Program Information Documents (PID)

Appraisal Stage | Date Prepared/Updated: 07-Nov-2022 | Report No: PIDA270439

BASIC INFORMATION

A. Basic Program Data

Country	Project ID	Program Name	Parent Project ID (if any)
Kenya	P179670	AF for Primary Education Equity in Learning Program	P176867
Region	Estimated Appraisal Date	Estimated Board Date	Practice Area (Lead)
EASTERN AND SOUTHERN AFRICA	17-Oct-2022	12-Dec-2022	Education
Financing Instrument	Borrower(s)	Implementing Agency	
Program-for-Results Financing	Republic of Kenya	Ministry of Education	

Program Development Objective(s)

To reduce regional disparities in learning outcomes, improve the retention of girls in upper primary education, and strengthen systems for delivering equitable education outcomes.

COST & FINANCING

SUMMARY (USD Millions)

Government program Cost	117.10
Total Operation Cost	117.10
Total Program Cost	98.49
IPF Component	18.61
Total Financing	117.10
Financing Gap	0.00

FINANCING (USD Millions)

Total Non-World Bank Group and Non-Client Government Financing	117.10
Trust Funds	117.10

B. Introduction and Context

Country Context

1. **The recently approved Program Appraisal Document (PAD) for the PEELP (P179225)[1], adequately describes the Country Context, which is relevant to this AF operation.** To summarize, before the Coronavirus Disease 2019 (COVID-19) pandemic, Kenya had achieved strong development gains including inter alia, becoming a lower-middle-income country, reducing poverty, and building its human capital. Kenya had a population of 47.5 million (2019) and a per capita gross domestic product (GDP) of US$1,879 (World Development Indicators (WDI), 2020). The COVID-19 pandemic has significantly affected the economy and increased poverty. According to the Kenya Economic Update (2021), COVID-19 has removed the last decade of progress on poverty reduction, increasing poverty by 8 percentage points, leading to an additional 3.5 million of citizens sliding into poverty. In 2021, economic activity rebounded, albeit with considerable variation across sectors.

2. **The country's ranking in the World Bank's Human Capital Index (HCI, 2020) places Kenya third in Sub-Saharan Africa, after Seychelles and Mauritius, reflecting significant investments in health care and basic education.** However, disparities and inequities in HCI pose a big challenge that needs to be addressed. Prevailing inequities in access to quality primary education schooling have resulted in significant subnational variations in HCI and Learning-Adjusted Years of Schooling (LAYS) indicators. The COVID-19 pandemic is likely to exacerbate inequalities in human development unless urgent and concentrated efforts are made to counter its adverse effects to the most vulnerable populations including those in lower wealth and income quintiles, women, refugees and their host communities, the populations of North and North Eastern counties, as well as the inhabitants of the numerous informal settlements across the country.

---

[1] https://projects.worldbank.org/en/projects-operations/document-detail/P176867

Sectoral and Institutional Context

3. **A detailed assessment of the sector's achievements and main constraints, including refugee education, is presented in the PEELP PAD.** Key achievements highlights include: design and roll out of a Competence Based Curriculum and assessment (CBC), which seeks to ensure that learners acquire core competences and emphasizes Competency-Based Assessment (CBA) rather than the end-of-term summative evaluations; ongoing reforms in teacher management and development to address absenteeism of teachers and their ineffectiveness in the classroom due to inadequate mastery of subject content knowledge and pedagogic skills; improved school inputs such as procurement and distribution of core textbooks ensured that each learner in grades one to twelve has access to essential learning materials; strengthened school management structures through decentralization of key functions to county and subcounty education offices to strengthen school-level management and accountability and improve teacher management; and substantial investment in education technology through the Digital Literacy Program (DLP).

4. The PEELP PAD, comprehensively describes the main challenges in basic education, including girls' and refugee education. Below is a summary of the key challenges, which also apply to refugee education:

   (a) *Prevailing inequities in access.* Kenya stands out among its African peers in educational performance, however the national level achievements mask wide regional and other disparities. Counties such as Wajir and Mandera (refugee host Counties) have pre-primary Net Enrollment Rates (NERs) enrollment rates of only 26 percent and 18 percent, respectively (compared to near universal access in Nairobi). Primary NERs vary widely as well, ranging from 42 percent in Garissa County (refugee host County) to 96.8 percent in Nyeri County. The National Education Sector Strategic Plan (NESSP) notes that nearly 6 out of 10 children from the poorest quintile, and particularly girls, who enrolled in Grade 1, are expected to complete Grade 6. Regarding refugee children in Kenya, there are about 246,000 school age refugee children in Kenya (between the ages of 3-17), including 216,781 in the refugee camps. However, only 75,782 (35 percent) of school-aged children in the camps are enrolled in schools. In urban areas, refugee primary and secondary school NER are considered low: 69 percent of urban refugee children are enrolled in primary school while 28 percent are enrolled in secondary school.

   (b) *Learning outcomes are low in higher order competencies*. Learning outcomes are low in higher order competencies. The 2018 and 2019 National Assessment System for Monitoring Learner Achievement (NASMLA) shows that only 58 percent and 59 percent of learners in grade 3 meet the minimum proficiency[2] levels in literacy and numeracy, respectively. While the National average for HCI harmonized learning outcomes is 455, Counties such as Wajir and Mandera perform below the national average, at 371 and 355 respectively. Learning outcomes also vary by wealth quantiles likely contributing to dropouts and low retention rates in some regions. Kenya performs relatively well in learning outcomes compared to other Sub-Saharan Africa countries but needs to benchmark its education performance with the relevant Upper Middle-Income Countries (UMIC) such as Vietnam and Singapore.

   (c) *Low quality pre-school services negatively impact foundational learning.* Significant gains in access have been realized in pre-school. However, low quality pre-school services negatively impact foundational learning. Despite increased enrollment, recent studies have shown dramatic variations across the counties in quality of pre-school services (in-adequate training of teachers, lack of a mechanism for teacher development and management at pre-school level, and of teachers teaching in pre-school). These issues, together with other challenges, could be mediated through the establishment of a national quality assurance framework, standards, and tools for pre-school education.

(d) *Teachers and effective teaching.* The existing preservice training curriculum does not provide adequate classroom experience for teacher trainees, lacks emphasis on acquisition of pedagogical skills and classroom management, and is not aligned with the CBC and CBA. In addition, the average pass rate in the past two years (2018 to 2019) for teacher trainees in Primary Teachers Training Colleges is only 60 percent. Ongoing education projects[3] are supporting comprehensive in-service Teacher Professional Development (TPD) interventions aimed at enhancing teacher accountability and improving mastery of subject matter content and pedagogical practices. Teacher distribution is highly uneven across Counties, further limiting delivery of quality basic education services. In the refugee camp-based schools in Turkana and Garissa, the Pupil Teacher Ratio (PTR) is above the national target, reaching an average of 75:1.

(e) *Impact of COVID-19 on Education.* The COVID-19 is likely to exacerbate the existing challenges in access and learning leading to worsening learning outcomes, higher dropouts, and higher inequality. Unless the widening disparities are addressed, the learning gap in Kenya will widen and consequently have negative impact on future worker productivity. The COVID-19 pandemic has intensified the pre-existing challenges to girls' education while increasing political will to tackle these concerns. In 2021, the Government conducted a study on the "Impact of COVID-19 on adolescents in Kenya". The study showed about 4 percent (328,000 girls) of 15-19-year-old adolescent girls became pregnant in the first year of the pandemic.

Kenya Global Partnership for Education Compact:[4]

5. **The Kenya GPE Compact, April 2022, is aligned with the main achievements and challenges in the Sector summarized above**. The overall development objective for the Kenya GPE Compact April 2022 is to 'improve learning outcomes' through:

   (a) *Enhancing quality teaching and learning, and pre-primary education* by supporting school-based teacher support, coaching and mentoring, continuous teacher professional development, reforming pre-service teacher training, harmonizing provision of preprimary education, and enhancing parental involvement in learning.

   (b) *Achieving gender parity in education.* There is need for an integrated multisectoral and multiagency approach to, among others, support implementation of the National re-entry guidelines, and enhance psychosocial support programs to ensure the well-being of the learners.

   (c) *Enhancing access to education* by reducing regional and gender disparities at early learning (pre-primary), primary, and secondary school levels; increasing transition from primary to secondary school and progression across grades; and adopting focused interventions to address school dropout and absenteeism, facilitate re-entry, and enrollment in school for out-of-school children.

   (d) *Enhancing equity and inclusion in education* by improving infrastructure for provision of quality education in lagging counties, provision of scholarships for needy learners, adoption of gender-responsive pedagogies, redeployment and redistribution of teachers based on data and evidence, and continuity of teaching and learning during emergencies and in areas experiencing insecurity. In addition, ensure that children with special needs and disabilities, and in refugee camps are reached and included at all levels.

---

[2] Minimum proficiency level (per each competency level) is set at 50 percent benchmark. A pupil would be deemed to have acquired specific level competencies if s/he scored at least half of the items in that specific level.

[3] Kenya SEQIP (US$200M, P160083); Kenya GPE Primary Education Development Project (PRIEDE, US$97.88 million, P146797); and Kenya GPE COVID- 19 Learning Continuity in Basic Education Project (LCBEP, US$10.80 million, P174059).

[4] https://www.globalpartnership.org/content/kenya-partnership-compact

(e) *Strengthening systems capacity to support the reform interventions* by influencing a culture for data utilization in planning and decision-making. Data utilization and evidence, and sector coordination are high-priority areas for the Kenya GPE Compact. Sector coordination, within government and among partners, is needed to ensure that interventions and finances are well synergized and harmonized.

6. **The Compact identified the following enabling factors to facilitate realization of system transformation:**

   (a) Making improvements in use of data and evidence for evidence-based planning in the education sector;
   (b) Moving from plans to improved educational outcomes and monitoring and reporting that is responsive to gender and other issues of equity in the sector;
   (c) Improving on inclusive sector dialogue and coordination processes;
   (d) Improving the efficiency and equity of domestic expenditure on education; and
   (e) Strengthening the link between planning, budgeting, and results-based expenditure monitors.
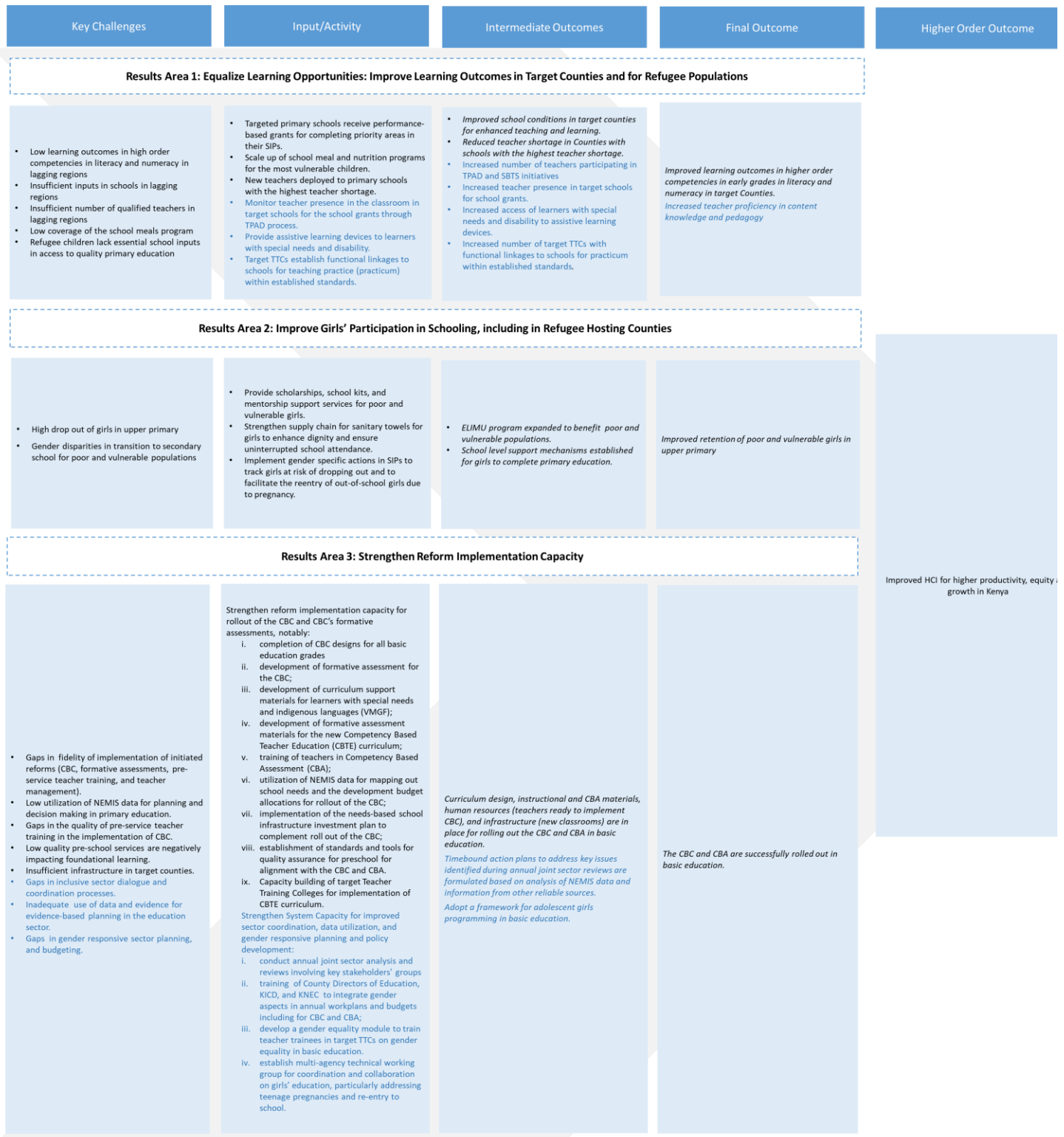
PforR Program Scope

7. **This PforR is grounded in the Government's National Education Sector Strategic Plan II (NESSP II 2022 to 2026).** NESSP II includes four pillars that are critical for addressing inequities in access to quality basic education: (i) access and participation; (ii) equity and inclusiveness; (iii) quality and relevance; and (iv) governance and accountability. Concerning regional access and quality, NESSP II aims to address regional disparities in access, and improvement in learning outcomes across the country. NESSP II also emphasizes girls' education and refuges education as cross cutting issues. NESSP II has a total of 14 sub-programs, which include sub-programs for tertiary level education and regulatory bodies. For basic education, there are eight core sub-programs: (i) governance and accountability; (ii) pre-primary education; (iii) primary education; (iv) secondary education; (v) inclusive education for learners and trainees; (vi) teacher education, professional development, and management; (vii) quality assurance and standards; and (viii) cross cutting and contemporary issues including girl's education and refugees.

8. **There has been considerable progress towards inclusion of refugees in the national education system and this project will demonstrate substantial implementation of these policies.** At present, most camp-based refugee schools follow the Kenyan national curriculum, and most refugee students take the Kenyan national examinations**.** Likewise, some of the refugee schools are headed by heads or principals registered by the TSC and most teachers in refugee schools have been trained on Kenya's new competency-based curriculum (CBC). In December 2019, Kenya pledged at the Global Refugee Forum to support education of refugees and host communities as part of the Global Compact on Refugees. Kenya finalized the Support for Host Community and Refugee Empowerment (SHARE): Kenya's Comprehensive Refugee Response Framework (CRRF) in October 2020. This strategic planning document meets the WHR requirements for a concrete refugee strategy and outlines how Kenya will implement the Global Compact on Refugees. It identifies the education challenges and strategic priorities encompassed by this project, including "expanding the provision of public education and training in refugee-hosting areas, including the integration of camp-based learning institutions in the national education system, and strengthening teacher management and their professional development and certification by increasing the number of qualified Kenyan teachers in refugee-hosting areas, as well as investing in training of refugee teachers as professionals, thus building human capital for both themselves and their learners." At the county level, Turkana West and Garissa have developed Integrated Socioeconomic Development Plans (KISEDP – operational, and GISEDP draft) which outlined strengthening socioeconomic development, including education priorities encompassed under this project, through area-based planning for services, shared infrastructure, and employment creation among refugees and host communities. With support from a range of partners, including the World Bank, a draft costed plan for implementation of the proposed Education Policy on Inclusion of Refugees and Asylum Seekers into the National Education has been developed. The draft plan informs this Operation. This Operation will support implementation of the refugee education planning priorities, which are not currently constrained by a lack of an approved refugee policy for education, and whole-of-government coordination and policy dialogue on refugee education. In addition, as requested by MoE, the Operation will support the government to analyze and quantify its direct support to refugee children enrolled in public schools in urban centers, including in the informal settlements, through the provision of student's capitation grants, payment of examination fees, provision of textbooks, and scholarship awards to refugees to access secondary school education.

9. **Other Development Partners.** There are Development Partners (DPs) supporting the education sector but are not part of the Program boundaries mainly because of their financing modalities, which are mainly not within the government systems. However, once the new GPE grant to Kenya is approved, these resources may be considered as part of the Program boundaries and could support specific DLIs within the Operation.

10. Prevailing inequities in school participation and learning outcomes present the largest constraints on human capital formation and have contributed to variations in subnational HCI in Kenya. The lack of human capital formation amongst refugees, a growing segment of the schooling population, also limits their ability to build skills and resilience during and after displacement and has implications for their protection. Considering the strong correlation observed between learning disparities across different groups (regional, gender) and variations in subnational HCI, reduction of these disparities would be critical for closing the learning gap impeding improvement in the country's overall HCI that is needed for higher growth, equity, and productivity.

11. The proposed Operation will address the inequities in primary education through a conceptual framework that addresses three dimensions of equity in primary education. The stand-alone Technical Assessment includes a detailed description of the constraints to equitable access to primary education. The first dimension focuses on the participation and success of learners in lagging regions, including refugee populations, and requires strengthened focus on the proximate determinants of learning, including on the preparedness of learners, teaching effectiveness, adequacy of school inputs, and effective school management. This implies the need for underperforming schools, including camp-based refugee schools, to be allocated additional resources and support for improving these determinants of learning. The second dimension focuses on gender, an important equity concern because girls are still lagging in school participation as indicated by their high dropout rates in upper primary and low primary-cycle completion rates. The third dimension pertains to the overall levels of service provision, and the need to align key initiated reforms for delivering equitable learning outcome at scale. This specifically includes the adequacy and the right kinds of provision to ensure that children nationwide have access to quality primary education opportunities.

12. The theory of change for the proposed Operation draws on the above conceptual framework to inform the Results Chain that links inputs/activities in three main results areas – *equalize learning opportunities, improve girls' participation in schooling, and strengthen reform implementation capacity* – to the final outcome of *reduced subnational disparities in learning outcomes, improved retention of girls in upper primary education and strengthen systems for delivering equitable education outcomes.* This final outcome is the Program Development Objective of the proposed Operation, which contributes to the higher order outcome of improved HCI for higher productivity and growth. The third result area, which relates to the reforms initiated by the Government to roll out the Competency Based Curriculum and formative assessments to schools nationwide, cuts across the first and second results areas to ensure that adequate and quality education services are provided to all learners.

13. Figure 1 summarizes the results chain derived from the TOC, which links key identified challenges with the main Program interventions in the three results areas, the expected outcomes of these interventions, and the overall Program Development Objective. The results chain framework is adjusted to reflect a proposed new PDO indicator and new activities (input and activity) under the AF. Specific changes are marked in color.

Figure 1: Theory of Change for PEELP Program with AF

Key Challenges	Input/Activity	Intermediate Outcomes	Final Outcome	Higher Order Outcome

Results Area 1: Equalize Learning Opportunities: Improve Learning Outcomes in Target Counties and for Refugee Populations

Key Challenges	Input/Activity	Intermediate Outcomes	Final Outcome	Higher Order Outcome
• Low learning outcomes in high order competencies in literacy and numeracy in lagging regions • Insufficient inputs in schools in lagging regions • Insufficient number of qualified teachers in lagging regions • Low coverage of the school meals program • Refugee children lack essential school inputs in access to quality primary education	• Targeted primary schools receive performance-based grants for completing priority areas in their SIPs. • Scale up of school meal and nutrition programs for the most vulnerable children. • New teachers deployed to primary schools with the highest teacher shortage. • Monitor teacher presence in the classroom in target schools for the school grants through TPAD process. • Provide assistive learning devices to learners with special needs and disability. • Target TTCs establish functional linkages to schools for teaching practice (practicum) within established standards.	• *Improved school conditions in target counties for enhanced teaching and learning.* • *Reduced teacher shortage in Counties with schools with the highest teacher shortage.* • Increased number of teachers participating in TPAD and SBTS initiatives • Increased teacher presence in target schools for school grants. • Increased access of learners with special needs and disability to assistive learning devices. • Increased number of target TTCs with functional linkages to schools for practicum within established standards.	*Improved learning outcomes in higher order competencies in early grades in literacy and numeracy in target Counties.* *Increased teacher proficiency in content knowledge and pedagogy*	

Results Area 2: Improve Girls' Participation in Schooling, including in Refugee Hosting Counties

Key Challenges	Input/Activity	Intermediate Outcomes	Final Outcome	Higher Order Outcome
• High drop out of girls in upper primary • Gender disparities in transition to secondary school for poor and vulnerable populations	• Provide scholarships, school kits, and mentorship support services for poor and vulnerable girls. • Strengthen supply chain for sanitary towels for girls to enhance dignity and ensure uninterrupted school attendance. • Implement gender specific actions in SIPs to track girls at risk of dropping out and to facilitate the reentry of out-of-school girls due to pregnancy.	• *ELIMU program expanded to benefit poor and vulnerable populations.* • *School level support mechanisms established for girls to complete primary education.*	*Improved retention of poor and vulnerable girls in upper primary*	Improved HCI for higher productivity, equity and growth in Kenya

Results Area 3: Strengthen Reform Implementation Capacity

Key Challenges	Input/Activity	Intermediate Outcomes	Final Outcome	Higher Order Outcome
• Gaps in fidelity of implementation of initiated reforms (CBC, formative assessments, pre-service teacher training, and teacher management). • Low utilization of NEMIS data for planning and decision making in primary education. • Gaps in the quality of pre-service teacher training in the implementation of CBC. • Low quality pre-school services are negatively impacting foundational learning. • Insufficient infrastructure in target counties. • Gaps in inclusive sector dialogue and coordination processes. • Inadequate use of data and evidence for evidence-based planning in the education sector. • Gaps in gender responsive sector planning, and budgeting.	Strengthen reform implementation capacity for rollout of the CBC and CBC's formative assessments, notably: i. completion of CBC designs for all basic education grades ii. development of formative assessment for the CBC; iii. development of curriculum support materials for learners with special needs and indigenous languages (VMGF); iv. development of formative assessment materials for the new Competency Based Teacher Education (CBTE) curriculum; v. training of teachers in Competency Based Assessment (CBA); vi. utilization of NEMIS data for mapping out school needs and the development budget allocations for rollout of the CBC; vii. implementation of the needs-based school infrastructure investment plan to complement roll out of the CBC; viii. establishment of standards and tools for quality assurance for preschool for alignment with the CBC and CBA. ix. Capacity building of target Teacher Training Colleges for implementation of CBTE curriculum. Strengthen System Capacity for improved sector coordination, data utilization, and gender responsive planning and policy development: i. conduct annual joint sector analysis and reviews involving key stakeholders' groups ii. training of County Directors of Education, KICD, and KNEC to integrate gender aspects in annual workplans and budgets including for CBC and CBA; iii. develop a gender equality module to train teacher trainees in target TTCs on gender equality in basic education. iv. establish multi-agency technical working group for coordination and collaboration on girls' education, particularly addressing teenage pregnancies and re-entry to school.	*Curriculum design, instructional and CBA materials, human resources (teachers ready to implement CBC), and infrastructure (new classrooms) are in place for rolling out the CBC and CBA in basic education.* *Timebound action plans to address key issues identified during annual joint sector reviews are formulated based on analysis of NEMIS data and information from other reliable sources.* *Adopt a framework for adolescent girls programming in basic education.*	*The CBC and CBA are successfully rolled out in basic education.*	

14. **Program boundaries (Table 1).** The scope of the proposed operation will cover three sub-programs, listed in Table 1, in the NESSP II (primary education; teacher education, professional development and management; and cross cutting issues- girl's education and refugee education) across the three Results Areas. The three budget lines add up to US$ 1.97 billion as described in Table 1. Of this larger government program, the Operation supports an expenditure program that focuses on targeted counties which are lagging in results, and also delimits the types of activities supported within the larger government program to those supporting the results included in the results framework. The resulting program expenditure is a subset of these budget lines amounting to a total of US$ 405 million.

<div align="center">

Table 1: Program Boundaries

</div>

	Government program	Program supported by the PforR	Alignment between government program and program supported by the PforR
Title	National Education Sector Strategic Plan II	KPEELP AF	Aligned in broad objectives and results. KPEELP supports a subset of activities.
Objective	The overall aim of NESSP II is to provide quality and inclusive education, training, and research for sustainable Development.	To reduce subnational disparities in learning outcomes, improve the retention of girls in upper primary education, and strengthen systems at the national level to assure learning for all.	Objectives and areas are aligned, but KPLEEP supports a subset of objectives, in particular quality and inclusive education for sustainable Development
Duration	FY 2022/23 -2026/27	2022 to 2026	Aligned
Geographic coverage	Nationwide	-Nationwide for RAs 2 and 3. -Targeted to ten counties for RA1 (bottom quintile 20 percent of counties in terms of educational performance and poverty index[5]).	RA2 and RA3 are nationwide and aligned with the government program. RA1 targets lagging counties to reduce regional disparities.
Sub-Programs	1. Sector Governance and Accountability and Cross Cutting and Contemporary Issues[6] 2. Primary Education 3. Teacher Education, Professional Development and Management 4. Secondary education 5. University education 6. Teacher and Vocational Education and Training (TVET)	Limited to a priority subset of sub-programs in primary education: RA1 is aligned with Sub-programs 2 and 3. RA 2: Improve the Retention of Girls in Upper Primary Education is aligned with sub-program 1. RA 3: Strengthened systems capacity for implementing initiated reforms. Sub-programs 1 and 3.	Selectivity in interventions supported include: - Focus on primary school - school capitation grants in lagging counties and camp-based refugee schools, - Activities supported under primary education are: school meals program, scholarships for girls, teacher training and ECD quality assurance - Sub-subprograms supported
Overall Financing	US$ 1,970 million	US$ 405 million	Government and other DPs provide parallel financing for NESSP II

C. Program Development Objective(s)

Program Development Objective(s)

15. The Program Development Objective (PDO) and results areas are not changed under the AF. The PDO is, 'to reduce regional disparities in learning outcomes, improve the retention of girls in upper primary education, and strengthen systems for delivering equitable education outcomes'. A new PDO indicator for teacher proficiency (content and pedagogy) is added to reinforce the importance of teaching effectiveness in achieving improved learning outcomes. The new PDO indicator is "*Increase in the share of target primary school teachers achieving proficiency in pedagogical skills for teaching English*".

16. The main results areas for the Operation are to:
   a) Equalize learning opportunities: improve learning outcomes in target counties and for refugee populations
   b) Improve girls' participation in schooling, including in refugee hosting counties; and
   c) Strengthen reform implementation capacity.

17. Progress towards the PDO will be measured through the following PDO indicators:
   a) Increase in the share of students achieving higher order competencies in literacy and numeracy (Level 4) in the NASMLA Grade 3 assessment, in Counties falling into the lowest quintile of performers, including in refugee populations. (Percentage).
   b) Increase in the share of target primary school teachers achieving proficiency in pedagogical skills for teaching English.
   c) Improved retention of poor and vulnerable girls, including in refugee populations, in upper primary (grades 7-8); and
   d) Successful roll out of CBC and CBC's formative assessment reforms in basic education. (DLI)

18. **The proposed AF Operation will expand the scope of the parent Program as envisaged at the design stage**. The PAD indicates that the new GPE grant to Kenya (the AF) will provide additional resources for expansion of selected interventions within the defined PforR boundaries. These interventions, which are supported through specific DLIs, include school grants (DLI 1) for target primary schools; the scholarship, school kits and mentorship program for poor and vulnerable learners (DLI 4); new classrooms constructed in existing schools as per the needs-based school infrastructure investment plan (SIIP) (DLI 6); and pre-service teacher training reforms for improving Competency Based Teacher Education (CBTE) in the Primary Teacher Training Colleges (PTTCs) (DLI 7). Scaling up of interventions under DLI 1 and DLI 7 will contribute to the PDO indicators for improved foundational literacy and numeracy, while scaling up of DLI 4 interventions is expected to result in improved retention of girls from poor and vulnerable populations in upper primary which is another PDO indicator. Extension of school grants to a greater number of primary schools will provide much needed resources for improving learning conditions in those schools. Enhanced support for capacity building of teacher training colleges in CBTE will ensure that trainees are able to acquire the competencies for delivering the Competency Based Curriculum (CBC) and Competency Based Assessment (CBA) when they become new primary teachers. Finally, expanded coverage of the scholarship, school kits and mentorship program will enable more poor and vulnerable girls and boys, particularly from the informal settlements (slums), to access schooling and complete basic education.

---

[5] Annex 3 to PAD includes a detailed description of the targeting approach for Results Area 1.
[6] Includes girl's education and refugee education.

19. **The proposed AF Operation will include adjustments to the IPF Component.** The main adjustment to the IPF Component will be in the amounts and additional activities to further support achievement of the Program development objectives, and to complement the expanded scope of the PforR as described in the above section. The IPF total costs is increased from US$12 million to US$40.509 million (of which US$8.4 million is from IDA credit, US$3.6 million is from the IDA grant, US$18.5097 million from GPE Grant and US$ 10 Million Government of Kenya (GoK) Counterpart funding) will be the addition of a subcomponent focusing on system capacity in line with GPE requirements. The implementation details for each of the new activity in the IPF component will be included in an updated Program Operational Manual (POM), including in a detailed annual workplan and budget (AWPB). The updated POM, and the AWPB will be used to track and report on the detailed activities in the IPF Component. The updated POM will be an effectiveness condition for the AF grant agreement.

20. The Operation is expected to directly benefit approximately the following beneficiaries over its four years of implementation:

   a) About 6.6 million learners in primary education (school grants, girl's education interventions, school infrastructure development and school meals), including about 221,529 children in refugee hosting counties.
   b) About 117,900 refugee children in camp-based primary schools.
   c) Approximately 20,000 diploma teacher trainees in teacher training colleges.
   d) About 200,000 primary school teachers.

21. The proposed Program includes three Result Areas (RAs):

   a) **Result Area 1: Equalize learning opportunities: improve learning outcomes in target counties and for refugee populations.** This results area will focus on strengthening the school level conditions for teaching and learning to narrow learning gaps between schools in lagging regions. The Program aims to promote equity by targeting counties based on the share of students achieving high-order proficiency levels in numeracy and literacy at grades 3 based on the 2018 National Assessment System for Monitoring Learner Achievement (NASMLA). To improve teaching effectiveness, teachers in schools receiving school grants are expected to participate in the annual TPAD exercise as well as peer learning cluster meetings under the SBTSS initiative. The proposed new PDO indicator will monitor the impact of these interventions on teaching effectiveness through mid- and end line teacher proficiency assessments.

   b) **Result Area 2: Improve girls' participation in schooling, including in refugee hosting counties.** Under Results Area 2, three key challenges will be addressed to improve girls' retention in upper primary, completion of the primary education cycle, and transition to secondary education. These are: (i) removing financial barriers to school attendance and meeting the basic education needs of poor girls and vulnerable boys (including learners with disabilities and refugee children); (ii) strengthening the supply chain for menstrual hygiene products to ensure that girls' attendance in school will not be interrupted by the lack of sanitary towels; and (iii) tracking girls at risk of dropping out and facilitating the reentry of enrolled girls who dropped out due to pregnancy.

   c) **Result Area 3: Strengthen reform implementation capacity.** This results area will strengthen fidelity of implementation of initiated reforms to improve learning for all. The success of these key reforms, the major

---

[7] Includes GPE system capacity grant US$ 3.8 million which needs to be used for eligible activities under the IPF Component.

one of which is introduction of the Competency based curriculum (CBC) and formative assessments in basic education, will require complementary actions in several critical areas. The first action pertains to better utilization of National Education Management Information System (NEMIS) data for filling information gaps in CBC implementation, specifically in respect of the allocation of capitation grants, mapping of school needs, and development budget allocations. The second action is capacity strengthening of the diploma teacher training colleges to ensure that their graduates have acquired the core competencies and are ready as new teachers, to implement the CBC. The third action to establish standards and tools for quality assurance of preschools, is fully aligned with the CBC's objective of improving basic education quality. Finally, construction of new classrooms in existing schools as per the needs-based school infrastructure investment plan, will address the CBC's requirement for improved learning conditions in schools. Under the AF, the RA will also strengthen system capacity for improved sector coordination, data utilization, and gender-responsive planning and policy development.

IPF Component:

18. **KPEELP Program AF IPF Component** is increased from US$12 million to US$40.509million (of which US$8.4 million is from IDA credit, US$3.6 million is from the IDA grant, US$18.509[8] million from GPE Grant and US$ 10 Million GoK Counterpart funding) will be the addition of a subcomponent focusing on system capacity in line with GPE requirements. The Bank-Executed Trust Funds from the Early Learning Partnership Trust Fund,[9] is expected to support development of reading at home materials in local languages for refugee children.

19. The main implementing agencies for the IPF component are MoE and TSC. Correspondingly, two IPF designated accounts (DAs) will be set up, one for MoE and one for TSC. TSC is the technical agency that will implement and benefit from the activities for development of robust teacher management systems. Other activities in the IPF component will be coordinated and implemented by MoE. Annual work plans and associated procurement plans for the IPF will be developed as part of the POM prior to effectiveness. Whole-of-government coordination and policy dialogue on refugee education issues will also be supported under this component, to support implementation of Kenya's existing refugee education commitments.

---

[8] Includes GPE system capacity grant US$ 3.8 million which needs to be used for eligible activities under the IPF Component.
[9] This will be supported through $250,000 in Bank-Executed Trust Funds from the Early Learning Partnership Trust Fund (TF073345).

D. Environmental and Social Effects

20. Environmental and Social Systems Assessment (ESSA) was conducted to review the adequacy and capacity of the E&S systems at both national and county levels and recommend material measures to avoid, minimize and mitigate adverse E&S effects associated with KPEELP. The assessment also identified measures required to strengthen the performance of the existing Environmental and Social (E&S) system as well as buttress the capacity of the MoE to implement these measures. The essential finding of the assessment is that there are adequate environmental and social management systems in Kenya to address environmental, health and safety, as well as social effects related to Program activities. The systems are primarily consistent 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.

21. The assessment however, identified gaps that need to be addressed for more effective management of E&S effects. These include: (i) Sporadic compliance with E&S provisions (application of ESMS system as provided by EMCA, 1999, OSH Act, 2007 for school infrastructure activities) due to limited awareness, resourcing, and coordination with relevant stakeholders such as DOSHS, NEMA, NCA and Public Health; (ii) Opportunities to include measures for more sustainable use of resources not fully and systematically exploited to reduce on environmental pollution; (iii) Food safety and public health risks due to improper handling and storage of food leading to contamination; (iv) Lack of substantive processes and guidelines for administration of scholarships leading to risks of exclusion and elite capture; (v) Lack of coordination between different scholarship programs leading to double dipping, vi) Efforts to address GBV/SEA-H risks made mostly under SEQIP are limited by inadequate resourcing resulting in low coverage of the counties; (vii) Lack of proper coordination with compliance and regulatory such as NEMA , NCA, DOSHS, Children's Department, NGECK and Public Works to support monitoring, reporting and compliance of E&S risk management; (viii) Lack of a robust and accessible GRM mechanism that is interoperable between MOE agencies; (ix) Gaps in the collection and management of data on learners with disability, and (x) Limited capacity (technical and human) of the agencies limiting proper application of E&S risk mitigation systems.

22. Environmental risks and impacts are anticipated to be Moderate due to the nature of the proposed program interventions under the PforR. environmental impacts are related to construction activities within schools and thus potential impacts are temporary, site-specific, manageable, and reversible. Existing school building designs may lead to restricted access, inadequate lighting and ventilation, inadequate water and sanitation facilities, fire and electrical safety risks, and site incidents, during renovation and rehabilitation works. Potential environmental risks include: (a) construction related impacts: localized air & noise pollution, loss of biodiversity through clearing of vegetation, generation of construction waste and waste water effluent, Occupational Health and Safety (OHS) risks including the spread of infectious diseases such as COVID-19; (b) public health and hygiene risks associated with the school meals program; (c) generation and disposal of sanitary waste from supply of hygiene products for girls; and (d) inadequate capacities for effective monitoring and management of environmental risks.

23. Social risks associated with Program activities under the PforR are anticipated to be Moderate too. Potential social risks include: (i) elite capture and exclusion of poor, vulnerable and minority learners and communities from access to program benefits; (ii) selection bias where project interventions such as school meals and infrastructure end up in locations and on individuals who are easier to access, rather than the most deserving; (iii) Community Health and Safety (CHS) concerns related to SEA/SH and other forms of GBV including the risk of learner's exposure to drugs, alcohol, early pregnancy and COVID-19 and other transmissible diseases arising from influx of construction workers and suppliers in schools; (iv) sexual exploitation and abuse, sexual harassment (SEA/H) and other forms of gender-based violence (GBV) arising from exploitation of women and girls for program benefits or by supporting girls to attend schools where they are at risk of abuse; (v) systemic weakness due to inadequate capacity of the Program

Implementing Unit (PIU) to identify, manage and prevent adverse social impacts, (vi) upsetting community dynamics caused by the program interventions such as school meals and infrastructure interventions operating in a small number of sites relative to immense and widespread need thereby leading to harmful inward migration that could easily upset delicate community dynamics; (vii) an ineffective grievance redress mechanism to handle conflicts and redress, and, (viii) child labor where learners are requested to bring firewood and water for food preparation. All these risks are amplified by COVID-19 restrictions and challenges in the traditional access to beneficiaries for meaningful stakeholder and community engagements

24. To avoid, minimize and mitigate adverse E&S effects, 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. Conversely, the potential E&S benefits are enormous as the Program is seeks to improve equity in access to basic education, address the existing gender and regional disparities in schooling participation and learning outcomes and entrench gender, disability, and cultural inclusion. The proposed activities under the KPEELP Operation will cause no harm to any specific VMGs, IPsand refugee communities. The design of the program aims to enhance inclusion, protection, and integration of VMGs, IPs and refugee communities through effective consultation process. The Program will also strengthen social accountability systems and Grievance Redress Mechanisms that is interoperable between the different MoE agencies to provide an effective platform to seek redress, resolve conflicts that may arise during implementation. In addition, the capacity of the MoE, TSC and related Semi-Autonomous and Autonomous Government Agencies (SAGA) 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.

25. Under the IPF component key social risks relate to concerns over community health and safety and working conditions for project workers. These include potential OHS risks and impacts resulting from interactions of project workers including TA consultants with communities including learners with possible exposure to SEA-H and COVID-19. Other environmental risks include indiscriminate disposal of COVID-19 related PPE waste which will be used at face-to-face meetings. Additionally, based on the screening of the TA activities there are expected downstream impacts such as school fires from the establishment of biogas units in schools. These risks will be mitigated by the preparation and implementation of a Stakeholders Engagement Plan (SEP), Labor Management Procedures (LMP) and GBV/SEA-H Prevention and Response Plan to support the application of E&S risk mitigation strategies related to activities under the IPF component. Commitments to implement these material measures will be detailed in the Environmental and Social Commitment Plan (ESCP).

Key ESSA Findings

26. The assessment concluded that Kenya, has an adequate environmental and social management system that is con with the six core principles of the World Bank's policy on Program-for-Results Financing to address environmental, and safety as well as social effects of the KPEELP and no significant changes to the overall structure of the syster required. However, the ESSA identified the following key gaps :i) Sporadic compliance with E&S provisions (applica ESMS system as provided by EMCA, 1999, OSH Act, 2007 for school infrastructure activities) due to limited awar resourcing, and coordination with relevant stakeholders such as DOSHS, NEMA, NCA and Public Health, ii) Opportuni include measures for more sustainable use of resources not fully and systematically exploited to reduce on environr pollution, iii) Food safety and public health risks due to improper handling and storage of food leading to contamina

27. The operation is being financed through a hybrid of Program for Results (PforR) and Investment Project Financing (IPF). The IPF component focuses on key technical assistance required for achieving key results in priority areas under the three result areas and to facilitate achievement of results by minimizing technical, safeguards, and fiduciary risks as per the actions in the Program Action Plan (PAP). It also supports an independent verification agency (IVA) for the DLIs. The first sub-component will support Program management, policy dialogue, communication, monitoring and evaluation, safeguards and fiduciary, and verification. The second sub-component is on technical assistance and capacity building for adequate implementation of the initiated reforms and other systems strengthening activities.

28. The IPF component is being implemented nationally across the 47 Counties in the Country and provides technical assistance for capacity building to key implementing entities that include; Ministry of Education (MoE) and the Teachers Service Commission (TSC) and relevant Semi-Autonomous Agencies (SAGAs) at National, County/sub-county and at school levels to implement the result-based operations for achieving key results in the program priority areas.

29. The IPF TA supports an environmental and social management system (ESMS) to help deliver the commitments in the program action plan of the ESSA. The design of the ESMS shall be framed to manage potential risks and impacts of the PforR and ensure implementation of the program action plan (PAP). Key TA activities to be executed under the IPF are on development of strategies or capacity building and include:

   a)   Preparation and adoption of the Environmental and Social Management System (ESMS) manual including training and capacity building of Training of Trainers (TOTs). Based on the preliminary assessment, the ESMS manual will focus on potential E&S risks and impacts including; i) localized air & noise pollution, clearing of vegetation, generation of construction waste and waste water effluent, Occupational Health and Safety (OHS) risks including the spread of infectious diseases such as COVID-19; ii) public health and hygiene risks associated with the school meals program; iii) environmental pollution associated with the generation and disposal of sanitary waste from supply of hygiene products for girls; iv) developing capacities for effective monitoring and management of environmental risks; v) elite capture and exclusion of poor, vulnerable and minority learners and communities from access to program benefits; vi) selection bias where project interventions such as school meals and infrastructure end up in locations and on individuals who are easier to access, rather than the most deserving and vii) sexual exploitation and abuse, sexual harassment (SEA/H) and other forms of gender-based violence (GBV) arising from exploitation of women and girls for program benefits and viii) ineffective grievance redress mechanism to handle conflicts and redress.

   b)   Review and analyze NEMIS capabilities on collecting, disaggregation and reporting on data for learners with special needs and disability and recommendations to close identified gaps.

   c)   Complete the ongoing process to institutionalize the process and procedures for administration and management of scholarships at MoE's Jomo Kenyatta Foundation (JKF)

   d)   Design and develop a GRM MIS module compatible with NEMIS and interoperable between agencies.

e) Assess the outcomes of biogas pilots and analyze existing practices on use of biogas in schools. ToRs for the TA on the assessments of bio-digester pilots will cover an analysis of health and safety considerations including guidance and recommendations on siting.

30. Consistent with the parent Program, activities under the proposed AF are expected to have Moderate environmental and social issues, risks, and impacts. Key environmental issues for the PforR and IPF are identified and described in detail in the PAD PEELP. As the activities and implementation arrangements under the proposed AF will remain materially consistent with the parent Program, measures already in place to manage environmental and social risks and impacts will continue to apply for activities under the AF. An addendum to the parent Program Environmental and Social System Assessment (ESSA) will be carried out prior to appraisal by the Bank team to cover the additional scope of activities and E&S issues related to the AF. The Addendum will not constitute a new ESSA and should be considered together with the ESSA of the parent Program. The IPF component will be subjected to the Environment and Social Framework (ESF) and thus will require the update of parent project Environment and Social Review Summary (ESRS), Environmental and Social Commitment Plan (ESCP), Stakeholder Engagement Plan (SEP) and Labor Management Procedures (LMP) to include the proposed AF activities and E&S risks and impacts. Addendum to the original ESSA, ESRS, ESCP, SEP and LMP shall be disclosed prior to appraisal. Institutional arrangements for the management of E&S risks constituted under the parent Program will apply for the AF.

E. Financing

31. **Program Expenditure Framework.** The Program will support the Government NESSP II to reduce subnational disparities in learning outcomes, improve the retention of girls in upper primary education, and strengthen systems at the national level to assure learning for all. The total cost of the program for the five years is US$ 405 million and are distributed in the identified budget lines as described in Table 2. The expenditure program is defined by the budget sub-programs and corresponding delimitations included in Table 2. This financing provided by IDA and GPE under KLEEP AF will contribute US$ 317.1 million (US$ 200 million under Parent Program and US$117.1 under the GPE grant) to the overall Program cost. Counterpart financing coming from the Government will be US$ 128.4 million.

32. **The Operation adopts the Program for Results instrument with an IPF Component.** The use of the PforR instrument is justified because the Operation builds on an existing government program that is comprehensive, ambitious and aligned with the priority objectives in the sector. This PforR builds on the overall government program to prioritize key activities, incentivizes the achievement of results through the use of results-based financing and supports the overall capacity of the government to implement the existing program by including actions and results related to system strengthening. This is first PforR in the education sector in Kenya, but MoE, TSC, and KNEC have experience in implementing results-based financing (IPF with DLIs for the SEQIP and PRIEDE projects), and previously implemented a sector wide approach working with various Development Partners (DPs). The IPF component complements the PforR with targeted technical assistance on key aspects of the Program, including (i) the implementation of ongoing reforms (CBC, formative assessment, teacher management), (ii) the improvement of information systems and management practices in the sector (including NEMIS; gender responsive planning, policy development; and inclusion of refugee education in the information system and the development of quality assurance systems and school audits); (iii) the mitigation of safeguards and fiduciary risks (through the Program Action Plan (PAP), and (iv) program management and implementation (including M&E and staff development programs in implementing entities).

33. **The World Bank, following consultation with UNHCR[10],** confirms that the protection framework for refugees is adequate in Kenya for accessing financing from the IDA19 WHR. Kenya's treatment of refugees has been governed by the 2006 Refugees Act (and the associated 2009 regulations) and the 2014 amendment to Security Laws. The updated 2021 Refugee Act came into effect in February 2022 and is largely considered to be in line with international standards. It has a strong focus on durable solutions, including access to economic opportunities and social protection but UNHCR is concerned by some expulsion and exclusion provisions. Refugee Regulations will follow to provide detail on the 2021 Refugee Act's implementation. Overall, Kenya has signed and ratified the main international legal instruments governing the treatment of refugees and reflected in the Refugee Act, including the 1951 United Nations Convention Relating to the Status of Refugees (1951 Convention) and the 1967 United Nations Protocol Relating to the Status of Refugees (1967 Protocol), and signed and ratified the 1969 Organization of African Unity Convention Governing Specific Aspects of Refugee Problems in Africa (OAU Convention), the 1981 African Charter on Human and People's Rights, and the 1990 African Charter on the Rights and Welfare of the Child. Kenya has domestic legislation reflecting the principles embodied in the UN Guiding Principles, Great Lakes Protocols, the Kampala Convention. Kenya is also signatory to three Intergovernmental Authority on Development (IGAD) regional agreements on refugees.[11] UNHCR highlights some protection risks, notably the Government's announcement to close Kenya's refugee camps by June 2022, high rates of GBV, and limited and strained services in refugee hosting counties. UNHCR and the Government have developed a Roadmap for Solutions for refugees in the camps which is governed under a Joint Commission for implementation. UNHCR is consulting with the Bank and other stakeholders to manage these risks and the Roadmap's implementation under a Multi-Sectoral Technical Working Group.

Table 2: Program Expenditure Framework under KPLEEP AF (US$ million)

Program / Sub-Program	Results Area	Delimitation	#2021/22	#2022/23	#2023/24	#2024/25	#2025/26	#2026/27	#Projected Cost
All State Departments									
Sector Governance and Accountability	RA3	No delimitation	4.6	4.7	4.3	2	1.9	1.9	19.4
Cross-Sector issues	RA3	No delimitation	0.5	0.7	0.4	0.1	0.1	0.1	1.8
State Department of Early Learning & Basic Education									
Pre-Primary Education									
Develop an equity-based financing program for institutions serving refugees and refugee host-communities	RA1	School meals program for targeted areas	-	0.4	0.4	0.4	0.4	0.5	2.1
Improve pre-primary education standards and quality assurance	RA3	No delimitation	11.4	11.4	11.4	-	-	-	34.2
Primary Education									

---

[10] Based on the Kenya Refugee Protection Assessment Update 2 – 14 February 2022.

[11] Including the Nairobi Declaration on Durable Solutions for Somali Refugees (2017); the Djibouti Declaration on Refugee Education (2017); and the Kampala Declaration on Jobs, Livelihoods and Self-reliance for Refugees and Host Communities (2019).

Universal Primary Education	RA1	Only for targeted counties	17.1	14.9	12.6	12.9	13.1	13.4	84
Universal Primary Education - AF	RA1	Expand counties	3.4	3	2.5	2.6	2.6	2.7	16.8
Construction - AF	RA1	Expand number of schools	12.8	9.2	6.5	6.7	6.7	6.7	48.6
Reduce disparities in access and retention in primary education	RA1	School meals program for targeted areas and scholarships	8.9	10.9	11.3	11.6	11.9	12.3	67
Scholarships - AF	RA1	Expand scholarships	4	4.9	4.1	4.2	4.4	4.5	26.1
Recruit teachers for primary schools serving refugees and refugee-host communities	RA1	Recruit teachers for public primary schools, including in refugee host communities	2.3	3.1	3.5	3.9	4.3	4.8	21.9
Develop an equity-based financing program for institutions serving refugees and refugee host-communities	RA1	Capitation grants in host communities	2.2	2.5	2.9	3.2	3.6	3.8	18.1
Reduce disparities in access and retention in primary education (gender)	RA2	Menstrual hygiene and inclusion	2.6	5.6	5.9	6.2	6.5	6.9	33.8
Governance and Accountability	RA3	No delimitation	0.6	4.8	5.1	5	4.2	4.2	24
Teacher colleges and system strengthening			0.2	1.4	1.5	1.5	1.3	1.3	7.2
Total			**70.6**	**77.5**	**72.4**	**60.3**	**61**	**63.1**	**405**

Program Financing (Template)

Sources	Amount (USD Million)	% of Total
Trust Funds	**117.10**	**100.00**

EFA-FTI Education Program Development Fund	117.10	100.00
Total Program Financing	**117.10**	

.

CONTACT POINT

World Bank

Name :	Ruth Karimi Charo		
Designation :	Senior Education Specialist	Role :	Team Leader(ADM Responsible)
Telephone No :	5327+6099 /	Email :	rcharo@worldbank.org

Borrower/Client/Recipient

Borrower :	Republic of Kenya		
Contact :	Dr. Julius M. Muia	Title :	Principal Secretary
Telephone No :	254-20-2252299	Email :	pstreasury01@gmail.com

Implementing Agencies

Implementing Agency :	Ministry of Education		
Contact :	Julius O. Jwan	Title :	Dr.
Telephone No :	254-20-3318581	Email :	jwanjulius@gmail.com

FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: http://www.worldbank.org/projects