0	0	0	1
Nairobi	0	1	0	4	0	3	8
Nakuru	0	0	0	0	0	3	3
Nakuru	0	1	0	0	0	0	1
Nandi	0	1	0	0	0	0	1
Narok	0	0	0	0	0	1	1
Nyandarua	0	0	0	1	0	0	1
Nyeri	0	1	0	1	0	0	2
Siaya	0	1	0	0	0	1	2
Taita Taveta	0	0	0	2	0	0	2
Tana River	0	0	0	1	0	0	1
Tharaka Nithi	0	1	0	0	0	0	1
Trans Nzoia	0	0	0	0	0	1	1
Turkana	0	0	0	0	0	2	2
Vihiga	0	2	0	0	0	0	2
Wajir	0	1	0	0	0	0	1
West Pokot	0	1	0	0	0	1	2
<b>Grand Total</b>	<b>1</b>	<b>28</b>	<b>1</b>	<b>20</b>	<b>1</b>	<b>37</b>	<b>88</b>

**Appendix 4: Management Response to Audit Findings, Conclusion and Recommendations**

No.	Audit Findings	Auditee's Management Response	OAG's Comments
1	Unavailability of assistive devices and learning materials	Learning materials may be insufficient, but not unavailable as it has been put in the Audit Report. In your report you indicated that the Kenya Institute of Special Education (KISE) had distributed learning resources and assistive devices to a number of schools.	Not agreed. The Office appreciates the efforts being made by KISE to bridge this gap, which will be subject of evaluation during a follow-up of the audit. However, the situation observed in the sampled schools was that braille adapted textbooks, Kenya Sign Language textbooks and learning resources were lacking in the sampled schools. The finding remains as reported.
2	Insufficient number of special needs teachers	We have sufficient number of teachers trained in special needs, but due to the shortage of teachers nationally, TSC may be deploying them to regular schools. However, the situation has improved since last year.	Agreed. The finding acknowledged the significant number of teachers trained in special needs but were yet to be deployed to schools offering special education. No evidence has been provided to substantiate the improved situation. The finding remains as reported.
3	Inadequate opportunities available for transition of learners under the stage-based pathway.	With the launch of CBE, formally CBC, the Ministry has developed two (2) pathways, namely aged-based and stage-based. The staged-based is the pathway proved for a clear transition for learners under the staged-based pathway.	Not agreed. The Office acknowledged the development of aged-based and stage-based pathways under CBE. However, the audit team observed that most counties lacked secondary schools for key disability areas, while the majority of sampled schools offering stage-based curriculum only had up to intermediate level. The finding remains as reported.
4	Inadequate educational assessment and resource centers	Agree	Agreed
5	Lack of prerequisite facilities	We may not agree with this statement. Instead we agree that there is insufficient prerequisite facilities.	Agreed. The finding is on inadequate facilities and not total lack of the facilities
6	Lack of assessment officers	Assessment officers are usually teachers deployed by TSC. However, they have other assignments outside the assessment function which has compromised functional assessment. EARC Centers are under the Ministry of Education but	Not agreed. Assessment services used to be a shared function between TSC and MoE prior to the promulgation of the Constitution (2010). However, the Constitution limited the mandate of the Commission to recruitment and management of teaching staff. This is

No.	Audit Findings	Auditee's Management Response	OAG's Comments
		personnel (teachers) manning it are under the TSC.	clearly outlined in the report. The finding remains as reported.
7	Inadequate infrastructure in assessment centers.	Agree	Agreed
8	Inadequate tools and equipment for assessment.	Agree	Agreed
9	Inadequate awareness creation on disability and on special education.	Awareness creation on special education is what we do on daily basis and is in our workplan. However, we are limited by funds for this purpose. Awareness creation through the mainstream media is expensive	Not agreed. The work plans provided for review did not have awareness creation as an activity. No evidence of actual awareness creation has also been provided to substantiate the comments. The finding remains as reported.
10	Inadequate facilities in schools offering special education	Many schools have basic facilities required in a learning institution. However, some could be in that category. The Ministry is constrained by budgetary allocation.	Agreed. The finding is on inadequate facilities and not total lack of facilities.
11	Insufficient non- teaching staff	None-teaching staff are employees of Boards of Governors. They are paid by the school boards from the capitation we send to schools, which is too little to pay a sufficient number of non-teaching staff. We agree with the observation.	Agreed. The finding remains as reported.
12	Insufficient assistive devices	KISE could not provide all schools with the learning resources in one year, however it is going on with the program.	Agreed. The efforts made by KISE will be evaluated during a follow-up of the audit.
13	The learning environment was not disability friendly	Inadequate capitation and poor financial management by some head teachers could be a major cause for lack or inappropriate /unfriendly learning environment. We do send capitation and it is the responsibility of school heads to prioritize the learning environment.	Not agreed. The audit observed that infrastructure development was funded as a grant to schools and not capitation as per the Operational Guidelines for Disbursement of Grants to Schools, 2012. The finding remains as reported.
<b>Comments on the Conclusion</b>			
5.1	The State Department for Basic Education has not prioritized the plight of learners with special needs in the Country	We do not agree with this conclusive statement. The State Department has created a stand-alone Directorate tasked with the provision of education to learners with special needs and disabilities.	Not Agreed. The Office appreciates the efforts. However, this has not translated to concrete gains for the learners, hence the conclusion which is based on the findings of the audit.

No.	Audit Findings	Auditee's Management Response	OAG's Comments
		<p>The State Department has also developed the Sector Policy for Learners and Trainees with Special Needs, which has recognized eleven (11) disability areas.</p> <p>Along with the Sector Policy, the State Department has developed:</p> <ul style="list-style-type: none"> <li>- Implementation guidelines;</li> <li>- A minimum quality standard for educational assessments; and</li> <li>- The Basic Education Curriculum Framework with two (2) pathways to take care of transition.</li> </ul> <p>-Finally, it has deployed resources, financial and human, among others.</p> <p>The only constraint is budgetary allocation .</p>	<p>There lacks evidence of implementation of the developed Policies and Guidelines. It is only upon implementation that the learners with special needs can benefit.</p>
5.2	Minimum resources deployed to cater for screening for SNE learners	Agree	Agreed
5.3	The State Department has not put in place measures to ensure admission and retention of learners with special needs in the Country	We do not agree with this conclusion. Please see the above comment in 5.1	<p>Not agreed.</p> <p>The Office appreciates the efforts in as far as policy development is concerned. However, the audit observed inadequacies in structures to ensure admission and retention of learners.</p> <p>There is no evidence of implementation of the developed policies and guidelines.</p>
5.4	There are inadequate special needs teachers and non-teaching staff	Agree	Agreed
5.5	The State Department has not ensured that learners with special needs can transition through the appropriate levels of education	We do not agree. The Basic Education Curriculum Framework clearly indicate the transition levels.	<p>Not agreed</p> <p>Refer to comment No. 3</p> <p>The audit observed that most counties lacked secondary schools for key disability areas, while the majority of sampled schools offering stage-based curriculum only had up to intermediate level. The transition levels indicated in the curriculum are not being implemented in the schools. The conclusion remains as reported.</p>
5.6	There is minimum monitoring of special needs in the Country.	Agree due to limited resources.	Agreed

No.	Audit Findings	Auditee's Management Response	OAG's Comments
<b>Comments on Recommendations</b>			
We entirely agree with the recommendations in the report.			





## CONTACTS

3rd Floor, Anniversary Towers, University Way, Nairobi

**Phone:** +254 020 3214000 ● **Email:** [oag@oagkenya.go.ke](mailto:oag@oagkenya.go.ke) ● **Website:** [www.oagkenya.go.ke](http://www.oagkenya.go.ke)



Office of the Auditor-General Kenya



Office of the Auditor-General, Kenya



@OAG\_Kenya