



TEACHERS OF KENYA:

STATUS OF EQUALITY AND INCLUSION IN THE TEACHING WORKFORCE
IN KENYA, 2025





REPUBLIC OF KENYA



Teachers
Service
Commission
Kenya

THE NATIONAL GENDER AND EQUALITY COMMISSION

TEACHERS OF KENYA:

STATUS OF EQUALITY AND INCLUSION IN THE TEACHING WORKFORCE IN KENYA, 2025

© 2026

ISBN - 978-9914-27-574-2

KENYA VISION 2030

TOWARDS A GLOBALLY COMPETITIVE
AND PROSPEROUS NATION



VISION

An inclusive society free from gender inequality and all forms of discrimination



MISSION

To promote and protect gender equality and freedom from all forms of discrimination in Kenya, especially for Special Interest Groups through ensuring compliance with policies, laws and practice



CORE
VALUES

- Dignity
- Equality
- Teamwork
- Integrity
- Inclusivity

Published by

The National Gender and Equality Commission

1st Floor, Solution Tech Place, 5 Longonot Road, Upper Hill, Nairobi

P.O BOX 27512-00506

Nairobi, Kenya

Mobile: +254 (709)375100

Toll Free: 0800720187

www.ngeckkenya.org

X: @NGECKENYA

www.facebook.com/NGECKKenya

Kisumu Regional Office

Reinsurance Plaza, 3rd Floor, Wing B, Oginga Odinga Street,
Kisumu Town.

Nakuru Regional Office

Tamoh Plaza, 1st Floor, Kijabe Street,
Nakuru Town.

Garissa Regional Office

KRA Route off Lamu Road, Province,
Garissa Town.

Kilifi Regional Office

Malindi Complex, off Lamu-Malindi Road,
Malindi Town.

Kitui Regional Office

Nzambani Park, off Kitui Referral Hospital Road,
Kitui Town.

Isiolo Regional Office

Barsalinga Towers, 2nd Floor RM 2004,
Along Isiolo Girls Road

LIST OF TABLES	viii
LIST OF FIGURES	ix
LIST OF ACRONYMS/ABBREVIATIONS	x
FOREWORD	xii
ACKNOWLEDGEMENT	xiii

CHAPTER ONE 1

INTRODUCTION	1
1.1 National Gender and Equality Commission.....	1
1.2 Teachers Service Commission.....	1
1.3 The Audit of TSC Employed Teachers	1
1.4 Objectives of the Audit	2
1.5 Scope of the Audit	2
1.6 Methodology	3

CHAPTER TWO 3

POLICY AND LEGAL FRAMEWORK ON EQUALITY AND INCLUSION	3
2.1 International Frameworks	4
2.2 Regional Frameworks	4
2.3 National Frameworks	5
2.4 Sessional Papers and Policies	6
2.5 Institutional Frameworks	6

CHAPTER THREE 6

DATA PRESENTATION AND INTERPRETATION.....	6
3.0 Introduction.....	6
3.1 Total Number of TSC-Employed Teachers, 2025.....	7
3.2 Distribution of Teachers by Level of Institution	8
3.2.1 Distribution of Teachers in Primary Schools	8
3.2.2 Distribution of Teachers in Junior School Level Institutions.....	9
3.2.3 Distribution of Teachers in Secondary School Level Institutions	10
3.2.4. Distribution of Tutors in Teacher Training Colleges Level Institutions..	11
3.3 Headship in The Teaching Workforce	12
3.3.1 Headship in Primary Schools	12
3.3.2 Headship in Secondary Schools.....	12
3.3.3 Headship in Teachers' Training Colleges	13
3.4 Overall Administrators in the Teachers' Workforce	13
3.5 Science, Technology, Engineering, and Mathematics (STEM) Teachers Employed by TSC	14
3.6 Cases of Gender Based Violence Involving Teachers and Learners	14



CHAPTER FOUR.....	15
CONCLUSIONS AND RECOMMENDATIONS.....	15
4.1 Conclusions	15
4.2 Recommendations to TSC	16
ANNEX 1: Total TSC-Employed Teachers Disaggregated by Sex, Age, Ability and Marginalization.....	17
ANNEX 2: Primary School Teachers	18
ANNEX 3: Junior School Teachers	19
ANNEX 4: Secondary School Teachers	20
ANNEX 5: Teachers Training Colleges.....	21

LIST OF TABLES

Table 1: Educational Institutions by Level.....	7
Table 2: Distribution of Youth Teachers across Ranks in Primary Schools	9
Table 3: Distribution of Primary School Teacher Heads by Sex, Ability, and Marginalization	12
Table 4: Distribution of Secondary School Teacher heads by Sex, Ability, and Marginalization	13
Table 5: Distribution of TTC tutors by Sex, Ability, and Marginalization	13

LIST OF FIGURES

Figure 1:Percent of Teachers by Sex and Age8

Figure 2:Percent Distribution of Primary School Teachers by Designation and Sex 9

Figure 3:Percent of Junior School Teachers by Designation and Sex..... 10

Figure 4:Percent of Secondary School Teachers by Designation and Sex 11

Figure 5:Percent of Teachers Training Colleges Tutors by Designation and Sex 12

LIST OF ACRONYMS/ABBREVIATIONS

Acronyms

EAC	East Africa Community
JS	Junior Secondary
NGEC	National Gender and Equality Commission
PWD	Person with Disability
RMED	Research Monitoring and Evaluation Department
SNE	Special Needs Education
STEM	Science, Technology, Engineering, and Mathematics
TSC	Teachers Service Commission
TTC	Teachers Training College
TWD	Teachers with Disabilities

FOREWORD



Education is one of the most powerful pathways to opportunity. Central to this system are teachers; their numbers, distribution, and inclusivity shape the quality of education and the realization of constitutional guarantees of equality and non-discrimination. This audit therefore provides a timely and critical assessment of the status of teachers in Kenya, with a particular focus on those employed by the Teachers' Service Commission (TSC) as of June 2025.

The report examines teacher appointments across four categories of institutions—Primary Schools, Junior Schools, Secondary Schools, and Teachers Training Colleges. The analysis applies a gender lens in addition to intersectionality with age, disability, and marginalization. In doing so, it measures compliance with constitutional and policy requirements, including the not more than two-thirds gender principle and the progressive realization of 5% representation of Teachers with Disabilities (TWDs), in the workforce. It also highlights the gender distribution of teachers across Science, Technology, Engineering, and Mathematics (STEM) subjects. Persistent gender imbalances, such as the underrepresentation of women in mathematics and science subjects, affect learners' access to role models, influence career choices, and perpetuate gender stereotypes in education and beyond.

Beyond staffing numbers, the audit draws attention to the urgent issue of Gender-Based Violence (GBV) in schools, with a focus on incidents involving teachers and learners. While this is an entry into the broader challenge of equality and inclusion in education, it provides important evidence for sustained engagement and accountability.

The findings herein will be of value not only to the TSC in strengthening inclusive hiring and promotion practices, but also to other state agencies, policymakers, and stakeholders seeking to uphold Kenya's national values of equity and equality. The evidence generated is expected to inform national, regional, and international reporting obligations, including Kenya's commitments under the Constitution of Kenya, the Sustainable Development Goals (SDGs), the African Union Agenda 2063, and the East Africa Community (EAC) commitments.



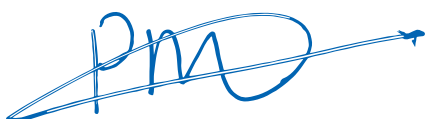
HON. REHEMA DIDA JALDESA
CHAIRPERSON

ACKNOWLEDGEMENT



The National Gender and Equality Commission (NGEC) extends its deepest gratitude to all who made this audit possible. We particularly recognize the invaluable support of the former Chief Executive Officer of the Teachers Service Commission (TSC), Dr. Nancy Macharia, whose commitment facilitated the initiation of this process, and now Acting CEO, Ms. Eveleen Mitei, for her leadership in this audit. The Commission in particular appreciates the dedication of Ms. Miriam Mbaabu and Ms. Halima Abubakar of the TSC, who collaborated closely with the NGEC team in validating the tool and following up on data collection.

I appreciate the invaluable contribution of the Research, Monitoring, and Evaluation Department (RMED) team, comprising Dr. Anyango Ochieng, Josephine Kagucia, Emma Kimencu, Shanta Odera, Bernard Sompoika, Collins Mwongera, George Kimani, and Melvin Muthongo for their dedication to data analysis, interpretation, and report writing under the leadership of Paul Kuria, the Director of Programmes and Research. This report stands as a testament to your collective expertise and unwavering commitment.



**PURITY NGINA, PHD, MBS,
COMMISSION SECRETARY/CEO**



CHAPTER ONE

INTRODUCTION

1.1 National Gender and Equality Commission

The National Gender and Equality Commission (NGEC) is a Constitutional Commission established under the National Gender and Equality Commission Act, CAP 7K Laws of Kenya, pursuant to Article 59 (4) and (5) of the Constitution of Kenya, 2010. The Commission's overarching mandate is to promote gender equality and freedom from discrimination for all persons in Kenya, with a particular focus on Special Interest Groups (SIGs). These include women, children, youth, persons with disabilities (PWDs), older members of society, and minority and marginalized communities.

In line with Section 8(m) of the NGEC Act, the Commission is mandated to conduct audits on the status of special interest groups, including women, youth, children, PWDs, and marginalized communities. The Act empowers the Commission to conduct and coordinate research on issues related to equality and non-discrimination, as contemplated under Article 27 of the Constitution. It is against this background that the Commission initiated an audit on the status of the teachers' workforce in Kenya, with a specific focus on teachers employed by the Teachers Service Commission (TSC) as of June 2025. The audit aims to generate evidence on equality and inclusion in the teaching profession to inform policy and promote accountability.

1.2 Teachers Service Commission

The Teachers Service Commission is established under Article 237 of the Constitution of Kenya and the TSC Act of 2012. The Commission is mandated to undertake teacher management functions of; Registering trained teachers, Recruiting and employing registered teachers, Assigning teachers employed by the Commission for service in any public school or institution, Promoting and transferring teachers, Exercising disciplinary control over teachers, Terminating the employment of teachers, Reviewing the standards of education and training of persons entering the teaching service, Reviewing the demand for and supply of teachers and advising the national government on matters relating to the teaching profession.

In execution of its constitutional mandate, the Commission is obligated to uphold the national values and principles of governance under Article 10, and the values and principles of public service under Article 232 of the Constitution. It must ensure that its policies and practices promote equity, inclusivity, protection of the marginalized and non-discrimination particularly with respect to Special Interest Groups (SIGs) as recognized under the Constitution and relevant national legislation. In light of this, TSC welcomed an audit by NGEC to assess the extent to which equality and inclusion principles are reflected in the teaching workforce as of June 2025. Findings from the audit will inform policy refinement, strengthen institutional accountability, and support targeted interventions aimed at enhancing equitable representation, participation, and advancement of Special Interest Groups within the teaching profession.

1.3 The Audit of TSC Employed Teachers

The education sector plays an important role in advancing equality and inclusion, both as a tool for reducing social and economic disparities and as a major source of public sector employment.

Education empowers individuals, breaks cycles of poverty, and creates opportunities for marginalized populations to access better livelihoods. Within this sector, the Teachers Service Commission stands out as the largest employer in the public service, with approximately 300,000 teachers deployed across the country as of 2017¹. As such, it holds significant influence in shaping inclusive employment practices and setting standards for diversity and representation.

While the TSC has been reporting on internal gender mainstreaming initiatives, previous assessments have largely focused on Commission secretariat staff. However, TSC’s mandate extends to the recruitment and management of teachers nationwide, a function that has received limited independent scrutiny. This audit fills that gap by providing critical evidence on the representation of women, youth, persons with disabilities, and marginalized groups in the teaching workforce. The findings will inform policy recommendations, promote accountability, and support the development of a more inclusive and equitable education system in Kenya.

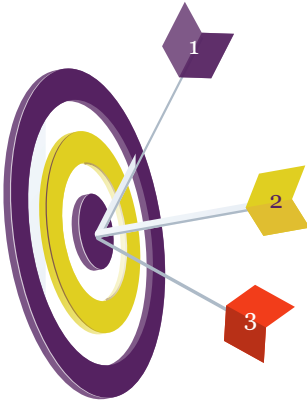
In addition to staffing patterns, the prevalence of Gender-Based Violence (GBV) within the education system is an urgent concern that directly undermines efforts to promote equality and inclusion. GBV is both a manifestation of unequal power relations and a barrier to participation. Survivors of GBV often experience stigma, trauma, and disengagement, which diminish their ability to participate equally in professional or academic spaces. Within the teaching profession, GBV is addressed through various provisions in the TSC Code of Regulations for Teachers and the Code of Conduct and Ethics, though often framed in administrative language as: Sexual harassment, inappropriate sexual relationships with learners, among others. These violations not only affect teachers but also have profound implications for learners’ safety, retention, and academic performance, especially for girls and vulnerable learners.

The study sought to establish the prevalence, institutional response mechanisms, and systemic gaps in addressing GBV within the teaching workforce. This is essential for ensuring safe and inclusive learning environments and for informing policy interventions that hold institutions accountable.

1.4 Objectives of the Audit

The overall objective of the audit was to analyze the current distribution of teachers’ workforce across the four institutional levels of primary, junior, secondary and teacher training colleges.

Specifically, the study sought:



To assess the distribution of teachers by level and gender and further disaggregated by age, pathway, ability and marginalization²

To assess the institutional mechanisms for handling GBV cases involving teachers and learners

To provide evidence-based recommendations to improve equality and inclusion in teacher workforce.

¹ Growth and Development

²Whether or not the teachers are from minority and marginalized communities as categorized by TSC

1.5 Scope of the Audit

This audit focused exclusively on teachers employed by the Teachers Service Commission as at June 2025. The audit was not extended to teachers employed by other entities, such as private institutions, county governments, or boards of management. The study was conceptualized in February 2025 and executed in June 2025.

1.6 Methodology

NGEC developed a data collection tool to capture key information about teachers. The tool was further refined with the support of TSC. The tool asked for details such as the number of teachers disaggregated by sex, age, disability status, and Marginalization. It also included questions on teachers teaching STEM subjects and cases of gender-based violence (GBV) affecting learners. This tool was then shared with the Teachers Service Commission for capturing data. TSC filled in the tool using its official data derived from the Integrated Payroll and Personnel Database, and from the Teacher Information Management System.

NGEC and TSC convened a joint forum to clean the data and draft the report. In this forum, the two institutions discussed the data, checked its completeness, analyzed the data using Microsoft Excel and interpreted the results. This collaborative approach ensured that the information was, accurate and that the key results were co-owned.

CHAPTER TWO

POLICY AND LEGAL FRAMEWORK ON EQUALITY AND INCLUSION

This chapter outlines the policy and legal framework upon which this audit is anchored.

2.1 International Frameworks

- a) International Covenant on Civil and Political Rights (ICCPR) — Ratified by Kenya on 1 May 1972, it guarantees equal protection of the law and prohibits discrimination (Articles. 2, 26). Applies to public sector hiring and treatment of teachers.
- b) International Covenant on Economic, Social and Cultural Rights (ICESCR) — Kenya ratified this instrument on 1 May 1972, it protects the right to work, just conditions, equal opportunity and pay; and the right to education (Arts. 2, 6–7, 13). Hiring, pay and promotion practices for teachers must be non-discriminatory. CESCR General Comment 13 interprets the right to education (teachers’ role, quality) and General Comment 20 details non-discrimination.
- c) Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) — Acceded by Kenya on 9 March 1984, the convention requires elimination of discrimination against women in education (Art. 10) and employment (Art. 11), including equal criteria for recruitment, promotion, remuneration, and maternity protection. General Recommendation 36 guides States on ensuring equality in and through education including teacher workforce.
- d) Convention on the Rights of the Child (CRC) — the convention provides for non-discrimination (Art. 2) and right to education (Arts. 28–29) guiding states to ensure an inclusive, qualified teaching force; recruitment/training that combats bias. Kenya ratified CRC on 30 July 1990,
- e) Convention on the Rights of Persons with Disabilities (CRPD) — Art. 27 (work) and Art. 24 (education) require non-discrimination, reasonable accommodation, and inclusive employment practices; directly relevant to hiring, retention and reasonable accommodation for teachers with disabilities. Kenya ratified CRPD in May 2008.
- f) ILO Convention 111 on Discrimination in Employment and Occupation, 1958. Kenya ratified ILC C111 in 7 May 2001. Prohibits discrimination in hiring, training, promotion, and conditions — cornerstone for equal access to teaching jobs.

2.2 Regional Frameworks

- a) African Charter on Human and Peoples’ Rights (ACHPR) — Ratified 23 January 1992, it provides for non-discrimination (Art. 2), equality (Art. 3), right to work (Art. 15) and education (Art. 17) support equal, inclusive teacher employment.
- b) Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (Maputo Protocol) — Ratified by Kenya on 6 October 2010. Requires elimination of discrimination, equal opportunities, protection from violence/harassment — directly applicable to women teachers’ recruitment, promotion and safety at work.

- c) African Charter on the Rights and Welfare of the Child — Ratified 25 July 2000. Education rights (Art. 11) imply teacher workforce measures to ensure inclusive, quality learning.
- d) Protocol to the African Charter on Human and Peoples' Rights on the Rights of Persons with Disabilities in Africa (African Disability Protocol, 2018) — Kenya ratified **in February 2022**. The protocol entered into force in 2024 after 15 ratifications. Bolsters duties around reasonable accommodation, non-discrimination and inclusive employment — relevant to teachers with disabilities.

2.3 National Frameworks

a) The Constitution of Kenya, 2010

- » Article 27: Guarantees equality and freedom from discrimination (based on gender, sex, age, disability, ethnicity, etc.).
- » Article 54: Protects the rights of persons with disabilities (PWDs), including access to education and reasonable accommodation.
- » Article 55: Mandates affirmative action for youth access to education, training, and employment.
- » Article 56 of the Constitution of Kenya requires the state to implement affirmative action programs for minority and marginalized groups to ensure their participation in governance and life, access to education, employment, and essential services like water and healthcare, and the development of their cultures and practices.
- » Article 232: Establishes values and principles of public service, including representation of Kenya's diverse communities, equal opportunities for men, women, PWDs, and other marginalized groups

b) Teachers Service Commission Act, CAP 212 (TSC Act)

- » Establishes the Teachers Service Commission (TSC) with powers to recruit, employ, promote, and discipline teachers.
- » Section 11(c & e): Mandates the TSC to ensure teachers' professional standards promote inclusivity and non-discrimination.
- » **Section 46**: Requires the TSC to uphold national values and principles under Article 10 and 232 of the Constitution, ensuring fairness in employment.

c) National Gender and Equality Commission Act, CAP 7K

- » Establishes the National Gender and Equality Commission with the mandate to promote gender equality and freedom from discrimination in accordance with Article 27 of the Constitution.
- » Section d mandates the Commission to co-ordinate and facilitate mainstreaming of issues of gender, persons with disability and other marginalized groups in national development.
- » Section m mandates the Commission to conduct audits on the status of special interest groups including minorities, marginalized groups, persons with disability, women, youth and children.

d) Employment Act, 2007

- » Prohibits discrimination in recruitment, training, promotion, terms, and conditions of employment (Section 5).

e) Persons with Disabilities Act, 2025

- » Protects the rights to work and employment for Persons with Disabilities, requiring employers including TSC to reserve at least 5% of opportunities for PWDs.

f) Public Service (Values and Principles) Act, 2015

- » Operationalizes Article 232 of the Constitution.
- » Requires public institutions (including the education sector and TSC) to ensure equitable representation of gender, PWDs, youth, minorities, and marginalized communities in recruitment, training, and promotion.

2.4 Sessional Papers and Policies

- » Sessional Paper No. 1 of 2019 on Education and Training: Emphasizes inclusive education, gender parity, and equitable teacher distribution.
- » National Policy on Gender and Development (2019): Mainstreams gender equality across all sectors, including education employment.
- » Kenya Vision 2030: Anchors equality and inclusion in education and training, with targets for teacher deployment and representation of marginalized groups.

2.5 Institutional Frameworks

a) The Teachers Service Commission Code of Regulations for Teachers, 2015 revised version (2022)

- » The TSC Code of Regulations for Teachers (CORT) is a legal instrument that defines how teachers are managed as part of the education workforce. This includes their recruitment, employment terms, professional development, performance monitoring, and conditions of service. The regulations obliges TSC to post teachers in a manner that achieves equitable distribution and optimal utilization of teachers to ensure continuity of learning across regions, including underserved and hardship areas.

b) Code of Conduct and Ethics for Teachers, 2015 revised version (2022)

- » The Code of Conduct and Ethics (COCE) is a regulatory framework that outlines the behavioural standards expected of teachers. This regulation set out the ethical standards and behaviour expected of all registered teachers and aims to uphold professionalism, respect for rights, integrity, duty of care, and conduct in service. The Codes expressly prohibit sexual exploitation, sexual harassment, physical abuse, emotional abuse, and any form of gender-based violence against learners, and clearly states consequences of indulging in such offences.

c) Annual Recruitment Guidelines, Appointment and Deployment Policy and Career Progression Guidelines

- » These policy tools provide for merit-based selection while incorporating constitutional principles of equality, non-discrimination, and fair representation, including consideration of gender balance, PWDs, and applicants from Arid and Semi-Arid Lands and hard-to-staff areas, in line with applicable laws and policies.

DATA PRESENTATION AND INTERPRETATION

3.0 Introduction

This chapter presents the study findings in the form of descriptive statistics. Charts and tables are used to display the data.

This section is organized as follows:

1. The general outlook of number of teachers across the four levels (Primary Schools, Junior Schools, Secondary Schools, and Teacher Training Colleges). The data is disaggregated where possible by Sex, Age, Disability, and Marginalized Communities
2. Administration by four levels of institutions assessed i.e. Primary Schools, Junior Schools, Secondary Schools, and Teacher Training Colleges.
3. Disaggregation of Teachers by Subject, and Gender of the Teachers. This includes Teachers of STEM subjects across various educational institutions.
4. Cases of Gender-Based Violence (GBV) Involving Teachers and Learners
 - » Sexual offences against learners
 - » Perpetrators of sexual offences against learners
 - » Sexual offences against learners with disabilities

3.1 Total Number of TSC-Employed Teachers, 2025

The audit covered 425,613 teachers distributed in 34,630³ schools across the four levels as shown in table 1. Of these teachers, 50.2% are females, and 49.8% are males. 0.8% of the teachers are deployed to Special Needs Education Institutions/Units. These teachers are distributed across the following public educational institutions:

Table 1: Educational Institutions by Level

Level of Institution	Total Institutions
Primary School	24,918
Junior School	21,488
Secondary School	9,675
Teacher Training Colleges	37



Source: TSC, 2025

- a) Distribution of TSC-Employed Teachers by Sex and Age: As illustrated in Figure 1, most teachers employed by TSC are between ages 31-40, followed by those between the ages 26 -30. Generally, and across age groups, female teachers were more compared to men except for ages 31-35 and 51-55 where male teachers were slightly more.

³ 1 Junior Schools operate within Primary School institutions and are therefore counted under Primary Schools in the total number of institutions.

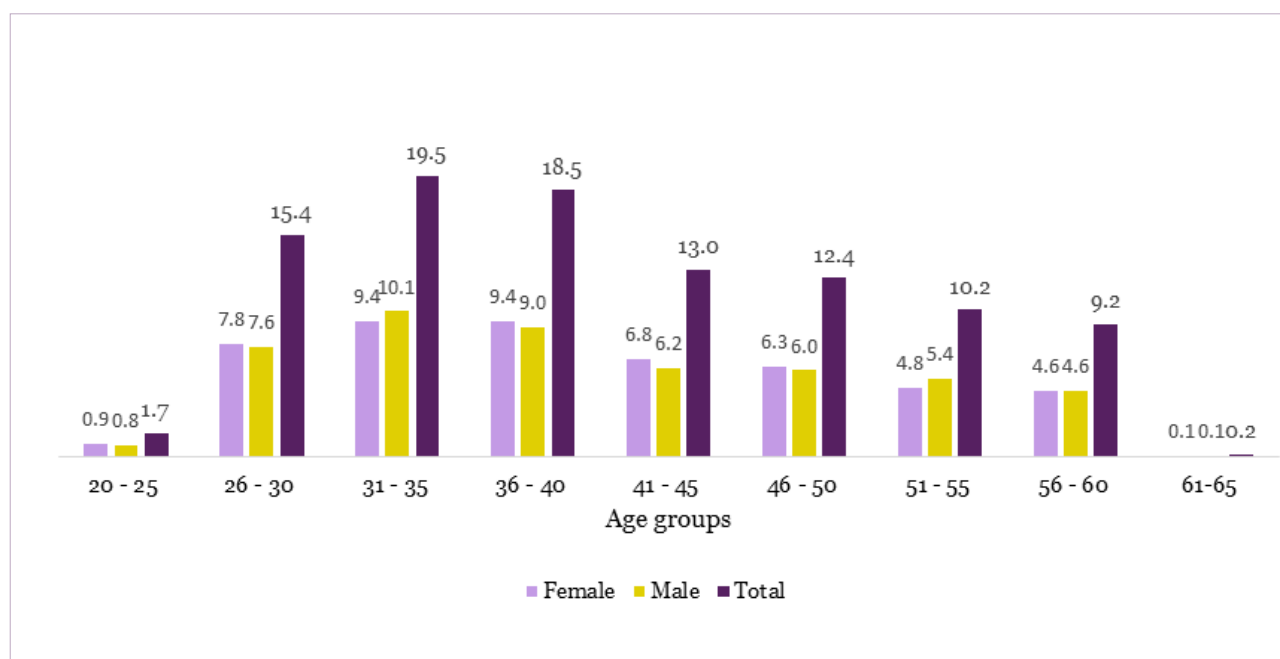


Figure 1: Percent of Teachers by Sex and Age

- b) Teachers with Disabilities by sex: Teachers with disabilities constitute 1.7% (7,219) of all TSC-employed teachers. Of these, 37.2% are female. Female teachers with disabilities represent 1.3% of the total TSC-employed female teachers.
- c) TSC-Employed Teachers from Marginalized Communities by Sex: A total of 14 marginalized communities are represented in the TSC teacher workforce, translating to 2.5% teachers employed by TSC. Of these, 32.6% are female.
- d) Youth Teachers by Sex: Of the Total TSC-employed teachers, youth constitute 32.5%, and gender parity has been attained within this group.

3.2 Distribution of Teachers by Level of Institution

3.2.1 Distribution of Teachers in Primary Schools

There are 217,483 primary school teachers employed by TSC in 24,918 primary schools as shown in table 1. About 55% are female. Of the Primary school teachers, 1.4% serve as Special Needs Education (SNE) teachers.

- a) Primary School Teachers with Disabilities by Sex: Of the total TSC-employed teachers in primary schools, 2.1% are teachers with disabilities, out of which 39.7% are female. Among all female teachers employed by TSC in primary schools, 1.5% are female teachers with disabilities.
- b) Primary School Teachers from Marginalized Communities by sex: Marginalized communities comprise 2.8% of TSC teachers in primary schools, and of these 35.1% are female while 64.9% are males.
- c) Youth Teachers in Primary Schools by Sex: Youth comprise 13.3% of the total TSC-employed workforce in primary schools, with 55.2% being female. Of the 28,914 youth teachers in primary schools, the vast majority (97%) serve as Primary Teacher I and Primary Teacher II as shown in Table 1.

Table 2: Distribution of Youth Teachers across Ranks in Primary Schools

Ranks	Total	Female	Male
Senior Headteacher	0	0	0
Headteacher	65	2	63
Deputy Headteacher [1]	0	0	0
Deputy Headteacher [2]	37	3	34
Senior Teacher [1]	104	19	85
Senior Teacher [2] - a	604	154	450
Senior Teacher [2] - b	21	5	16
Primary Teacher [1]	11107	6079	5028
Primary Teacher [2]	16954	9680	7274
Intern Teacher Primary	22	5	17
Total	28914	15947	12967

- d) Distribution of Primary School Teachers by Designation and Sex: As illustrated in figure 2, primary school headship is dominated by male, while female largely serve in deputy headship positions.

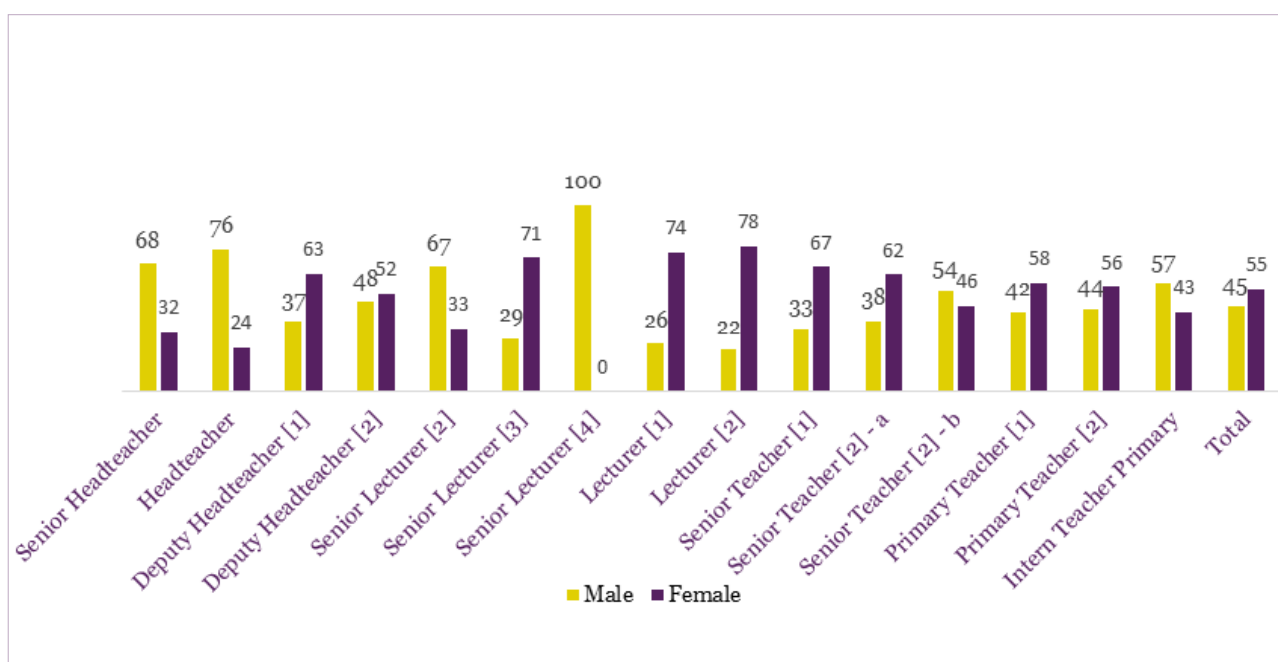


Figure 2: Percent Distribution of Primary School Teachers by Designation and Sex

3.2.2 Distribution of Teachers in Junior School Level Institutions

- a) Teachers in Junior Schools by Sex: There are 77,913 Junior School Teachers in 21,488 Junior schools as shown in table 1. The teacher distribution in this level has met the gender parity. Less than one percent of the teachers in Junior Schools serve as SNE teachers.

- b) Teachers with Disabilities in Junior Schools by Sex: Of the teachers in Junior Schools, 0.3% are teachers with disabilities, and female teachers accounting for 43.3% of this group. Among all female teachers in Junior Schools, 0.3% are teachers with disabilities.
- c) Teachers from Marginalized Communities by Sex in Junior Schools: Marginalized communities comprise 2.2% of TSC teachers in Junior schools, of whom 32.6% are female.
- d) Youth Teachers in Junior Schools by Sex: Of the total teachers in Junior Schools, 81.7% are youth equally distributed by gender.
- e) Distribution of Junior School teachers by Designation and Sex: Although there is gender parity in TSC-employed teachers for junior schools, the administration designations are dominated by male as shown in Figure 3.

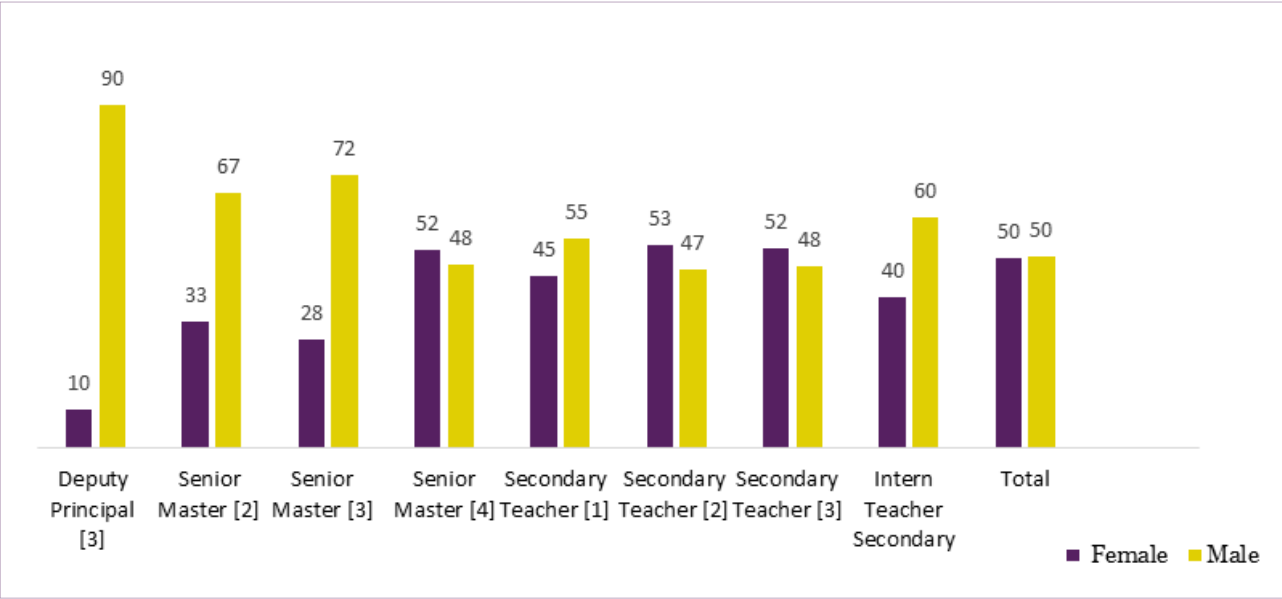


Figure 3:Percent of Junior School Teachers by Designation and Sex

3.2.3 Distribution of Teachers in Secondary School Level Institutions

There are 128,960 TSC-employed teachers in 9,675 secondary schools, of whom 43.2% are female and 56.8 are male. Teachers that serve as SNE teachers comprise 0.3%.

- a) Secondary School Teachers with Disabilities by Sex: Of the teachers in Secondary Schools, 1.9% are persons with disabilities, of whom 32% are female. Among all female teachers in Secondary Schools, 1.4% are teachers with disabilities.
- b) Teachers from Marginalized Communities by Sex in Secondary Schools: Teachers from Marginalized communities comprise 2.2% of TSC-workforce in Secondary School, with females accounting for 27.1%.
- c) Youth Teachers in Secondary Schools by Sex: Of the total TSC employed teachers in Secondary schools, 35.5% are youth, of whom 46.1 % are female.
- d) Distribution of Secondary School Teachers by Designation and Sex: All the top 6 administration designations in secondary schools are predominantly by men as shown in figure 4.

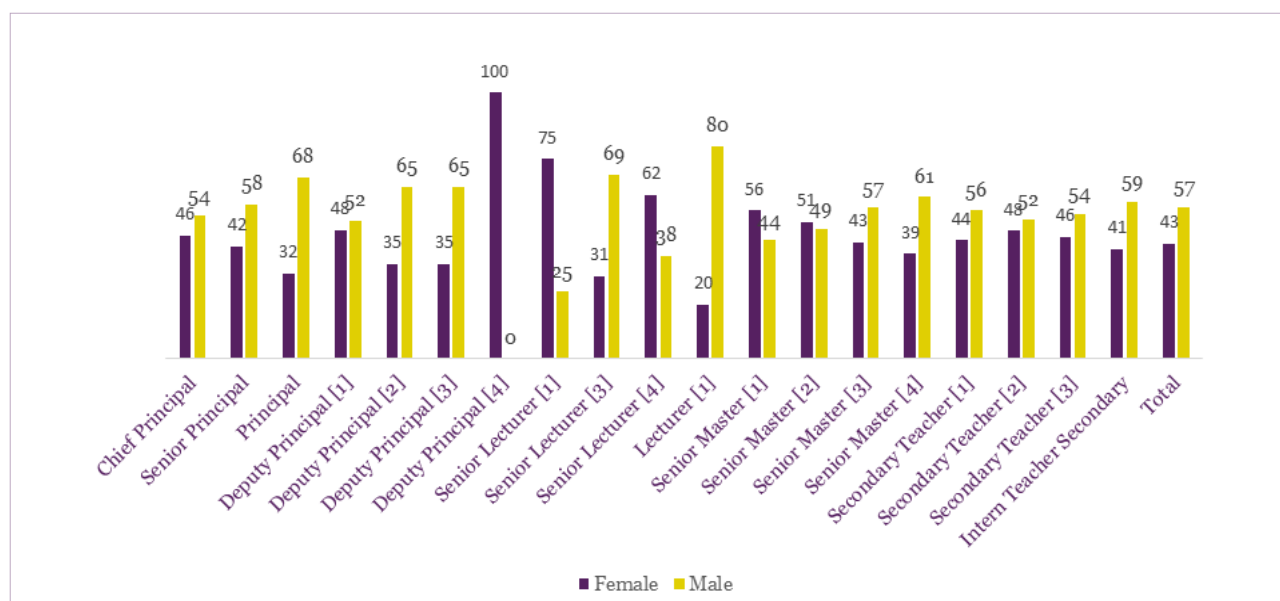


Figure 4: Percent of Secondary School Teachers by Designation and Sex

3.2.4. Distribution of Tutors in Teacher Training Colleges Level Institutions

Tutors in Teacher Training Colleges (TTC) by Sex

There are 1257 Teacher Training Colleges (TTC) tutors employed by TSC in 37 colleges as shown in table 1. Of all the tutors, 4.7 percent serve as SNE tutors and of these 44% are females.

- Tutors in Teacher Training Colleges with Disabilities by Sex: Of the tutors in Teacher Training Colleges, 4.5% are persons with disabilities, with females accounting for 28.6%. Among female tutors employed by TSC, 2.9% are teachers with disabilities.
- Teachers from Marginalized Communities in TTC by Sex: TTC tutors from Marginalized communities comprise 4.5% with females accounting for 14% of this group.
- Youth Teachers in TTCs by Sex: Of the tutors in Teacher Training Colleges, 8% are youth. Of these 31% are female.
- Distribution of TTC tutors by Designation and sex: Although TTC institutions have more male tutors, at administration levels, the chief principal- which is the senior most administration level-is dominated by female tutors at 59%. The other headship levels namely senior principal and principal are occupied mainly by male teachers as shown in figure 5.

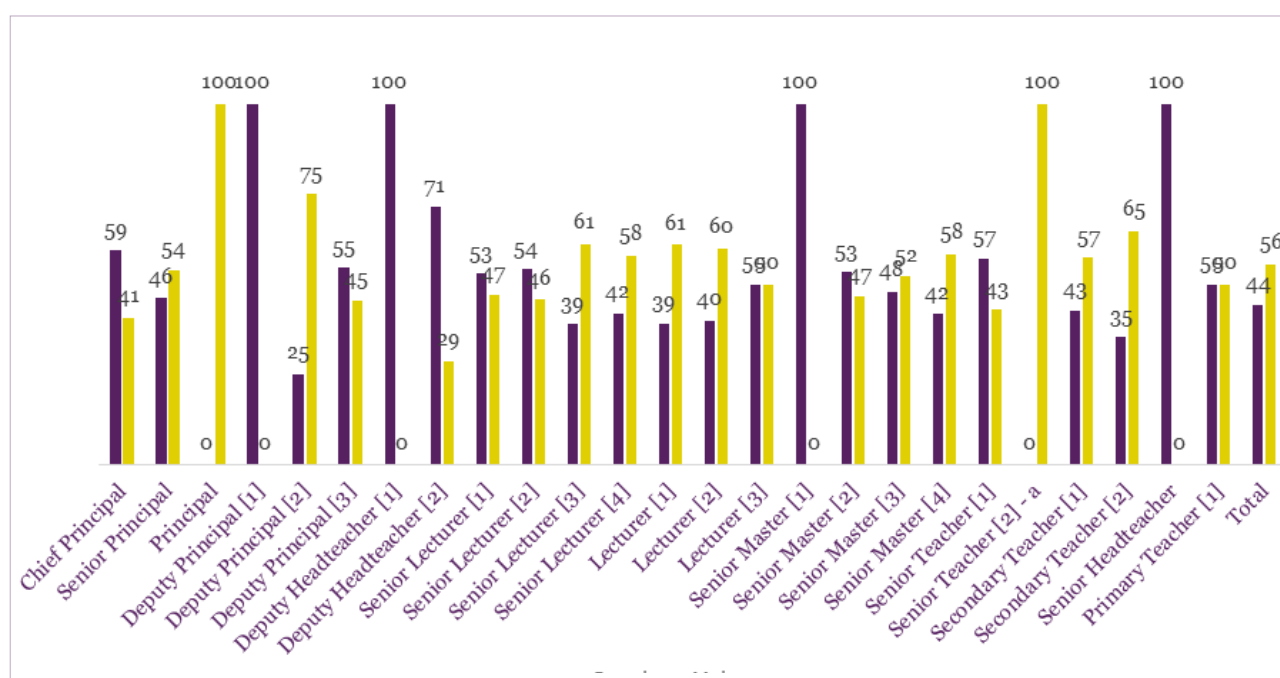


Figure 5: Percent of Teachers Training Colleges Tutors by Designation and Sex

3.3 Headship in The Teaching Workforce

This section documents distribution of personnel defined in the TSC policy as Head of institutions by type of institution, gender, disability, and age. These positions include: the director, principal, or head teacher of an educational institution appointed by the Commission.

a. Teacher Headship By Sex

There are 28,925 TSC-employed institutional heads, out of whom 27% are females and 73 are male.

3.3.1 Headship in Primary Schools

Primary School Heads by Sex: There are 21,064 primary school heads, of whom 24% are female. Heads with disabilities constitute 4% of the total Primary School heads, while teachers from marginalized communities represented 5%. Only 65 heads of primary schools are youth equivalent to 0.3% of all primary schools heads in Kenya.

Table 3: Distribution of Primary School Teacher Heads by Sex, Ability, and Marginalization

Institution Category	Headship	Female	Male	Total	% Females	% Male	Total PWD	Total Youth	Total MC
Primary School Teachers	Head of Institution	5091	15973	21064	24.2	75.8	792	65	1106

3.3.2 Headship in Secondary Schools

Secondary Schools Heads by Sex: There are 7,817 Secondary School heads, of whom 34% are female. Heads with disabilities constitute 4%, while teachers from marginalized communities account for 2%. There is one youth teacher heading secondary schools.

Table 4: Distribution of Secondary School Teacher heads by Sex, Ability, and Marginalization

Institution Category	Headship	Female	Male	Total	% Females	%Male	Total PWD	Total Youth	Total MC
Secondary School	Head of Institution	2631	5186	7817	33.7	66.3	319	1	139

3.3.3 Headship in Teachers' Training Colleges

Teacher Training Colleges Heads by Sex: There are 37 heads in Teacher Training Colleges, of whom 46% are female. In these colleges, there were neither heads from marginalized communities not youth (ages 18-34), while persons with disabilities (PWDs) accounted for 5% of the headship.

Table 5: Distribution of TTC tutors by Sex, Ability, and Marginalization

Institution Category	Headship	Female	Male	Total	% Females	% Male	Total PWD	Total Youth	Total MC
Teacher Training Colleges	Head of Institution	17	20	37	46	54	2	0	0

3.4 Overall Administrators in the Teachers' Workforce

This section captures personnel who are defined as Institutional Administrators by TSC as per the Commission internal policies, and they include: the principal, deputy principal, head teacher, deputy head teacher, dean, registrar, senior master, and senior teacher.

Teachers in Administration By Sex

There are **123,753** teachers serving as administrators, of whom **46%** are female. Among these administrators, **1.4%** are youth, while persons with disabilities (PWDs) and teachers from marginalized communities account for **3%** each.

- Primary School Administrators by Sex:** In primary schools, there are 82,248 teacher administrators, with gender parity achieved within this level and category. Among these administrators, 3% are persons with disabilities (PWDs), while those from marginalized communities comprise 3.6%.
- Junior School Administrators by Sex:** There are 413 teacher administrators in Junior Schools, of whom 41% are female. Among these administrators, 5% are persons with disabilities (PWDs), while those from marginalized communities account for 9%.
- Secondary School Administrators by Sex:** There are 40,889 Secondary School teacher administrators, of whom 39% are female. Among these administrators, 3% are persons with disabilities (PWDs), while youth and those from marginalized communities account for 2% each.
- Teacher Training Colleges Administrators by Sex:** There are 203 administrators in Teacher Training Colleges, of whom 51% are female. Among these administrators, 4.9% are persons with disabilities (PWDs), while 2% are from marginalized communities.

123,753
Teachers
serving as
Administrators

46%
Female

1.4%
Youth

3%
Teachers from
marginalized
communities

3.5 Science, Technology, Engineering, and Mathematics (STEM) Teachers Employed by TSC

There are 62,132 STEM teachers employed by TSC, with 26,658, 35,117, and 357 serving in Junior Secondary Schools, Secondary Schools, and TTC, respectively. Female STEM teachers accounted for 31% of the total STEM teaching workforce and are consistently almost same distribution across Junior Schools, Secondary Schools, and Teacher Training Colleges.

3.6 Cases of Gender Based Violence Involving Teachers and Learners

Between financial year 2021/22 and 2023/24, the TSC upheld 421 cases of sexual offences against learners involving teachers, meaning the teachers were found to have a case to answer. The offences reported fell into four categories: immoral behaviour (flirtation), immoral behaviour (sexual harassment), immoral behaviour (sexual intercourse), and immoral behaviour (sodomy).

Female learners suffered mainly from flirtation, sexual harassment, and sexual intercourse, while male learners suffered sodomy. Male teachers were overwhelmingly (99%) cited as perpetrators of sexual offences against learners while female learners are the primary victims in harassment, intercourse, and flirtation cases. Only two cases involved female teachers. Male learners are mainly victims of sodomy. During the period under review, the data showed that none of the cases upheld by TSC involved a learner with disability.

CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

Distribution of teachers by gender: The overall sex distribution in the teaching workforce shows near parity, with balanced representation between female and male teachers. However, disparities persist within specific institution levels and leadership roles. Primary schools have more female teachers, Junior Schools enjoy gender parity, while Secondary Schools and TTCs reflect male dominance. Women remain underrepresented in higher leadership levels, and STEM teaching roles, indicating persistent structural and normative barriers.

Representation of Persons with Disabilities (PWDs): Teachers with disabilities constitute 1.7% of the workforce, below the anticipated threshold of 5%. JSS has the lowest inclusion at 0.3% of teachers with disabilities, while TTCs have the highest at 4.5%. Leadership representation is slightly higher, estimated at 4% of heads and 3% of administrators being PWDs. These trends suggest that recruitment and career progression are not yet equally accessible to all.

Representation of Youth: Youth account for 32.5% of teachers, with the highest representation in JSS (81.7%). Teacher Training Colleges have the lowest youth representation at 8%. Despite significant entry-level presence, youth participation in leadership positions remains low (perhaps due to experience and qualification barriers).

Representation of Marginalized Communities: Teachers from marginalized communities make up just 2.5% of the overall workforce, with the highest representation found in TTCs at 4.5%. Their presence in leadership positions remains minimal, accounting for 5% of primary school head teachers and only 2% of secondary school heads. These trends indicate that advances in inclusion have been slow, and that marginalized groups continue to face limited opportunities to progress into decision-making roles.

Headship and Administration: Headship in Primary, Secondary schools, and TTCs is dominated by males at 76%, 66%, and 52% respectively. The same applies to administrators in Junior Schools and Secondary Schools, where male administrators were 59% and 61% respectively. Representation of persons with disabilities, youth, and marginalized communities among heads and administrators is limited, suggesting that diversity in decisionmaking roles is still developing.

Teachers of STEM Subjects: Female teachers make up about 31% of STEM educators across institutions. This distribution may limit female learners' opportunities to see women as role models in STEM, which could influence uptake of STEM careers in future.

Gender-Based Violence (GBV) Cases: A total of 421 cases were upheld between 2021–2024. Male teachers constitute 99% of perpetrators, while female learners are the primary victims in harassment, intercourse, and flirtation cases. Male learners are mainly victims of sodomy. No cases involving learners with disabilities were upheld, indicating possible underreporting and systemic weaknesses in safeguarding.

4.2 Recommendations to TSC

Strengthening Gender Equality:

- » TSC to consistently enforce compliance with the not more than two-thirds gender principle across all designations and levels of education
- » TSC to continue offering leadership mentorship and career development opportunities that help female teachers progress into senior roles.
- » TSC to promote and facilitate greater female teacher participation in STEM fields

Enhancing PWD Inclusion

- » Put in place recruitment practices that aim to gradually increase the representation of teachers with disabilities, at 5% benchmark across all levels and cadres.
- » Develop leadership pathways and mentorship opportunities that enable PWD teachers to grow into decision-making roles.

Youth Empowerment

- » Test innovative opportunities to develop leadership and career growth programs that can benefit young teachers.
- » Consider reviewing promotion criteria to help reduce potential barriers that deter youth teachers assume leadership positions and support youth teachers to taking up senior teaching positions.

Inclusion of Marginalized Communities

- » Install recruitment approaches including use of affirmative actions that create opportunities for greater participation of marginalized communities
- » Offer professional development opportunities designed to strengthen the growth and advancement of teachers from marginalized Communities.

Strengthening Leadership Diversity

- » Track progression of the cohort of teachers already in employment with a focus on teachers classified as special interest groups to inform future leadership planning, promotions and succession programs.

Addressing GBV in Schools

- » TSC to record and report on all cases of allegations of GBV occurring within the school environment and as reported by learners, teachers and any other person to the school authorities (as the net caseload), and not only those upheld. Reporting subset of cases (those upheld) masks many anomalies including data inaccuracies, and jeopardize GBV programming efforts in schools.

Annex 1: Total TSC-Employed Teachers Disaggregated by Sex, Age, Ability and Marginalization

Institution Category	Total Teachers	Total Female Teachers	Total Male Teachers	Total Teachers with Disabilities	Total Female Teachers with Disabilities	Total Male Teachers with Disabilities	Total Teachers Below 35 years	Total Female teachers below 35 years	Total Male teachers below 35 Years	Total teachers MC	Total Female teachers MC	Total Male Teachers MC
Primary School Teachers	217483	118581	98902	4523	1794	2729	28914	15947	12967	6093	2141	3952
Junior School	77913	38760	39153	231	100	131	63687	31531	32156	1718	560	1158
Secondary School	128960	55664	73296	2409	772	1637	45768	21091	24677	2793	756	2037
Teacher Training Colleges	1257	558	699	56	16	40	100	31	69	22	3	19
Grand Total	425613	213563	212050	7219	2682	4537	138469	68600	69869	10626	3460	7166

Annex 2: Primary School Teachers

Ranks	Total Teachers	Total Female	Total Male	Total Teachers with Disabilities	Total Female Teachers with Disabilities	Total Male Teachers with Disabilities	Total Female Teachers below 35 years	Total Male Below 35 Years	Total Teachers Below 35years	Total Female Teachers MC	Total Male Teachers MC	Total Teachers MC
Senior Headteacher	1237	390	847	90	24	66	0	0	0	1	37	38
Headteacher	19827	4701	15126	702	124	578	2	63	65	134	934	1068
Deputy Headteacher [1]	750	472	278	49	31	18	0	0	0	0	8	8
Deputy Headteacher [2]	19948	10380	9568	587	263	324	3	34	37	189	299	488
Senior Lecturer [2]	6	2	4	0	0	0	0	0	0	0	1	1
Senior Lecturer [3]	21	15	6	2	1	1	0	0	0	0	0	0
Senior Lecturer [4]	2	0	2	0	0	0	0	0	0	0	0	0
Lecturer [1]	43	32	11	1	1	0	0	0	0	0	0	0
Lecturer [2]	9	7	2	0	0	0	0	0	0	0	0	0
Senior Teacher [1]	14067	9377	4690	504	259	245	19	85	104	143	234	377
Senior Teacher [2] - a	22004	13728	8276	580	260	320	154	450	604	352	506	858
Senior Teacher [2] - b	4334	1989	2345	92	35	57	5	16	21	17	39	56
Primary Teacher [1]	105115	60638	44477	1738	737	1001	6079	5028	11107	1031	1340	2371
Primary Teacher [2]	30073	16830	13243	178	59	119	9680	7274	16954	274	553	827
Intern Teacher Primary	47	20	27	0	0	0	5	17	22	0	1	1
Total	217483	118581	98902	4523	1794	2729	15947	12967	28914	2141	3952	6093

Annex 3: Junior School Teachers

Ranks	Total Teachers	Total Female	Total Male	Total Teachers with Disabilities	Total Female Teachers with Disabilities	Total Male Teachers with Disabilities	Total Female teachers below 35 years	Total Male Below 35 Years	Total Teachers Below 35years	Total Female Teachers MC	Total Male Teachers MC	Total Teachers MC
Deputy Principal [3]	29	3	26	1	0	1	0	0	0	1	8	9
Senior Master [2]	27	9	18	4	1	3	0	0	0	0	4	4
Senior Master [3]	116	33	83	5	2	3	0	0	0	3	11	14
Senior Master [4]	241	125	116	12	5	7	2	1	3	4	5	9
Secondary Teacher [1]	838	378	460	17	7	10	1	8	9	2	8	10
Secondary Teacher [2]	52810	28078	24732	183	81	102	22015	19442	41457	418	845	1263
Secondary Teacher [3]	5177	2715	2462	9	4	5	2367	2007	4374	27	42	69
Intern Teacher Secondary	18675	7419	11256	0	0	0	7146	10698	17844	105	235	340
Total	77913	38760	39153	231	100	131	31531	32156	63687	560	1158	1718

Annex 4: Secondary School Teachers

Rank	Total Teachers	Total Female	Total Male	Total Teachers with Disabilities	Total Female Teachers with Disabilities	Total Male Teachers with Disabilities	Total Female Teachers below 35 years	Total Male Below 35 Years	Total Teachers Below 35years	Total Female Teachers MC	Total Male Teachers MC	Total teachers MC
Chief Principal	380	176	204	30	20	10	0	0	0	3	6	9
Senior Principal	866	364	502	39	15	24	0	0	0	9	16	25
Principal	6571	2091	4480	250	78	172	1	0	1	13	92	105
Deputy Principal [1]	295	142	153	9	1	8	0	0	0	0	0	0
Deputy Principal [2]	1766	626	1140	50	12	38	0	0	0	3	12	15
Deputy Principal [3]	5174	1829	3345	197	62	135	0	0	0	6	12	18
Deputy Principal [4]	1	1	0	0	0	0	0	0	0	0	0	0
Senior Lecturer [1]	4	3	1	0	0	0	0	0	0	0	0	0
Senior Lecturer [3]	13	4	9	1	0	1	0	0	0	0	2	2
Senior Lecturer [4]	13	8	5	0	0	0	0	0	0	0	1	1
Lecturer [1]	10	2	8	1	0	1	0	0	0	0	0	0
Senior Master [1]	27	15	12	4	3	1	0	0	0	0	0	0
Senior Master [2]	1275	654	621	69	34	35	0	0	0	0	2	2
Senior Master [3]	5928	2573	3355	191	69	122	5	21	26	25	76	101
Senior Master [4]	18576	7277	11299	412	113	299	316	622	938	132	415	547
Secondary Teacher [1]	63179	28010	35169	895	285	610	11147	14360	25507	337	823	1160
Secondary Teacher [2]	23336	11187	12149	252	79	173	9055	9064	18119	222	556	778
Secondary Teacher [3]	1502	684	818	9	1	8	552	590	1142	6	23	29
Intern Teacher Secondary	44	18	26	0	0	0	15	20	35	0	1	1
Total	128960	55664	73296	2409	772	1637	21091	24677	45768	756	2037	2793

Annex 5: Teachers Training Colleges

Rank	Total Teachers	Total Female	Total Male	Total Teachers with Disabilities	Total Female Teachers with Disabilities	Total Male teachers with Disabilities	Total Female teachers below 35 years	Total Male Below 35 Years	Total Teachers Below 35 Years	Total Female Teachers MC	Total Male Teachers MC	Total teachers MC
Chief Principal	27	16	11	2	1	1	0	0	0	0	0	0
Senior Principal	13	6	7	0	0	0	0	0	0	0	0	0
Principal	5	0	5	0	0	0	0	0	0	0	0	0
Deputy Principal [1]	1	1	0	0	0	0	0	0	0	0	0	0
Deputy Principal [2]	12	3	9	2	0	2	0	0	0	0	0	0
Deputy Principal [3]	11	6	5	0	0	0	0	0	0	0	0	0
Senior Headteacher	1	1	0	0	0	0	0	0	0	0	0	0
Deputy Headteacher [1]	1	1	0	0	0	0	0	0	0	0	0	0
Deputy Headteacher [2]	7	5	2	1	1	0	0	0	0	0	0	0
Senior Lecturer [1]	85	45	40	7	2	5	0	0	0	0	0	0
Senior Lecturer [2]	107	58	49	6	2	4	0	0	0	0	1	1
Senior Lecturer [3]	170	66	104	4	1	3	0	0	0	0	0	0
Senior Lecturer [4]	262	110	152	11	3	8	0	5	5	0	0	0
Lecturer [1]	110	43	67	4	2	2	6	19	25	1	5	6
Lecturer [2]	20	8	12	1	0	1	5	4	9	0	0	0
Lecturer [3]	2	1	1	0	0	0	1	1	2	0	0	0
Senior Master [1]	1	1	0	0	0	0	0	0	0	0	0	0
Senior Master [2]	45	24	21	0	0	0	0	0	0	1	0	1
Senior Master [3]	73	35	38	4	2	2	0	0	0	0	0	0
Senior Master [4]	139	58	81	7	1	6	3	2	5	0	0	0
Secondary Teacher [1]	129	55	74	4	1	3	11	28	39	0	9	9
Secondary Teacher [2]	17	6	11	1	0	1	5	10	15	1	4	5
Senior Teacher [1]	14	8	6	1	0	1	0	0	0	0	0	0
Senior Teacher [2] - a	3	0	3	1	0	1	0	0	0	0	0	0
Primary Teacher [1]	2	1	1	0	0	0	0	0	0	0	0	0
Total	1257	558	699	56	16	40	31	69	100	3	19	22

NOTES

NOTES

[illegible]

This image shows a full page of white paper with horizontal blue ruling lines. The word "NOTES" is printed at the top left corner in a bold, black, sans-serif font. The rest of the page is filled with evenly spaced horizontal lines, typical of notebook paper.

NOTES

[illegible]

NOTES

[illegible]

NOTES

[illegible]

The National Gender and Equality Commission

1st Floor, Solution Tech Place,
5 Longonot Road, Upper Hill, Nairobi
P.O BOX 27512-00506
Nairobi, Kenya.

☎ +254 (709)375100

☎ 0800720187

✉ info@ngeckkenya.org

🌐 www.ngeckkenya.org

✖ @NGECKENYA

📘 www.facebook.com/NGECKKenya

ISBN 978-9914-27-574-2



9 789914 275742