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Program Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 30-Aug-2024 | Report No: PIDPA00048

**BASIC INFORMATION****A. Basic Program Data**

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Kenya	EASTERN AND SOUTHERN AFRICA	P501648	Kenya Secondary Education Equity and Quality Improvement Program
Financing Instrument	Estimated Appraisal Date	Estimated Approval Date	Practice Area (Lead)
Program-for-Results Financing (PforR)	19-Aug-2024	30-Sep-2024	Education
Borrower(s)	Implementing Agency		
Republic of Kenya	Ministry of Education (MoE)		

Proposed Program Development Objective(s)

The Program Development Objective (PDO) is to improve equitable access to quality secondary education, and strengthen systems.

COST & FINANCING (US\$, Millions)**Maximizing Finance for Development**

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)? No

SUMMARY

Government program Cost	27,000.00
Total Operation Cost	618.00
Total Program Cost	598.00
IPF Component	20.00
Total Financing	618.00
Financing Gap	0.00

FINANCING



Total World Bank Group Financing	250.00
World Bank Lending	250.00
Total Government Contribution	368.00

Decision

The review did authorize the team to appraise and negotiate

B. Introduction and Context

Country Context

- Despite facing significant challenges, Kenya's economy has exhibited a resilient upturn, with its gross domestic product (GDP) growth accelerating from 4.9 percent in 2022 to 5.6 percent in 2023.** This increase is attributed to a robust rebound in agriculture following two consecutive years of output decline due to drought, and the continued strength of the services sector. However, Kenya is facing some challenges. Persistent domestic revenue shortfalls and high interest rates coupled with challenging global financial conditions have constrained investment growth amidst high debt levels. In 2019, almost one-third of Kenyans (33.6 percent) were living below the national poverty line, a 13.1-percentage point decline from 46.7 percent in 2005/06.¹ The pandemic temporarily set back the progress that had been made, hitting urban areas harder. At the national level, the poverty rate increased by 9.3 percentage points between 2019 and 2020, from 33.6 to 42.9 percent. The number of poor individuals also rose. Nationally, the increase was about 5.1 million; 2.6 million in urban areas and 2.4 million in rural areas. The poverty rate remains above pre-pandemic levels, at 37.3 percent.
- Economic progress is not being evenly distributed across the country.** The north and northeast regions of the country, where Arid and Semi-Arid Land (ASAL) areas are concentrated, are characterized by poverty rates that are persistently higher than the rest of the country. Additionally, larger households, those headed by individuals with lower education levels, female-headed households, and households with children are all associated with higher poverty rates. Refugees, the majority of whom also reside in ASAL areas, are also a vulnerable group, facing high food insecurity and limited employment opportunities.
- Kenya hosts a significant population of refugees and asylum seekers.** There are over 550,000 refugees and almost 200,000 asylum seekers in the country, with the majority residing in the Dadaab Camps (320,572) in Garissa County and Kakuma Camp and Kalobeyi Integrated Settlement (215,995) in Turkana County. The camps and settlement are managed by the Government of Kenya's (GoK) Department of Refugee Services (DRS), with support from the United Nations High Commissioner for Refugees (UNHCR) and other humanitarian and development partners. The GoK's commitment to the welfare of refugees and host communities, and to the Global Compact on Refugees, is evident in the enactment of the Refugees Act of 2021, which provides refugees more rights and protections, and by drafting the Shirika Plan, (2024), which seeks to create more integrated host community and refugee settlements where access to

¹ World Bank. Kenya Poverty and Equity Assessment 2023 - From Poverty to Prosperity: Making Growth More Inclusive (English). Washington, D.C.: World Bank Group.



social services and economic opportunities are enhanced. Climate change has also led to internal displacement of Kenyans who are forced to move from their homes due to extreme climate events such as floods and droughts.^{2, 3}

4. **The Government of Kenya's ambitious transformation agenda, the Bottom-up Economic Transformation Agenda (BETA), aims to address the challenges facing the country's economy, stimulate economic recovery and bolster resilience.** The BETA implements the Kenya Vision 2030 which recognizes the importance of human capital development, including the importance of an educated and skilled population to improve quality of life, and an inclusive economic development. Education is therefore a key enabler of the BETA with a target to address inequalities in the country's education system to benefit all children irrespective of their backgrounds, and to provide adequate human capital that is responsive to the demands of the labor market. Specifically, the BETA priorities and capital projects in the education sector includes expansion of infrastructure, training on digital skills, funding of Junior School (JS) learners, expansion of school feeding programme and reforming higher education.

Sectoral and Institutional Context

5. **Kenya's commitment to basic education,⁴ represented in its sound policies and firm spending, has materialized into several important reforms and programs, as well as results.** Fewer households have primary school-aged children not in school and secondary school enrollment has significantly improved. The Gross Enrollment Ratio (GER) at primary education in 2022 was 108.6 percent, while the Net Enrollment Ratio (NER) was 79.3 percent in 2020. In secondary education, gross enrollment grew from 1.9 million in 2012 to 3.9 million in 2022, GER improved from 50.5 percent in 2012 to 76.5 percent in 2020, and NER improved from 41.7 percent in 2012 to 54.1 percent over the same period. The basic education system therefore needs to expand rapidly, and with quality, to accommodate the fast-growing number of students in secondary education encompassing both Junior and Senior School. Public schools, accounting for 95.3 percent of secondary education enrollment, are under increasing pressure due to the continued rise in school enrollment and transitions. This surge is placing a significant strain on existing resources and infrastructure. A particularly urgent concern is the accommodation of the 1.7 million students currently in Junior School (grade 7), who will progress to grade 9 in January 2025, and need an additional 26,000 new classroom spaces nationwide. There are 10,698 number of secondary schools in Kenya, 9,437 Public and 1,261 Private.
6. Notable among the reforms and programs in basic education are the launch of Free Primary Education (FPE) in 2003 and Free Day Secondary Education (FDE) in 2008, the rollout of the Competency-Based Curriculum (CBC) and Competency-Based Assessment (CBA) in 2017, and the implementation of a 100 percent transition policy from primary to secondary education. In addition, Education spending in Kenya reached 4.8 percent of its GDP in 2021, surpassing the Sub-Saharan Africa average of 3.8 percent. Despite the substantial growth in student enrollment, per-student spending has also increased; secondary education per-student costs rose from approximately US\$39 in the 2014/2015 fiscal year to about US\$52 in 2019/2020. Additionally, the proportion of the total education budget allocated to secondary education increased from 12.2 percent in the 2015/16 fiscal year to 15.7 percent in 2019/20. These concerted efforts have yielded notable results, with a significant majority of children completing primary education and transitioning to secondary education.
7. **Despite notable progress in national level indicators, vast disparities in access and learning outcomes to secondary school remain based on location, income, and gender.** Children in some counties in Kenya, face disproportionately high barriers to access school, especially at secondary level. While Kenya's national GER for secondary education was

² Kenya's President launches migration report ahead of climate summit. 2023. International Organization for Migration. <https://environmentalmigration.iom.int/news/kenyas-president-launches-migration-report-ahead-climate-summit>.

³ Baker, Anne. Environmental Crises Are Forcing Millions Into Cities. Can Countries Turn Climate Migrants Into an Asset? 2021. Time, Inc. <https://time.com/5953402/climate-migrants-kenya-floods/>

⁴ The system of basic education in Kenya under the new reforms is comprised of (a) pre-primary education; (b) primary education; (c) junior school; (d) senior school (to begin in January 2026); and (e) Teacher training institutions of basic education. This system corresponds to the new 2-6-3-3 structure of basic education.



76.5 in 2020, nine counties reported rates below 40. Schools in these underprivileged regions also suffer from a lack of resources, partly due to the uniform student capitation amounts that do not account for school size or the socioeconomic status of students, thereby limiting the grants' effectiveness in promoting equitable education. The disparities across counties and income levels widen when combining access to quality of education through the Learning-Adjusted Years of Education (LAYS), indicating that in counties where access is limited, low learning quality is also concentrated. In 2023, the Ministry of Education (MoE) estimated that about 1.8 million children aged 6 to 18 years were out of school, mainly in ASAL counties. Nomadic communities in these counties operate under extreme climatic conditions and poverty further pressuring vulnerable and marginalized children not to attend school or drop out of school. For a child born in ASALs today, the potential for a complete education and full health is reflected in a HCI score of merely 0.15, which is significantly lower than the national HCI score of 0.55.

8. **Learning outcomes in secondary education are improving but remain low.** For example, in 2022, out of nearly 880,000 students who sat for the Kenya Certificate of Secondary Education (KCSE), only 13 percent and 4 percent obtained a C+ (average mean grade) or higher in English and Mathematics, respectively. As with other assessments, national averages mask disparities across counties, especially when adjusting for the out-of-school students who did not sit for the KCSE. Regarding refugee learners in secondary education, learning outcomes are very low, with only 3 percent of KCSE candidates achieving a mean grade of C+.
9. **The inclusion of special needs children in secondary education is improving; however, early identification, assessment and placement remain a challenge.** Enrollment of learners with special needs in secondary education, increased from 4,794 in 2019 to 11,088 in 2020. The Kenya Secondary Education Quality Improvement Project (SEQIP, P160083) and the Kenya Primary Education Equity in Learning Program (PEELP, P176867) operations are supporting crucial interventions in Special Needs Education (SNE). However, significant gaps remain in service delivery by the Education Assessment and Resource Centers (EARCs) to ensure timely and affordable diagnostics services for SNE children, and appropriate placement in relevant learning institutions. In addition, a structured in-service training program is required for teachers teaching SNE children, aligned with the CBC and CBA SNE pathways.
10. **The GoK is making significant progress in integrating refugees into the national education system.** Notably, over 6,300 refugee learners are enrolled in public schools in the surrounding host communities, and an estimated 12,200 are enrolled in other public primary and secondary schools in major urban centers and informal settlements across the country,⁵ where the majority benefit from GoK financing (including provision of textbooks and student capitation). However key challenges remain such as overcrowded classrooms in the camp-based schools (with some exceeding 100 learners in a classroom); inadequate classroom furniture and high student-textbook ratios; a lack of qualified teachers in both primary and secondary camp-based schools; enrollment rates in the host counties of Turkana and Garissa are comparably lower than those in the refugee camps; significant gender gaps in school participation in camp-based schools emerge at the secondary level, with a 25-percentage point gap in GER in favor of boys; and significant numbers of refugee and host community children in Turkana and Garissa remain out of school. There are about 15 secondary schools in the refugee camps, which are currently registered by MoE as refugee schools (not public schools), and they are financed and operated by UNHCR with support from other partners.
11. **There is significant opportunity to harness Kenya's education system for climate change adaptation and mitigation.** Kenya is vulnerable to extreme climate events that significantly hamper learning continuity. For example, between 2020 and 2023, five consecutive seasons of poor rainfall have resulted in the most severe drought on record in Kenya, with nearly 1.5 million students having had to drop out of school for certain periods, with many students having to support their families in search of food, pasture, and water.^{6,7} In 2024, over 1,000 schools were damaged due to

⁵ Primarily in Nairobi, Mombasa, Nakuru, and Eldoret.

⁶ Worsening drought in Kenya leads to increase in school dropouts. 2022. <https://reliefweb.int/report/kenya/worsening-drought-kenya-leads-increase-school-dropouts>

⁷ Kenya Humanitarian Action for Children. 2023. UNICEF. <https://www.unicef.org/media/132231/file/2023-HAC-Kenya.pdf>



flooding. At the same time, the Government of Kenya has made significant effort in tackling the climate crisis through education.

PforR Program Scope

12. **Result Area 1 (RA 1): Expand equitable access to quality secondary Education.** The primary focus of this RA is to support the development of improved school conditions to allow for increased enrollment and retention in secondary education, and better conditions for effective delivery of the Competency-Based Curriculum (CBC) and Competency-Based Assessment (CBA) in Junior School (JS), including for refugee learners. An experts review of the CBC and CBA under the Presidential Working Party on Education Reforms (PWPER), 2023⁸ highlighted key gaps needing immediate attention in the content and delivery of CBC and CBA. This intervention also complements ongoing efforts by government to recruit new additional 20,000 teachers in FY 2024/2025 for secondary schools, and ongoing infrastructure development in Junior Schools under the PEELP (P176867) operation.
13. The specific interventions in this RA aim to address critical gaps in essential school learning conditions, through:
- a) *Expand infrastructure development to support CBC and CBA roll out in Secondary education.* This intervention will support establishment of minimum essential school conditions in mainly target Free Day Secondary Schools (FDSEs) to improve implementation of a new pathway for Science, Technology, Engineering and Mathematics (STEM) under the CBC and CBA reforms. Under these reforms, the FDSEs will transition to become Senior Schools (SSs) from January 2026. A focused investment in FDSEs, for these to attain minimum essential conditions for teaching and learning, would significantly contribute to addressing inequalities in learning outcomes, for the most vulnerable learners in secondary education. Because of their affordability (compared to boarding secondary schools), the FDSEs in 2024 enroll about 4,135,131 learners (2,053,294 boys, 2,081,837 girls) mainly from bottom income households, including learners from the informal settlements. However, the FDSEs are affected by low investments in essential school facilities, including Water Sanitation and Hygiene (WASH) facilities, as well as inadequate teachers. As a result, evidence from learning assessments and national examinations reveal that learners in FDSEs perform worse compared to their counterparts in secondary boarding schools. All FDSE schools in refugee host counties, Turkana and Garissa, will be targeted for infrastructure expansion. Investments in laboratories will entail a shift in approach from mainly construction of physical sciences laboratories in each FDSEs, to establishment of functional virtual laboratories aligned with the CBC and CBA. This approach will leverage technology and the readily available online resources in sciences and mathematics to improve classroom instruction and to improve efficiency in utilization of resources. The virtual laboratories have the potential to enable a substantial reduction in relative GHG emissions in the long term. Camp based refugee schools will also benefit from virtual labs. Investments in priority classrooms, WASH facilities, and virtual laboratories in FDSEs, will be guided by a FSDE school infrastructure investment and implementation plan, 2024. Infrastructure development in this plan will be implemented as per the new school construction model and operational manual developed under the PEELP (P176867) Program. This plan will also support rehabilitation of 3,335 primary schools severely damaged from the heavy rains and flooding in April and May 2024, and will also include tree planting in target schools for rehabilitation and new classrooms in FSDEs, which will address the issues of soil erosion, landslides due to floods, as well as leading to a greater carbon dioxide absorption and combatting deforestation activities.

⁸ [PWPER report 2023](#)



This RA proposes to pilot infrastructure expansion of about 12 existing low-cost and peace boarding schools (LCBS⁹) to target learners from counties with the highest Out-of-School Children (OOSC¹⁰), including in JS, particularly learners affected by persistent insecurity, climate events, nomadic lifestyle, and extreme poverty. The target LCBS are mainly in the ASAL Counties, including refugee host communities, Turkana and Garissa. The ASALs are also in climate risk prone areas¹¹. Improvements in infrastructure will entail a minimum essential package including school fencing, classrooms, WASH facilities, rehabilitation of essential facilities, provision of school meals and sanitary towels for girls in LCBS/Peace Schools, and construction of staff houses. The LCBS/Peace Schools approach is expected to facilitate affected target learners to attend school without interruption by the migratory nature of their families, climate events such as extreme drought, and or insecurity. Infrastructure rehabilitation and expansion solutions will include provision of doors and windowpane covers, gutter and drainage systems, use construction materials that are wind resilient and support temperature absorption; protect against the elements such as extreme heat, winds, rains, and flooding, maximize natural ventilation to ventilate and cool buildings; and where appropriate, incorporate insulation of walls and windows. In addition, MoE proposed development of a strategy for Education for Sustainable Development (ESD) under the IPF component to inform comprehensive and costed options for climate change in the Education sector in Kenya, and guide policy dialogue on the same.

- b) *Provision of core textbooks and teachers guides aligned with the revised and consolidated learning areas for CBC.* This intervention targets all Public JS and the upcoming SS (January 2026), and camp-based refugee schools. The PWPER noted substantial overlaps, and some gaps in the CBC learning areas, including JS and SS, and recommended a rationalization of the learning areas for a better sharper focus on critical core competencies. In December 2023, Kenya Institute of Curriculum Development (KICD) completed a review and rationalization of the learning areas, including for JS. The textbooks and teachers guide therefore need to be re-evaluated and revised to align core instructional materials with the revised CBC learning areas. This intervention will support an evaluation and provision of core textbooks, including set books¹² for JS and SS, and teachers guides for JS, as well as SS to facilitate a smooth transition from JS to SS in January 2026. However, the current approach of evaluating textbooks submitted by publishers to KICD is a cumbersome manual process at all stages, and extremely expensive. This intervention will support a shift to a mainly technology-based approach to evaluation of textbooks to improve efficiency. The revised textbooks will be adapted and provided to learners with special needs at JS and SS, including for refugee learners with special needs. The textbooks revisions will include integration of updated foundational knowledge in climate change adaptation and mitigation under the CBC.
- c) *Support for host community and refugee camp-based JS during the transition period to the Government's proposed Shirika plan¹³.* Camp based refugee schools do not yet receive government-sponsored student capitation and operations grants, infrastructure development grants, instructional materials, and teachers. Policy dialogue is advancing on this agenda, including through the proposed Shirika Plan. This support will therefore entail the following set of interventions in camp-based JS and upcoming SS, which will be described in detail in in the Program Operations Manual (POM).

⁹ MoE conceptualized LCBS in 1974. In the late 70's and early 80s, the World Bank supported the establishment of model LCBPS that were referred to as Arid Zones Model Schools in Turkana, Wajir, Mandera, Lamu, Garissa, West Pokot, Samburu, and Marsabit Counties to encourage learners to attend School without interruption by the migratory nature of their families and insecurity. However, this initiative, although achieved its objective of access and retention, was not mainstreamed in government education system and budgeted for effectively.

¹⁰ For purposes of this operation, MoE defined target OOSC as children who were previous enrolled in schools and dropped out at various grades. The aim for majority of these learners to re-enroll and remain in school.

¹¹ While the project mainly targets ASALs which are climate risk prone areas, the project likewise targets all climate risk hot spots in Kenya.

¹² Approved core readers for literature and to improve learners' literary skills.

¹³ The proposed Shirika Plan is the Government of Kenya's proposed approach for the Refugee management in Kenya and is aimed at transforming the refugee camps into integrated settlements supporting the socioeconomic inclusion of refugees and hosting communities in Garissa, Turkana, and urban areas.



- *School grants.* Provision of school grants to camp-based JS and upcoming SS to support provision of minimum essential school inputs as per an approved school-specific School Improvement Plan (SIP) to be developed by each school. The school inputs under the SIPs include expansion of critical school facilities (classrooms and WASH facilities), desks and chairs, minor rehabilitation, and facilitation of new contracts or intern teachers. The SIPs will also include an activity on increasing climate change awareness of students and teachers, and aspects of climate resilience described above. Infrastructure implementation and oversight for these grants will follow the PEELP (P176867) school grants model¹⁴ for camp-based refugee schools as will be detailed in the POM.
 - *School meals.* Provision of school meals to vulnerable learners including camp-based and host community learners, as well as learners in the informal settlements. This intervention will leverage existing national School Meals Program (SMP) procedures under PEELP (P176867), which also covers camp-based refugee learners. Details of this intervention will be included in the POM.
 - *Advocacy, mentorship, and social support.* Targeted advocacy and mentorship support to improve transition and retention in camp-based secondary schools, refugee host communities and, overall ASAL region. This intervention will scale up an existing advocacy, mentorship, and social support program under SEQIP. The program, delivered through a third party, entails social mobilization focusing on parents and community leaders, provision of a school kit for the most vulnerable children to offset indirect or hidden costs borne by parents or guardians; psychosocial support for both teachers and learners; activities to strengthen social cohesion; and gender-sensitization in target schools to implement the concept of safe schools. An evaluation of the program showed improved retention and better parent and community awareness on the importance of education. Details of the program, including selection criteria for the school kits including sanitary towels will be included in the POM.
- d) *Improve access to education for children with special needs and disabilities.* This intervention will enhance the capacity of 10 regional Educational Assessment Resource Centers (EARCs), under Kenya Institute of Special Education (KISE) to support early assessment and appropriate education placement for children with special needs and disabilities. Investment in the target EARCs will be guided by a needs assessment and implementation plan conducted by MoE through KISE in 2024. Based on the assessment, each EARC will receive a specialized set of interventions including modern diagnostics equipment and retooling of all existing education officers at the 10 EARCs. Each EARC will specialize in a target SNE area, and the set of interventions will be aligned accordingly. KISE is responsible for EARCs staffing under the new Education reforms and will therefore prepare a proposed staffing plan for consideration and funding by the government. KISE will also conduct in-service training in SNE for relevant teachers teaching in Junior School (JS) and later Senior School (SS), including teachers teaching in the camp-based refugee schools. Various partners supporting camp-based refugee school are providing learning assistive devices. This intervention will fill in any gaps in learning assistive devices arising from a needs assessment of refugee learners with special needs. In addition, this intervention will expand existing twenty SS for children with special needs, including integrated units in regular SS. The target SS in within the 10 regional EARCs to enhance timely placement and follow up for learners with special needs. The POM will detail the target twenty schools, and the set of interventions in these schools, since the CBC pathways for SNE in SS are not yet fully developed. KISE will also conduct a virtual awareness for all JS and SS on stage-based CBC for SNE.

¹⁴ Camp-based schools were assessed by MoE's Directorate of Quality assurance and Standards (DQAS) and registered; Boards of Management (BoM) were constituted as per the provisions of the Basic Education Act-2013; each camp-based school opened a non-commingled Bank Account with a commercial Bank with the following as co-signatories to the account: the Camp-manager; the Sub- County Director of Education; the Head teacher; and County Directors of Education for Garissa and Turkana Counties provide overall oversight on the implementation of the school grants in camp-based schools and in host communities.



14. Result Area 2 (RA 2): Improve teaching quality in Junior School. This area focuses on a set of interventions aimed at enhancing key aspects of continuous teacher professional development and teacher management, with an objective to optimize teacher effectiveness and utilization. Specifically, this RA will support:

- a) *Reinforce mastery of subject matter content and improved pedagogies for Integrated Science, Mathematics and English, for about 78,000 teachers teaching JS* (58,000 already employed of whom 27,528 are female, and about 20,000 to be employed in FY 2024/2025). This intervention will also sensitize over 19,956 headteachers in JS (4,810 females) in the School-Based Teacher Support System (SBTSS) initiative, given the headteacher's critical role in school instructional leadership, as well as retooling of tutors from three teacher training colleges¹⁵ that are specifically training teachers teaching JS. Expanding the STSS to the three colleges is expected to contribute to further institutionalization and sustainability of this initiative. This intervention will review and scale up the ongoing SBTSS initiative under the SEQIP (P160083) operation, which is implemented by the Teacher Service Commission (TSC) and Centre for Mathematics, Science, and Technology Education in Africa (CEMASTEA). The SBTSS is a continuous teacher development intervention targeting Sciences, Mathematics, and English (SME) in secondary education. An independent evaluation¹⁶ of the SBTSS concluded that the initiative has proven to be effective in improving target teacher competencies and classroom instruction and contributing to improvements in learning outcomes in SME in target schools under the SEQIP. A major gap identified by the evaluation is a need to promote structured use of Information and Communication Technology (ICT) resources to guide teachers' access to relevant online educational content. This gap is being addressed through a Trust Fund (PE-P176867-SPN-TF0B8275). Teachers utilize a substantial amount of time and effort participating in the SBTSS activities for continuous Teacher Professional Development (TPD). This RA will therefore also support the TSC to formally integrate and recognize the SBTSS within the formal TPD credits and the Teachers Performance Appraisal and Development (TPAD) process. Depending on availability of resources, at the Mid Term Review (MTR) of the Program, the SBTSS may be scaled up to SS for Science, Technology, Engineering and Mathematics (STEM) pathways.
- b) *Scale up lesson livestreaming initiative to mitigate impact of teacher shortage, including in regions facing insecurity challenges.* This intervention aims to scale up a lesson livestreaming pilot to an additional 200 JS and FDSEs including in camp-based refugee camp and host communities. This initiative was piloted under the SEQIP project in 12 secondary schools and was independently evaluated in 2023¹⁷ through a Trust Fund. Principal Schools (mainly well-resourced boarding secondary schools) deliver live lessons to satellite schools (mainly FDSEs in rural and remote villages). The evaluation concluded that the livestreaming intervention significantly increased classroom instruction time and student's engagement in circumstances where the target students would have missed teaching. The evaluation identified challenges at the satellite FDSEs such as affordable internet connectivity, inadequate basic ICT equipment, and inadequate alignment of lesson planning and student assessment between the principal and satellite schools. The SEQIP operation is addressing some of these challenges such as provision of internet to target schools, and provision of a basic set of ICT equipment for the livestreaming for target satellite schools.
- c) *Further support teacher management following the roll out of the CBC reforms, and the associated changes in the education structure.* This intervention complements ongoing reforms in teacher management under SEQIP. The roll out of the CBC (at grade 8 in 2024) has unexpectedly led to a surplus of teachers in certain counties and schools, due to the reduction in the number of classes required in public primary schools from eight to six classes. This intervention will support the TSC to conduct a detailed teacher analysis in the context text of the CBC reform,

¹⁵ Kibabi TTC, Kagumo TTC, and Rugari TTC.

¹⁶ Bill and Melinda Gates Trust Fund (Kenya, Accelerating the Fight Against Learning Poverty, TF0B8275). November 2023-April 2024.

¹⁷ An impact evaluation of the livestreaming classroom lessons pilot was conducted in 2023 as part of the SEQIP project, with the support of the Master Card Foundation (PE-P160083-SPN-TF0C2100).



and to develop and implement comprehensive redeployment strategies by leverage the ‘surplus’ teachers to ensure relevant teachers are deployed to counties with the highest teacher shortage, mainly the ASALs including refugee host Counties, Turkana, and Garissa.

- d) *Upgrade teaching and learning conditions in existing 35 Pre-service Teacher Training Colleges (TTCs).* This intervention directly complements interventions in the 35 TTCs under the PEELP operation for example major reforms in the teacher education curriculum and assessment, provision of core instructional materials, retooling of all instructors in TTC’s, and integration of ICT in the new Competency Based Teacher Education (CBTE_ curriculum. Demand for teacher education training has significantly increased; enrollment has increased from 5,361 in 2020 (3,574 female) to 26,099 (17,066 female) in 2024, leading to severe overcrowding in teaching and learning facilities. In addition, some facilities in the TTCs require rehabilitation. Support for TTCs under this RA will be guided by a MoE’s needs assessment report and the associated implementation plan, 2024. Investments in the TTCs will include WASH facilities and removal of the asbestos. Infrastructure expansion solutions in the TTCs will also apply climate -resilient strategies including replacement of the asbestos roofing, as per the Environmental and Social Management Plan (ESMP) requirements, to facilitate installation of rainwater harvesting facilities, which is currently not allowed due to the asbestos roofing. Energy efficiency, including renewable energy measures will be part of the infrastructure upgrading of TTCs, including maximizing natural ventilation, incorporating insulation of walls and windows where appropriate, using solar and energy efficient light bulbs. This intervention will also support policy dialogue towards gradual inclusion of TTCs trainees in the Higher Education Loan Board (HELB) to vulnerable learners in TTC to benefit from students’ loan financing.

15. Result Area 3 (RA 3): Strengthen Systems for Equitable Service Delivery in Secondary Education (Junior School and Senior School in January 2026). This RA complements key system level interventions in basic education under the PEELP (P176867) and SEQIP (P160083) such as the CBC and CBA reforms, data management, Elimu scholarship¹⁸ administration for secondary education, and continued policy dialogue on refugee education. This intervention therefore prioritizes strategic systems level support to further strengthen and build institutions to improve equitable service delivery for all learners in basic education, including refugee learners. Specific interventions for this RA are:

- a) *Address inequalities at the system level: Institutionalize ongoing reforms to ensure majority of learners have access to equitable and quality secondary education.* The main challenge for basic education in Kenya, including secondary education, is to reduce inequalities in school participation and learning outcomes, which will require more resources, and these resources distributed more equitably. This intervention entails development of a Sessional Paper¹⁹ and the associated draft Basic Education Bills²⁰ with key elements to institutionalize initiated reforms in students financing for JS to cushion schools mainly in the ASALs with less than optimum enrollment; anchor in law CBC and CBA reforms as well as changes in management of Education data; institutionalize administration of scholarships in basic education at the Jomo Kenyatta Foundation; and reinforce removal of extra levies required by schools which interrupt school attendance for vulnerable children.
- b) *Establishment of an e-assessment resource center at the Kenya National Examination Council (KNEC) in line with reforms in CBA.* The intervention includes developing a strategy and implementation guidelines for e-assessments, and leveraging the existing physical facilities at the KNEC to establish a functional e-assessment resource center that would support capacity building in e-assessment methodologies, provision of relevant e-assessment resources, including during pandemic or climate-related school closures, and enhance teacher quality through assessment-analyses teacher education learning gaps through assessments, to inform improvements in teaching

¹⁸ The Elimu scholarship program is an initiative of the Government of Kenya that provide scholarships and mentorship services to learners from poor and vulnerable population, including refugee children and learners with special needs and disabilities.

¹⁹ A GoK Policy Framework for Reforming Basic Education.

²⁰ Basic Education Bills will anchor information on tree planting in all schools nationwide and include instruction and learning expectations on climate education and climate concepts in school subjects as appropriate and in line with the Kenya Climate Change Amendment Act 2023.



and learning at TTCs. KNEC successfully piloted e-assessment in TTCs and conducted some assessments online for grades 3 and 9 learners. KNEC will leverage technology, including artificial intelligence, to generate TTC specific learning reports, that will be utilized to inform review of the teacher education curriculum, retooling of tutors, and enhanced teacher training. To adequately implement the CBA reforms, it is critical to fully institutionalize e-assessments and scale up its roll out to all grades. The e-assessment are also expected to enhance mastery of digital skills by teachers and learners. Notably, the e-assessments initiatives have led to significant cost savings for KNEC, schools and TTCs through reduction in hard copy printing materials and transportation (fuel costs to deliver assessments to schools/TTCs and collect these). Thus, the e-assessment approach will reduce reliance on and use of paper and need for transportation, reducing the carbon footprint. Technical specifications for the e-assessment ICT equipment will include considerations for energy efficiency standards. E-waste generated because of the intervention will be managed and disposed of according to the Program's ESMP.

- c) *Strengthen school management through enhanced school- level or internal quality assurance.* This intervention entails capacity building of selected school level teacher champions to facilitate compliance by schools with essential quality and standards aspects particularly in CBC and CBA delivery and overall improvements in classroom instruction and school conditions. The intervention will also support automation (in the revamped Kenya Education Management Information System KEMIS), of relevant data collection and reporting tool by the teacher champion.
- d) *Facilitate transition to clean cooking energy for a sustainable national School Meals Program (SMP).* This intervention proposes to introduce, at MoE, a Centralized Kitchen Approach (CKA) for the National SMP in three major urban cities with the highest number of learners, including learners from the informal settlements and refugees in the urban centers (Kisumu, Mombasa, Nakuru and Eldoret). In 2023, the SMP benefitted over 2.5 million learners in over 5,875 primary schools. In addition, over 3.9 million learners in the current system of secondary education benefit from schools' meals directly paid for by the households. Despite improving school attendance and retention, recent studies show that the SMP is one of main consumers of wood-fuel daily (consuming an estimated 1 million metric tons of wood annually) significantly contributing to deforestation and overall reduction of vegetation cover at the school level and the surrounding community. This approach is not sustainable, not only for environmental conservation, but also in the efficient use of the meagre school resources. Management of the SMP is very expensive at each school unit level (wood fuel, clean water, adequate food storage, and cooks). The CKA-SMP is successfully piloted in Nairobi city through a Public Private Partnership (PPP)²¹ and is benefitting over 250,000 learners including refugees. The POM will include details of the proposed CAK approach.

C. Proposed Program Development Objective(s)

Program Development Objective(s)

- 16. The Program Development Objective (PDO) is to improve equitable access to quality secondary education, and strengthen systems.
- 17. The Results Areas (RAs) for the Program are:
 - a) RA 1: Expand equitable access to quality Junior and Senior School Education.
 - b) RA 2: Improve teaching quality in Junior School.

²¹ <https://food4education.org/>



- c) RA 3: Strengthen Systems for Equitable Service Delivery in Junior and Senior Schools.

18. Progress towards the PDO will be measured through the following PDO indicators:

- a) Retention rate of learners in Junior Schools in target Counties (Percentage, disaggregated by gender, refugees²², and host communities). (DLI).
- b) Average learner test score in integrated Science, Mathematics and English at Junior school, Grade 8, in targeted Counties.²³

This indicator includes sub-indicators on subject-specific baselines and targets for test scores by each subject, and disaggregated by boys/girls, refugees, and host communities.

- c) Improve alignment of the basic education system towards learning and its monitoring. (DLI)

D. Environmental and Social Effects

19. Based on the proposed interventions, the Program's environmental and social (E&S) risk rating is assessed as **Moderate**. The program is expected to yield benefits in strengthened systems, enhanced access, and social inclusion in education. The effects are likely to be temporary, limited in magnitude, site-specific, manageable, and reversible in nature. Positive environmental effects include: the adoption of climate-resilient strategies in the expansion of school infrastructure and in Pre-service Teacher Training Colleges (TTCs); lower safety risks to teachers from reduced travel as lesson live streaming is scaled up; reduced resource consumption and emissions, and cost savings in printing materials and fuel from adoption of e-assessments by Kenya National Examination Council (KNEC) and learning institutions; and reduced wood-fuel consumption and carbon footprint as a Centralized Kitchen Approach (CKA) is adopted in preparation of school meals. The potential negative environmental effects relate to; (i) safety incidents involving workers or the surrounding community in contact with construction sites or activities; (ii) environmental pollution from inadequate management of emissions, discharges, and waste management at construction sites; (iii) loss of biodiversity in clearance of sites such as the expansion of Low-Cost Boarding Schools (LCBS)/Peace Schools; (iv) inefficient use of resources; (v) generation, handling, and disposal of e-wastes from the adoption of Information and Communication Technology (ICT) tools, including livestreaming equipment, projectors, and computers, may result in electronic waste generation; and (vi) with the transitioning to a CKA for the SMP, if non-renewable energy sources are used there could be increased greenhouse gas emissions.

20. Social risks and impacts associated with the PforR activities are anticipated to be **Moderate**. Positive social effects include; the support for Camp-Based Junior Secondary Schools (JSS) will improve access to education, reduce dropout rates, and enhance the overall quality of education for refugee learners; the provision of Core Textbooks and Teacher Guides will facilitate a smooth transition from Junior Secondary Schools (JSS) to Senior School Schools (SSS); the expansion of low-cost boarding schools/Peace School (LCBS) and implementing transport solutions for learners from counties with high rates of out-of-school children (OOSC) will increase school attendance and decrease dropout rates, particularly for vulnerable children affected by insecurity, nomadic lifestyles, and extreme poverty; Enhancing the capacity of educational institutions and centers to support children with special needs and disabilities will promote inclusivity in education and ensure access to appropriate assessments, placements, and necessary interventions to support their learning; Scaling up the lesson livestreaming initiative helps mitigate the impact of teacher shortages, particularly in regions facing security challenges and ensures students have access to continuous learning; and, The

²² Refugee specific breakdown data including host communities is included in the Results Framework on the Project Appraisal Document (PAD).

²³ The related intervention will target all Junior Schools in the Country. However, the Program will closely track results for lagging counties in learning outcomes.



pilot scholarship program for teacher trainees from poor and vulnerable households, with a focus on recruiting at least 50 percent females, will promote gender equity in education. The potential negative social effects relate to: (i) exclusion of vulnerable and underserved learners in a context of limited resources; (ii) selection bias and elite capture of Program resources and benefits; (iii) upsetting of local community dynamics, and social cohesion where Program interventions such as the CKA may lead to the displacement of local food vendors who traditionally supplied meals to schools impacting their livelihoods; (iv) exclusion of learners with disabilities where learning systems and infrastructure does not accommodate their differentiated needs; (v) developing and variable capacity of the Government to manage E&S risks; (vi) Sexual Exploitation and Abuse and Sexual Harassment (SEA-SH) arising from sector vulnerabilities and the need to protect learners; and (vii) The reliance on Information and Communication Technology (ICT) tools for teacher professional development and lesson livestreaming initiatives may exacerbate the digital divide among teachers and students.

21. Program activities will be subjected to an Environmental and Social Systems Assessment (ESSA) to interrogate existing government systems and capacities for ESHS management, at both national and county levels to plan and implement effective measures. Mitigatory measures will be detailed in the Program Action Plan (PAP), embedded in the Program design and the updated KPEELP Environmental, Social, Health and Safety Management (ESHM) Manual. This will also build upon the strong foundations and lessons learnt from Bank funded projects such as SEQIP and KPEELP. Consistency with the six core principles of the World Bank's policy on Program-for-Results financing to effectively manage program risks and promote sustainable development, will also be considered. ESSA consultations will be undertaken with, but not limited to, the Ministry of Education (MoE) and Teachers Service Commission (TSC), Centre for Mathematics, Science and Technology Education in Africa (CEMASTEA), Kenya Education Management Institute (KEMI), National Council for Nomadic Education in Kenya (NACONEK), Kenya Institute of Curriculum Development (KICD), Kenya National Examination Council (KNEC), Jomo Kenya Foundation (JKF), Kenya Institute of Special Education (KISE) and Department of Refugee Services (DRS).
22. To avoid, minimize and mitigate adverse E&S effects associated with SEEQIP, the Program design excludes high risk activities from Program financing but supports systems strengthening to manage the full range of potential risks and impacts. Activities related to land acquisition, degradation of critical habitats or cultural heritage sites of value, that have potential for forced and child labor and those that are likely to lead to marginalization and conflicts within social groups or impact negatively on vulnerable groups (including refugees) or natural resources subject to traditional ownership, are all excluded. The proposed activities under the SEEQIP are not expected to cause harm to any distinct social groups including Vulnerable and Marginalized Groups (VMGs) VMGs. The design of the Program aims to enhance inclusion, protection, and integration of VMGs/IPs communities through effective consultation process. The Program will also strengthen social accountability systems and Grievance Redress Mechanisms, interoperable between the MoE, TSC and SAGAs, to provide an effective platform to seek redress and timely resolve conflicts. In addition, the capacity of the MOE, TSC and related SAGAs to manage environmental and social risks will be enhanced to address the potential cumulative environmental and social impacts associated with many sub-projects in the Program.
23. For the IPF component, the **Environmental Risks** are assessed as **Low** while **Social and Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) Risks** are assessed as **Moderate**. The proposed activities are related to capacity building, Technical Assistance (TA) and Program management which are unlikely to have significant E&S risks and impacts. E&S risks relate to community health and safety, labor management of project workers, exposure to SEA-SH and other forms of GBV. These will be managed through embedding of E&S considerations in ToRs and robust supervision and monitoring. In addition, these risks will be mitigated by the preparation and implementation of a Stakeholders Engagement Plan (SEP) and an Environmental and Social Commitment Plan (ESCP), stipulating material measures and actions including MoE's and TSC's roles and responsibilities.



Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts of the IPF Component

24. The proposed Program has a nationwide coverage, and interventions will be implemented based on needs assessments that will be carried out by the Ministry of Education. Up to this stage, no specific locations have been identified, but these are expected to be within established educational institutions. As such, the interventions are unlikely present any significant risks or adverse impacts on the surrounding physical or socio-cultural environment. Monitoring of Program indicators and results will however be done on 19 counties that have high levels of inequality in secondary education. The counties include Wajir, Mandera, Turkana, Garissa, Samburu, Siaya, Bungoma, Bomet, Kisii, Narok, Tana River, Elgeyo Marakwet, Baringo, Migori, Laikipia, Kitui, Kericho, Embu, and Meru. Some of the targeted counties have a presence of VMGs. Other counties such as Wajir, Mandera, Turkana, Garissa, and Samburu are considered hard to serve given their fragility, conflict and violence status. The IPF component will finance targeted type 2 and type 3 TA activities, Supporting the formulation of policies, programs, plans, strategies or legal frameworks and Strengthening Borrower capacity, respectively, as per the World Bank's Operations Environmental and Social Review Committee (OESRC) Advisory Note on TA and the Environmental and Social Framework (ESF) of 2019. The preliminary TA gaps identified include: (i) insufficient information systems for inclusion and tracking of Out of School Children (OOSC), including refugees who are OOSC; (ii) design and implementation support for integrating climate mitigation and adaptation measures in the education curriculum for teacher training colleges; (iii) insufficient capacity building provided for key institutions with mandates for ongoing reforms (relevant semi-autonomous agencies under MoE); (iv) implementation of key ESRM and fiduciary actions as will be identified in the Program Action Plan (PAP); (v) insufficient capacity for Program management and implementation, including monitoring and evaluation (M&E); and (vi) lack of targeted assistance to support the transition of refugee schools managed by humanitarian aid agencies into national system/county management schools.



E. Financing

Program Financing (Template)

Source	Amount (US\$, Millions)	% of Total
Counterpart Funding	368.00	59.5%
Borrower/Recipient	368.00	59.5%
International Development Association (IDA)	250.00	40.5%
IDA Credit	200.00	32.36%
IDA Grant	50.00	8.09%
Total Program Financing	618.00	

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