



Program Information Document (PID)

Concept Stage | Date Prepared/Updated: 16-Dec-2023 | Report No: PID047

**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)	22-Apr-2024	30-Sep-2024	Education
Borrower(s)	Implementing Agency		
Republic of Kenya			

Proposed Program Development Objective(s)

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

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	1,970.00
Total Operation Cost	400.00
Total Program Cost	390.00
IPF Component	10.00
Total Financing	400.00
Financing Gap	0.00

FINANCING

Total World Bank Group Financing	250.00
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World Bank Lending	250.00
Total Government Contribution	150.00

Concept Review Decision

The review did authorize the preparation to continue

B. Introduction and Context

Country Context

- Despite continued challenges, stronger GDP growth was recorded in Kenya, accelerating from 4.8 percent in 2022 to an estimated 5.0 percent in 2023.** The increase is attributed to a strong rebound in agriculture, which had faced two consecutive years of output decline, and the continued strength of the services sector. The Kenyan economy continues to face several challenges, most notably the heightened fiscal and external vulnerabilities, manifested through record-high debt levels and a reduction in international reserves, as well as a projected deceleration in potential gross domestic product (GDP) growth persisting over the past several years. Kenya's per capita GDP is about US\$2,006.
- The Kenya Poverty and Equity Assessment (KPEA, 2023), shows economic recovery from COVID-19 began in 2021, but poverty remains above pre-pandemic levels.** Poverty at the US\$1.90/day line fell from 44 percent in 2006 to 33 percent in 2019, driven by improvements in both rural and urban areas. This progress was eroded by COVID-19, with an additional 5 million poor (about 10 percent of the population) made poor by the pandemic. Stark spatial disparities persist, with highest poverty rates still concentrated in the north.
- Kenya is highly exposed to climate change with significant impacts on economic growth and poverty reduction.** It ranks 141 out of 182 countries in the world's most vulnerable countries, according to the Notre Dame Global Adaptation Initiative (ND-GAIN) (2021). Climate variability is already a source of significant economic risk for Kenya, with its primarily rainfed agriculture sector, levels of informality in the economy, and slowdown in the structural transformation of the economy. Estimates suggest that more than 70 percent of disasters from natural hazards are attributable to extreme climatic events, mainly droughts and floods. The shocks have a strong spatial dimension of climate shocks, being more likely to affect poor regions in the Arid and Semi-Arid Lands (ASALs).
- Kenya hosts a significant population of refugees and asylum seekers.** There are over 636,024 refugees and asylum seekers in the country, 269,545 who live in Dadaab Camp in Garissa County, and 270,273 who live in Kakuma Camp and Kalobeyei Settlement 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 partners. The inflow of refugees has significantly changed the population, spatial, and social dynamics of host counties. The GoK has demonstrated its commitment to the Global Compact on Refugees by enacting the Refugees Act of 2021, which grants refugees more rights and protections, and by drafting the Socioeconomic Hubs for



Integrated Refugee Inclusion (upcoming SHIRIKA plan, 2023), which seeks to create more integrated settlements where refugees can live, access social services and work alongside Kenyans.

Sectoral (or multi-sectoral) and Institutional Context of the Program

5. **Kenya's commitment to basic education has materialized into several important reforms and programs.** These include introduction of Free Primary Education (FPE) in 2003, and Free Day Secondary Education (FDE) in 2008; roll out of the Competency Based Curriculum (CBC) and Competency Based Assessment (CBA) in 2017; and implementation of 100 percent transition policy. Education spending in Kenya, was 4.8 percent of GDP in 2021 which is much higher than the average of Sub-Saharan Africa which was 3.8 percent. Despite the huge student enrolment growth, spending per student has also increased in nominal terms. For example, secondary education per student unit costs, increased from about US\$39 in FY 2014/2015 to about US\$52 in FY 2019/2020. Overall, spending on secondary education as percentage of total education budget increased from 12.2 percent in 2015/16 to 15.7 percent in 2019/20. These sustained efforts have translated into positive outcomes, with most children completing primary education and transitioning to secondary education.

6. **Despite the good progress in national level indicators, vast disparities remain in access and gender in secondary school participation.** Sub-national inequalities in Human Capital Index (HCI) continue to constrain progress towards significant achievement of equitable access to quality primary and secondary education. High levels of inequality in secondary education remain based on geographical location and income, limiting the reach of the ongoing major reforms in secondary education. Rural and poor areas still have lower participation in secondary education, and poor educational outcomes are concentrated in some counties mainly located in the north and northeast, and other arid and semi-arid areas. Schools in these regions also have fewer available education resources mainly because of the low student enrollment. The student capitation amounts are not differentiated by school size or socioeconomic characteristics of students, which limits the equity impact of the grants. The government is undertaking a reform to introduce an operational grant top-up to cushion Junior schools¹ with low enrollments, which are mainly in the ASALs.

7. **School participation for refugee children is lowest in secondary schools suggesting low transition from primary schools.** While considerable progress has been made in promoting inclusion of refugee in the national education system, challenges remain. The main barriers to secondary school participation include socio-economic factors, lack of core instructional materials, overcrowded classrooms (over 100 learners per classroom), and insufficient numbers of qualified teachers in camp-based refugee schools. The Kenya Primary Education Equity in Learning Program (PEELP, P176867) is supporting all camp-based refugee primary schools to improve teaching and learning conditions, as well as target refugee learners to access quality secondary education through scholarships.

8. **At least 10 percent of secondary school-aged children (14-17 years old) were estimated to be out-of-school (OOSC)⁴ in 14 and 17 out of 47 counties respectively.** Most counties in the ASALs have a total net attendance rate far below the national average. Evidence shows the OOSC in Kenya come from varies backgrounds – children living with

¹ In CBC, the new Education structure is classified as follows: 4 – 5 years pre-primary, 6 –11 years for primary, 12 –14 years Junior secondary, 15 – 17 years senior secondary, and 18-22 tertiary education.



disabilities, engaged labour, married off early living in regions affected by insecurity, pastoralist communities, orphaned, or displaced by other emergencies.

9. **Special Needs Education (SNE).** Public secondary schools account for over 97 percent of learners with special needs mainly visual and hearing impairment, physical disabilities, and mental disabilities. The number of secondary schools offering special needs education (specialized and integrated units), increased from 106 in 2017 to 4,355 in 2020. Consequently, the total enrolment of learners with special needs enrolled in secondary education increased from 4,794 in 2019, to 11,088 in 2020. The SEQIP and PEELP Programs are supporting SNE through provision of learning assistive devices and adoption of CBC and CBA for SNE.

10. **The share of secondary school students scoring an average grade C+ (plus) has slightly improved.** The improvement is attributed to ongoing efforts to improve classroom instruction for Sciences, Mathematics and English (SME). However, learning achievements in sciences, Mathematics and English (SME) are low. For example, in 2022, over 50 percent of grade 12 learners attained below grade D in mathematics (below average score, C+). Gender parity index at Secondary Education, varies for Top- and bottom- counties.

11. **Teacher management and continuous professional development.** The ongoing Kenya Secondary Education Quality Improvement Project (SEQIP, P160083) and PEELP operations are supporting major reforms in evidenced based teacher deployment to schools with the highest teacher shortage; development and roll out of the Teacher Professional Development (TPD modules); implementation of the Teachers Performance Appraisal and Development (TPAD) to enhance teacher accountability including time on task; design and implementation of the pilots for School Based Teacher Support Initiative (SBTSi) to enhance mastery of subject matter content and improve pedagogy for SME in target secondary schools; reforms in pre-service teacher training for primary school teachers; and development of a new staffing norm to optimize utilization of existing teachers.

12. **The system needs to expand rapidly, and with quality, to accommodate the fast -growing number of students in secondary education (Junior and Senior Schools).** Public schools account for the largest share of enrolment in secondary education, 95.3 percent. The continued rapid rise in school enrolment and transitions, continues to greatly strain resources and infrastructure. Demographic pressures together with government targets of increasing access to secondary education could mean the number of students will almost double by 2035.

Relationship to CAS/CPF

13. **The proposed PforR is aligned with the World Bank Group Country Partnership Framework for Kenya (CPF, FY22–FY27 discussed by the Board on August 22, 2022, Report No. 172255-KE), which identifies three High-Level Outcomes (HLO):** (i) faster labor productivity growth; (ii) inclusion and equality institutionalized; and (iii) greater productivity and preservation of Kenya’s natural capital. The proposed operation supports achievement of the first and second HLOs (‘i’ and ‘ii’). Improving secondary education outcomes also supports capitalizing on the current demographic transition, and promotion of gender equality in education and employment. The Program is also aligned with the World Bank’s Human



Capital Project (HCP)², which makes the case for investing in people and bolstering demand for interventions that will build human capital.

14. **The proposed Program is consistent with Kenya's Nationally Determined Contributions (NDC) submitted in 2015 and updated in 2020, National Adaptation Plan (NAP 2015–2030) and National Climate Change Action Plan (NCCAP 2023–2027).** Under the NDC, Kenya has committed to abate its GHG emission by 32 percent by 2030 relative to the business-as-usual scenario. The NAP calls for enhancing climate proofing of infrastructure, as well as mainstreaming climate change adaptation in education and training. The NCCAP focuses on youth inclusion in Kenya's climate agenda and aims to mainstream climate change at all levels of education. The Proposed operation is also consistent with the Kenya Country Climate and Development Report (CCDR) which recommends building resilience in education services and skills training through increased awareness, use of ICT to reduce disruption in education, adapting educational infrastructure to climate shocks, and developing skills at the tertiary level to enable Kenya's youth to thrive in a climate-compatible economy.

15. **The Program supports the key objectives of the Window for Host Communities and Refugees (WHR) and Government of Kenya refugee policy priorities.** It addresses WHR's objectives to create social and economic development opportunities for host communities and refugees and facilitate sustainable socioeconomic inclusion of refugees in the host country. In Kenya's WHR Strategy Note for IDA20, the Government identified supporting devolution and key education needs, as outlined in the forthcoming Shirika Plan and County integrated plans³ as key policy priorities.

16. The World Bank, following consultation with United Nations High Commissioner for Refugees (UNHCR),⁴ confirms that the protection framework for refugees continues to be adequate in Kenya for accessing financing from the IDA20 Window for Host Communities and Refugees (WHR). Kenya's treatment of refugees is governed by the Refugees Act of 2021 and is largely in line with international and regional refugee protection standards and Kenya's commitments under the Global Compact on Refugees (GCR). It provides protection against refoulement and outlines asylum procedures, including registration, documentation, and refugee status determination.

Rationale for Bank Engagement and Choice of Financing Instrument

17. **The Government of Kenya (GoK) has shown an impressive commitment to the principles of education financing, universal access, equity, quality, and relevance in basic education.** In turn, these efforts have translated into several important reforms and programs. Majority of children in Kenya are completing primary education and are transitioning to secondary education. Maintaining the growing demand for basic education and ensuring recovery from the pandemic impact on basic education has demanded significant resources. Sustaining the high levels of core and critical investment to address growing needs in education is therefore a necessity.

18. **Despite the milestones achieved in secondary education, important gaps remain and continue to constrain achievement of equitable access to secondary education, and service delivery at the national and secondary school levels.** The World Bank is playing a critical role in policy dialogue and supporting investments aimed at enhancing access to equitable and quality basic education in Kenya GPE Primary Education Development Project (PRIEDE, P146797), SEQIP and PEELP operations). The proposed Program adopts a programmatic approach to World Bank's overall support to basic

² Human Capital Project, 2018. International Bank for Reconstruction and Development, The World Bank.

³ Kalobeyei Integrated Socio-economic Development Plan (KISED) and Garissa Integrated Socio-economic Development Plan (GISED).

⁴ Based on UNHCR's Kenya Refugee Protection Assessment Update No. 5 from January to June 2023.



education in Kenya by directly linking its development objectives and main interventions to the ongoing SEQIP and PEELP. The proposed operation specifically builds on the designs of SEQIP and PEELP to allow for a longer term and structured engagement in basic education through continued investments in a set of core building blocks and proximate determinants of learning.⁵ The three operations will advance in a mutually reinforcing approach and enhance the effectiveness and reliable financing in basic education in Kenya.

19. **The proposed operation combines the use of the Program-for-Results (PforR) instrument with the use of an Investment Project Financing (IPF).** The PEELP has built MoE familiarity with the PforR instrument and enabled a focus on results. This PforR builds on the PEELP Program, to supports gaps in secondary education within the existing government program the National Education Sector Strategic Plan (NESSP II, 2023/2024 to 2027/2028). This is the second PforR in the education sector in Kenya.

20. This PforR combined with IPF Technical Assistance (TA) is a good combination as government TA needs field through TA to implements the results. Preliminary TA gaps include: (i) improvement of information systems for inclusion and tracking of OOSC including refugees who are OOSC, (ii) design and implementation support for climate mitigation and adaptation measures for teacher training colleges, (iii) enhance capacity building of key institutions with mandates for ongoing reforms (relevant semi-autonomous agencies under MoE), (iv) implementation of key safeguards and fiduciary actions as will be identified in the Program Action Plan (PAP), (v) Program management and implementation, including monitoring and evaluation (M&E), and (vi) support gradual integration of refugees learners in secondary schools into national education systems.

C. Program Development Objective(s) (PDO) and PDO Level Results Indicators

Program Development Objective(s)

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

PDO Level Results Indicators

22. Progress toward the PDO will be measured through the following PDO indicators⁶:

- a) Transition rate of students to Senior School in target sub-counties (Percentage, disaggregated by gender, and refugees (DLI).
- b) Average student test score in Integrated Science, Mathematics and English at Grade 8 at public Junior secondary schools in targeted sub-counties (Sub-indicators by subject and grade. Disaggregated by gender, and refugees).
- c) Implementation of the new Teacher's staffing norms ⁷ in selected Counties (DLI).

⁵ Source: World Bank. 2018. WDR 2018: Learning to Realize Education's Promise. Washington, DC; and Crawford, Barron, et al. 2021. Attaining the Learning Target: A Policy Package to Promote Literacy for All Children (English). Washington, D.C.: World Bank Group. Determinants of learning: prepared learners, teachers and effective teaching, essential school inputs, effective school management, and schools are safe and inclusive spaces.

⁶ Baseline for the PDO indicators on learning outcome will be derived from the current grade 7 end of year assessments, November 2023.

⁷ The new norms are a major shift and aim at rationalizing optimal utilization of existing teachers. For example, teacher sharing for schools within a specified physical distance, and where the concerned teachers do not have adequate lessons/workload per week as required. An action plan to implement the new reform is being discussed with the client. The specific target areas will be derived from this plan.



- d) Percentage of target Junior secondary schools receiving an operations grant each school calendar year⁸ (DLI).

D. Program Description

PforR Program Boundary

23. **Building on the PEELP, the proposed program is grounded in the Government's NESSP II (2022/2023 to 2027/28).** The NESSP II was reviewed and extended to align it with the new Government's Fourth Medium Term Plan (MTPIV, 2023-2027), and the key recommendations from the report of the Presidential Working Party on Education Reform (PWPER, 2023). However, the four pillars of NESSP II remain (i) access and participation; (ii) equity and inclusiveness; (iii) quality and relevance; and (iv) governance and accountability. Notably, the updated NESSP II includes a stronger emphasis on refugee education. Specifically, the NESSP II highlights school participation for refugee children is lowest at the secondary level, and emphasis efforts towards inclusion of refugee children in the national education system.
24. **Program Boundary.** The preparation stage will include a detailed analysis of relevant expenditures program for proposed targeted counties under RAs 1 and 2 to delimit the specific activities supported by the Program within the larger target sub-programs in the NESSP. The estimated program expenditure at concept stage is a subset of relevant budget lines amounting to a total of US\$400 million. A detailed Program budget and expenditure budget analysis by target sub-programs will be conducted during preparation.
25. **The proposed Program has three Result Areas (RA) and an accompanying IPF component.**
26. **RA 1: Expand equitable access to quality Junior and Senior school education.** The roll out of the new CBC and CBA in secondary education offers a transformative approach to learning, but its effectiveness hinges on adequate resources and implementation to deliver the ambitious reforms. The main changes introduced in the new CBC at Junior and Senior secondary are: skills and competency oriented, real-world applications, learner-centered, continuous assessment and student feedback, and pathway specialization at Senior school. The Kenya Primary Education Equity in Learning Program (PEELP, P176867) is supporting development of the CBC and CBA up to grade 12.
27. **RA 2: Enhance teaching quality, teacher development and management including for refugees.** This RA will further enhance quality and relevance of in-service and pre-service teacher training interventions.
28. **RA 3: Strengthened Systems for Equitable Service Delivery in Junior and Senior Schools.** This RA entails building sustainable systems for enhancing institutional capacity and quality, to improve equitable service delivery including for refugee learners, in a systemic and sustainable approach. The target institutions for this RA. Relevant institutional assessments will be updated to inform strategic systems strengthening and capacity building. However, these institutions are already supporting implementation of selected activities for PEELP and SEQIP. Specifically, this RA will focus on adequate implementation and reporting of the operational grants to schools, institutionalize successful reforms such as textbooks procurement and distribution; capacity building of Junior school management; operationalizing a central

⁸ Based on lessons learned from implementation of the school grants under the closed PRIEDE project (Kenya Primary Education Development Project, P146797), and the ongoing PEELP operations, the government is initiating allocation of a top up grant to support essential school operations. The objective of this grant is to mainly caution schools the lowest enrollments mainly located in the ASALs. Currently, allocation of student capitation is only based on student enrollment.



scholarship administration system; roll out of hybrid and e-assessments in line with the CBA; and support to transition of refugee education services to relevant government systems as will be described in the upcoming Shirika Plan (once approved).

E. Initial Environmental and Social Screening

29. The program is expected to yield benefits in strengthened systems, enhanced access, and social inclusion in education. The proposed interventions under **the Program, from a preliminary risk screening, have potential to generate environmental and social (E&S) effects assessed as Moderate**. The effects are likely to be temporary, limited in magnitude, site-specific, manageable, and reversible in nature. The potential 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 and discharges at construction sites; (iii) loss of biodiversity in clearance of sites; (iv) inefficient use of resources; and (v) generation, handling, and disposal of e-wastes and other waste. The potential social effects include: (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 include refugees and other displaced persons; (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; and (vi) Sexual Exploitation and Abuse and Sexual Harassment (SEA-SH) arising from sector vulnerabilities and the need to protect learners. Activities resulting in land acquisition and displacement will be excluded from Program activities.

30. Program activities will be subjected to an Environmental and Social Systems Assessment (ESSA) to interrogate existing government systems and capacities for ESHS management with mitigatory measures being detailed in the Program Action Plan (PAP) and the updated Environmental and Social Management System (ESMS). This will also include measures put in place to build upon the strong foundation and lessons learnt from Bank funded projects such as SEQIP and KPEELP. Activities under the IPF, mainly being TA in nature, are unlikely to have significant E&S risks and impacts and will be managed through embedding of E&S considerations in terms of reference and robust supervision and monitoring. As the risk rating is assessed as Low, an Environmental and Social Commitment Plan (ESCP) will be prepared stipulating material measures and actions for the management of risks and impacts including MoE'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

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