



**GOVERNMENT OF KENYA**

**Ministry of Education**

**State Department of Basic Education**

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**PROJECT PROCUREMENT STRATEGY FOR DEVELOPMENT (PPSD)**

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**SECONDARY EDUCATION QUALITY IMPROVEMENT PROJECT (SEQIP)**

**NOVEMBER 17 2017**

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## List of Abbreviations

<b>AfDB:</b>	African Development Bank
<b>BoMs:</b>	Boards of Management
<b>BoQ:</b>	Bills of Quantity
<b>CBA:</b>	Competency Based Assessment
<b>CBC:</b>	Competency-Based Curriculum
<b>CBO:</b>	Community Based Organization
<b>CDE:</b>	County Director of Education
<b>CEMASTEIA:</b>	Centre for Mathematics Science and Technology Education in Africa
<b>CPCU:</b>	County Project Coordination Unit
<b>CQ:</b>	Consultant's Qualification
<b>D&amp;CSCs:</b>	Design and Construction Supervision Consultants
<b>DLR:</b>	Disbursement-Linked Result
<b>DPC&amp;D:</b>	Directorate of Project Coordination and Delivery
<b>EARS:</b>	East African Rift System
<b>EMIS:</b>	Education Management Information System
<b>ESMF:</b>	Environmental and Social Management Framework
<b>FBS:</b>	Fixed Budget Selection
<b>GoK:</b>	Government of Kenya
<b>GPE:</b>	Global Partnership for Education
<b>HEIST:</b>	Hands-on Extended Implementation Support
<b>IC:</b>	Individual Consultant
<b>ICT:</b>	Information and Communication Technology
<b>JKF:</b>	Jomo Kenyatta Foundation
<b>KEMI:</b>	Kenya Education Management Institute
<b>KENET:</b>	Kenya Education Network
<b>KICD:</b>	Kenya Institute of Curriculum Development
<b>KISE:</b>	Kenya Institute of Special Education
<b>KLB:</b>	Kenya Literature Bureau
<b>KNBS:</b>	Kenya National Bureau of Statistics
<b>KNEC:</b>	Kenya National Examination Council
<b>KPA:</b>	Kenya Publishers Association
<b>LCS:</b>	Low Cost Selection
<b>MLP:</b>	Monitoring Learning Progress
<b>MoE:</b>	Ministry of Education
<b>NCA:</b>	National Construction Authority
<b>NESP:</b>	National Education Sector Plan
<b>NGO:</b>	Non-governmental Organization
<b>PDO:</b>	Project Development Objective
<b>PMIS:</b>	Project Management Information System
<b>PPADA:</b>	Public Procurement and Assets Disposal Act 2015
<b>PPSD:</b>	Project Procurement Strategy for Development
<b>PRIEDE:</b>	Primary Education and Development Project
<b>PSC:</b>	Project Steering Committee

<b>QASO:</b>	Quality Assurance and Standards Officer
<b>QBS:</b>	Quality Based Selection
<b>QCBS:</b>	Quality and Cost Based Section
<b>RFP:</b>	Request for Proposal
<b>SEQIP:</b>	Secondary Quality Improvement Project
<b>SFRA:</b>	Supply and Financial Risk Analysis
<b>SIEM:</b>	Security Information and Event Management
<b>SME:</b>	Science, Mathematics and English
<b>SoE:</b>	Statement of Expenditure
<b>SPMA:</b>	Supplies Practitioners Management Act
<b>TLM:</b>	Teaching and Learning Material
<b>TNA:</b>	Training Needs Analysis
<b>ToR:</b>	Terms of References
<b>TPAD:</b>	Teacher Performance Appraisal and Development
<b>TPD:</b>	Teacher Professional Development
<b>TSC:</b>	Teachers Service Commission
<b>VMG:</b>	Vulnerable and Marginalized Group
<b>VMGF:</b>	Vulnerable and Marginalized Groups Framework

## 1. Project Overview

Country:	Kenya
Full Project Name:	Kenya Secondary Education Quality Improvement Project (SEQIP).
Total Finance (\$):	USD 200 million
Project Number:	P160083

### Summary of Project Development Objectives

The Secondary Education Quality Improvement Project is projected to change the fortunes of the country in grade 7, 8 and secondary schools (form 1-4). The proposed Program Development Objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas.

The ultimate vision of Kenya is to develop a globally competitive education sector that will not only sustain Kenya’s domestic growth but also fulfil the global demand for qualified human capacity. This vision is aligned to the global vision of achieving inclusive education and lifelong learning by 2030 as adopted by the United Nation member states under the sustainable development Goal 4.

The Vision 2030 has guided the development of strategic interventions in Kenya’s education sector key among them is the drive towards universal basic education. Kenya is one of the countries that has partially met the target of Universal Primary education considering that access to class one reached 100% in 2009, 108% in 2011 and increased by 1.4% between 2014 and 2015 with a net additional of about 140,000 pupils and retention from grade 1 to 6 stood at 91% in 2011 and 98% in 2014, while that of grade 1 to 8 stood at 77% 2011 and in 78% in 2014. Beyond class six, the system has had significant loss of pupils who complete class 8. There is a significant number that does not transit to secondary school. This is demonstrated by the low transition rates from primary to secondary where the system inefficiencies have resulted to wastage to the level of 20% of students enrolled in Primary schools. In addition close to 190,000 an equivalent of 14% were unable to get placement in Form One places in 2017. These constitute some of the outstanding issues in the development of education in the country.

Keeping achievements of the PDO as a principal focus, targeting is inevitable. Spreading the limited resources to all schools may imply very little return on the results framework. The overheads attributed to operations may also be unwarranted. The targeting therefore has been conducted to ensure the investment can account for results and that there is an efficient implementation of the project activities. Total of 7,852 primary schools and 2,147 secondary schools in 110 Sub counties spread in 30 counties shall be targeted. The counties and sub counties are shown in Annex 1.

**Table 1: Component Implementers**

Component	Implementation
Sub-Component 1.1	Teachers Service Commission (TSC)
Sub-Component 1.2	Teachers Service Commission (TSC) through CEMASTEAs
Sub-Component 1.3	Ministry of Education (MoE)
Sub-Component 2.1	MoE
Sub-Component 2.2	MoE

Sub-Component 3.1	KICD
Sub-Component 3.2	KNEC
Sub-Component 4.1	MoE
Sub Component 4.2	MoE

Table 2: Supply and Financial Risk Analysis (SFRA)

<b>High</b>			<b>High</b>
<b>Risk or Vulnerability</b>	<p><b>Strategic Critical</b></p> <ul style="list-style-type: none"> <li>- Bandwidth Increase (3 years)</li> <li>- Storage Area Network</li> <li>- KENET for laying of infrastructure at the sub counties</li> <li>- Independent Third party consultant f Baseline, Mid-term and End term evaluation for the Project activities</li> <li>- Consultancy for third party verification of disbursement linked indicators</li> <li>- Monitoring and Evaluation services; baseline, mid-term and end term reviews</li> </ul>	<p><b>Strategic Core</b></p> <ul style="list-style-type: none"> <li>- 4 Design and Construction Supervision Consultants</li> <li>- Supply of Textbooks</li> <li>- School Kits for 37500 primary school pupils and 18000 secondary school pupils</li> <li>- Scholarship agency</li> <li>- Independent Third Party agencies</li> </ul>	
	<p><b>Tactical Acquisition</b></p> <ul style="list-style-type: none"> <li>- Infrastructure construction at Karen KSE (Labs, classrooms).</li> <li>- Supply and installation of school based support ICT equipment (printers, laptops, projectors)</li> <li>- Printing services</li> <li>- Conferencing facilities</li> <li>- Acquisition of Encryption tools</li> <li>- On line system for uploading data</li> <li>- Training for head teachers , Deputy Head teachers and gender champion teachers</li> <li>- Sensitization of the stakeholders: principals &amp; head teachers Unions, BOMs,(500)</li> </ul>	<p><b>Tactical Advantage</b></p> <ul style="list-style-type: none"> <li>- Infrastructure for 4000 schools (1000 secondary schools and 3,000 primary schools)</li> <li>- Furniture for new and rehabilitated facilities</li> <li>- Security Information and Event Management (SIEM) Solution</li> <li>- Assessment System for Competency Based assessment (CBA)</li> <li>- Operationalization of the Item writing Portal and Item banking</li> <li>- Development of eight(8)on- line modules</li> <li>- Communication strategy and media campaign</li> </ul>	
<b>Low</b>	<b>Estimated to Cost / Value</b>		<b>High</b>

## 2. Overview of MoE, target counties and Market

- **Operational Context**

The Ministry of Education is responsible for national policies and programmes that help Kenyans access quality and affordable, school education, post-school, higher education and academic research. The Ministry derives its mandate from the Constitution of Kenya, Chapter 4 Articles 43, 53, 54, 55, 56, 57, and 59 which have provisions on children's right to free and compulsory basic education, including quality services and to access education institutions and facilities for persons with disabilities that are integrated into society, to the extent compatible with the interests of the person. The Ministry thus seeks to increase completion of a full cycle of policy of quality education focusing on Upper Primary and Secondary education for children living in vulnerable areas, girls, and children with special needs through the Secondary Education Quality Improvement project (SEQIP). The Project Development Objective (PDO) is to support NESP's objective of increasing completion of a full cycle of quality basic education for all Kenyan children. Basic education includes primary education (Standard 1-8) and secondary education (From 1-4). The PDO is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas.

- **Governance aspects**

SEQIP will contribute to the Government's goal of producing skilled manpower necessary to transform Kenya into a newly industrializing, middle income country by the year 2030. The Vision 2030 is currently being implemented through the second medium term plan (2013-2017). NESP aligns education planning with the Medium Term Plan 2013-2017, Kenya Vision 2030, and the Public Financial Management Act of 2012. The Constitution of Kenya 2010 introduced a county system of government. The project shall thus entail close coordination between the CPCUs at county level and the PIUs at national level. SEQIP project design highlights four (4) components where funds have been allocated for utilization. Public Procurement in Kenya is governed by two legal frameworks: the Public Procurement and Asset Disposal Act, 2015 (PPADA) for executing procurements by and for public entities; and the Supplies Practitioners Management Act 2007 (SPMA), a framework guiding the practice and conduct of all of procurement and supply chain practitioners in Kenya. The project procurement shall also be guided by WB Regulations for IPF Borrowers. The project inception shall be conducted as the country enters to election and this may pose a risk to the supply of the various components due to political climate as well as the coming into force of a new administration. A two-pronged strategy that combines decentralized selection of science, mathematics and English (SME) textbook titles for grades 7 and 8 and Forms 1 to 4 by schools, with a centralized managed procurement by MoE will be used to achieve these objectives. Currently schools decide what books to buy based on a catalogue<sup>1</sup> of approved textbooks prepared by KICD on behalf of MoE. The current catalogue lists between 4 to 6 titles for each subject matter, and the unit price variation between the lowest and the highest price ranges from 26 percent to 318 percent. Each school buys directly from local distributors using funds allocated to them through a specific teaching and learning materials (TLM) earmarked in school capitation grant. While this modality of textbook provision gives schools control over which books to use, price of textbook purchased by schools in Kenya is quite high when compared to other SSA countries such as Benin, Cote d'Ivoire, Madagascar, Namibia and Rwanda.

The country is preparing for the general election in early August 2017. In this context, there is anxiety in the general population and the business community on the outcome of the said elections. However, the private sector is optimistic and has been lobbying the political actors to ensure peaceful election for the development of the country's economy. So far, the campaigns have been largely peaceful.

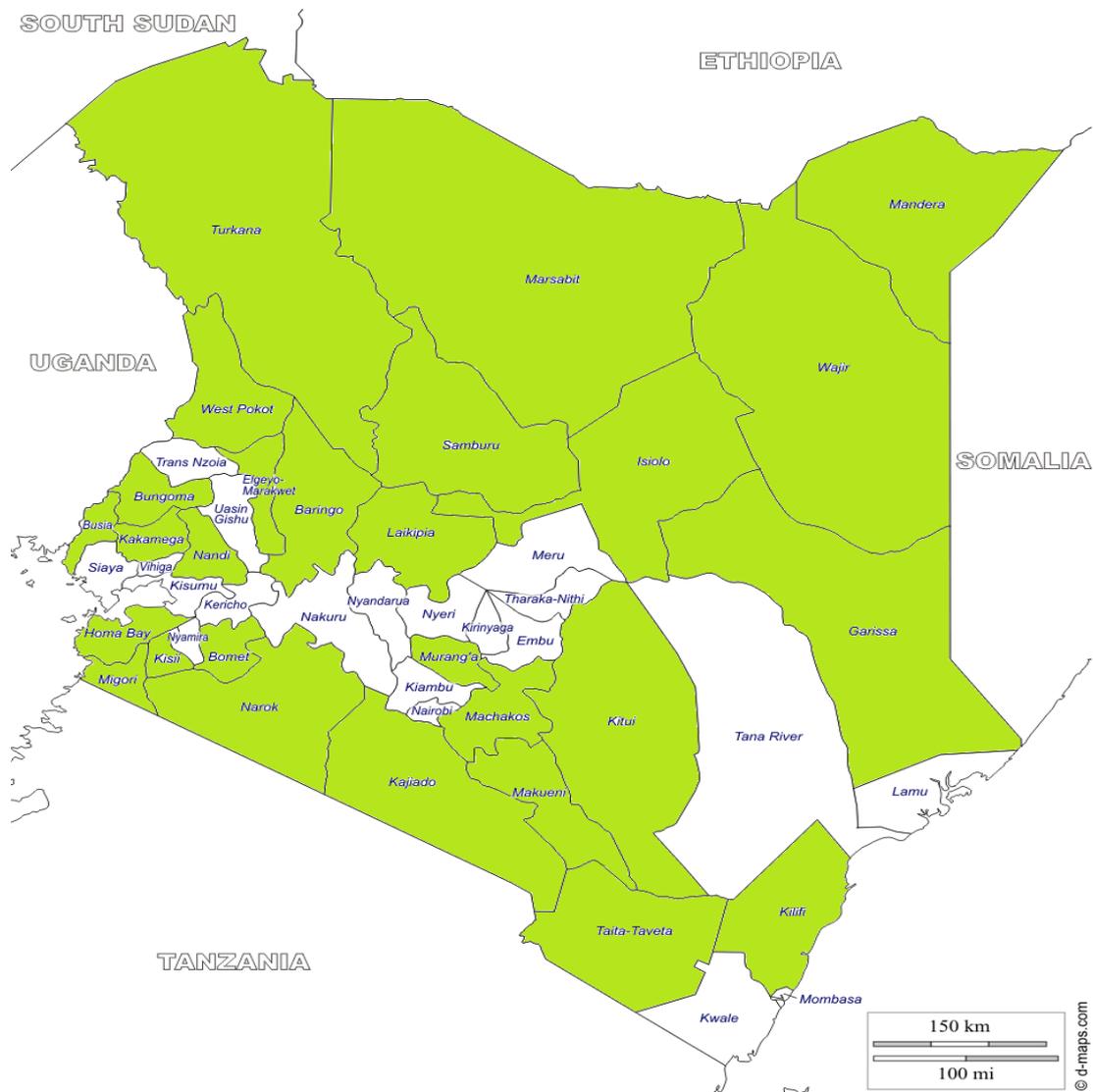
In the business community however, there is a "wait and see" attitude as the business community is taking precautionary measures in terms of investments till the elections are done. To this end there may be not much trade activities particularly until after the elections. Coincidentally, the government FY ends in the next one week and therefore supply chain activities will be slow in the next quarter of the new FY.

- **Economic Aspects**

Kenya is the economic and transport hub of East Africa. Kenya's real GDP growth has averaged over 5% for the last seven years. Since 2014 Kenya has been ranked as a lower middle income country because its per capita GDP crossed a World Bank threshold. According to the latest Kenya National Bureau of Statistics (KNBS) quarterly report, Kenya's economy expanded by 5.7% in the third quarter of 2016 compared to 5.8% in the same period in 2015. The quarterly report indicates that the economic growth was well spread although most of the sectors of the economy recorded slowed growth. The tourism and hotel industry, information and communications and public administration are among the sectors that registered improved growth during the quarter. Inflation was contained within the Central Bank's target to average at 6.3% compared to an average of 6.14% during the same quarter in 2015. The slight increase in inflation was primarily due to increases in the prices of food and beverages during the period under review.

Figure 1 below shows the map of Kenya with project sites marked green.

Map 1: Target Project Counties



- **Sustainability Aspects**

The likelihood of sustained implementation of SEQIP by GoK beyond the project period is promoted by five factors. First, the Office of the President, the National Treasury, and MoE have communicated (i) that education is a high priority, and (ii) their strong, steadfast commitment to addressing the acute and chronic deficiencies in school participation at the upper primary and secondary levels, as well as in the quality of service delivery. Second, GoK has led the design of SEQIP, ensuring that the design process is participatory with consultations with a range of internal and external stakeholders. Third, during implementation of SEQIP, GoK plans to continue its engagement with internal and external stakeholders, with proactive engagement on program status and performance as well as feedback gathering and redressal. This continuous engagement is likely to help build wide and deep ownership and consensus. Partnership with the private sector in relevant activities, such as the scholarship program, where the private sector has the advantage of experience and an established management system, adds to implementation sustainability. Fourth, substantial system reform support and evaluative work to continually improve processes and

inform scale-up and policy options will provide a solid foundation for continued implementation of initiatives beyond the project. And fifth, the requirements in terms of additional government budgetary resources for SEQIP initiatives are expected to be minimal, as the initiatives are in line with the government's education reform agenda and largely aim to improve the effectiveness and efficiency of existing/planned levels of expenditures for primary and secondary education construction.

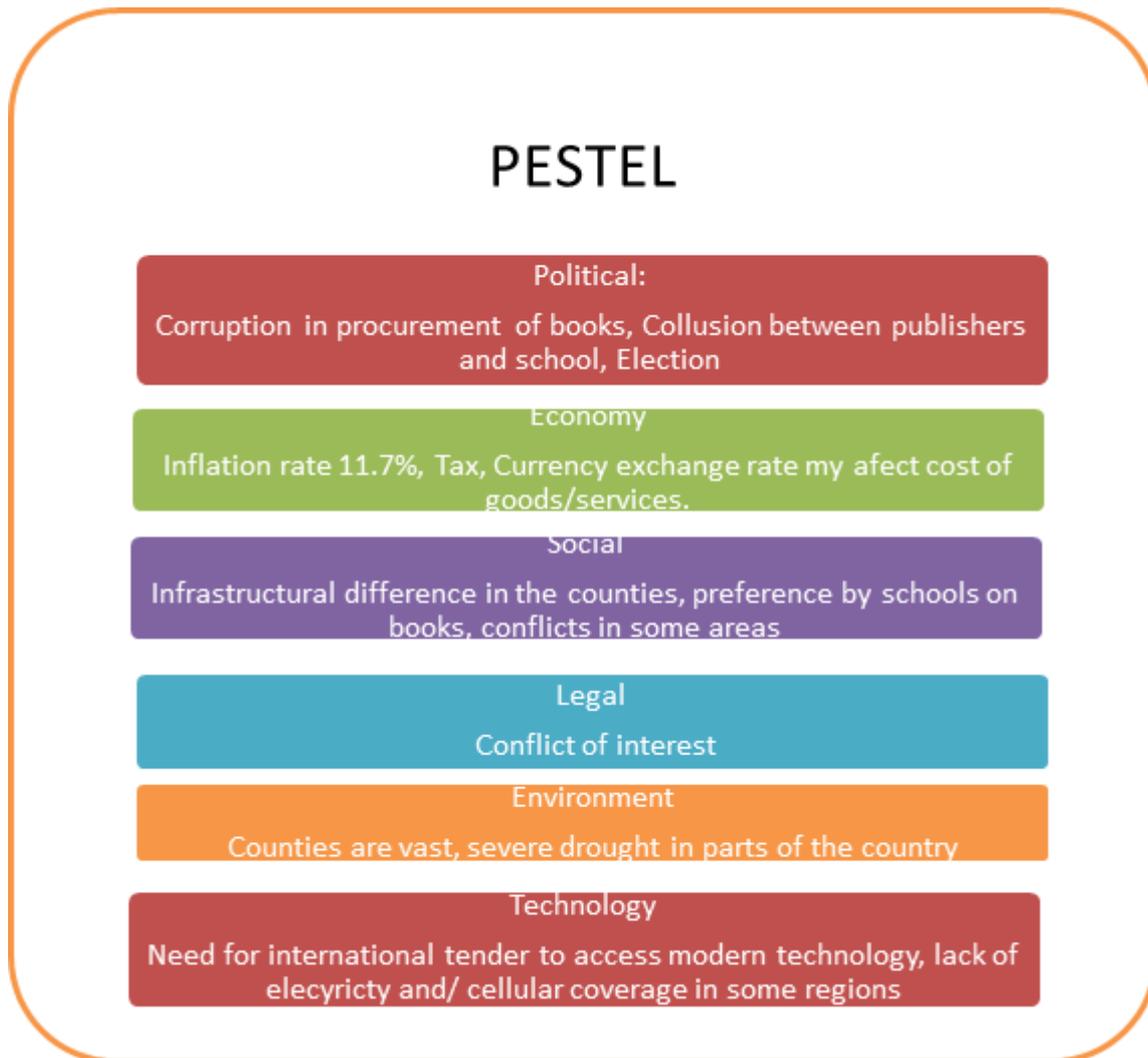
- **Technological Aspects**

The project seeks to improve the quality of education and this is to be achieved through close monitoring of teachers performance as well as attendance in the learning institutions. This shall be facilitated by adoption of ICT equipment such as establishment of ICT enabled training facilities in the beneficiary schools and development of ICT systems for strengthening national and county continuous based teacher support. Subsequently, implementation progress will be tracked through customized project Management Information System (PMIS). There are areas targeted by the project that do not have access to internet services, electricity connections as well as cellular coverage. This therefore provides a risk to achieving functional laboratories and ICT centres. It is therefore recommended that during the project implementation, these services be provided as complementary services to ensure functional facilities to ensure efficiency and value for money.

### **Key Conclusions**

The project will be implemented in thirty counties translated to 110 sub-counties targeted based on poverty levels, primary retention and primary to secondary transition rates. This selection ensures that disadvantaged areas due to poverty benefit. The project coverage comprises of areas marred with conflicts especially the northern areas that border Somalia such as Wajir, Garissa and Marsabit. Recently, West Pokot and Baringo also reported instances of conflicts. This is a risk to project execution and implementation. Coordination and information sharing among implementing partners shall aid to identify areas already benefiting thus avoiding duplication.

Figure 1: PESTEL ANALYSIS



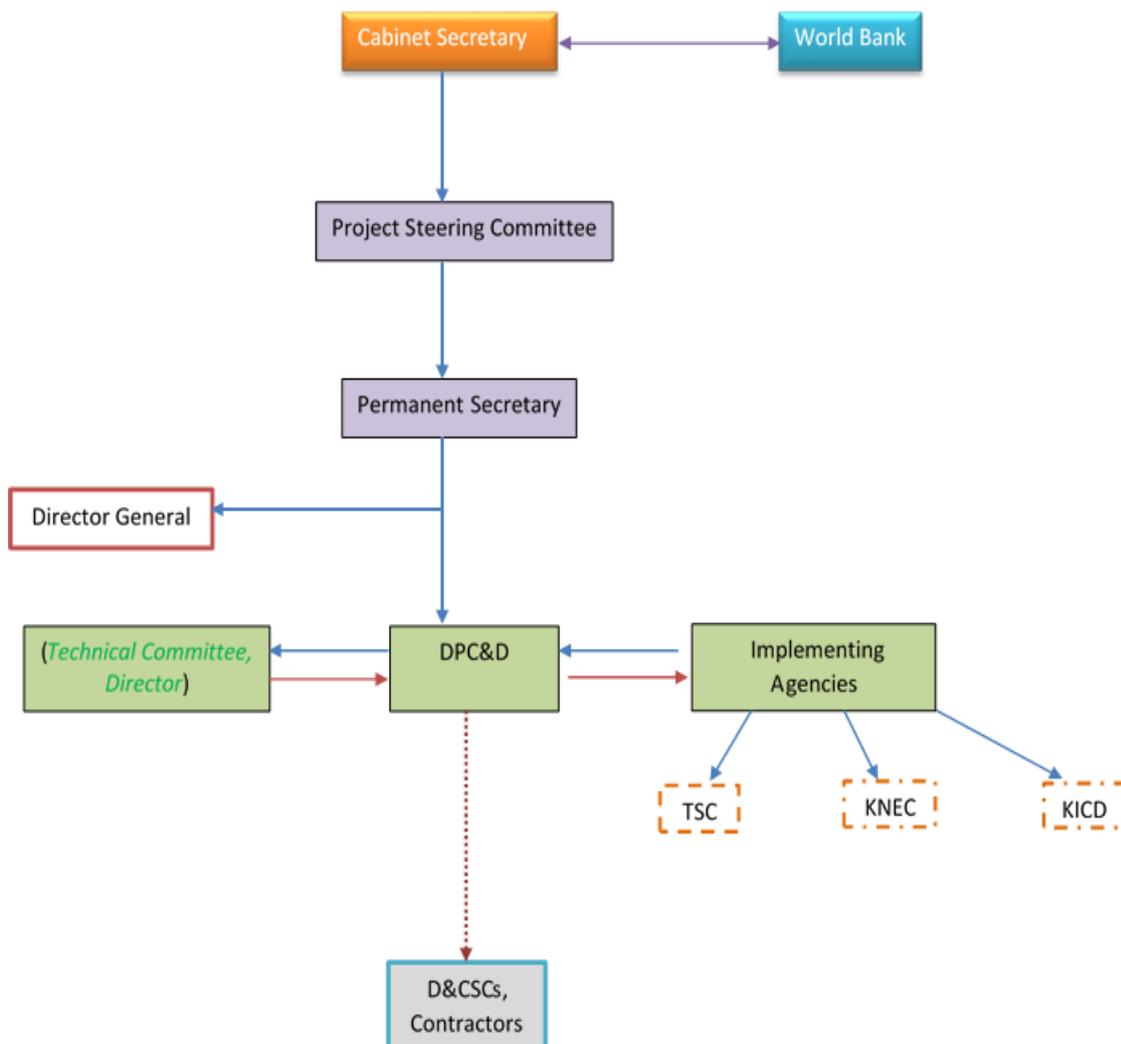
### 3. Client Capability and PIU Assessment

MoE/DPC&D will be responsible for project implementation, coordination and facilitation, various activities under SEQIP will be implemented by other autonomous and semi-autonomous institutions of MoE. Each of these implementing agencies will have a SEQIP focal officer assisted by a team of officials who will be monitoring the activities with support from DPC&D and in coordination with the CPCUs. For monitoring of implementation progress and performance of SEQIP initiatives, including progress towards and achievement of DLIs, the project will rely on reporting and evidentiary data and documentation submitted by DPC&D, largely obtained from these institutions and their monitoring systems and the CPCUs, as well as on third party verification data. Monitoring related to implementation arrangements, financial management and procurement activities and functions, and environmental and social safeguards and activities, including project covenants, the project will also rely on reporting and evidentiary data and documentation submitted by DPC&D. The existing GPE PRIEDE Project Steering Committee (PSC) chaired by the Education Cabinet Secretary will function distinctly from this project as the apex body to monitor the implementation progress of the project, provide strategic policy guidance, ensure effective inter-agency coordination as required under the project, and resolve high level strategic issues affecting project implementation. The DPC&D will act at the secretariat for the PSC. The core functions of the DPC&D for the SEQIP are: (i) directly implement those activities MoE is responsible for; (ii) facilitate and oversee implementation of those activities for which other agencies are responsible; (iii) carry out the required

monitoring and evaluation and manage third party verification agencies; (iv) prepare AWPB for the whole project in a timely manner and obtain necessary approvals; (v) implement fiduciary and safeguards arrangement and ensure compliance; (vi) ensure timely fund release and utilization and submission of statement of expenditure (SoE) and withdrawal claims to the Bank; (v) facilitate bi-annual joint supervision missions undertaken by the Bank and provide necessary documents for the missions; (vi) prepare communication strategy for the project and implement the strategy; (vii) establish an efficient grievance redressal mechanism; (viii) prepare annual budgeted plans for capacity building of project and other MoE officials and execute the plans with necessary approvals, including the Bank; and (ix) carry out assessments and policy research. On the other hand KICD is the key institution responsible for curriculum reform and its implementation, whereas KNEC is responsible for students’ assessment reform. Considering that these institutions will need to work in tandem for smooth implementation of the reform, the sub-components have been designed to foster a collaborative approach.

TSC is a Constitutional Office established under Article 237 of the Constitution of Kenya 2010 and operationalized by TSC Act No. 20 of 2012 with the mandate to perform teacher management functions. Given that the project’s financial management arrangements will, to the extent feasible follow the country systems, the Director of Finance & Accounts will have overall financial management responsibility.

Figure 2: Organogram



**Table 3: Project SWOT Analysis**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Availability of funds</li> <li>• National Working educational system</li> <li>• Track record of successful implementation of programs i.e TUSOME, PRIEDE</li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• National Goodwill</li> <li>• Availability of capacities at county level</li> </ul>
<p><b>Weakness</b></p> <ul style="list-style-type: none"> <li>• Inadequate office space</li> <li>• Ineffecient/inadequate internet</li> <li>• Governance aspects (Misappropriation, policy overlap.)</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Project Politicization</li> <li>• Elections</li> <li>• Inflation</li> <li>• Insecurity</li> </ul>

#### 4. Project Implementation modality

SEQIP shall be implemented in four components; improve transition and completion rates, improving quality of teaching in targeted areas, Improve retention in upper primary and transition to secondary in targeted Areas, systems reform support and Project Management, Coordination, and Communication. The implementation phase for the project shall be 6 years. Initial phase shall involve stakeholder mobilization, stakeholder roles, development of VMGF and ESMF and eligibility criteria. The second phase shall include funding negotiation, situation analysis and needs assessments, WB funding, establishment of coordination structures in readiness for project implementation. Third phase entails; finalization of procurement plans for the various components, identification of infrastructure priority needs and coordination with implementing agencies. DPC&D will then assist the various partners/beneficiaries to prepare evaluation criteria and selection of consultants, contractors and suppliers for the various sub-components. Project monitoring and coordination shall be through technical assistance from facilitating agencies. Infrastructure projects will be coordinated and implemented by D&CSs.

#### 5. Experience and Need for technical support

Although DPC&D and the County staff have implemented other project before with the Bank, there is limited experience in World Bank Financed Operations and in particular on the New Procurement Framework and operational aspects including the contract management. Contract management skills and knowledge are very important for maximization of envisaged benefits. The beneficiaries both institutions and communities do not also have the requisite capacity and organizational ability to carry out procurement activities solely. In this regard, and to be able to fast-track implementation, four D&CSCs shall be selected to provide the technical knowhow to fill the existing gaps. The implementing agencies lack adequate skills and know how on aspects of procurement. To cushion against this, it is recommended that the Bank provides Hands-on Extended Implementation Support (HEIS).

## 6. Contract management capability and capacity

DPC&D Staff received training on various components of the project among them; Bank’s Procurement framework, operations of the PPSD and procurement plan development, procurement selection methods and complaint management. However, there is need to further build their capacity and capabilities on contract management to ensure effective and timely execution of the various project components. Training on contract management plans and contract monitoring would therefore suffice in order to effectively manage the implementation of the contract.

Without proper contract management of the activities under the project, one major risk is non-conformance to specifications and incomplete works and litigations.

## 7. Complaints management and dispute resolution systems

It is envisaged that the project shall be implemented in areas with Vulnerable and Marginalized Groups (VMGs). As per requirements of the Bank operational Policy 4:10, A VMG framework shall be developed to ensure that VMG affected by the project receive culturally appropriate social and economic benefits. The implementing agencies will be required to establish systems and mechanisms for addressing effects identified and mitigation measures put in place to reduce risks.

All contracts issued to consultants, contractors and all persons to be engaged in the project shall include clause on dispute resolution. All complaints shall be recorded in a database and tracked overtime to ensure they are resolved expeditiously. The disclosure will also prescribe the period for resolving grievances/complaints at each level. In addition, the Public Procurement and Asset Disposal Act 2015 also provides the option for submitting the complaints to the Public Procurement Review Board.

### Key Conclusions

The Borrower has limited procurement implementation capacity. Use of D&CSCs through the procurement process can enable projects to progress faster and provides a direct opportunity to transfer procurement skills as Bank and Borrower staff work more closely together. CPCU is also expected to contribute to speeding up delivery and to improve overall project quality in the target schools.

## 8. Market Analysis

- **Market sector dynamics**

The project related requirements for Goods (both the domestic and imported), Works, Services, Non-consultancy services can be procured from the domestic market. Domestic preference in sourcing should also be put into consideration as highlighted in WB regulations. There are potential providers to supply the goods, construction materials required on works and consultancy services. The providers/suppliers and contractors are keen to do the business with the government. For community support organisations, the country has an active base of NGOs operating in the project areas. The following NGOs and CBOs are operating in the project areas and may be considered alongside others:

1.	Build Africa
2.	Plan International
3.	World Vision
4.	Elimu Yetu Coalition
5.	Kenya Book Sellers Association
6.	Education Development Trust

- **Market Sounding**

This was advertised on Wednesday 24<sup>th</sup> May 2017 in the local dailies and conducted on 29<sup>th</sup> May 2017 at KICD.

The attendance was good and potential suppliers/contractors were excited with the exercise. The participants were taken through the project objectives and procurement of various goods/works and services and proposed procurement methods. Discussions that took place at the conference showed that there are oligopoly tendencies on textbooks. On the other hand with this project, the government has budgeted substantial amounts on the textbooks to counter the forces of monopsony in the market and therefore other suppliers of this category are aggressive to get the business.

**Key Conclusions:**

Weak procurement capacity, especially at the stakeholder/beneficiary level, may result in implementation delays and fiduciary noncompliance. In addition, some of the components have long lead times and procurement processes and thus may be implemented at a later date of the project period. Deployment of third party verification of disbursement –linked results, capacity building and regular monitoring both at county and national level through DPC&D and CPCU will be required to enhance efficiency and transparency during implementation. Preference and reservation schemes should be adhered to appropriately. There is need to have concurrence on Domestic Preference.

**Table 4: Procurement Risk Analysis**

#	Component	Procurement method proposed	Risk Description	Description of Mitigation and recommendations
1.	Needs Assessment for infrastructure	Open International Competition	<p><b>Cost Trends:</b> The project is operating with tight budgets. Needs assessment will establish the needs in terms of priorities and cost estimates. This will inform the cost at the time of implementation thus show the trends in terms of cost</p> <p>Scenario 1. Tenders to be invited for submission within 2 weeks but design a criteria that makes it restrictive to only a few.</p>	The Pilot study to be conducted within the first quarter of the first year.
2.	Infrastructure	Open International Competition	<p><b>Market complexity and Competition:</b> In Kenya currently the construction industry is regulated and compliance is under National Construction Authority (NCA). Contractors are vetted and classified. This was as result of many quacks in the market</p> <p>During the tendering process, keen interest should be taken to ensure that only those</p>	<p>The contractor selected shall be responsible for structures in both primary and secondary schools. Both classrooms and furniture components to be combined in the contracts. Standardise specifications for furniture.</p> <p>Clear and comprehensive ToRs shall be developed to ensure only firms with</p>

			<p>classified under the regulator are contracted.</p> <p>Counties are vast and thus suppliers with strong financial base as well as human resource and technical competencies will be required to cover the vast areas. Less privileged suppliers may not have a chance and contractors from outside the counties will miss out. This will risk being politicized for job creation to locals from the specific counties. The risk of having small sized contractors would be the inability to complete projects on time as well as compromise on quality.</p> <p>Scenario 1. Cluster counties into 10 such that each cluster has 3 counties thus 10 contractors</p> <p>Scenario 2. Avoid criteria of clusters and allow open completion</p> <p>Scenario 3. Tender for furniture separately</p>	<p>proven track record are selected.</p>
3.	Textbook	National tender	<p><b>Business and Operating Environment:</b> The text market is very complex. Kenya Publishers Association primarily controls the prices in the market. However, on the hand other public agencies such as KLB and JKF. The ministry has previously engaged JKF to supply textbooks and this seems to infuriate KPA members.</p> <p>From previous discussion on 29<sup>th</sup>, varied opinions from stakeholders present and from the Kenya Publishers Association provided that the tender be open. However, the government on the other hand has prequalified suppliers.</p> <p>Risk- the procurement will be politicized if restricted to state owned enterprises and thus may hamper success of the project.</p> <p>Scenario 1. MoE to use its discretion to select one title among the titles in the Orange Book and procure without involving teachers which may lead to collusion with KPA.</p> <p>Risk: The main but low risk associated with the implementation of this sub-component is limited competition due to reluctance of some publishers to participate in the new bidding scheme</p>	<p>It is advised that the procurement method be National Open tendering where framework contracting will be encouraged for the lowest bidder and any others within 15-20% (above/below) the lowest quote.</p> <p>Teachers should not be allowed to give latitude to select books as this may end up to collusion with text book publishers.</p> <p>All books purchased should be in the most recent list of approved textbooks and supplementary materials.</p>

4.	Scholarship programme	Limited Competition	<p>Previously MOE has implemented similar activity through JKF.</p> <p>Risk Factor: The programme may suffer from politicization whereby unqualified candidates may access the scholarship</p> <p>Scenario 1: Procure competitively through National Open Tender.</p>	<p>Limited Competition is recommended to Because the providers of these services who have undertaken such programmes are limited and few in the market. This shall ensure Value for Money.</p>
5.	School Kits	Open national tender	<p><b>Delivery and supply security:</b> While the agencies implementing this project selects the most appropriate scenario, it important to ensure that the risk of failure to deliver the uniforms to the rightful pupils is minimized</p> <p>From discussions, scenarios proposed included; Scenario 1: Supply of the school kits to respective schools in whole (i.e inclusive of uniform with school badge, personal effects, basic learning materials and personal effects).</p> <p><i>Risk:</i> Quality may be compromised. <i>Benefits:</i> Quantity discounts due to economies of scale.</p> <p>A general risk is having badges on the uniforms as per unique school requirement.</p>	<p>National open tender for the individual kit components is proposed, where the winning suppliers individually will provide uniforms, PE Kits or personal hygiene items separately.</p>
6.	Design and Construction Supervision Consultants	Open International Competition	<p><b>Business and Operating Environment:</b> The professionals in this field prefer international assignments to local. There is a risk of some declining to supervise projected located in far flung areas due to insecurity and hardship. Non-performance and lack of transfer of skills to the institution for long term benefits are also likely risks</p> <p>Due to bureaucracies in government tentative period taken from inception to tender award is a year. There is need to ensure that the terms of reference for the consultants are clear and precise. For example will the consultants be paid on the basis of output, will they prepare BoQs, will they evaluate the tenders and involved in the award among other issues. If these issues are not clearly dealt with, the risk will increase</p> <p>Scenario 1. Contract the consultants and pay</p>	<p>Four (4) D&amp;CSs to be contracted to facilitate the aspects of design and supervision. DPC&amp;D to remain with overall management and supervision of the project responsibility.</p> <p>The Bank may recommend some of the professionals who have worked in various similar projects in the envisaged environment.</p> <p>This will equally guarantee sustainability after project closure as well as ensure institutional memory is retained.</p> <p>The Bank may also consider provision of Hands on extended implementation support to ensure knowledge transfer to staff from MoE and the implementing agencies.</p>

			only on basis of output e.g preparation of BOQs, Evaluation of Bids, Award of contracts  Scenario 2. Contract on full time basis	
7.	ICT equipment (printers, computers, projectors)	Open national tender	<p><b>Market Complexity and Competition;</b> Electronics market is very dynamic and therefore there is a risk of acquiring obsolete technological equipment</p> <p>From previous experience by the implementing agencies, purchases of electronics do not provide long term benefit to the government because aspects of maintenance are not taken care of after implementation.</p> <p>Scenario 1. Procure the equipment from a supplier that will supply, install, train, commission and maintain for 2 years as this is the warranty extended by most suppliers.</p> <p>Scenario 2. Contract supplier to provide maintenance only for project period</p> <p>Scenario 3. Contract the supplier and pay 50% of the total cost and spread the balance within the project period</p>	<p>Embrace modern technologies. The Bank also to consider provision of Human resources to ensure equipment is put to working condition during the project life while progressively, MoE to include financial resources in the budget to pay such staff.</p> <p>Suppliers only extend warranty as received from manufacturers only.</p>

### 9. Procurement Objective

To achieve value for money and timely acquisition:

1. Select and employ competent and capable service providers to enhance the capacity of the DPC&D;
2. Procure goods and services at the most competitive market rates to optimize spend;
3. Procure and equip the DPC&D offices with the necessary facilities including IT and office equipment and furniture to make them fully operational; and
4. Provide timely procurement advice to the various stakeholders

### 10. Recommended Procurement Approach for the Project

The following section provides the recommended procurement approach for procurement of consultancy services.

**Table 5: Procurement approach for Consultancy Services:**

Attribute/ Approach	Procurement	Selected arrangement	Justification Summary/Logic
		• Competitive methods	• <b>Open:</b> For all complex, high risk and large value consulting services requiring international experience.
<b>Specifications</b>		Conformance	Few performance specifications may be used

<b>Sustainability Requirements</b>	No	
<b>Contract Type</b>	<b>Traditional</b>	Standard with customization.
<b>Pricing and costing mechanism</b>	A. Lump Sum B. Time based contracts	<b>Lump Sum</b>
<b>Supplier Relationship</b>	Adversarial	there is likelihood of strong competition in the market, many potential providers
<b>Price Adjustments</b>	<ul style="list-style-type: none"> <li>None, fixed price</li> <li>Percentage</li> </ul>	Permissible price adjustment as per the formula
<b>Evaluation Selection methods</b>	<ul style="list-style-type: none"> <li>QCBS</li> <li>CQS</li> <li>FBS</li> <li>LCS</li> <li>IC</li> <li>Single Source (Firms)</li> <li>Sole Source (Individuals)</li> </ul>	<ul style="list-style-type: none"> <li>QCBS: for selection of Consulting firms;</li> </ul>
<b>Market Approach</b>	A. Type of Competition 1. Competitive International 2. Competitive National  B. Number of Envelopes/Stages 1. Two envelopes (technical and financial) in case of QCBS, LCS, CQS. C. BAFO (No)  D. Negotiations (No)	Competitive International and Competitive national  Two envelope  Negotiations permitted for reimbursable expenses.
<b>Standard Selection Document</b>	<ul style="list-style-type: none"> <li>Standard RFP for QCBS, QBS, LCS and CQS</li> </ul>	Standard RFP
<b>Proposal or Bid Evaluation Method</b>	<ul style="list-style-type: none"> <li>Price and Quality</li> <li>Lowest Evaluated Cost</li> </ul>	<ul style="list-style-type: none"> <li>For selection of Consultants, evaluation method is Price and Quality</li> </ul>
<b>Domestic Preference</b>	No	
<b>Rated Criteria</b>	Desired	

### 11. Preferred arrangement for low value, low risk activities (if applicable)

Most of the beneficiary procurement needs are of low value and low risk such as provision of printing services, stationery and conferencing facilities. The operation manual outlines the procurement arrangements for low value, low risk activities.

### 12. Summary of PPSD to inform the Bank's preparation of the PAD

The Project Development Objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas

The project will be implemented in thirty (30) target counties that were targeted using poverty, Retention and enrolment rates as an entry point. Poverty was established to have significant influence in the

retention of children from a household perspective and thus the targeted areas are intended to benefit from both supply and demand interventions.

Procurement under this project will be carried in accordance with the Public Procurement and Assets Disposal (PPAD) Act 2015 and the Public Procurement and Disposal (PPD) Regulations 2006 and its subsequent revisions". The procurement of Goods, Works, Non Consulting and consulting Services under the project shall follow a national procurement Procedures determined to meet the World Bank New Procurement Framework: Procurement in Investment Project Financing; goods, Works, on-consulting and consulting services July 2016.

Improving school infrastructure and Project management, coordination, and monitoring and evaluations shall be implemented by the DPC&D. Project Management and Coordination shall also be supported by coordination and management by the County Project Coordination Unit (CPCU) who shall report to DPC&D as required. Infrastructure coordination in the schools shall be supervised and monitored by the SIMU under the oversight of the DPC&D. However, the current level of capacity with two staff in SIMU is grossly inadequate. Therefore, the MoE will strengthen the capacity of SIMU with four more officials deployed from State Department of Public Works. Procurement under other components shall take place at beneficiary/stakeholder level with support from other implementing partners. Activities to be implemented by the DPC&D under Improving school infrastructure component shall include; i) Infrastructure needs assessment; ii) preparation of work plans, packages, building designs, classroom furniture design and specifications, bill of quantities, evaluation of bid document award of contract and assist with contract management (iii) supervise construction quality; and prepare and submit monthly progress report.; and (iv) taking over the completed buildings.

Table 4 on page 11 provides analysis of the goods, services and consultancy services grouped based on the risks involved in their procurement and the cost involved. The procurement strategies in the four quadrants have been developed to provide unique packages to the various components as well as providing open international competition.

Strategic core comprises; provision of textbooks; improving schools infrastructure; improving retention in upper primary school and transition to secondary school of poor and vulnerable students; project management, coordination and communication; research and monitoring and evaluation. The use of framework contracting shall be adopted for the strategic core components where the procurement needs span over 1 year from inception. D&CSCs will be acquired through competitive bidding and selection done through QCBS as highlighted in the Public Procurement and Asset Disposal Act as well as the WB regulations. The procurement of textbooks shall be undertaken by MoE for each subject according to grades. To reform procurement of text books, the MOE agreed to initiate Framework Agreement (FA) tendering process for textbooks valid for three years following a two-envelope system. The evaluation criteria will be agreed in the Framework Agreement Bid Documents. This process should lead to one course book per subject and other text books within a price bandwidth of say 15 to 20%. This process could bring in transparency and value for money in procurement of text books to schools, students and parents. This FA will be used to procure textbooks under the project to improve the textbook availability to targeted counties and also even after the project is closed. The sub-county will validate the request based on enrolment data and will further communicate it to MoE for further processing. Using the information sent by schools via the sub-county MoE will procure the books in volume from the publishers who will be responsible for delivering the appropriate number of textbooks to each school. To help manage the ordering, procurement, distribution and textbook replacement process, and to ensure that the whole process it more efficient and data-driven

the project will use MoE's textbook module that is being developed as part of MoE's Education Management Information System (EMIS).

In relation to construction, lessons have been learnt from the experience of school construction funded by the CDF and managed by schools and boards of management (BoMs), and supervised by county public works officials. Lessons were also learnt from the experience of the National School Program under Economic Recovery Strategy, Public Initiative Infrastructure Project and the School Infrastructure Improvement Grant, and the African Development Bank (AfDB) funded school construction project. Community-managed construction and the projects implemented by MoE with the support of its SIMU have failed to demonstrate timely delivery of cost-efficient and quality construction and inadequate compliance with national environmental and social safeguard measures. This is due primarily to the shortage of county-level public works officials and the low priority given to school construction by these officials. The lack of capacity of school head teachers and BoMs together with the absence of a robust fiduciary accountability system at that level, have led to construction that is often unplanned, of low quality and sometimes life threatening due to unsafe structures being erected at costs that vary widely across schools. To reduce these risks, an alternative is to outsource high quality technical assistance for conducting an infrastructure needs assessment, planning, execution and supervision of civil works. By working alongside professional construction management consultants, MoE and county level officials may be able to benefit from on-the-job training and gain experience on civil works management.

Tactical advantage comprise of the system reform support. These procurement items have low supply risks but the PE shall incur significant amount of cash to acquire them. To lower the cost, competitive bidding/tendering is recommended. It is recommended that MOE works closely with National Construction Authority to ensure that only qualified contractors are brought on board. NCA has vetted many contractors with various classes spread across the counties. These are the potential service providers in the counties for provision of services required for the project. Provision for domestic preference as per the WB regulations are usually invoked to allow for project related requirements for Goods (both the domestic and imported), Works, Services, Non-consultancy services to be procured from the domestic market. However, it is not envisaged that Domestic Preference shall apply in this project. There are potential providers to supply the goods, carry out required works and provide consultancy services. The providers are keen to do business with the government due to guarantees. Based on previous similar projects, the service providers have proved capacity to deliver. However in components such as scholarship management, national open tendering shall suffice to allow for competition as well as Value for money. If this happens, the project may reap from international best practices.

To monitor the implementation of the project in the counties, ensure smooth coordination between different agencies and resolve issues that may arise during implementation stage, Project implementation units, existing DPC&D and CPCU will be instrumental. Design and Construction Supervision Consultants shall assume delegated oversight authority to oversee the infrastructural and civil works in target areas. To avoid overlaps or duplication of duties as well as ensure timely procurement, D&CSCs shall be engaged right from the pilot assessment by considering those with sufficient past experience as part of the criteria. D&CSCs should anticipate a variety of challenges ranging from prices instability caused by various factors such availability or lack of materials for construction in various locations of the county/sub-county to lack of security thus escalation of cost. This is informed by the fact that the target counties are primary Arid and semi-arid where there is perpetual conflict due to scarcity of resources such as water and pasture. Knowledge and technology transfer shall be implemented at every stage of oversight and management. The assessment shall be done within the first quarter of the first year to ensure that it informs the next steps

towards achievement of the intended overall objective. Periodic audits through Independent third party agencies will be required to enhance the efficiency and transparency and ensure timely remedial measures during implementation.

The Procurement Unit in the implementing agencies will play strategic role and be responsible for the implementation of activities. The procurement activities envisaged includes low value, low risk contracts for Goods and Consultancy Services and Technical Assistance all of which would be sourced from both domestic market and international market. Although MoE has previous experience in implementing World Bank funded projects before, to augment the procurement capacity there will be need to hire an additional technical agencies to provide technical knowhow and allow for knowledge sharing.

Many government projects suffer from delayed implementation and incomplete projects at the end of the project life. There is need to ensure that lead-times for procurements are fast-tracked and reduced significantly to overcome this challenge. To this end, the management of this project should be undertaken by DPC&D and not left to Design and Construction Supervision Consultants. DPC&D is the body charged with the overall oversight role of the project. If the management of the project is left to the Design and Construction Supervision Consultants there are likely cases of conflict of interest which may in turn jeopardize the project. The approach shall also see achievement of key performance indicators; (i) Average student test score in science subjects at Form 2 at public schools in targeted sub-counties; (ii) Average student test score in mathematics at Form 2 at public schools in targeted sub-counties; (iii) Transition rate from primary to secondary education in targeted sub-counties

## Annexes

## Annex 1

## Selected Counties and Sub-Counties

County	Sub County	County	Sub County	County	Sub County
Baringo	Baringo North	Kilifi	Magarini	Migori	Kuria East
Baringo	East Pokot	Kilifi	Malindi	Migori	Kuria West
Baringo	Marigat	Kisii	Marani	Migori	Uriri
Bomet	Chepalungu	Kisii	Nyamache	Murang'a	Kandara
Bomet	Sotik	Kitui	Ikutha	Murang'a	Kigumo
Bungoma	Bungoma West	Kitui	Kyuso	Murang'a	Murang'a East
Bungoma	Cheptais	Kitui	Mumoni	Nandi	Tinderet
Bungoma	Mt Elgon	Kitui	Mutito	Narok	Trans Mara East
Busia	Bunyala	Kitui	Mutomo	Samburu	Samburu Central
Busia	Busia	Kitui	Mwingi Central	Samburu	Samburu East
Busia	Butula	Kitui	Mwingi East	Samburu	Samburu North
Busia	Nambale	Kitui	Nzambani	Taita Taveta	Taveta
Busia	Samia	Kitui	Tseikuru	Tana River	Bura (Tana North)
Busia	Teso North	Kwale	Kinango	Tana River	Tana Delta
Busia	Teso South	Kwale	Kwale	Tana River	Tana River
Elgeyo Marakwet	Marakwet East	Kwale	Msambweni	Tharaka-Nithi	Tharaka North
Elgeyo Marakwet	Marakwet West	Laikipia	Laikipia North	Tharaka-Nithi	Tharaka South
Garissa	Balambala	Machakos	Masinga	Turkana	Kibish
Garissa	Dadaab	Machakos	Yatta	Turkana	Loima
Garissa	Fafi	Makueni	Kathonzweni	Turkana	Turkana Central
Garissa	Hulugho	Makueni	Kibwezi	Turkana	Turkana East
Garissa	Ijara	Makueni	Makindu	Turkana	Turkana North
Garissa	Lagdera	Makueni	Makueni	Turkana	Turkana South
Homa Bay	Suba	Makueni	Nzau	Turkana	Turkana West
Isiolo	Garbatula	Mandera	Banisa	Wajir	Buna
Isiolo	Isiolo	Mandera	Lafey	Wajir	Eldas
Isiolo	Merti	Mandera	Mandera Central	Wajir	Habaswein
Kajiado	Kajiado	Mandera	Mandera East	Wajir	Tarbaj
Kajiado	Loitokitok	Mandera	Mandera North	Wajir	Wajir East
Kakamega	Butere	Mandera	Mandera West	Wajir	Wajir North
Kakamega	Kakamega South	Marsabit	Chalbi	Wajir	Wajir South
Kakamega	Khwisero	Marsabit	Horr North	Wajir	Wajir West
Kakamega	Likuyani	Marsabit	Loiyangalani	West Pokot	Pokot Central
Kakamega	Lugari	Marsabit	Marsabit	West Pokot	Pokot North
Kakamega	Navakholo	Marsabit	Marsabit South	West Pokot	Pokot South
Kilifi	Ganze	Marsabit	Moyale	West Pokot	West Pokot
Kilifi	Kaloleni	Marsabit	Sololo		

## Annex 2

## Project Components and Broad list of Requirements

Component	Subcomponent	Brief Description	Broad list of procurement
Improving quality of teaching in targeted areas – USD 66 m	Subcomponent 1.1. Reducing teacher shortage (USD8 million)	- Reduced sciences, mathematics and English teacher shortages in targeted sub-counties.	I. New teaching posts for these subject areas
	Sub-component 1.2: Enhancing Teachers' Professional Development – USD 15 m	- Address teachers' competencies deficiency - Appraise teachers' performance through Teacher Performance Appraisal and Development (TPAD) in selected secondary schools.	II. Development of 6 modules covering eight competency areas identified in the quality teaching standards. The 6 modules shall be sourced through restricted tender at USD 8M.
	Subcomponent 1.3: Provision of Textbooks(USD13 m)	- Reform textbook purchasing and distribution and ensure 1:1 textbook-student ratio in Science, Math and English textbooks in grade 7,8 and Forms 1-4 - Strengthen MoE's capacity to make informed policy decisions related to the provision of textbooks and associated learning materials To inform a computerized textbook management support system at the MoE.	I. Textbooks – All <b>Class 7</b> get a textbook each in mathematics, English and Science. Replenishment in subsequent year of 5%. <b>Form 1</b> get English, Biology, Physics, mathematics and chemistry textbooks each (listed in the orange book). Two sets of teachers guide for every course book. These books shall be acquired at an estimated cost of USD 13M. The proposed procurement method is open tender.
2. Improving retention in upper primary and transition to secondary in targeted areas – USD 132 m	Subcomponent 2.1 Improve school infrastructure (USD82 m for works+USD7 million for goods)	- Conduct needs assessment for infrastructure development in targeted secondary schools based on Minimum Package of Safe School Infrastructure (MPSSI) - <b>Target Secondary schools:</b> Construction of new classrooms, laboratories/multi-purpose room, toilets and water facilities, and renovation/rehabilitation and/or replacement of life-threatening	I. 2000 classrooms and multipurpose labs and dormitories for <b>secondary schools</b> . <i>Major construction in first year prior to needs assessment</i> . procurement will be done through open tender II. <b>Primary Schools-</b> water points and toilets (No borehole drilling). Beneficiaries- 500 schools. The proposed procurement method is open tender III. USD 7M- worth of furniture. Proposed method is open tender

Component	Subcomponent	Brief Description	Broad list of procurement
		<p>structures, including semi-permanent structure based on the findings of needs assessment</p> <ul style="list-style-type: none"> <li>- <b>Primary Schools:</b> finance toilet and water facilities based on needs assessment and renovate/rehabilitate and/or replace of life-threatening structures, including semi-permanent structures.</li> <li>- An ICT-enabled training facilities constructed at the national level</li> <li>- Provision of furniture, lab equipment and consumables, ICT equipment</li> <li>- Three to four Design and Construction Supervision Consultants will be hired for conducting needs assessment, carry out planning, execution and supervision of works</li> </ul>	<p>IV. <b>3</b> management consultants- engineers and architectures. Estimated cost is 5M and proposed procurement method is open tender</p>
	<p>Subcomponent 2.2. Improve retention and transition of vulnerable children in targeted areas – USD 50 m</p>	<ul style="list-style-type: none"> <li>- Targeted advocacy and social support program that will involve social mobilization focusing on parents and community leaders and provision of a school kit for targeted children that will offset indirect costs borne by parents enabling poor and vulnerable2 students to complete the upper primary grades (grades 7 and 8)</li> <li>- Gender-sensitization program to make schools, teachers, and students more gender sensitive;</li> <li>- Scholarship program combined with mentorship and social</li> </ul>	<ul style="list-style-type: none"> <li>I. School Kits (<i>PE kit, personal effects personal hygiene effects, uniforms and basic learning materials</i>) distributed to beneficiaries, scholarships and others in primary schools. Uniforms shall be issued – at class 7, form 1 and form 3. Open tender shall be used and the cost of acquisition is estimated at USD 16.61M</li> <li>II. Scholarships and mentorship scheme targeting-18,000 grouped into two i.e 9,000 ch. To be implemented at an estimated cost of USD 270,000 to be acquired through open tender.</li> <li>III. Services; advocacy and</li> </ul>

Component	Subcomponent	Brief Description	Broad list of procurement
		<p>support that enables poor but academically promising students to transition to Form 1, which is the first grade in secondary education, and complete 4 years of secondary education. .</p> <ul style="list-style-type: none"> <li>- Evaluation of new approaches for teachers support and teaching-learning for further strengthening and scaling up</li> </ul> <p>Strengthen capacity of county and sub-county education officials to deliver more effective pedagogic support to teachers and monitor through periodic school visits</p> <p>Conduct annual verification by a third party and evaluate the impact of the program at mid-term and develop options for scaling up based on evaluation results.</p>	<p>social support scheme at an estimated cost of USD 270,000 through open tender</p>
<p><b>Component 3: System Reform Support (USD20 m)</b></p>	<p>Sub-component 3.1. Development and Introduction of a CBC (USD12 million)</p>	<ul style="list-style-type: none"> <li>- Develop the scope and sequence charts for the NEW CBC for grades 4 - 9</li> <li>- Develop CBC content, syllabuses, related support materials and teacher induction strategy and materials</li> <li>- Phase-in the new CBC in grades 4 to 7 and have the system ready for phasing-in the new CBC in grades 8 and 9 completion.</li> <li>- Monitor and assess the introduction of the new CBC in order to provide feed-back information to be used to fine tune new CBC, its supporting materials and teacher induction.</li> </ul>	<ul style="list-style-type: none"> <li>I. Training and capacity building. The item of procurement shall be conferencing facilities that will be acquired through restricted tender by use of request for quotations at an estimated cost of USD 17.05M.</li> <li>II. Printing of the new syllabuses and modules through proposed method of restricted tender at an estimated cost of USD 4.2M</li> </ul>

Component	Subcomponent	Brief Description	Broad list of procurement
	Sub-component 3.2. Strengthening of National System for Monitoring Learning Progress (MLP) and National Examination (USD8 million)	<ul style="list-style-type: none"> <li>- Provide support implementation of the education reform and in particular to the introduction of the new CBC.</li> <li>- Develop learning standards and assessment tools for Competency Based Assessment in Grades 4 and 7.</li> <li>- Operationalize item writing portal and item banking.</li> <li>- Strengthen capacity for data and policy analysis, and dissemination.</li> </ul>	<ul style="list-style-type: none"> <li>I. Security software for examinations. The estimated cost is USD 2.56 and proposed procurement method shall be both restricted and open tender depending on the sub units.</li> <li>II. System design, deployment and training for item writing portal and item banking. The estimated cost is USD 284,313. The proposed procurement method is open tender.</li> </ul>
<b>Component 4: Project Management, M&amp;E and Communications (USD 10M)</b>	Sub-component 4.1: Project Management, Coordination, and Communication (USD8 Million)	<ul style="list-style-type: none"> <li>- Project management and coordination. Conducting policy research, evaluation, communication, and capacity building activities</li> <li>- Each key implementing agency- MoE, TSC, KNEC, and KICD</li> <li>- Communication strategy development</li> <li>- Awareness creation and communication with key stakeholders)</li> </ul>	<ul style="list-style-type: none"> <li>I. Studies and M&amp;E. 16 disbursement linked results for TSC. Two (2) surveys throughout the project. The estimated cost is USD 644,428. The proposed procurement method is Request for proposal.</li> <li>II. Communications strategy development of IEC materials. The estimated cost is USD 264,428 and proposed procurement technique is the request for Proposal.</li> <li>III. Advertisement, Workshops and Trainings. The estimated cost is USD 480,393 and proposed procurement method is open tender.</li> </ul>
	Sub-component 4.2: Research, and Monitoring and Evaluation (M&E) (USD4 million)	<ul style="list-style-type: none"> <li>- Assessment to underpin reorganization of existing schools to fit the proposed new structure and develop detailed costed implementation plan for reorganizing schools</li> <li>- Expenditure surveys to track capitation grants and use findings to</li> </ul>	<p>Independent Third party consultants to :</p> <ul style="list-style-type: none"> <li>I. Conduct PETS</li> <li>II. Baseline, Mid-term and End term evaluation for the Project activities, Proposed</li> <li>II. Verification o Disbursement-linked Results (DRLs) financed under the project under Component 1 and 2</li> <li>V. procurement method is</li> </ul>

Component	Subcomponent	Brief Description	Broad list of procurement
		<p>strengthen accounting and reporting of capitation grant and its better utilization</p> <ul style="list-style-type: none"> <li>- Baseline, mid-term and end-term evaluation of the project activities</li> <li>- Third party verification of Disbursement-linked Results (DRLs) financed under the project under Component 1 and 2</li> <li>- Study on spatial distribution of secondary schools to ensure universal access</li> <li>- and from 1</li> </ul>	<p>request for proposal at an estimated cost of USD 348,990</p>

## Annex 3

## Procurement Plan

## I. General

## 1. Project Information

Country	:	Kenya
Recipient	:	Republic of Kenya
Project Name	:	Secondary Education Quality Improvement Project (SEQIP)
Project No.	:	P160083

## 2. Bank's Approval Date of the Procurement Plan:

3. Date of General Procurement Notice : 7<sup>th</sup> March, 2017

4. Period Covered by this procurement plan : 6 years

## II. Goods, Works, and Non-Consulting Services

## 1. Thresholds for the Method of Procurement:

The thresholds below are as stipulated in the procurement manual 2017.

Table 6: Procurement Thresholds

Method of Procurement	Contract Value Threshold (USD)	Contracts Subject to Prior Review(USD)
<b>Goods and Non consulting services</b>		
International Competitive Bidding	Greater than or equal to 3 Million	Greater than or equal to 2 Million
National Competitive	Below or equal to 3 Million	Greater than or equal to 2 Million
Limited International Bidding	All values	All
UN agencies	All values	All
RFQ/Shopping	Below or equal to 100,000	None
Framework Agreements	Below 3,000,000	Circumstances and justification for the use of FA, approach and model adopted and the procedure for selection and award is subject to Bank no-objection.
Direct contracting	All values	Greater than or equal to 100,000
<b>Works</b>		
International Competitive Bidding	Greater than or equal to 15 Million	Greater than or equal to 10 Million
National Competitive	Below 15 Million	Greater than or equal to 10 Million
RFQ/Shopping	Below or equal to 200,000	None
Framework Agreements	Below 15,000,000	Circumstances and justification for the use of FA, approach and

Method of Procurement	Contract Value Threshold (USD)	Contracts Subject to Prior Review(USD)
		model adopted and the procedure for selection and award is subject to Bank no-objection.
Direct contracting	All values	Greater than or equal to 100,000
<b>Consulting services Firms</b>		
All competitive methods No maximum except CQS	All values	Above or equal to 100,000
Consultant qualifications	Greater or equal to 300,000	None
Single sourcing	All values	Above or equal to 100,000
<b>Consulting Services (individuals)</b>		
Individual consultants qualification	All values	Above or equal to 300,000
Single source	All values	Above or equal to 100,000

**Prior Review:** The details of the Procurement review / oversight are defined in the Annex II of the Regulations for borrowers. The following would be subject to Prior review of the Bank regardless of the Method of selection (Project Procurement Risk Rating is “High”).

***The prior review thresholds will be reviewed during the implementation of the project and modified, based on the risk assessment.***

**2. For contracts subject to prior review, the Borrower shall seek the Bank’s no objection before agreeing to:**

- a) an extension of the stipulated time for execution of a contract that has an impact on the planned completion of the project;
- b) any material modification of the scope of the Works, Goods, Non-consulting services or Consulting Services, or other significant changes to the terms and conditions of the contract;
- c) any variation order or contract amendment (except in cases of extreme urgency), including due to extension of time, that singly or combined with all previous variation orders or amendments, increases the original contract amount by more than 15% (fifteen percent); or
- d) the proposed termination of the contract.

The Borrower / IA shall provide a copy of all amendments to the contract to the Bank for its records.

**1. Prior Review Threshold:** Procurement Decisions subject to Prior Review by the Bank as stated in Appendix 1 to the Guidelines for Procurement:

	Procurement Method	Method Threshold	Prior Review Threshold
1	ICB - Works	≥US\$15 million	≥US\$10 million
2	NCB- Works	<US\$15 million	≥US\$10 million
3	Shopping - Works	<US\$200,000	None

1.	ICB (Goods, & Non-Consulting Services)	≥US\$ 3 million	≥US\$2 million
2.	NCB (Goods, & Non-Consulting Services)	<US\$ 3 million	≥ US\$2 million
3.	Shopping (Goods and Non Consulting Services)	<US\$ 100,000	None
4	Direct Contracting & Single Source Selection	All Values	≥US\$100,000

**3. Prequalification**

Not Applicable

**Domestic Preference.** The provision of domestic preference shall be applied in the evaluation of bids in accordance with Annex VI of the Regulations.

**4. Reference to Standard Procurement Documents**

Bank’s Standard RFB Goods and RFP Consulting Services dated July 2016 will be used as a base and incorporating suitable modifications and the same would be agreed with the Bank subject international competition.

**5. Any Other Special Procurement Arrangements**

**A. A. Procurement approach:**

The project procurement will follow Procurement Regulations paragraph 6.52 and Annex XII - Selection Methods paragraph 6.9 and 6.10.

**B.** When approaching the national market, as agreed in the Procurement Plan, the Open Tender procedure of Public Procurement and Asset Disposal Act 2015 and Public Procurement and Disposal Regulations 2006 and subsequent amendments may be used. The specific Requirements for national open competitive procurement include the following:

- C.** Open advertising of the procurement opportunity at the national level;
- D.** The procurement is open to eligible firms from any country;
- E.** The request for bids/request for proposals document shall require that bidders/proposers submitting bids/proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the bank’s anti-corruption guidelines, including without limitation the bank’s right to sanction and the bank’s inspection and audit rights;
- F.** Contracts with an appropriate allocation of responsibilities, risks, and liabilities;
- G.** Publication of contract award information;
- H.** Rights for the bank to review procurement documentation and activities;
- I.** An effective complaints mechanism; and
- J.** Maintenance of records of the Procurement Process.

Other national procurement arrangements (other than national open competitive procurement), that may be applied by the Borrower (such as limited/restricted competitive bidding, request for

quotations/shopping, direct contracting), shall be consistent with the Bank’s Core Procurement Principles and ensure that the Bank’s Anti-Corruption Guidelines and Sanctions Framework and contractual remedies set out in its Legal Agreement apply.

In all cases, the national procurement procedures to be used shall give due attention to quality aspects.

6. The bid evaluation will be carried out according to the agreed timeline in the Procurement Activity Schedule.
7. Summary of the procurement packages planned during the 6 years after project effectiveness:
8. **Table 7: Procurement Plan for Goods and Works and non-consulting services.**

S/NO	Item Description	Estimated cost USD	Procurement Method	Procurement Category	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
1.	Printing TPD modules (6) for each school	3,000,000	NCB	Non-Consulting service	Prior	20 <sup>TH</sup> February,2018	TSC
2.	Printing training materials for TPAD	70,000	RFQ	Non-Consulting service	Prior	25 <sup>th</sup> August, 2017	TSC
3.	Server with a high capacity to accommodate TPAD data, TPD modules	180,000	NCB	Goods	Prior	30 <sup>th</sup> March, 2018	TSC
4.	<b>Supply, installation and maintenance of school based support ICT equipment:</b> Printers, Laptops, Projectors, memory cards Video/voice recorders	1,201,120	NCB	Goods	Post	30 <sup>th</sup> March, 2018	TSC/CEMASTE A
5.	Phase 1:Supply and distribution of Mathematics, English and science textbooks for <b>primary schools</b> and English, Mathematics, Physics and Biology books for the <b>secondary level(framework Agreement)</b>	6,000,000	LC	Goods	Prior	15 <sup>th</sup> February,2018	MoE DPC&D
6.	Phase 2:Supply and distribution of Mathematics, English and science textbooks for <b>primary schools</b> and English, Mathematics, Physics and Biology books for the <b>secondary level</b>	6,000,000	LC	Goods	Prior	15 <sup>th</sup> February,2019	MoE DPC&D

S/NO	Item Description	Estimated cost USD	Procurement Method	Procurement Category	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
7.	Civil work for Construction& rehabilitation of 100 primary schools lot 1 to 10 of region 1 (each lot to contain 5-10 schools) per need assessment.	15,000,000	ICB	Civil Works	Prior	20 <sup>th</sup> January, 2018	MoE DPC&D
8.	Civil work for Construction& rehabilitation of 100 primary schools lot 1 to 10 of region 2 (each lot to contain 5-10 schools) per need assessment.	15,000,000	ICB	Civil Works	Prior	20 <sup>th</sup> January, 2018	MoE DPC&D
9.	Civil work for Construction& rehabilitation of 100 primary schools lot 1 to 10 of region 3 (each lot to contain 5-10 schools) per need assessment.	15,000,000	ICB	Civil Works	Prior	20 <sup>th</sup> January, 2018	MoE DPC&D
10.	Civil works for Construction& rehabilitation of 33 secondary schools lot 1 to 10 (each lot to contain at least 10 schools) as per need assessment.	14,300,000	ICB	Civil works	Prior	20 <sup>th</sup> January, 2018	MoE DPC&D
11.	Civil works for Infrastructure development of Modern Training Facility	10,000,000	ICB	Civil works	Prior	20 <sup>th</sup> January, 2018	MoE DPC&D
12.	Supply, delivery and installation of Furniture/lab-equipment for new and /or rehabilitated facilities, classrooms; dorms; labs; etc Lot 1-10	7,000,000	ICB	Goods	Prior	30 <sup>th</sup> September,2019	MoE DPC&D
13.	Supply and Delivery of School kits (	2,930,632	ICB	Goods	Prior	30 <sup>th</sup> March,2018	MoE DPC&D

S/NO	Item Description	Estimated cost USD	Procurement Method	Procurement Category	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
	Target: 4822 in primary and 4740 in secondary schools) Lot 1-4 with each lot contains up to 2000 kits :Kit contain Boy Shorts / Trousers Tunic / Skirt, shirts, Blouse, Socks (B&G), Sweater (B&G), Shoes (B&G), Underwear, Panties and personal hygiene						
14.	<b>P.E Kit</b> : Trousers, T shirts (B&G), Wrap round	1,090,773	NCB	Goods	Prior	30 <sup>th</sup> March,2018	MoE DPC&D
15.	<b>Supply and delivery of Personal Hygiene Items</b> : Bar soaps, toothpaste, toothbrush, shoe cream/ polish, Tissue, Petroleum Jelly, Sanitary Towel: Lot 1-4	2,024,693	NCB		Prior	30 <sup>th</sup> March,2018	MoE DPC&D
16.	Printing services for Grade 4 syllabuses	840,000	Open tender	Non-consulting Services	Prior	23 <sup>rd</sup> February, 2018	MoE DPC&D
17.	Supply and installation of Security Information and Event Management (SIEM) Solution - Acquisition of an integrated security covering protection of the digital assets at the hardware and network level	147,059	NCB	Goods	Prior	27 <sup>th</sup> April 2018	MoE DPC&D
18.	Supply and Installation of Acquisition of Encryption tools	49,020	RFQ	Goods	Prior	27 <sup>th</sup> April 2018	MoE DPC&D
19.	SAN storage	441,176	NCB	Goods	Prior	27 <sup>th</sup> April 2018	MoE DPC&D
20.	Bandwidth Increase (3years)	70,588	RFQ	Goods	Prior	27 <sup>th</sup> April 2018	MoE DPC&D
21.	Server acquisition and necessary operating system/Virtualization software licenses	235,294	NCB	Goods	Post	27 <sup>th</sup> April 2018	MoE DPC&D
22.	ICT equipment for item banking Acquisition of ICT	133,333	RFQ	Goods	Prior	1 <sup>st</sup> October, 2018	MoE DPC&D

S/NO	Item Description	Estimated cost USD	Procurement Method	Procurement Category	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
	hardware and software						
23.	Procurement of Project Vehicles (4)	352,941	Direct Contracting	Goods	Prior	June, 2017 & 30 <sup>th</sup> March, 2018	MoE DPC&D One vehicle to be bought under PPA
24.	Procurement of IT Equipment (Laptops, computers, ipads, scanners, photocopier, projectors, internet connectivity)	6,770	Open tender	Goods	Prior	June-July ,2017 and 30 <sup>th</sup> March, 2018	MoE DPC&D
25.	Procurement of Assorted Furniture	22,775	RFQ	Goods	post	30 <sup>th</sup> March, 2018	MoE DPC&D
26.	Procurement of Assorted Stationery and office equipment	8,800	RFQ	Goods	Post	30 <sup>th</sup> August, 2017	MoE DPC&D
27.	Procurement of Assorted Kitchenware	6,273	RFQ	Goods	Post	30 <sup>th</sup> August, 2017	MoE DPC&D
28.	Development and printing of a media communication strategy	3,064	RFQ	Non-consulting Services	Post	April, 2018	MoE DPC&D
29.	Development and printing of an M&E strategy	13,374	RFQ	Non-consulting Services	Prior	April, 2018	MoE DPC&D
30.	Development and printing of IEC materials	1,255	RFQ	Non-consulting Services	Post	April, 2018	MoE DPC&D
31.	Advertisement (Exhibition, Print and electronic Media)	100,332	Direct Contracting	Non-consulting Services	Post	30 <sup>th</sup> March, 2018	MoE DPC&D
32.	Procurement and Installation of Scholarship and Social Support Management System (Enhancing Scholarship and Social Support module in NEMIS)	230,000	RFB	Goods	Prior	1 <sup>st</sup> March, 2018	MoE DPC & D

S/NO	Item Description	Estimated cost USD	Procurement Method	Procurement Category	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
33.	Procurement and Installation of Automated Textbook Management System	230,000		Goods	Prior		

**III. Selection of Consultants**

**1. Methods and Prior Review Threshold**

**Selection methods of procurement of Consultants' Services (Firms):** The Approved Selection Methods as reflected in the Section VII of the procurement regulations

Method of Procurement	Thresholds for Methods
Quality and Cost Based Selection (QCBS)	As per requirements of para 7.3 of the Regulations
Quality Based Selection (QBS)	As per requirements of para 7.8 to 7.10 of the Regulations
Selection based on a Fixed Budget (FBS)	As per requirements of para 7.4 and 7.5 of the Regulations
Selection Based on Least Cost Basis (LCS)	As per requirements of para 7.6 and 7.7 of the Regulations
Selection based on Consultant's Qualification (CQ)	As per requirements of para 7.11 and 7.12 of the Regulations
Direct	Must meet the requirements of Para 7.13 to 7.15 of the Regulations, and with prior agreement in PP with the Bank.

**II.Pre-qualification:** Bidders for Not Applicable shall be prequalified in accordance with the provisions of paragraphs 2.9 and 2.10 of the Guidelines.- Not Applicable

**III. Selection of Consultant Prior Review Threshold:** Selection decisions subject to Prior Review by Bank as stated in Appendix 1 to the Guidelines Selection and Employment of Consultants:

	Selection Method	Method Threshold	Prior Review Threshold
1.	Competitive Methods (QCBS; QBS; FBS; LCS) (Firms)	All Values	≥\$1,000,000
2.	Consultants Qualifications (CQS)	≤\$300,000	None
3.	Individual Consultants (IC)	All Values	≥\$300,000
3.	Single Source (Firms)	All Values	≥\$100,000

4.	Sole Source (Individuals)	All Values	≥\$100,000
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**Table 8: Procurement Plan for Consultancy Services.**

S/NO.	Item Description	Estimated cost USD	Procurement Method	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
1.	Pilot Need assessment survey for schools infrastructural support in 33 selected Secondary schools	1,200,000	QCBS	Prior	30 <sup>th</sup> September, 2018	MoE DPC&D
2.	Technical Assistance -Design and Construction supervision consultancy region 1(counties ----) with 100 selected Primary schools.	2,460,000	QCBS	Prior	15 <sup>th</sup> September,2017	MoE DPC&D
3.	Technical Assistance -Design and Construction supervision consultancy region 2(counties ----) with 100 selected Primary schools.	2,460,000	QCBS	Prior	15 <sup>th</sup> September,2017	MoE DPC&D
4.	Technical Assistance -Design and Construction supervision consultancy region 3(counties ----) with 100 selected Primary schools.	2,460,000	QCBS	Prior	15 <sup>th</sup> September,2017	MoE DPC&D
5.	Technical Assistance -Design and Construction region 4supervision consultancy for 33 Secondary schools.	2,460,000	QCBS	Prior	15 <sup>th</sup> September,2017	MoE DPC&D
6.	Development of 6 modules covering eight competency areas identified in the quality teaching standards.	847,879	QCBS	Prior	20 <sup>th</sup> February,2018	MoE DPC&D
7.	An on- line system for uploading TPAD and TPD data for teachers.	4,922,050	QCBS	Prior	30 <sup>th</sup> March, 2018	MoE DPC&D
8.	Consultancy for design and implementation of a targeted advocacy, social support and gender sensitization programme for upper primary grades 7 and 8 and Targeted Secondary	\$800,000	CQS	Post	1st December,2017	MoE DPC&D
9.	Consultancy for design and implementation of a secondary education scholarship and mentorship scheme targeting 18,000 beneficiaries	\$1,200,000	CQS	Post	1st December,2017	MoE DPC&D
10.	Operationalization for item and item banking writing portal  Software Design, deployment and training and 2 year support  i) Workshop facilities for officers ii) Accommodation for officers iii) Transport/fuel to the venue	88,235	CQS	Post	30 <sup>th</sup> March,2018	MoE DPC&D

S/NO.	Item Description	Estimated cost USD	Procurement Method	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
11.	Technical Assistance for Project Procurement Strategy Development (PPSD)	14510	Individual Consultancy	Post	14 <sup>th</sup> , April,2017	MoE DPC&D Under PPA
12.	Technical Assistance for Environment Management Safeguards Framework (EMSF)	25784	Individual Consultancy	Post	14 <sup>th</sup> , April,2017	MoE DPC&D Under PPA
13.	Technical Assistance for Vulnerable and Marginalized Groups, social safeguards Framework(VMGF)	25784	Individual Consultancy	Post	24 <sup>th</sup> , April,2017	MoE DPC&D Under PPA
14.	Technical Assistance for Project Implementation Manual	17059	Individual Consultancy	Post	3 <sup>rd</sup> May, 2017	MoE DPC&D Under PPA
15.	Technical Assistance for Financial Management Manual	13529	Individual Consultancy	Post	3 <sup>rd</sup> May, 2017	MoE DPC&D Under PPA
16.	Technical Assistance for Project Procurement Manual	15,882	Individual Consultancy	Post	3 <sup>rd</sup> May, 2017	MoE DPC&D Under PPA
17.	Procure Technical Assistance for Media and Communication strategy	10,588	CQS	Prior	30 <sup>th</sup> February, 2018	MoE DPC&D Under PPA
18.	Independent Third party consultant for Baseline, Mid-term and End term evaluation for the Project activities	75,000	CQS	Prior	30 <sup>th</sup> September, 2018	MoE DPC&D
19.	Individual consultant to develop an M&E Strategy	25,294	IC	Post	30 <sup>th</sup> April, 2018	MoE DPC&D
20.	Independent Third Party to conduct an Assessment to underpin the existing school structure	50,785	CQS	Prior	30 <sup>th</sup> April, 2018	MoE DPC&D
21.	Independent Third Party to conduct Expenditure Surveys to track Capitation grants	280,000	CQS	Prior	30 <sup>th</sup> April, 2018	MoE DPC&D
22.	Study on Spatial distribution of secondary schools to ensure universal access	50,785	CQS	Prior	30 <sup>th</sup> April, 2018	MoE DPC&D
23.	a study to ascertain the prevalence and factors of gender	-60,000	CQS	Prior	30 <sup>th</sup> April, 2018	MoE DPC&D

S/NO.	Item Description	Estimated cost USD	Procurement Method	Review by Bank (Prior / Post)	Expected Proposals Submission Date	Responsibility
	based and students' violence in schools to develop appropriate policy framework and programmatic approach					
24.	Independent Third Party to conduct verification on Disbursement –linked Results	-750000	CQS	Prior	30 <sup>th</sup> April, 2018	MoE DPC&D
25.	Technical Assistant for ESMF	105,882	IC	Post	15 <sup>th</sup> January,2018	MoE DPC & D
26.	Technical Assistant for VMGF	105,882	IC	Post	15 <sup>th</sup> January,2018	MoE DPC & D