

# The National Youth Service (NYS)

is a duplication of public service that Kenyans can do without

*Kenneth Okwaroh*



## Key messages

- > The National Youth Service (NYS) budgeted for activities to address issues that are already part of the core mandate of existing state departments also allocated substantial resources
- > Most of the activities for which Ksh24.9 billion was allocated to the NYS to carry out in FY2015/16 could be mainstreamed in existing state institutions to reduce waste
- > If state institutions effectively delivered on their mandates, there would be little need for specific policy or institutions and resource allocations ring-fenced for the youth like in the case of the NYS
- > Budget allocations to the NYS could be impinging on the mandates of other state institutions and encroaching on resources available to them

### About Acepis Briefings

Acepis Briefings aim to present information, analyses, messages and recommendations on important public policy issues of currency. All Acepis Briefings are released under OER creative commons license allowing free access, utilization and distribution for non-commercial purposes.

The authors are responsible for the choice and the representation of the facts contained in the briefings and for the opinions expressed therein, which are not necessarily those of Acepis and do not commit the organization. The designations employed and the presentation of materials thought out the briefings do not imply the expression of any opinion whatsoever on the part of Acepis concerning the legal status of any country, territory, city or area or of its frontier or boundaries

## In Summary

We hypothesize that the National Youth Service, regardless of its characterisation, is a duplication of public service that Kenyans can do without. Duplication is regarded as the tendency of an institution to carry out activities already on another state institution's mandate without necessarily providing value addition in the delivery of the services those institutions are established to provide.

To test this hypothesis, we examine budget data for FY2015/16 – specifically allocations to the National Youth Service and mirrors them with objectives, activities and allocations to other state departments and institutions. We argue that whilst the NYS could be in a position to deliver on the activities outlined in its Programme Based Budget (PBB) for FY2015/16, most of those activities address issues that are already part of the core mandate of other departments and institutions of the same government that are in fact allocated substantial state resources.

We argue that if state institutions effectively delivered on their mandates, there would be little need for

specific policy or institutions and resource allocations ring-fenced for the youth like in the case of the NYS. We also argue that allocations to the NYS and its programmes could be impinging on the mandates of some state institutions and encroaching on resources available to them sometimes limiting the efficiency and coverage of services delivered.

We further analyse the opportunity cost associated with the NYS allocations, asking what the government could do alternatively with the NYS resources if it did not exist. This is done through two case scenarios: – (1) where government chooses to allocate the resources exclusively to dealing with youth issues, and (2) where government elects to invest the resources in the wider economy without necessarily ring-fencing them for the youth.

We argue in conclusion that most of the activities for which Kshs24.9 billion was allocated to NYS to carry out in FY2015/16 could be mainstreamed in the operations of state institutions to reduce waste of public resources (in duplicative programme administration, transaction and overhead costs) and achieve allocative efficiency and value for money.

*Kenneth Okwaroh is a research associate and Director for Policy and Research at the Africa Centre for People Institutions and Society (Acepis). Acepis is an Afrocentric think-tank focused on increasing access to information to improve governance and to encourage evidence led policy making.*



## Introduction

Budgets are the means by which public policy is translated into tangible and targeted developmental outcomes. Government decisions regarding how public resources are allocated and spent have a direct impact on the strength and sustainability of an economy. Public expenditure profoundly affects quality and access to essential public goods and services. Where government budget systems and public expenditure mechanisms fail to appropriately prioritise, efficiently allocate, prudently appropriate and effectively monitor or track expenditure the achievement of development is likely to slow.

Public discourse in Kenya around the country's budget for FY2015/16 has focused largely on the size of the budget, which expanded exponentially by about 10% to the highest level ever (Kshs2.2 trillion, with a deficit of about half a trillion shillings). Public discourse has also focused on issues of allocative efficiency centred on the sensibility of particular allocations. One particular allocation that has attracted a lot of attention relates to Kenya's National Youth Service (NYS), which received a significant increase in allocations (Ksh24.9 billion in FY2015/16). This increase has led many to question the true nature of the institution, its perceived political motivations and the corruption associated with it. Is it a military and disciplined force? Is it a training institution? Or is it a service delivery frame-

work – in which case, does it assure value for money?

We hypothesize that the *National Youth Service is a duplication of public service that Kenyans can do without*. Duplication is regarded as the tendency of an institution to carry out activities already on another state institution's mandate without necessarily providing value addition in the delivery of the services those institutions are established to provide. In order to test this hypothesis, we examine budget data for FY2015/16 – specifically allocations to the National Youth Service (NYS) and corresponding activities to be executed using those funds. We mirror NYS activities and resource allocations with objectives, activities and allocations to other state departments and institutions mandated to provide similar services. We conclude with an analysis of the opportunity cost associated with the NYS allocations – asking the question – what could the government do alternatively with the NYS resources if it did not exist? This is done in two case scenarios: scenario I - where government chooses to allocate the resources exclusively to dealing with youth issues, and scenario II – where government elects to invest the resources in the wider economy without necessarily ring-fencing them for the youth.



## The National Youth Service (NYS) – background and transformation

The NYS was established in 1964 through an Act of Parliament (The National Youth Service Act) to train the youth in public service in areas including armed forces, national reconstruction, emergency and disaster response. It was initially compulsory for all Kenyan high school graduates to go through the NYS but service was made voluntary in the 1980s. The initial aims of the NYS were to: i) facilitate provision of work experience, ii) encourage a sense of good citizenship and patriotism, and iii) provide

essential life skills to young people. The programme initially trained about four thousand recruits annually, offering paramilitary, secretarial and dressmaking skills. The institution was restructured in 2013 to improve its ability to effectively execute its mandate and a five point vision was launched in 2014 outlining its new focus on social transformation and training, involvement of young people in national development, enterprise and youth economy, and the re-socialisation of young people.

## National Youth Service (NYS) FY2015/16 budget, objectives and activities

Falling within the State Department for Planning, the NYS works to promote one of the department's overall objectives of achieving gender equality and socio-economic empowerment of women and youth. As outlined on its Programme Based Budget (PBB) FY2015/15, the National Youth Service intends to focus on the following objectives and activities/projects in FY2015/16 and over the midterm: - i) recruitment and regimenta-

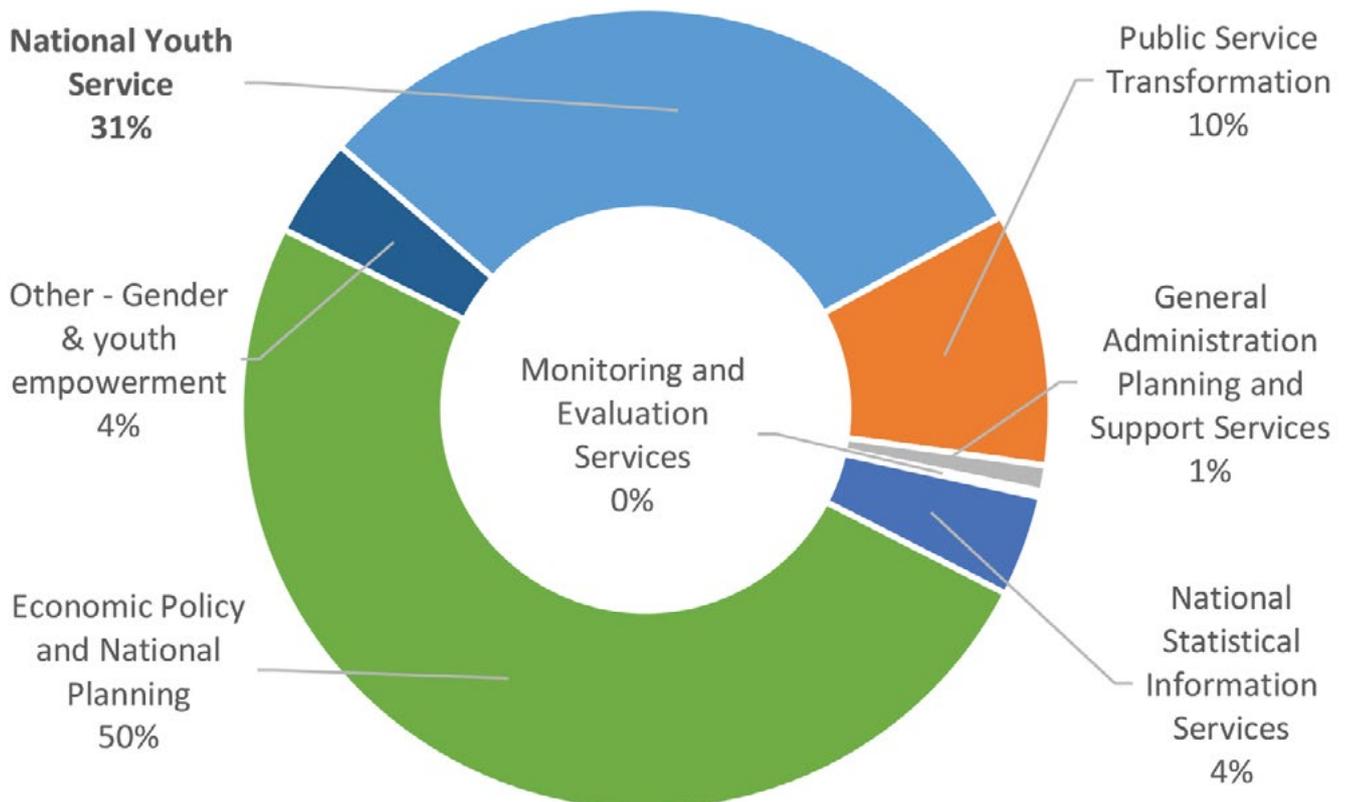
tion and training of young people on access to credit, ii) providing young people (NYS graduates) with top up capital, and iii) carrying out youth support services/projects in the following areas: Integrated Dam Construction, Integrated Road Construction, Vector Control, Slums Civil Works and Public Environment, *Huduma* Kitchens, Traffic Control, Public Security, and Agribusiness.

Activity	Key Performance Indicator	Targets 2015/16	Targets 2016/17	Targets 2017/18
Recruit, regiment and train of young people on access to credit	# of additional recruits regimented and trained	21,870	21,870	21,870
	# of Non-NYS trainees increased through establishing Module II programmes	1,458	1,458	1,458
	# of youths trained on accessing credit	12,000	12,000	12,000
Provide young people (NYS graduates) with top up capital	# of National Youth Service graduates provided with top up capital	11,000	11,000	11,000
Engage youths in carrying out youth support services/projects	• <i>Dam Construction</i>	48,600	48,600	48,600
	• <i>Road Construction</i>	38,470	38,470	38,470
	• <i>Vector Control</i>	21,870	21,870	21,870
	• <i>Slums Civil Works and Public Environment</i>	12,150	12,150	12,150
	• <i>Huduma Kitchens</i>	43,680	43,680	43,680
	• <i>Traffic Control</i>	1,215	1,215	1,215
	• <i>Public Security</i>	1,280	1,280	1,280
	• <i>Service constabulary</i>	14,100	14,100	14,100
	• <i>Agribusiness</i>	48,600	48,600	48,600



In order to actualise the activities listed in Table 1 above and to achieve its objectives, estimated and projected budget allocations to NYS in FY2015/16 and over the midterm to 2017/18, are as follows

Activity	2015/16	2016/17	2016/17
Gender & Youth Empowerment	28,224,616,888	19,821,375,720	20,072,129,846
• National Youth Service	24,983,310,946	17,745,744,953	17,998,382,447
• Gender Mainstreaming	282,952,990	263,818,023	265,706,264
• Youth Development Services	830,744,350	991,556,654	1,011,690,676
• Youth Employment Scheme	1,846,824,800	599,931,431	609,824,800
• Youth Coordination and Representation	34,200,000	34,200,000	34,200,000
• Gender & Socio-economic empowerment	246,583,802	186,124,659	152,325,659
Public Service Transformation	8,326,141,133	7,617,707,438	7,907,468,653
General Admin, Planning & Support Services	845,463,541	699,277,939	792,710,323
Monitoring and Evaluation Services	204,800,604	143,199,198	151,062,169
National Statistical Information Services	3,313,133,297	3,438,580,000	3,445,980,000
Economic Policy and National Planning	40,663,823,171	41,127,131,100	45,903,103,881
<b>All allocations to State Department for Planning</b>	<b>81,577,978,634</b>	<b>72,847,271,395</b>	<b>78,272,454,872</b>



## An analysis of NYS budgeted activities and corresponding allocations to other state departments

Here the institution's objectives, activities, and resource allocations in FY2015/16 budget are compared with objectives, activities and allocations to other state departments and institutions. Notably, there are corresponding state organs/departments or institutions allocated substantive resources to deliver similar services – sometimes more sometimes less.

### *i. Recruitment and regimentation and training of young people*

The NYS aims to recruit, regiment, train and empower young people with a host of technical and life skills in areas including paramilitary skills, engineering, oil and gas, enterprise and technology, fashion, hospitality, construction, and agribusiness. It aims to offer courses ranging from craft certificates to diploma levels. Nonetheless, the government of Kenya already has

an elaborate system for technical education and vocational training (TVET) that attracts substantial funding (Kshs8.3 billion FY2015/16) and which has not been proven inadequate in providing training to young people. In fact, the state department for Science and Technology has dedicated programme areas for TVET and Youth training and development with over 46 technical institutes across the country and hundreds of youth polytechnics and multipurpose training centres. Actually these institutes produce multitudes of young people whose main challenge is less about training but the transition from training to gainful employment or successful entrepreneurship. Some of these institutions grapple with funding challenges that could benefit from additional resources rather than investment in a parallel youth training programme. Essentially if the existing TVET framework worked at optimum capacity, there would be no need for parallel NYS training programmes.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>• Recruit, regiment, train and empower at least 33,870 young people with life skills including paramilitary skills.</li> <li>• Offer a host of courses targeting at least 33,870 young people for technical skills development ranging from craft certificates to diploma levels in engineering, oil and gas, enterprise and technology, fashion, hospitality, construction and agribusiness.</li> </ul>	<p>TVET and Youth Training and Development programmes under the State department for Science and Technology focus on training and development for young people. Specifically targeting to:</p> <ul style="list-style-type: none"> <li>• Issue 1,000 new licenses for TVET institutes</li> <li>• Establish 64 new TVET institutions in constituencies across the country including 4 for Special needs</li> <li>• Facilitate existing 46 TVET institutions to enrol 7,280 students in 2015/16</li> <li>• Establish the Kenya National Innovation Agency</li> <li>• Revitalise youth polytechnics through partnerships with county governments and communities</li> <li>• Support 10 vocational training institutes to integrate ICTs in their programmes</li> </ul>

Alternative resources allocated to state departments offering similar training targeting the youth

Programme area	Amounts FY2015/16
Technical Vocational Education and Training (TVET)	7,863,726,191
Youth training and development	558,264,442
Research, Science technology and Innovation	1,397,672,077
University Education	61,400,575,130
<b>All allocations to State Department for Science and Technology</b>	<b>72,599,747,410</b>

### ii. Providing young people (NYS graduates) with top up capital

In order to promote entrepreneurship and increase incomes of young people, the NYS intends to spend part of the Kshs24.9 billion allocated to it in FY2015/16 to provide top up capital to 11,000 youths. However, it is not clear in the budget how much of the NYS budget would be spent on this, nor how much capital targeted youths would be entitled to. Nonetheless the Jubilee government also initiated the Uwezo fund, aimed at providing start-up capital for entrepreneurial activities set up by young people, women and people with disabilities across the country.

The Uwezo Fund was allocated Kshs1.5 billion in FY2015/16. There is also the Youth Enterprise Development Fund established by the previous administration that received Kshs0.2 billion to further similar ends. There are significant trade-offs in splitting up resources to provide capital to young people through NYS programmes rather than consolidating all resources within Uwezo fund for instance. The consolidation of resources would likely reduce transaction and administrative costs associated with delivering the same service – providing capital for enterprises for young people through two parallel state institutions or programmes.

### iii. Carrying out youth support services/projects

Notably, the NYS seeks to undertake projects in in the following areas: - *i) Dam Construction, ii) Road Construction, iii) Vector Control, iv) Slums Civil Works and Public Environment, v) Huduma Kitchens, vi) Traffic Control, vii) Public Security, and viii) Agribusiness.* According to the service, young men and women gain technical and life skills as they carry out such programmes in line with the national development plan and the Vision 2030.

#### - Dam Construction projects

Whilst the NYS intends to engage 46,800 servicemen and women in dam construction projects across the country in FY2015/16, there exist state departments and institutions that are mandated to construct dams and have actually laid out similar plans and allocated substantial resources. Under the state department for Water and Regional Authorities, the government allocated Kshs5.9 billion for water storage and flood control and for integrated basin development programme areas. In these programme areas, the national government outlines its plans to construct about 47 dams across the country.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage 46,800 servicemen and women in dam construction projects across the country.</li> </ul>	<p>State Department for Water and Regional authorities – i) Water storage and flood control, and ii) Integrated basin development. Specifically these programme areas target to:</p> <ul style="list-style-type: none"> <li>Construct 18 check dams</li> <li>23 large and medium sized dams</li> <li>6 other dams constructed by regional authorities (LBDA, CDA, ENNDA, ENSDA, TARDA)</li> </ul>



Alternative resources allocated to state departments part of which to be spend on constructing dams

Programme area	Amounts FY2015/16
Water storage and flood control	2,089,117,988
integrated basin development	3,991,515,941
<b>All allocations to State Department for Science and Technology</b>	<b>38,608,067,281</b>

#### - Road Construction projects

The NYS plans to carryout road construction projects engaging 38,470 young people over the FY2015/16 across the country. Part of the justification is that through such public works oriented labour demanding projects, the service can increase employment opportunities for young people while at the same time improving infrastructure in the country. However, as already alluded to in this paper, road construction and infrastructure development in general is the forte of a specific department of government – Department for Infrastructure. Infrastructure has received substantial attention and funding from the national government (about 22% of budget) and supplementary resources from County governments. In terms of allocative efficiency, this kind of attention and resource allocation is probably stifling investment in other equally crucial sec-

tors alike agriculture and health. What this means is that infrastructure receives even more resources than is stated (when NYS allocations for road construction are factored in). Moreover, such supplementary resources, as is allocated to the NYS for infrastructure projects are susceptible to inefficient application because the NYS is not necessarily qualified and best suited to execute infrastructure development. The extent to which such road construction projects implemented by NYS achieve value for money and/or quality assurance is not clear. In essence, such allocations characteristically risk inefficient application, as opposed to centralisation of resources, say at the Department for Infrastructure.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage 38,470 servicemen and women in road construction projects across the country.</li> </ul>	State Department for Infrastructure. Specifically these programme areas target to: <ul style="list-style-type: none"> <li>Maintain 47,896 kms of roads</li> <li>Rehabilitate 234 kms of roads across the country</li> <li>Construct 3,350 kms of new roads</li> </ul>

Alternative resources allocated to state departments for road construction:

Programme area	Amounts FY2015/16
Rehabilitation of roads	60,334,865,700
Maintenance of roads	26,664,479,746
Design of roads and bridges	1,688,297,553
Construction of roads and bridges	91,926,718.753
<b>All allocations to State Department for Infrastructure</b>	<b>133,965,948,742</b>

**- Vector Control projects**

One other project that the NYS intends to involve young people in executing is vector control. The service has set aside part of the Ksh24.9 billion allocated to it by the national government to involve 21,870 youths in carrying out vector control projects across the country in FY2015/16. Incidentally, the State Department for Livestock has a programme area focused on vector control – the Vector Regulatory and Zoological Services. This programme area aims to reduce vector borne diseases by 25% in FY2015/16. Specifically the Kenya Tsetse fly and Trypanosomiasis Eradication Council (KENTTEC) intends to have at

least 4 tsetse fly and trypanosomiasis procedures developed, six tsetse fly coverage belts eradicated, and to reduce zone incidence of Tsetse fly and sleeping sickness. These are the sort of targets that NYS projects focused on vector control would aim to achieve. However, it is not clear whether the service is aware of what such other government departments as the vector regulatory and zoological services will spend public resources on doing, and whether they synergise or at least consult.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage servicemen and women in 21,870 vector control projects across the country</li> </ul>	State Department for Infrastructure. Specifically: <ul style="list-style-type: none"> <li>Develop 4 tsetse fly control procedures</li> <li>Eradicate 6 tsetse fly coverage belts</li> <li>Reduce zone incidence of Tsetse fly and sleeping sickness</li> </ul>

Alternative resources allocated to state departments targeting to vector control:

Programme area	Amounts FY2015/16
Livestock diseases management and control	895,815,914
<b>All allocations to State Department for Livestock</b>	<b>7,118,647,207</b>

**-Slums Civil Works and Public Environment projects**

One of the popular projects of the NYS involves engaging 12,150 young people in slums civil works and public environmental clean-up activities. Notably, the service intends to involve young people in slums civil works and public environment clean ups including garbage collection, clearance of drainages, and storm water management. However, there are state departments that extensively work to achieve similar goals and also had substantial allocations from the national government. In the Ministry of land Housing and Urban Development, the Housing Development and Human Settlement and Urban Development and Planning Services programme areas received

about Kshs7.6 billion and Kshs14.3 billion respectively in FY2015/16. Part of this is aimed at providing affordable housing and amenities and improving infrastructure, accessibility and security in urban areas and metropolitan regions that include slums. Some of the targets include constructing access roads in informal settlements, rehabilitating and protecting urban rivers, waste management, construction of ablution blocks, high mast flood lighting, and storm water drainage. It is unlikely that the NYS projects would involve any works outside the framework of these targets already outlined by the



Ministry of Land Housing and Urban Development. Moreover, it is unclear in the country's Monitoring and Evaluation framework how

NYS achievements would be captured, audited and reported.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage 12,150 servicemen and women in projects on slums civil works and public environment clean ups including garbage collection, clearance of drainages, and storm water management.</li> </ul>	<p>Ministry of Land, Housing and Urban Development: - i) Housing Development and Human settlement, and ii) Urban and Metropolitan Development programme areas. Specifically:</p> <ul style="list-style-type: none"> <li>Construct 20 ablution blocks in informal settlements</li> <li>25 kms of access roads in informal settlements</li> <li>25 high mast floodlighting set up in informal settlements</li> <li>4 kms of road</li> <li>7 kms of storm water drainage</li> <li>12 urban rivers rehabilitation and management projects</li> <li>58 markets and wholesale points constructed</li> <li>Work with counties to implement waste management strategies</li> </ul>

Alternative resources allocated to Ministry of Land, Housing and Urban Development targeting slums civil works and environmental management in urban areas:

Programme area	Amounts FY2015/16
Housing Development	6,878,504,706
Urban development and planning services	6,934,732,415
Urban markets development	5,416,000
Metropolitan planning and infrastructure development	7,286,186,221
Urban mobility and transport	102,514,300
<b>All allocations to Ministry of Land, Housing and Urban Development</b>	<b>32,058,178,672</b>

#### - Traffic Control, Public Security, and Service constabulary projects

The NYS also outlines, in its PBB, intentions to involve young people in projects around controlling traffic, and maintaining public security. Such activities are also budgeted for by the State Department for Interior under Policing Services and National Police Service and Human Resource Management programme areas

that together received over Kshs81.8 billion in FY2015/16. Whilst the NYS intends to involve 16,595 young people in projects involving controlling traffic, public security and service constabulary, the department of interior as well is mandated to deliver such services.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage 16,595 servicemen and women in projects involving controlling traffic, maintaining public security and service constabulary</li> </ul>	<p>State department for Interior: - i) Policing Services, and ii) National Police Service Human Resource Management. Specifically these programme areas target to:</p> <ul style="list-style-type: none"> <li>Facilitate partnerships for community policing in 90 sub-counties</li> <li>Install 100 CCTV camera in Kisumu, Nairobi, Mombasa and Nakuru</li> <li>Train 6,000 police officers, 4,000 Aps, 4,000 paramilitary officers, and 10,000 police constables.</li> <li>Establish 8 police dog units across the country</li> <li>Reduce traffic cases by 50% through frequent road blocks</li> <li>Procure 25,000 police vehicles</li> <li>Provide in-service training for 44,075 serving police officers and Administration Police.</li> </ul>

Alternative resources allocated to state departments for public security and traffic control:

Programme area	Amounts FY2015/16
Kenya Police Services	44,327,020,307
Administration Police Services	25,130,125,688
CID	4,992,287,438
General Paramilitary Service	7,386,449,381
National Police Commission	316,500,000
<b>All allocations to State department for Interior</b>	<b>102,467,277,431</b>

### -Projects focusing on Agribusiness

The NYS aims in FY2015/16 to involve 48,600 young people in various agribusiness projects across the country. Whilst it is not clear what the NYS agribusiness projects focus on, it is clear that the national government and county governments have plans to invest substantive resources in enhancing agribusiness both in farming, livestock keeping and aquaculture. The state departments for Agriculture and for Livestock both have outlined objectives and set aside resources (Kshs3.5 and Kshs2.2 billion respectively) targeted at promoting agribusiness, agricultural productivity, and increasing market access for agricultur-

al products in general. The Department for Agriculture aims among other things to develop agribusiness technologies, train farmers in agribusiness practices, develop competitive agricultural value chains and improve agricultural marketing services. The question is whether it is efficient and/or effective to carry out agribusiness programmes through the NYS rather than through the Departments for Agriculture and Livestock.

NYS programmes FY2015/16	Other state departments executing similar mandate - FY2015/16
<ul style="list-style-type: none"> <li>Engage 48,600 servicemen and women in agribusiness projects across the country.</li> </ul>	<p>State departments for Agriculture, Livestock and Fisheries:</p> <ul style="list-style-type: none"> <li>- i) Agribusiness and information management, ii) Livestock products value addition and marketing, and iii) Aquaculture development programme areas. Specifically these programme areas target to:</li> <li>• Develop 2 agribusiness technologies</li> <li>• Train over 480 farmers in agribusiness</li> <li>• Develop 28 value chains through improvement of agricultural marketing services</li> <li>• Establish 10 aquaculture products innovation outlets</li> <li>• Develop, package and disseminate 2 aquaculture intensive production technologies</li> </ul>

Alternative resources allocated to state departments targeting Agribusiness:

Programme area	Amounts FY2015/16
Livestock products value addition and marketing	2,221,242,661
Agribusiness and information management	3,544,292,859
Aquaculture development	188,677,587



## Synthesis

The foregoing analysis illustrates how the NYS intends to carry-out activities that could be effectively and efficiently delivered by mainstream state departments and agencies. Whilst the NYS could be in a position to deliver on the activities outlined in its Programme Based Budget (PBB) for FY2015/16, most of those activities deal with issues that are already the core mandate of mainstream institutions of the same government that are in fact allocated substantial amounts of resources.

Essentially, if state institutions effectively delivered on their mandates, there would be limited need for specific policy or institutions and resource allocations ring-fenced for the youth like in

the case of the NYS. Resource allocations to the NYS and its projects could be impinging on the mandates of mainstream state institutions and encroaching on resources available to them sometimes limiting the effectiveness and coverage of services delivered.

Actually, in a well-coordinated framework with targeted objectives for the youth, most of the activities for which Kshs24.9 billion was allocated to NYS to carry out in FY2015/16 could be mainstreamed in the operations of state institutions to reduce waste of public resources (in duplicate programme administration, transaction, personnel and overhead costs) and achieve allocative efficiency and value for money.

# Opportunity cost

In a hypothetical scenario where the NYS did not exist, what could the Government of Kenya (GoK) spend the Ksh24.9 billion allocated to it on?

## Scenario I - Government allocates NYS resources exclusively to dealing with youth issues

In this scenario, the three programme areas that appear to focus on youth issues – i) youth development services, ii) youth employment scheme and iii) youth coordination and representation are isolated. The total allocations to the NYS in FY2015/16 are divided by three and allocated and added up to what was allocated to each of the programme areas in FY2015/16.

Programme area	Allocations without NYS resources FY2015/16	NYS resources FY2015/16	Allocations with NYS resources FY2015/16
Youth Development Services	830,744,350	8,314,436,982	9,145,181,332
Youth Employment Scheme	1,846,824,800	8,314,436,982	10,161,261,782
Youth Coordination and Representation	34,200,000	8,314,436,982	8,348,636,982
<b>Total resources</b>	<b>2,711,769,150</b>	<b>24,943,310,946</b>	<b>27,655,080,096</b>

### OR

Alternatively, we analyse what could be achieved with the resources allocated to the three youth-centric programme areas after adding up the NYS resources. This is done using the same KPIs outlined in the PBB for the three programme areas.

Youths put in gainful employment; internships and apprenticeships	34,663 youths	Ksh9.1 billion
Youths provided with start-up capital (1,000,000 each)	10,127 youths/youth groups	Ksh10.1 billion
Youths trained on entrepreneurship, access to credit, and table banking	207,945 youths	Ksh8.3 billion
Youth Coordination and Representation forums (including mentorship on leadership and national values)	40 forums	Ksh34.2 million

## Scenario II – Government elects to invest NYS resources in the wider economy without necessarily ring-fencing them for the youth. (Any of these)

In this scenario, we calculate and estimate what the government of Kenya would achieve if it invested all the Ksh24.9 billion in the wider economy, not necessarily on addressing youth related issues. We use selected performance indicators and international targets (note that these are arbitrarily chosen without consideration of any specific criteria or hierarchy).

Programme area	FY2015/16 budget	What NYS Ksh24.9 billion budget could fund
Hire more teachers	Ksh2.3 billion <sup>2</sup>	Hire 54,130 new teachers
Increase County shareable revenue	Ksh258.0 billion	Increase county shareable revenue by 9.7% to Ksh282.9 billion
Increase agriculture sector expenditure to meet CAADP <sup>3</sup> target (10% of budget)	Ksh79.3 billion	Increase agriculture expenditure from 3.5% to 4.6% of budget (though still far from CAADP - 10%)
Increase health sector Expenditure to beat Abuja declaration <sup>4</sup> target (15% of budget)	Ksh59.2 billion <sup>5</sup>	Increase national government health expenditure to 3.7% and total health expenditure to 8.3% of budget (though still far from 15% Abuja declaration)
Increase expenditure on social safety nets (Social Protection)	Ksh19.1 billion	Increase allocation for social safety nets for extremely poor by 130% to Ksh44.0 billion
Expenditure on maternal health	Ksh4.3 billion	Increase national government allocation for maternal healthcare to Ksh29.2 billion

<sup>2</sup>Ksh2.3 billion allocated for hiring of 5,000 new teachers

<sup>3</sup>Comprehensive Africa Agriculture Development Programme (CAADP) Maputo Declaration on target of increasing expenditure on agriculture sector to 10% of budget (2003)

<sup>4</sup>Resolution by African heads of state to increase health expenditure from 1% to 15% of budget Abuja Declaration - (2001)

<sup>5</sup>Ksh59.2 billion is national government expenditure; county governments expenditure FY2013/14 - average 5.6%



## Conclusion and Recommendations

We have analysed, in this briefing, the FY2015/16 budget for Kenya's National Youth Service (NYS) exploring the institution's objectives and activities and crosschecking them with the mandates of other state departments and institutions. We have argued the tendency of the institution to focus on programmes and objectives that are already the mandate of other state institutions and how this could be leading to costly duplication of public service and avoidable expenditure in terms of programme administration, overhead and transaction costs. We have also explored what the GoK would achieve if it invested the equivalent of the NYS budget to other things (specific to the youth or in the wider economy).

Based on the analyses we advance the following policy options for the GoK to consider in order to efficiently apply the resources allocated to the NYS, achieve value for money and rid the institution and its youth-centric objectives of political controversy.

- i. Retain the National Youth Service (NYS) but restrict its mandate to socialising young people on national values and patriotism. Decentralise the institution setting up one unit in each of the 47 counties across the country and have young people (NYS recruits) attend the service on a day-service model for a period of 6 months
- ii. Disband the National Youth Service (NYS) altogether and focus on strengthening existing state departments to deliver for young people
- iii. Retain the National Youth Service (NYS), restrict its mandate to socialising young people on national values and patriotism and integrate its other objectives and activities in the budgets of existing state departments mandated to deliver corresponding services. Decentralise the institution setting up one unit in each of the 47 counties across the country and have young people (NYS recruits) attend the service on a day-service model for a period of 6 months

### References

- Waiguru, A., 2014, 'The National Youth Service: The 5 – Point Vision' Government of Kenya  
 Government of Kenya, 2015, '2015/2016 Programme Based Budget of the Government of Kenya for the year ending 30th June, 2016'. Ministry of Finance  
 Government of Kenya, 1965, 'The National Youth Service Act CAP 208' Kenya Law



# Policy options for the Government of Kenya

Policy option	Merits of policy option	Cost of policy option	Source of opposition for policy option	Source of support for policy option
i. Disband the National Youth Service (NYS) altogether focus on strengthening existing state departments to deliver for young people	<ul style="list-style-type: none"> <li>- Allocative efficiency</li> <li>- Supplementary resources for investment in wider economy</li> <li>- De-politicise youth interventions</li> </ul>	<ul style="list-style-type: none"> <li>- Loss of resources ring-fenced for youth</li> <li>- Loss of specific policy attention to youth affairs - as NYS aims to do</li> </ul>	<ul style="list-style-type: none"> <li>- Jubilee coalition</li> <li>- NYS (the institution)</li> <li>- State department for Devolution and Planning</li> <li>- NYS youth currently benefiting from the service and its activities</li> </ul>	<ul style="list-style-type: none"> <li>- Constituency concerned about alleged corruption in the institution and its political motivations</li> <li>- Young people interested in better application of resources earmarked for youth affairs</li> </ul>
ii. Retain the National Youth Service (NYS) but restrict mandate to socialising young people on national values and patriotism. (Decentralise – 47 units across all counties; day-school model; 6 months attendance)	<ul style="list-style-type: none"> <li>- Specific focus on socialising young people and avoiding tendency to spread too thin</li> <li>- Allocative efficiency</li> <li>- Supplementary resources for investment in wider economy</li> <li>- De-politicise youth interventions</li> </ul>	<ul style="list-style-type: none"> <li>- Loss of resources ring-fenced for NYS youth interventions</li> <li>- Loss of specific policy attention to youth affairs - as NYS aims to do</li> </ul>	<ul style="list-style-type: none"> <li>- Jubilee coalition</li> <li>- NYS (the institution)</li> <li>- State department for Devolution and Planning</li> <li>- NYS youth currently benefiting from the service and its programmes</li> <li>- Section of Constituency that wants NYS disbanded</li> </ul>	<ul style="list-style-type: none"> <li>- Constituency concerned about alleged corruption in the institution and its political motivations</li> <li>- Young people interested in better application of resources earmarked for youth affairs</li> </ul>
iii. Retain National Youth Service (NYS), restrict mandate to socialising young people on national values and patriotism, and integrate its other objectives and activities in the budgets of existing state departments mandated to deliver corresponding services. (Decentralise – 47 units across all counties; day-school model; 6 months attendance)	<ul style="list-style-type: none"> <li>- Specific focus on socialisation of young people and avoiding tendency to spread too thin</li> <li>- Allocative efficiency</li> <li>- Supplementary resources for investment in wider economy</li> <li>- De-politicise youth interventions</li> <li>- Deal with the NYS issue without necessarily doing away with the institution</li> </ul>	<ul style="list-style-type: none"> <li>- Requires tight monitoring and evaluation of extent to which mainstream state departments achieve youth specific objectives</li> <li>- Loss of specific policy attention to youth affairs - as NYS aims to do</li> </ul>	<ul style="list-style-type: none"> <li>- Jubilee coalition;</li> <li>- NYS (the institution);</li> <li>- State department for Devolution and Planning;</li> <li>- NYS youth currently benefiting from the service and its programmes</li> <li>- Section of constituency that wants NYS disbanded</li> </ul>	<ul style="list-style-type: none"> <li>- NYS youth currently benefiting from the service and its activities</li> <li>- Constituency concerned about+ alleged corruption in the institution and its political motivations</li> <li>- Young people interested in better application of resources earmarked for youth affairs</li> </ul>





### About Acepis Briefings

Acepis Briefings aim to present information, analyses, messages and recommendations on important public policy issues of currency. All Acepis Briefings are released under OER creative commons license allowing free access, utilization and distribution for non-commercial purposes.

The authors are responsible for the choice and the representation of the facts contained in the briefings and for the opinions expressed therein, which are not necessarily those of Acepis and do not commit the organization. The designations employed and the presentation of materials thought out the briefings do not imply the expression of any opinion whatsoever on the part of Acepis concerning the legal status of any country, territory, city or area or of its frontier or boundaries

P.O. Box 41753 - 00100 Nairobi, Kenya  
Tel. +254 (020) 2397842; +254 (0) 726486077;  
+254 (0) 707110179  
info@acepis.org;  
@theacepis  
www.acepis.org