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INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EURO 175.5 MILLION
(US\$200 MILLION EQUIVALENT)

TO THE

REPUBLIC OF KENYA

FOR THE

SECONDARY EDUCATION QUALITY IMPROVEMENT PROJECT

September 7, 2017

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS
(Exchange Rate Effective June 30, 2017)

Currency Unit = EURO (€)

€0.877 = US\$1

FISCAL YEAR
July 1 – June 30

ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
ASALs	Arid and Semiarid Lands
AWP&B	Annual Work Plan and Budget
BECF	Basic Education Curriculum Framework
BoM	Board of Management
BoQ	Bills of Quantity
CBC	Competency-Based Curriculum
CBK	Central Bank of Kenya
CDE	County Director of Education
CDF	Constituency Development Fund
CEMASTEА	Centre for Mathematics, Science, and Technology Education in Africa
CI	Composite Index
CPCU	County Project Coordination Unit
D&CSC	Design and Construction Supervision Consultant
DFID	U.K. Department for International Development
DLI	Disbursement-Linked Indicator
DLR	Disbursement-Linked Result
DP	Development Partner
DPC	Deputy Project Coordinator
DPC&D	Directorate of Project Coordination and Delivery
EACC	Ethics and Anti-Corruption Commission

EARS	East African Rift System
ECD	Early Childhood Education
EEP	Eligible Expenditures Program
EMIS	Education Management Information System
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ERS	External Resources Unit/Section
EYE	Early Years of Education
FA	Financing Agreement
FDSE	Free Day Secondary Education
FM	Financial Management
FPIC	Free, Prior, and Informed Consultation
GAC	Governance and Anticorruption
GDP	Gross Domestic Product
GoK	Government of Kenya
GPE	Global Partnership for Education
GRS	Grievance Redress Service
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IA	Implementing Agency
IAD	Internal Audit Department
IAG	Internal Auditor General
ICT	Information and Communication Technology
IDA	International Development Association
IFMIS	Integrated Financial Management Information System
IFR	Interim Financial Report
INSET	In-Service Training
INT	Integrity Vice Presidency
IPF	Investment Project Financing
IRR	Internal Rate of Return

ISP	Implementation Support Plan
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KESSP	Kenya Education Sector Support Project
KICD	Kenya Institute of Curriculum Development
KIHBS	Kenya Integrated Household Budget Survey
KNEC	Kenya National Examinations Council
M&E	Monitoring and Evaluation
MLA	Monitoring Learner Achievement
MLP	Monitoring Learning Progress
MoE	Ministry of Education
MPSSI	Minimum Package of Safe School Infrastructure
MTP	Medium-Term Plan
NA	Needs Assessment
NEMA	National Environmental Management Authority
NER	Net Enrollment Rate
NGO	Non-Governmental Organization
NOKET	Northern Kenya Education Trust
NPP	National Procurement Procedure
NPV	Net Present Value
NT	National Treasury
OAG	Office of the Auditor General
OP/BP	Operations Policy/Bank Policy
PAD	Project Appraisal Document
PASEC	Programme for the Analysis of Education Systems
PCU	Project Coordination Unit
PDO	Project Development Objective
PDV	Present Discounted Value
PforR	Program for Results
PFM	Public Financial Management

PIM	Project Implementation Manual
PISA	Program for International Student Assessment
PMU	Project Management Unit
PP	Procurement Plan
PPADA	Public Procurement and Assets Disposal Act 2015
PPD	Public Procurement and Disposal
PPSD	Project Procurement Strategy for Development
PRIEDE	Primary Education and Development Project
PS	Principal Secretary
PSC	Project Steering Committee
QTS	Quality Teaching Standards
RAP	Resettlement Action Plan
RBF	Results-Based Financing
RFP	Request for Proposal
SBTSS	School-Based Teacher Support System
SEQIP	Secondary Education Quality Improvement Project
SIMU	School Infrastructure Management Unit
SME	Science, Mathematics, and English
SoE	Statement of Expenditure
SSA	Sub-Saharan African
STEP	Skills toward Employability and Productivity
TLM	Teaching and Learning Material
ToR	Terms of References
TPAD	Teacher Performance Appraisal and Development
TPD	Teacher Professional Development
TSC	Teachers Service Commission
TTL	Task Team Leader
UCS	Use of Country Systems
USAID	U.S. Agency for International Development
VMG	Vulnerable and Marginalized Group

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Country Director: Diarietou Gaye

Senior Global Practice Director: Jaime Saavedra Chanduvi

Practice Manager: Sajitha Bashir

Task Team Leader(s): Nalin Jena

**BASIC INFORMATION**

Is this a regionally tagged project?	Country(ies)	Financing Instrument
No		Investment Project Financing

- ☐ Situations of Urgent Need of Assistance or Capacity Constraints
- ☐ Financial Intermediaries
- ☐ Series of Projects

Approval Date	Closing Date	Environmental Assessment Category
28-Sep-2017	31-Dec-2023	B - Partial Assessment

Bank/IFC Collaboration
No

Proposed Development Objective(s)

The project development objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas.

Components

Component Name	Cost (US\$, millions)
(a) Component 1: Improving quality of teaching in targeted areas	36.00
(b) Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas	132.00
(c) Component 3: System reform support	20.00
(d) Component 4: Project management, coordination and monitoring and evaluation	12.00



Organizations

Borrower : Republic of Kenya

Implementing Agency : Ministry of Education
Teachers Service Commission

PROJECT FINANCING DATA (US\$, Millions)

<input type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input checked="" type="checkbox"/> IDA Credit	<input type="checkbox"/> IDA Grant	<input type="checkbox"/> Trust Funds	<input type="checkbox"/> Parallel Financing
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Total Project Cost:
200.00

Total Financing:
200.00

Of Which Bank Financing (IBRD/IDA):
200.00

Financing Gap:
0.00

Financing (in US\$, millions)

Financing Source	Amount
International Development Association (IDA)	200.00
Total	200.00

Expected Disbursements (in US\$, millions)

Fiscal Year	2018	2019	2020	2021	2022	2023
Annual	11.90	39.51	57.40	47.70	38.34	5.15
Cumulative	11.90	51.41	108.81	156.51	194.85	200.00



INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate



9. Other

10. Overall

● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No

Safeguard Policies Triggered by the Project

Yes

No

Environmental Assessment OP/BP 4.01

✓

Natural Habitats OP/BP 4.04

✓

Forests OP/BP 4.36

✓

Pest Management OP 4.09

✓

Physical Cultural Resources OP/BP 4.11

✓

Indigenous Peoples OP/BP 4.10

✓

Involuntary Resettlement OP/BP 4.12

✓

Safety of Dams OP/BP 4.37

✓

Projects on International Waterways OP/BP 7.50

✓

Projects in Disputed Areas OP/BP 7.60

✓

Legal Covenants

Sections and Description

The Recipient shall furnish to the Association not later than July 1 of each fiscal year of the Recipient during the implementation of the Project (or such later date as the Association may agree) for the Association's no-objection, an Annual Work Plan and Budget ("AWPB"), containing all Project activities- Schedule 2,Section I,D,1

Sections and Description

The Recipient shall, not later than three (3) months of the Effective Date, appoint, and thereafter maintain



throughout the Project implementation period, an independent verification agent, with terms of reference and qualifications satisfactory to the Association, for the purpose of carrying out independent verifications of the status of achievement of DLI Targets in accordance with the verification protocol and procedures set out in the Project Implementation Manual - Schedule 2, Section I, E, 1

Sections and Description

Without limitation on its other reporting obligations under this Agreement, the Recipient shall: (a) not later than April 30 of each year during the Project implementation period, furnish reports to the Association on the status of achievement of the relevant DLI Targets; and (b) not later than August 31 of each year during the Project implementation period, furnish to the Association the reports of the independent verification agent referred to in paragraph 1 above, all in accordance with the verification protocol and procedures set out in the Project Implementation Manual - Schedule 2, Section I, E, 2

Sections and Description

The Recipient shall, by not later than 6 months after the Effective Date, submit to the Associations baseline indicators to be included in the Results Framework, such indicators to include average gender-disaggregated student test score in English, sciences and mathematics subjects at Form 2 level at public schools in targeted sub-counties -Schedule 2, Section II, A, 2

Conditions

Type Disbursement	Description For payments made prior to the date of this Agreement, except that withdrawals up to an aggregate amount not to exceed EUR 2,000,000 may be made for payments made prior to this date but on or after July 1, 2017, for Eligible Expenditures under Category (2)- Schedule 2, Section IV, B, 1(a)
Type Disbursement	Description For Eligible Expenditure Programs under Category (1), unless and until the Recipient has: (i) furnished evidence satisfactory to the Association in accordance with the verification protocol set forth in the PIM that the Recipient has achieved the respective DLI Targets set forth in Schedule 4 to this Agreement against which withdrawal is requested-Schedule 2, Section IV, B, 1(b)(i)
Type Disbursement	Description for Eligible Expenditure Programs under Category (1), unless and until the Recipient has: (ii) complied with the additional instructions referred to in Section IV.A of this Schedule, including furnished to the Association the applicable interim unaudited financial reports documenting the incurrence of Eligible Expenditure Programs during the respective fiscal year up to the date against which withdrawal



	is requested-Schedule 2, Section IV, B, 1(b)(ii)
Type Disbursement	<p>Description</p> <p>Notwithstanding the provisions of Parts A and B.1(b) of this Section, the amount of the Financing to be withdrawn upon the verified achievement of any DLI Target shall correspond to the DLI Value of such DLI Target as set forth in Schedule 4 to this Agreement-Schedule 2, Section IV, B, 2</p>
Type Disbursement	<p>Description</p> <p>Notwithstanding the provisions of Part B.1(b) of this Section, if the Association shall determine, based on the evidence furnished by the Recipient under Part B.1 of this Section, that: (a) any DLI Target has been partially achieved, the Association may in its sole discretion authorize the withdrawal of a portion of the amount of the Financing then allocated to said DLI Target, calculated on a pro rata basis in respect of the level of partial achievement of said DLI Target-Schedule 2, Section IV, B, 3(a)</p>
Type Disbursement	<p>Description</p> <p>Notwithstanding the provisions of Part B.1(b) of this Section, if the Association shall determine, based on the evidence furnished by the Recipient under Part B.1 of this Section, that: (b) any DLI Target has not been fully achieved by its DLI Target Achievement Date, the Association may in its sole discretion, by notice to the Recipient: (i) withhold in whole or in part the amount of the Financing allocated to such DLI Target-Schedule 2, Section IV, B, 3(b)(i)</p>
Type Disbursement	<p>Description</p> <p>Notwithstanding the provisions of Part B.1(b) of this Section, if the Association shall determine, based on the evidence furnished by the Recipient under Part B.1 of this Section, that: (b) any DLI Target has not been fully achieved by its DLI Target Achievement Date, the Association may in its sole discretion, by notice to the Recipient: (ii) disburse in whole or in part the withheld amount of the Financing allocated to such DLI Target at any later time prior to the Closing Date if and when the Association shall be satisfied that the DLI Target for any subsequent fiscal year (if applicable) under the same DLI has been fully achieved-Schedule 2, Section IV, B, 3(b)(ii)</p>
Type Disbursement	<p>Description</p> <p>Notwithstanding the provisions of Part B.1(b) of this Section, if the Association shall determine, based on the evidence furnished by the Recipient under Part B.1</p>



	of this Section, that: (b) any DLI Target has not been fully achieved by its DLI Target Achievement Date, the Association may in its sole discretion, by notice to the Recipient: (iii) reallocate in whole or in part any withheld amount of the Financing allocated to such DLI Target- Schedule 2, Section Iv, B, 3(b)(iii)
Type Disbursement	Description Notwithstanding the provisions of Part B.1(b) of this Section, if the Association shall determine, based on the evidence furnished by the Recipient under Part B.1 of this Section, that: (b) any DLI Target has not been fully achieved by its DLI Target Achievement Date, the Association may in its sole discretion, by notice to the Recipient: (iv) cancel in whole or in part any withheld amount of the Financing allocated to such DLI Target-Schedule 2, Section Iv, B, 3(b)(iv)

PROJECT TEAM

Bank Staff			
Name	Role	Specialization	Unit
Nalin Jena	Team Leader(ADM Responsible)	Senior Education Specialist	GED01
Ocheng Kenneth Kaunda Odek	Procurement Specialist(ADM Responsible)	Senior Procurement Specialist	GGO01
Robert Wallace DeGraft-Hanson	Financial Management Specialist	Senior Financial Management Specialist	GGO31
Ben Okindo Ayako Miranga	Environmental Safeguards Specialist	Environmental Specialist	GEN01
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Edward Felix Dwumfour	Environmental Safeguards Specialist	Senior Environmental Specialist	GEN01
Hope Nanshemeza	Team Member	Team Assistant	AFCE2
Issa Thiam	Team Member	Finance Officer	WFALA
Jean O Owino	Team Member	Finance Officer	WFALA
Josphine Kabura Kamau	Team Member	Sr. Financial Management Specialist	GGO31
Lilian Wambui Kahindo	Social Safeguards Specialist	Social Development Specialist	GSU07
Marjorie Mpundu	Counsel	Senior Counsel	LEGAM
Quynh T. Nguyen	Team Member	Economist	GED01



Rosario Aristorenas	Team Member	Senior Program Assistant	GED01
Ruth Karimi Charo	Team Member	Senior Education Specialist	GED01
Saori Imaizumi	Team Member	Education Specialist	GED01
Shamis Salah Musingo	Team Member	Senior Executive Assistant	AFCE2
Extended Team			
Name	Title	Organization	Location
Benjamin Kilaka	Social Safeguard		
Chingboon Lee	Consultant		
Ernesto Cuadra	Lead Education Specialist		Washington DC,India
Rajiv Aggarwal	STC- Achitect		Dehli,India



KENYA
KENYA SECONDARY EDUCATION QUALITY IMPROVEMENT PROJECT

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I. STRATEGIC CONTEXT

A. Country Context

- 1. Kenya is a lower-middle-income country in East Africa. It is the economic and transport hub of the sub region, with a diverse young population.** Kenya attained lower-middle-income status in 2014. The country's gross domestic product (GDP) has recently seen expansion, with particularly strong performance in the services sector, enhanced construction, and increased public investment in energy and transport, although agriculture still accounts for about one-third of GDP and three-quarters of the labor force.¹ The population is estimated to be 46 million, with 70 percent 30 years or younger. At the current population growth rate, the country is adding about 1 million to its population annually.
- 2. Kenya has experienced a considerable decline in poverty in the past decade, but progress has been uneven and inequality remains high.** Between 2006 and 2016, poverty measured against the official national poverty line is estimated to have dropped from 46 percent to 36 percent. However, economic gains have not spread evenly across the country, with severe incidence and depth of poverty in many of the Northern and North Eastern counties. Many of these disadvantaged counties have arid and semiarid climate, and some of those adjacent to international borders are also subject to cross-border insecurity linked to terrorist groups, violence, and internal conflicts arising from competition for resources and land issues.
- 3. Medium-term growth prospects remain in line with recent experience, with strong momentum required to achieve Kenya's Vision 2030.** In the short term, economic growth may be negatively affected by the ongoing drought and weak credit expansion exacerbated by interest rate controls. However, in the medium term, the benefits of completed infrastructure projects, renewed fiscal consolidation, reduced recurrent spending after the 2017 elections, and continuing structural reforms are expected to encourage private investment and improve GDP growth to an annual rate of 6 percent. For Kenya to achieve the goal of upper-middle-income status, as laid out in its Vision 2030, it is essential that the country strongly builds on these medium-term growth prospects. It is encouraging that Kenya ranked among the top five countries with the greatest improvement in performance on the Doing Business indicators in 2015/16. The establishment of a new and independent Ethics and Anticorruption Commission is also expected to support stronger governance, enforcement of laws and regulations, and public investment management.
- 4. Kenya puts human resource development at the center of its development strategy.** The social pillar of Vision 2030 has 'investing in the people of Kenya' at its core, along with a commitment to addressing issues of access, equity, quality, and relevance of social service delivery. The government targets an increase in the country's Human Development Index from 0.45 in 2005 to 0.7 in 2030, it places great emphasis on education as the primary means of economic development, social mobility, and national cohesion. The focus on education is key to addressing the high rate of unemployment estimated at about 40 percent, which is a critical challenge in the economy and society.

¹ Economic Survey 2017.



B. Sectoral and Institutional Context

5. **Kenya's Vision 2030 conveys the country's clear commitment to education and training.** Its social pillar singles out the education and training system as a vehicle to drive Kenya's efforts toward becoming an upper-middle-income economy. Consequently, the country's five-year Medium-Term Plans (MTP) have highlighted education as a top priority.² Public spending on education has been sustained at close to 6 percent of GDP, or a quarter of its total national budget on education for the last five years. To improve access, quality, and equity of education, the Government of Kenya (GoK) has introduced new legal and institutional policy frameworks covering basic education, technical/vocational education and training, university education, and science and technology during the past four years,³ which complement earlier Acts of parliament establishing universal Free Primary Education (FPE) and Free Day Secondary Education (FDSE). A National Education Sector Plan (2013/14–2017/18) has been formulated to underpin the investments and policy reforms that are required to achieve Vision 2030 education priorities.

6. **Kenya has made good progress in primary education completion and transition to secondary education compared to many other Sub-Saharan African (SSA) countries, and this progress can be accelerated if the remaining inequalities in education are addressed.** Kenya's current school education system comprises two years of early childhood education (ECD), eight years of primary, and four years of secondary. Students take the Kenya Certificate of Primary Education (KCPE) examination at the end of primary school, and the Kenya Certificate of Secondary Education (KCSE) examination at the end of secondary school. Participation in ECD increased from a net enrollment rate (NER) of 56 percent in 2009 to 75 percent in 2016.⁴ The primary school NER was 89 percent in 2016, and the transition rate from primary to secondary was 81 percent, a remarkable improvement from 55 percent in 2009. Although NER at the secondary education level was a modest 51 percent in 2016, this was an encouraging improvement from 33 percent in 2009. A prominent issue, however, is the jump in the dropout rate at grades 7 and 8 compared to lower grades as demonstrated in Figure 1. At the ECD as well as primary and secondary levels, there was little overall difference in school participation between boys and girls. Nevertheless, there was significant variation in school participation across counties, especially at the secondary level. Secondary school NER in 2014 was below 15 percent for the bottom 5 counties, while it was above 80 percent for the top 5 counties, out of 47 counties (Disaggregate statistics are not yet available for 2015 and 2016). Importantly, gender disparity in school participation is concentrated in the most educationally disadvantaged counties.

7. **Kenya has also made investments in improving quality and learning outcomes at the primary level; nevertheless, achievement on basic skills appears low in relation to countries in other regions.** For example, at the lower primary level where school access is universal, Kenyan students have attained

² The first five-year plan (MTP-1; 2008–2012) identified two top priorities for education: (a) enhancing transition from primary to secondary education, along with retaining students in school up to age 18; and (b) improving education quality with greater emphasis on developing students' critical thinking, communication, problem-solving, digital literacy, and learning to learn competencies. MTP-2 (2013–2017) expanded the education pillar to include mainstreaming Early Childhood Development and Education to ensure on-time enrollment in grade 1 and reduce overage and repetition in the system.

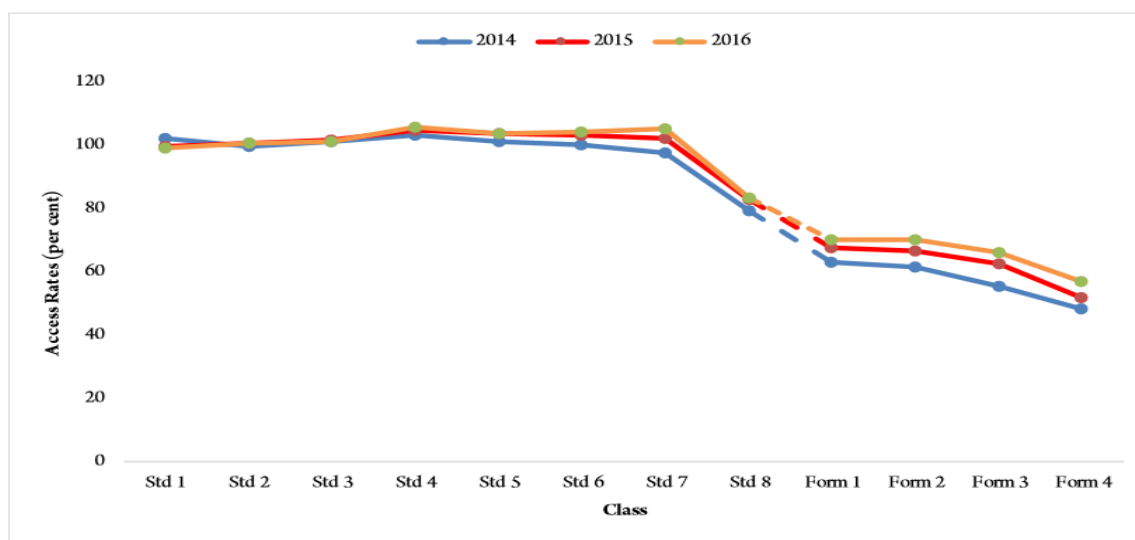
³ The Basic Education Act, 2013; Kenya Institute of Curriculum Development Act, 2013; Kenya National Examinations Council Act, 2012; Teachers Commission Act, 2012; University Act, 2012; Science, Technology and Innovations Act, 2013; Technical Vocational Education and Training Act, 2013; and Kenya National Qualifications Framework Act, 2014, have all been enacted in the last three to four years.

⁴ Kenya Economic Survey 2017.



language and mathematics scores that have ranked among the top SSA countries on regional-scope assessments and surveys such as the four Southern and Eastern Africa Consortium for Monitoring Educational Quality assessments during 1998–2014, and the Service Delivery Indicators survey of 2012. Kenyan primary school teachers have similarly shown better content and pedagogical knowledge than their regional peers. Yet, 66 percent of Kenyan urban adults performed at level 1 or below out of a scale of 5 levels on the Skills toward Employability and Productivity (STEP) reading proficiency test in 2015, indicating very rudimentary skills which were lower than their peers in 6 of the other 7 low- and middle-income countries surveyed in Southeast Asia, Eastern Europe, and Latin America.

Figure 1. Schooling Profile



Source: Kenya Economic Survey 2017.

8. **At the secondary level, Kenya does not participate in international learning assessments such as Trends in International Mathematics and Science Study (TIMSS) or The Program for International Student Assessment (PISA), but national assessment data indicate deficiencies and inequities in learning outcomes.** For example, the 2014 national Monitoring Learner Achievement (MLA) assessment at Form 2 found that in mathematics, almost 90 percent of students did not have minimum competency in algebra and geometry, and about 30 percent did not have minimum competency in measurement, numbers, and statistics. The Form 2 MLA also revealed remarkable variation in student achievement between genders, between urban and rural areas, and across counties. Boys outperformed girls on every assessed mathematical skill on the MLA, and the share having minimum competency was at least 5 percentage points higher for boys than for girls for 7 of the 9 assessed mathematical skills. Urban students also demonstrated significantly better achievement in each assessed mathematical skill than their rural peers. In algebra, geometry, and trigonometry, the share of students with minimum competency in urban areas was twice that in rural areas. Similarly, counties differed markedly on the Form 2 MLA outcomes. For example, regarding numerical skills, less than 5 percent of students in Kwale, Tana River, Lamu, Marsabit, Garissa, and Wajir had minimum competency, while the highest shares were as high as 53 percent and 57 percent in Baringo and Trans Nzoia, respectively.



9. **Both supply- and demand-side factors contribute to inequalities in completion of primary education and transition to and completion of secondary education, as well as in student learning outcomes.** On the supply side, the poorer counties tend to have fewer secondary schools relative to primary schools, with both primary and secondary schools more likely to lack basic infrastructure, including water and sanitation, which affect girls in particular. Moreover, many teacher posts, especially in mathematics and science, are vacant in the poorer counties, and many of those teachers that are in place lack adequate content knowledge and pedagogical skills. In certain subjects, such as mathematics and science, only a small share of teachers is female, which may pose a particular constraint to girls' participation. Weak governance and accountability mechanisms have resulted in poor education outcomes. On the demand side, many children from poor families cannot attend boarding schools because of high cost of school fees and cost of accommodation, and the poorest may not even have the means to attend secondary day schools because of school fees and transportation costs. Other costs include the high costs of textbooks, which are among the highest in SSA, and the implicit costs of low net returns to education because of low teaching and learning quality. Girls may also be constrained by unfavorable social expectations and opportunities related to mathematics and science subjects. Many girls in the most educationally and economically disadvantaged areas are furthermore subject to early marriage and motherhood.

10. **Recent reforms introduced by the GoK provide the opportunity to improve quality and redress inequalities in education.** Gender equity has been enforced in all education programs. Reentry Policy has also been enforced to address dropout cases of young mothers who enter motherhood while in school. FDSE has improved access particularly in rural and marginalized areas. In addition, the GoK through the Constituency Development Fund (CDF) continues to provide bursaries. Education is an area of focus in the 2016 National Policy for the Sustainable Development of Northern Kenya and other arid lands, which is supported by the Ministry of Education (MoE) in the most recent strategic plan, by means of infrastructure investments and scholarships. Moreover, as part of the Digital Learning Program,⁵ the GoK is in the process of providing electricity to all public primary schools through connection to the grid or micro solar systems, and plans to provide the same to public secondary schools. In addition, in 2016, a landmark four-year Collective Bargaining Agreement was negotiated for the first time between the Teachers Service Commission (TSC) and the teachers' unions. The agreement provides a basis for constructive dialogue and prevention of loss of school days because of teacher strikes, as well as for improved governance and accountability in school-level service delivery through expansion of career paths for teachers in public service, standardization of basic pay and benefits for every job, and institutionalization of annual teacher performance management and evaluation.

11. **In line with the Sustainable Development Goals, the GoK intends to provide a compulsory nine-year basic education cycle, and revise the school curriculum, moving to a competency-based curriculum (CBC).** The Government is reorganizing the education structure from the current 2+8+4 to a 2+6+3+3 system.⁶ The reorganization of the system will require mapping of schools and teachers and a detailed assessment of available and required infrastructure and teachers. Implementation of the new CBC, which

⁵ The Digital Learning Program is one of the key flagship programs of the GoK. The main aim of the program is to integrate ICT into teaching and learning in primary schools. The program components include improvement of ICT infrastructure, development of digital content, capacity building of the teachers, and procurement of ICT devices.

⁶ The current 2+8+4 system includes two years of preprimary, eight years of primary (six years of lower primary and two years of upper primary), and four years of secondary education (comprising Forms 1 to 4). The proposed new structure 2+6+3+3 includes two years of preprimary, six years of primary, three years of lower secondary, and three years of higher secondary.



is a major shift from the current teacher-centered and content-based curriculum, will require skills and knowledge upgrading for teachers; capacity building for school managers and national and subnational education administrators (under the MoE, TSC, and affiliated agencies); development of new teaching and learning materials (TLMs); and institutionalization of new student assessment systems to replace the current examinations system. The CBC will be rolled out in a phased manner, starting with the lower grades and is expected to be completed by 2025 for the whole basic education cycle.

C. Higher Level Objectives to which the Project Contributes

12. The Constitution of Kenya (2010) has the Bill of Rights at its core, while the country's Vision 2030 acknowledges the need to reform the education and training system so that it aligns well with the aspirations of the youth and those of the country on becoming an upper-middle-income nation. Vision 2030 champions a growing inclusive economy, one that is fostered by strong knowledge-based sectors, particularly manufacturing and services. Achieving this vision will depend heavily on how well the graduates from the education system are equipped with 21st century universal basic skills, which Secondary Education Quality Improvement Project (SEQIP, P160083) aims to support.

13. SEQIP will contribute directly to the twin goals of the World Bank's global strategy: ending extreme poverty and boosting shared prosperity in a sustainable manner. In particular, the project focuses on the most educationally and economically disadvantaged areas, as well as the poorest and most vulnerable children. SEQIP will also contribute to achieving the World Bank's Africa Development Strategy priority to accelerate the demographic transition and harness the demographic dividend. Participation in secondary school is associated with lowered fertility; by enabling more girls in poor regions to attend secondary school, the project will contribute to this objective. The project also responds to a key domain in the Kenya Country Partnership Strategy (CPS, 2014–2018)⁷ that aims at building human capital through education and training. Further, having more young people with better-quality secondary-level education will raise the skills of the country's working population. The Kenya Performance and Learning Review (PLR)⁸ of the CPS concluded that strategic objectives and design of the CPS remain valid, and extended the CPS by two years, to FY 2020.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

14. The Project Development Objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas.

B. Project Beneficiaries

15. The project will benefit approximately 600,000 students in upper primary grades 7 and 8; 600,000 students in the four grades of secondary level, Form 1–4; and about 17,000 primary and 8,500 secondary science, mathematics, and English (SME) teachers in the targeted schools. These beneficiaries are from

⁷ The Kenya Country Partnership Strategy (2014–2018) was approved by the Board June 5, 2014 (Report number 87024-KE).

⁸ The Kenya Performance and Learning Review(PLR) was approved by the Board July 17, 2017(Report number 1113547)



7,852 public primary schools and 2,147 public secondary schools in the targeted 110 sub-counties in 30 counties, which are educationally and economically disadvantaged (see Annex 1). These sub-counties have been identified based on their high incidence of poverty, low retention rates at primary level, and low transition rates from primary to secondary level.

16. In addition, the project institutional beneficiaries include Kenya Institute of Curricula Development (KICD); TSC; Kenya National Examination Council (KNEC); and Centre for Mathematics, Science, and Technology Education in Africa (CEMASTEK).

C. PDO-Level Results Indicators

17. The PDO will be measured by the following key performance indicators, measured both in aggregate and separately for boys and girls:

- (a) Average student test score in science subjects at Form 2 at public schools in targeted sub-counties

This indicator will have sub-indicators on subject-specific and female test scores.

- (b) Average student test score in mathematics at Form 2 at public schools in targeted sub-counties

This indicator will have a sub-indicator on female test score.

- (c) Transition rate from primary to secondary education in targeted sub-counties

This indicator will have a sub-indicator on female transition rate.

III. PROJECT DESCRIPTION

18. **The project incorporates lessons from many countries on measures to improve education quality, with a focus on gender and socioeconomic equity, including evidence from the latest comprehensive meta-analysis of education impact evaluations in developing countries.**⁹ The critical factors that have been found to contribute to improved student learning are as follows: (a) teachers having requisite content knowledge and pedagogical skills; (b) addressing accountability and incentive issues in teacher management so that teachers are deployed where required and effectively use instructional time; (c) a 'structured pedagogy' approach, defined as a package of teacher training, ongoing teacher support, resources for teachers, and learning materials for students, all of which are well aligned with each other; (d) a learning environment, including appropriate class size, that enables all students to engage in learning; (e) adequate and timely provision of learning preparations or remediation to students; and (f) an appropriate curriculum, with regular assessments that are linked to expected curricular outcomes. The project also explicitly addresses the educational and socioeconomic needs of students,

⁹ This meta-analysis (Snilstveit et al. 2015) indicates that interventions targeted at the school and teacher, as well as 'multilevel' interventions, have the greatest impact on improving learning in SSA countries. Snilstveit et al. 2015. Interventions for improving learning outcomes and access to education in low- and middle-income countries: a systematic review, 3ie Final Review. London: 3ie.



especially girls, at risk of dropping out at the end of the primary cycle to facilitate their transition to secondary school, as well as during secondary school to improve their chances of completing basic education.

19. The project focuses on mainstreaming concerns on gender based and student violence in schools in the basic education system. According to a UNICEF¹⁰ report, Kenya ranks second highest among many countries in reporting teacher as source of physical violence against girls. Although gender parity at primary and secondary school in Kenya is relatively high, gender based and student violence in the education system could act as deterrent to learning and value education in the long term. Therefore, the project will support; (i) integration of gender sensitization in teachers training; (ii) introduction of school level gender-sensitization programs with school level gender champion enabling school to act as the first level preventive and punitive institution; (iii) orientation of School Board of Management; (iv) research on gender based and student violence in schools; and (v) development of relevant support materials for use in the schools.

20. The project comprises the following components and subcomponents.

- (a) Component 1: Improving quality of teaching in targeted areas
 - (i) Subcomponent 1.1: Reducing teacher shortage
 - (ii) Subcomponent 1.2: Enhancing teacher professional development
 - (iii) Subcomponent 1.3: Provision of textbooks
- (b) Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas:
 - (i) Subcomponent 2.1: Improving school infrastructure
 - (ii) Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students
- (c) Component 3: System reform support
 - (i) Subcomponent 3.1: Development and introduction of a competency-based curriculum
 - (ii) Subcomponent 3.2: Strengthening of national system for monitoring learning progress and national examination
- (d) Component 4: Project management, coordination, and monitoring and evaluation
 - (i) Subcomponent 4.1: Project management, coordination, and communication

¹⁰ UNICEF, Hidden in Plain: A statistical analysis of violence against children Sight, 2014



(ii) Subcomponent 4.2: Research and monitoring and evaluation

A. Project Components

Component 1: Improving quality of teaching in targeted areas (€31.58 million, US\$36 million equivalent)

21. This component will address the critical supply-side issues that constrain teaching and learning, using a results-based financing (RBF) modality. On the supply side, deficiencies in the quantity and quality of teachers and classroom practices, as well as availability of textbooks have been identified as key factor leading to poor learning outcomes.

22. To address these challenging sets of constraints, three subcomponents are proposed. The first subcomponent aims to reduce teacher shortages, the second improves the quality of classroom instruction, and the third enhances the availability of textbooks, which is a key input for effective instruction in an environment that lacks instructional material. Disbursements of International Development Association (IDA) funds will be conditioned on the achievement of disbursement-linked indicators (DLIs), as measured by disbursement-linked results (DLRs)¹¹. A matrix of DLIs with associated DLRs has been developed to measure performance annually and monitor the results achieved as reflected in the Results Framework.

Subcomponent 1.1: Reducing teacher shortage (€7.02 million, US\$8 million equivalent)

23. To alleviate teacher shortages in mathematics, science, and English both in primary and secondary schools, TSC has committed to allocate 10 percent of the annual budgeted new teaching posts for these subject areas to the targeted sub-counties during the project period. To this end, an allocation plan that considers equity within and across sub-counties and the minority and vulnerable groups will be developed by TSC guided by the SEQIP Vulnerable and Marginalized Groups Framework (VMGF). To ensure that the new posts are filled annually by qualified candidates, TSC will regularly monitor 'teachers on duty' status. In the event of any teachers' position filled under the project becoming vacant, the position will be filled within six months as per TSC procedures. The DLI used for disbursing funds for achieving the targets of this subcomponent is 'Reduced science, mathematics, and English teacher shortages in targeted sub-counties'.

24. The associated risks with this subcomponent include the following:¹² (a) the National Treasury (NT) does not provide the budgeted allocation of new teacher posts, which is 5,000 in 2017 and (b) teachers recruited in some of the sub-counties affected by insecurity may leave their posts. Considering the relatively positive projections for economic growth and the fiscal situation as well as the GoK's commitment to human capital development for achieving Vision 2030 goals, it is unlikely that the NT would completely stop new teacher post allocations. TSC will closely monitor the presence of teachers in those schools in liaison with the local communities and ascertain what appropriate actions can be taken.

¹¹ DLI is referred to indicator and DLR to the result to be achieved under the indicator.

¹² It is assumed that the NT will maintain the allocation of new teacher posts at the 2017 level during the project life. Given this assumption, the estimated number of new teachers' positions to be allocated by TSC to the target sub-counties during the project life will be 3,000 in total.



Subcomponent 1.2: Enhancing teacher professional development (€13.16 million, US\$15 million equivalent)

25. This subcomponent will support TSC's effort to implement its teachers' professional development strategy aimed at improving primary and secondary teachers' competencies based on both the framework provided by Kenya's Quality Teaching Standards (QTS) as well as the SEQIP VMGF that takes care of the vulnerable and marginalized groups. Specifically, SEQIP will support two sets of interventions belonging to what, in TSC's Teacher Professional Development (TPD) Framework, is called context areas,¹³ which are part of its TPD programs. The first one, 'Prescribed Modules Programs' is targeted to all teachers, and the second, 'School-Based TPD Programs' will focus on SME teachers in the project-targeted sub-counties under SEQIP. During the implementation of SEQIP, both sets of interventions will start with needs assessments (NA) based on data collected using the Teacher Performance Appraisal and Development (TPAD) instrument developed by TSC. The estimated numbers of primary school and secondary school SME teachers to be trained are 17,000 and 8,500, respectively. The choice of who to train will be guided, in addition to the MoE framework, by the SEQIP VMGF to ensure inclusivity and equity to all who are expected to benefit from the project.

26. The first set of interventions supports TSC's effort to set up the Prescribed Modules Programs consisting of (a) establishment of a TPD framework to align teachers' performance with the eight nationally prescribed teaching standards; (b) assessment of teacher competencies and training needs using the recently launched TPAD system; and (c) implementation of a modular approach to provide TPD training based on the training NA.

27. At the core of these interventions is making TPD training available to all teachers through a flexible approach consisting of six modules covering all the eight competency areas identified in the QTS. Each module will include a unit on teacher professionalism and integrity, which among others, will have content on gender based violence and prevention of student's violence. The modules will combine face-to-face sessions, written work, e-learning using interactive interfaces, and blended approaches covering the eight teaching standards. Upon successful completion of the 10-course units in a module, covered in a period of five years, the participating teacher will be awarded a renewable teaching certificate.

28. The second set of interventions, which falls within the scope of TSC's School-Based TPD Programs, involve the establishment of a school-based teacher support system (SBTSS) aimed at providing professional development training in subject matter as well as pedagogical content knowledge to SME teachers in the targeted sub-counties. Subject matter as well as the pedagogical content knowledge gaps in mathematics, science,¹⁴ and English will be identified using TPAD instruments and approaches. The objective of these interventions is to improve teaching practices in the targeted sub-counties by enhancing pedagogical content knowledge of teachers teaching these three subjects. TSC will implement the SBTSS. In the case of science and mathematics in schools in the project areas, TSC will work through CEMASTEAs given CEMASTEAs' capacity in implementing teachers' capacity building in these areas. For the delivery of School-Based TPD for English, TSC will identify, through a competitive and transparent process,

¹³ The three context areas are (a) Teacher-Initiated TPD Programs, (b) School-Based Programs, and (c) Prescribed Modules. As indicated above, SEQIP will support areas (b) and (c).

¹⁴ For the project, sciences at secondary level include physics, chemistry, and biology.



one or more partner institution with relevant capacity that can deliver the required professional development support program.

29. Based on the needs analysis using TPAD data, TSC will recruit subject matter specialists to establish panels tasked with the review and development of course contents for mathematics and science, and train facilitators/trainers. The facilitators will train targeted science and mathematics teachers in grades 7 and 8 and Forms 1 to 4 of the target schools using the existing CEMASTEAs school-based in-service education and in-service training (INSET) centers, and conduct follow-up mentoring and support at the school level. The training will cover topics identified through the TPAD NA analysis, new pedagogic practices including learner's exercises and formative assessments, and simplified teacher's guides for instructional support. The trainers will visit a target school at least thrice in a year. The trainers will conduct additional follow-up of teacher support visits in low performing schools.

30. As part of the activities of the SBTSS, SEQIP will support peer learning using information and communication technology (ICT). Teachers will receive training on how to address and solve issues through collaboration, how to share knowledge and experience among them, and how to leverage this social group effectively to improve their knowledge and classroom instructional practices. They will receive support and assistance as needed from the facilitators for establishing WhatsApp groups.

31. The SBTSS will be implemented in a phased approach based on clusters of primary and secondary schools that will be established based on CEMASTEAs school-based INSET centers in the selected sub-counties. There are 59 secondary and 9 primary INSET centers in the targeted sub-counties. In the first two years of the project, 68 clusters with about 500 secondary schools and 2,000 feeder primary schools will be formed using INSET centers across all target sub-counties. The INSET centers will act as the 'resource centers' for both primary and secondary schools. Each cluster will be supported by a cluster resource team comprising highly skilled trainers/facilitators, one to two CEMASTEAs faculty, select faculty from the nearby Teacher Training College, TSC sub-county directors, and a curriculum support officer. The trainers/facilitators will be selected based on established trainer standards and minimum academic qualification. The existing pool of 1,000 CEMASTEAs trainers will be considered as potential candidates to participate in the implementation of these activities, if they comply with the established terms and performance standards set by TSC.

32. During SEQIP's third year, the intervention will be scaled up using information of the SBTSS process evaluation. It will cover all primary and secondary SME teachers of the remaining primary schools (over 5,500) and secondary schools (additional 1,500) in the targeted sub-counties.

33. The DLI used for disbursing funds for achieving the targets of this subcomponent is 'Share of science, mathematics, and English teachers in grades 7 and 8, and Forms 1– 4 in targeted sub-counties that are certified based on TPD modules or receive school-based support.'

34. The potential risks associated with the implementation of this subcomponent are (a) delays in getting TPD modules ready by the second year of project implementation, limiting the number of teachers that can get certification and (b) delays in implementing the SBTSS in English, because of delays in identifying competent institutions to provide the training. Both risks are mitigated by associating disbursements to results through achievement of DLRs.



Subcomponent 1.3: Provision of textbooks (€11.40 million, US\$13 million equivalent)

35. This subcomponent will address issues related to the timely and cost-effective provision of textbook for every student enrolled in grades 7 and 8 and Forms 1 to 4 in targeted sub-counties. The main objectives of this subcomponent are to assist schools in targeted sub-counties reach a target of one-to-one textbook-student ratio¹⁵ in science, mathematics, and English in grades 7 and 8, and in Forms 1 to 4, to reduce unit price of existing textbooks and to enhance the MoE's capacity to make informed policy decisions related to the provision of textbooks.

36. A two-pronged strategy that combines decentralized selection of SME textbook titles for grades 7 and 8 and Forms 1 to 4 by schools, with a centrally managed procurement by the MoE will be used to achieve these objectives. Currently, schools decide what books to buy based on a catalogue¹⁶ of approved textbooks prepared by KICD on behalf of the MoE. The current catalogue lists between four to six titles for each subject matter, and the unit price variation between the lowest and the highest price ranges from 26 percent to 318 percent. Each school buys directly from local distributors using funds allocated to them through a specific TLM earmarked in school capitation grant. While this modality of textbook provision gives schools control over which books to use, the price of textbook purchased by schools in Kenya is quite high when compared to other SSA countries such as Benin, Côte d'Ivoire, Madagascar, Namibia, and Rwanda.

37. The procurement of books will be managed by the MoE. The MoE, through KICD, will invite all publishers whose textbooks are in the current catalogue to resubmit proposal with revised unit prices including book production and distribution costs (for procurement of course book in the first year of project implementation). Publishers will also be invited to present new books for review. The best evaluated book based on content, quality, and price per subject and grade will be selected as the respective course book. The project will finance science, mathematics and English textbooks for grades 7 and 8 and science (Chemistry, Biology, and Physics), mathematics and English for Form 1-4 - onetime for each school in the targeted areas. Once a school gets full supply of textbooks for the specified grades and subjects under the project, the same school will be eligible for a replacement of damaged or lost textbooks for a maximum of 5 percent, assuming that the life of textbook is three to four years. The school will ensure that the supplied textbooks are used by multiple cohort of students.

38. Schools will submit to the county education office, through the sub-county education office, requests indicating the total number of books, including learning materials for special needs children, needed at each target grade/form and subject based on students enrolled in the respective grade/form. The County Education Director will validate the request based on enrollment data and will further communicate it to the MoE by the end of first month of every academic year for further processing. Using the information sent by schools through the sub-county and county, the MoE will procure the books and learning materials for special needs children in volume from the publishers who will be responsible for delivering the appropriate number of textbooks to each school. Publishers will be paid upon confirmation by the head teacher and sub-county education authority that the textbooks have reached the schools.

¹⁵ Under SEQIP, every student in grades 7 and 8 will have three textbooks, one each in science, mathematics, and English; and every secondary student will have five textbooks, one each in chemistry, physics, biology, mathematics, and English.

¹⁶ This catalogue is commonly known as the 'Orange Book'.



39. To manage the school request and the procurement and distribution processes, the project will rely and make full use of the TLM module of Education Management Information System (EMIS) being developed by the MoE.

40. The DLI used for disbursing funds for achieving the targets of this subcomponent is 'Share of schools reporting student-textbook ratio of 1:1 in science, mathematics, and English at grades 7 and 8 and in Form 1–4 in targeted sub-counties.'

41. The main but low risk associated with the implementation of this subcomponent is limited competition because of reluctance of some publishers listed in the KICD catalogue to participate in the new bidding scheme.

Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas (€115.85 million, US\$132 million equivalent equivalent)

42. This component will address the critical supply and demand issues that constrain retention at primary and secondary schools and transition from primary to secondary. This component will support and finance two sets of interventions: (a) provision of a Minimum Package of Safe School Infrastructure (MPSSI) in targeted areas and ICT-enabled training facilities for education managers through an investment project financing (IPF) modality and (b) advocacy and social support, gender sensitization, and scholarship and mentoring interventions for improving retention as well as primary to secondary transition of poor and vulnerable children in targeted areas through an RBF modality. The first set of interventions on school infrastructure improvement will include schools for special needs children located in the targeted sub-counties.

Subcomponent 2.1: Improving school infrastructure (€72.0 million, US\$82 million equivalent equivalent)

43. This subcomponent will finance (a) hiring of Design and Construction Supervision Consultants (D&CSCs); (b) infrastructure needs assessment (NA); (c) construction of additional classrooms, science laboratories, multipurpose rooms/libraries, dormitories, toilets and water facilities, and electricity provision based on school-based infrastructure NA of secondary schools in targeted areas; (d) construction of toilets, water facilities, and replacement of highly unsafe structures in primary schools; (e) construction of one modern training center with boarding facilities at the national level for training of national, county, and sub-county education officials and school managers; and (f) fixtures, furniture, and ICT equipment, as required in the newly constructed infrastructure. About 3,000 primary schools and 1,000 secondary schools will benefit from this subcomponent.

44. In the primary schools in the targeted areas, the project will finance construction of toilets and water facilities and replacement of life-threatening structures, if any. About 3,000 primary schools out of the total 7,852 primary schools either do not have these facilities or have large girls' enrollment without adequate functional toilets and water facilities. The MoE will identify such primary schools through the County Director of Education (CDE) within three months of project effectiveness. The CDE will identify not more than 40 percent of the total primary schools in the targeted sub-counties for the provision of toilet and water facilities under the project.



45. In the secondary schools in the targeted areas, the project will finance construction of additional classrooms, science laboratories, multipurpose rooms/libraries, dormitories, toilets and water facilities, and electricity provision. Infrastructure NA will be conducted in all secondary schools in the targeted sub-counties based on MPSSI norms, which will create comprehensive school-based infrastructure database for the MoE for school infrastructure development planning. Based on the school-based infrastructure assessment, a long list of beneficiary secondary schools will be prepared individually for each county using the following criteria for MPSSI inputs: (a) schools with overcrowded classrooms; (b) schools having all four Forms 1–4 with minimum 150 enrollments but with maximum shortfall with respect to the MPSSI; (c) girls' schools; and (d) special needs schools located in the targeted sub-counties; and (e) schools from more vulnerable communities with high percentage of students'/pupils being needy. From this long list, a final list of schools will be prepared to be funded within the funds available in the project. The schools in this list will be selected from each county to ensure even distribution of beneficiary schools among the counties.

46. Where possible, secondary schools will be connected to the electric grid. SEQIP will coordinate with another IDA-financed project, Kenya Off-Grid Solar Access Project(P160009), from which about 200 secondary schools located in the North-Eastern counties will benefit. The experience of the solar project will inform possible scaling up of micro solar energy solutions for schools. For water facilities, existing water facilities in schools will be restored/ augmented. However, in secondary schools with boarding facilities, where water requirement is much higher, appropriate and adequate water sources will be provided, which will be determined by the NA and prioritization.

47. The infrastructure development activities will have four steps: (a) NA and prioritization; (b) preparation of work plans, packages, building designs, classroom furniture design and specifications, bill of quantities, and bid documents; (c) construction of buildings and construction supervision; and (d) taking over of the completed buildings. The MoE will appoint three to four Design and Construction Supervision Consultants (D&CSCs) to provide technical support to implement all four steps. All the activities under this subcomponent will be implemented and monitored in accordance with the infrastructure development strategy and protocol to be included in the Project Implementation Manual (PIM). The NA and the design will incorporate environmental and social screening of the sub-projects and preparation of supplementary safeguards instruments such as the Environmental and Social Impact Assessment (ESIA)/or Environmental and Social Management Plans (ESMPs) as well as standards for seismic-resistant construction.

48. The potential risks associated with the implementation of this subcomponent are nonperformance of D&CSCs and ineffective contract management of the D&CSCs by the DPC&D. The first risk will be mitigated through the competitive selection of the D&CSCs with proven track record. However, in the event of nonperformance by any of the D&CSCs, the same will be replaced by others which will be clearly spelled out in the bid document and contract. The capacity of the DPC&D's School Infrastructure Management Unit (SIMU) will be strengthened with additional qualified staff either as consultants or on deputation from other departments.

Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students (€43.85 million, US\$50 million equivalent)

49. This subcomponent will support the development and implementation of (a) a targeted advocacy and social support program that will involve social mobilization focusing on parents and community



leaders and provision of a school kit for targeted children that will offset indirect costs borne by parents enabling poor and vulnerable¹⁷ students to complete the upper primary grades (grades 7 and 8); (b) a gender-sensitization program to make schools, teachers, and students more gender sensitive; and (c) a scholarship program combined with mentorship and social support that enables poor but academically promising students to transition to Form 1, which is the first grade in secondary education, and complete four years of secondary education. The beneficiaries will be students enrolled in upper primary and secondary schools in the targeted sub-counties who are selected through a transparent, community-based process drawing on the experience of several nongovernmental organization (NGO)-implemented programs in Kenya that have demonstrated positive impacts.¹⁸ The detailed selection criteria will be developed by the implementation agency in the first year of project implementation.

50. The first set of interventions, advocacy, social support, and gender sensitization will be provided to the upper primary grades 7 and 8. However, all interventions aiming to prevent and redress gender based and students' violence will be implemented both in primary and secondary schools in the targeted sub-counties. The choice of the intervention combining targeted advocacy with in-kind support at the upper primary grades is based on lessons learned from other programs that have a similar objective of improving the school attendance of poor and vulnerable children.¹⁹ Among the advocacy strategies, a key one will be to reach out to parents and community leaders to encourage them to take up practices that have a positive impact on the education of girls and other vulnerable children. Social support program includes in-kind support as well as mentorship support. In-kind support will be delivered to about 37,500 learners in the form of a school kit²⁰ that poor households cannot afford to provide for their children to attend school. The same group of children will benefit from the advocacy program to increase their motivation to attend school regularly and complete primary education. In addition, a gender sensitization program will be implemented at the school level to sensitize learners and teachers. A teacher, preferably a female teacher, in each of the primary and secondary schools in the targeted areas will be designated as a gender champion, whose capacity will be strengthened on how to deal with gender issues.

51. The second intervention, a secondary school scholarship program combined with child-specific mentorship, will support deserving primary school graduates in the targeted sub-counties who do not have the means to continue their education. The children eligible for scholarship will be selected from grade 8 cohorts in the targeted areas in the first and second years of the project. Scholarship recipients

¹⁷ Vulnerable students are those who have lost one or two parents, suffered neglect and/or abandonment, and whose parents are unable to educate their children because of mental or physical disablement, Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS) or other debilitating illnesses, and extreme poverty, as well as girls who have little or no school opportunity because of inhibitive practices such as early marriage and female genital mutilation, and boys endangered by exposure to grave negative influences such as radicalization and child labor. These will include vulnerable students from the vulnerable and marginalized groups (SEQIP VMGF documents can be downloaded from the links: <http://education.go.ke/index.php/downloads/category/29-announcements>).

¹⁸ The 'Wings to Fly' program, widely recognized as one of the more successful scholarship programs for secondary school students in Kenya, uses a community-based selection process that combines a participatory approach with home visits to verify the applicant's eligibility for the scholarship. Other scholarship programs where the community plays a major role in the selection of beneficiaries include those financed by U.K. Department for International Development (DFID) and the Northern Kenya Education Trust (NOKET).

¹⁹ While conditional cash transfers piloted by Save the Children in Garissa County have shown some impact on raising school attendance, the complexity and high administrative costs of this model have discouraged replication and scaling-up. The GoK's Sanitary Towels for Girls program is widely recognized as a successful intervention to promote girls' education.

²⁰ School kit will contain items such as uniforms/clothes as well as basic hygiene supplies such as soap, toothbrush, toothpaste, and sanitary towels.



will have their school fees (including boarding fees) paid for at the beginning of Form 1 at schools to which the student is admitted. Other scholarship benefits include (a) stipend to cover the costs of transport to and from school and other necessities, (b) school kits, and (c) mentoring support²¹ to help scholars, both boys and girls, cope with schooling and other social challenges. The scholar will continue to enjoy these benefits until she/he completes Form 4, subject to satisfactory school attendance, behavior, and academic performance each year.²² The scholarship program will enable the two cohorts of about 18,000 students, each cohort of about 9,000 students, to complete 4 years of secondary education starting from Form 1. To implement this program with a strong focus on targeting and monitoring and evaluation (M&E), the MoE will partner with one or more agencies within or outside the GoK that have a proven track record on managing scholarships/bursaries with students' mentorship.

52. It is extremely critical to ensure that the school environment is safe both for boys and girls and the girls do not encounter gender-based discrimination and violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to them. The main aim of this program will be to create awareness on gender based violence affecting students and to empower teachers, students, and the members of the School Board of Management with relevant information and knowledge, including locally available referral services. To make the school safer for girl students and the teachers and male students gender sensitive, the project will finance gender-sensitization orientation and training in every primary and secondary school in targeted areas. In every school, a teacher, preferably a female teacher, will be appointed as a 'Gender Champion' who will be the focal point for all gender-related issues. Structured gender-sensitization orientation will be conducted at least twice a year in every school. The Gender Champion will be empowered with additional resources with links to the county health and child protection offices. To implement these set of activities, the MoE will work with the advocacy and social support agencies and other civil society organizations with pertinent experience to develop and implement school-based tool kit on gender sensitization and prevention of students' violence. These interventions, including development of the kit, will be informed by existing good practices both within Kenya and the region.

53. The detailed policies and procedures for the programs will be documented in the Operations Manual. A third-party verification agency will be contracted by the MoE to visit schools on a random sampling basis, to ascertain whether the programs are being carried out in accordance with the Operations Manual and progress reporting reflects reality in the field. The third party will investigate the timeliness of fund transfer to schools for payment of fees and compliance by school principals with reporting requirements on student attendance and performance.

54. At midterm, a process evaluation of the advocacy and social support, gender sensitization, and scholarship and mentorship program will be conducted to assess how effectively the systems, procedures, and mechanisms established to implement, manage, and monitor the program are working. The MoE will evaluate the two programs to draw lessons for potential integration into longer-term government programs.

²¹ Scholarship recipients will be mentored through school-based coaching and peer support programs as well as mentorship fora at regional and national levels. This will specifically target girls with life skills mentorship.

²² Specific conditions include school attendance of above 75 percent during the school year, improvement in academic performance as measured by internal school assessments, and demonstration of high levels of discipline.



55. The main risks associated with this subcomponent are (a) potential beneficiaries have little knowledge about the social support and scholarship programs and (b) nepotism in the selection of eligible candidates for the programs. To mitigate the first risk, the MoE will develop and implement a communication strategy to disclose information on the programs to all the stakeholders in the targeted sub-counties, drawing on the extensive grassroots network of the MoE's partner agencies for this subcomponent. With respect to the second risk, mitigation measures include identification of eligible candidates by the implementing agencies (IAs) through a rigorous community-based selection process, validation of selected beneficiary households against the single registry for cash transfers, and establishment of a grievance redressal mechanism to address complaints about program processes.

Component 3: System reform support (€17.54 million, US\$20 million equivalent equivalent)

56. This component will contribute to the GoK's ongoing efforts to put in place a new curriculum that is more attuned and responsive to the socioeconomic reality of Kenya and its Vision 2030. Implementation of the new CBC, which is a major shift from the current teacher-centered and content-based curriculum, will require capacity building of teachers, school managers, national and sub-national education administrators; development of new TLMs; and institution of new student assessment systems. Support for these activities will be provided through two subcomponents, one focusing on CBC development for selected grades and the other on development of the associated student assessment systems.

57. KICD is the key institution responsible for curriculum reform and its implementation, whereas KNEC is responsible for students' assessment reform. Considering that these institutions will need to work in tandem for smooth implementation of the reform, the subcomponents have been designed to foster a collaborative approach.

Subcomponent 3.1. Development and introduction of a competency-based curriculum (€10.52 million, US\$12 million equivalent)

58. As part of a wider reform of education, in January 2017, KICD launched a new Basic Education Curriculum Framework (BECF) and is currently working on the introduction of a new CBC for Early Years of Education (EYE) comprising two years of preprimary education and grades 1 to 3 of lower primary education. It is expected that the new curriculum for EYE will be rolled out in the 2018 academic year.

59. This subcomponent will enable KICD to develop the new CBC and related supporting materials through a phased approach for grades 4 to 9 under the proposed 2+6+3+3 education structure. Sequence charts to guide the development and rollout of new curricula and materials will be formulated in academic year 2018.

60. During the life of the project, CBC will be rolled out in grades 4 to 8. Under the rollout, all teachers will receive induction and orientation training during the year preceding the rollout. This induction training will be implemented in collaboration with TSC, KNEC, and CEMASTE. Its main objective will be to get teachers acquainted with the BECF, curriculum designs, and the envisaged assessment methods. Teachers will receive mentoring and coaching support on curriculum content, pedagogy, and formative assessment methodology. A participatory monitoring and assessment process will accompany the introduction of the new CBC to provide feedback for fine-tuning the materials as well as identify areas where teachers may need further training and support.



61. The above activities will be supported through financing of consultant services, workshops for the development of new curriculum designs, TLMs, and assessment tools; the awareness training of teachers, head teachers, and related education personnel through a modified cascade model; production of support materials for the new CBC; and continuous monitoring, assessment, and feedback.

Subcomponent 3.2. Strengthening of national system for monitoring learning progress and national examination (€7.02 million, US\$8 million equivalent)

62. A central aspect of the basic education curriculum reform launched in January 2017 is the reform of the current student assessment system involving (a) introduction of continuous formative assessment over the entire education cycle using a variety of learning assessment tools, including portfolios; (b) establishment of a national student assessment at the end of grade 3 (lower primary in the proposed new structure) and grade 6 (upper primary in the proposed new structure), which are expected to replace the current grade 8 summative examination; (c) the implementation of follow-up of MLA at Form 2 that will be used to assess the impact of SEQIP on student learning enhancement; and (d) introduction of a national assessment, or national exams, at the end of grade 9 (lower secondary education in the proposed new structure) which, together with the cumulative formative assessment results, will form the basis for guiding students to different pathways or tracks offered in senior secondary school education (grades 10 to 12).

63. In light of the above, this subcomponent will support KNEC to (a) develop assessment and survey instruments for grade 6 and to adapt grade 3 instruments to the new CBC; (b) establish a national examination item bank, including its architectural design and related technical support; (c) implement follow-up of MLA in Form 2 that will be used to assess the impact of SEQIP on student learning enhancement; (d) design training for KNEC staff and item developers needed for implementing monitoring learning progress (MLP) test and establishing the item bank; and (e) design and establish a web-based portal to facilitate access to test items, formative assessment practices, and dissemination of MLP and examination results. SEQIP will also finance (a) training of KNEC staff and item developers, (b) instrument development, (c) data collection, processing, and analysis for the implementation of grade 6 MLP and Form 2 MLA; (d) dissemination of results; (e) acquisition of ICT equipment and software related to the portal and the item banking system, including storage and management capacity for the items themselves, and of items metadata; and (f) statistics packages related to the usability of the items; item reliability and validity; and item authoring.

Component 4: Project management, coordination, and monitoring and evaluation (€10.52 million, US\$12 million equivalent)

64. This component will support and finance effective project management through two subcomponents: (a) project management, coordination, and communication; and (b) research and monitoring and evaluation. The key activities will involve (a) preparation and execution of annual work plan and budget (AWP&B), procurement plans (PPs), and capacity-building plans; (b) project monitoring, reporting, and evaluation; (c) assessments and policy research; (d) development and implementation of a communication strategy for the project in general and for the advocacy, social support, and scholarship subcomponent in particular; (e) capacity building of the project management officials on planning and management, M&E, and other technical aspects; (f) efficient fiduciary and safeguards implementation and reporting; and (g) establishment and operationalization of a grievance redressal mechanism.



65. Based on the lessons learned from the Global Partnership for Education-Primary Education and Development Project (GPE-PRIEDE) Project(P146797), external technical assistance will be financed right from the beginning to support the MoE for smooth and speedy implementation, M&E, and third-party DLR verification. The project will also finance transport and per diem cost incurred for project management; monitoring and reporting by the national, county, and sub-county level staff; workshops; capacity-building activities; development; production and dissemination of communication materials; assessments and policy studies; reasonable amount of office equipment and consumables; and a maximum of four vehicles and related fuel and maintenance cost.

Subcomponent 4.1: Project management, coordination, and communication (€7.02 million, US\$8 million equivalent)

66. This subcomponent will support capacity strengthening of the newly established DPC&D to manage and provide overall project management and coordination. The core functions of the DPC&D for SEQIP are as follows: (a) directly implement those activities the MoE is responsible for; (b) facilitate and oversee implementation of those activities for which other agencies are responsible; (c) carry out the required M&E and manage third-party verification agencies; (d) prepare AWPB for the whole project on time and obtain necessary approvals; (e) implement fiduciary and safeguards arrangement and ensure compliance; (f) ensure timely fund release and utilization and submission of statement of expenditure (SoE) and withdrawal claims to the World Bank; (g) facilitate biannual joint supervision missions undertaken by the World Bank and provide necessary documents for the missions; (h) prepare communication strategy for the project and implement the strategy; (i) establish an efficient grievance redressal mechanism; (j) prepare annual budgeted plans for capacity building of project and the other MoE officials and execute the plans with necessary approvals, including the World Bank; and (k) carry out assessments and policy research.

67. Considering the above core functions, this subcomponent will support the DPC&D to (a) monitor, evaluate, and report on project activities through technical assistance, including third-party verification agencies; (b) implement the scholarships, school fund, advocacy and mentorship activities with support from third-party IAs; (c) implement fiduciary and safeguards requirements through relevant technical assistance; (d) facilitate implementation and monitoring of the school infrastructure activities through support by at least four D&CSCs; and (e) develop and implement a communication strategy and carry out relevant studies and research through technical assistance. In addition, IAs (TSC, KICD, and KNEC) will be provided with technical assistance under their respective components.

68. The project will also strengthen the institutional framework and performance related to procurement and financial management functions in the MoE and IAs. Specifically, the project will support (a) a detailed review of the current institutional structure and procurement skills of the Procurement Department of the MoE and IAs to develop an action plan for strengthening the procurement capacity and improve performance; and (b) mechanisms to increase transparency and value for money in procurement and distribution of textbooks. Regarding financial management (FM), the project will support ongoing capacity building interventions in FM under the ongoing GPE PRIEDE project (P146797). Specifically, the project will support (a) the newly established Directorate of School Audit to train additional school auditors in risk based audit approaches; (b) the Directorate of School Audit to undertake school based risk audit in the project target school and conduct relevant FM trainings for these schools;



and (c) MoE to conduct an evaluation of the newly established performance appraisal and score cards for school auditors with an aim to strengthen this process.

69. The existing GPE-PRIEDE Project Steering Committee (PSC) chaired by the MoE Cabinet Secretary will function as the apex body to monitor the implementation progress of the project, provide strategic policy guidance, ensure effective interagency coordination as required under the project, and resolve high-level strategic issues affecting project implementation. The DPC&D will act as the secretariat for the PSC.

Subcomponent 4.2: Research and monitoring and evaluation (€3.51 million, US\$4 million equivalent)

70. This subcomponent will support and finance hiring of qualified agencies/institutions, both public and private, to carry out independent verification and evaluations to build country capacity in M&E. Local institutions such as universities and research institutions will be involved in project M&E, policy studies, and other assessments. In addition to the assessment activities under Subcomponent 3.2, some research and monitoring and evaluation activities are as follows: (a) independent verifications of all DLI-based activities; (b) process evaluation of activities as mentioned in various components; and (c) any other research and evaluation recommended by the joint implementation support missions and the PSC. In addition, the project will also support some important policy research and documentation that will help the MoE make policy decisions. Illustrative studies are (a) to underpin reorganization of the existing 2+8+4 education structure to 2+6+3+3; (b) expenditure surveys to track capitation grants and use the findings to strengthen accounting and reporting of capitation grant and its better utilization; (c) a study on spatial distribution of secondary schools to ensure universal access; and (d) a study to ascertain the prevalence and factors of gender based and students' violence in schools.

B. Project Cost and Financing

71. **Lending instrument.** The proposed project will support improvement of quality of basic education and primary to secondary education transition in Kenya through a six-year credit of €175.5 million (US\$200 million equivalent) using an IPF instrument. A project preparation advance of €1.74 million has been provided to the GoK to finance goods and services required for project preparation for Components 2(a), 3 and 4 of the project. The IPF will be executed using a hybrid modality whereby RBF modality for Component 1 and Subcomponent 2.2 will be complemented by traditional investment and technical assistance components (Subcomponent 2.1 and Components 3 and 4) to support the GoK's overall education program to create incentives for achieving results. The credit effectiveness date is expected to be December 26, 2017 and its closing date is December 31, 2023.

72. The lending approach has three key features. First, disbursements under Component 1 and Subcomponent 2.2 (results-based activities) are made against selected eligible key budget line items of the GoK's annual budget, referred to as Eligible Expenditures Programs (EEPs), up to capped absolute amounts in a scalable manner and at specific predictable disbursement dates. Second, credit disbursements are based on the achievement of specified results, as measured by DLIs. Third, investments/technical assistance provided under Subcomponent 2.1 and Components 3 and 4 will (a) facilitate the implementation of Component 1 by strengthening the MoE's and TSC's capacity to meet the disbursement conditions under the DLIs; (b) address the critical supply- and demand-side issues in the targeted sub-counties to improve retention in primary and secondary and transition to secondary



education; (c) support TSC, KICD, KNEC, and CEMASTEIA in carrying out reforms that will improve the overall delivery of education, leading to better educational performance of the targeted sub-counties; and (d) support the MoE in project management to ensure that activities under Components 1, 2, and 3 are not only implemented timely and effectively but also monitored and evaluated for development impact.

73. Component 1 comprises four DLIs with annual targets (DLRs) from year 1 to year 6. The RBF mechanism ensures continued progress toward planned results while also strengthening government capacity in M&E. Most of the DLRs are scalable with a minimum threshold of results eligible for disbursement, which will ensure flow of funds minimizing risk of non-disbursement and incentivize achievement of higher results. The DLRs must be met on or before the specified delivery dates for the GoK to receive the amount allocated for each specific DLR. The end of every quarter of the calendar year will be selected as the measurement and evaluation period for DLRs, as applicable for each DLR, and this will trigger disbursements against the selected EEP lines – Teachers’ Salaries and School Capitation Grants.

74. The World Bank Financial Management (FM) Guidelines will be applicable to EEPs but because the selected EEPs for the project are non-procurable cost items, the World Bank’s Procurement Guidelines will therefore be applicable only to Subcomponents 2.1 and 2.2 and Components 3 and 4.

Table 1. Project Costs (€ millions)

Project Components	Project Cost	IBRD or IDA Financing	Trust Funds	Counterpart Funding
Component 1: Improving quality of teaching in targeted areas	31.6	31.6	0	0
Subcomponent 1.1: Reducing teacher shortage	7.0	7.0	0	0
Subcomponent 1.2: Enhancing teacher professional development	13.2	13.2	0	0
Subcomponent 1.3: Provision of textbooks	11.4	11.4	0	0
Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas	115.9	115.9	0	0
Subcomponent 2.1: Improving school infrastructure	72.0	72.0	0	0
Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students	43.9	43.9	0	0
Component 3: System reform support	17.5	17.5	0	0
Subcomponent 3.1: Development and introduction of a competency-based curriculum	10.5	10.5	0	0
Subcomponent 3.2: Strengthening of national system for monitoring learning progress and national examination	7.0	7.0	0	0



Project Components	Project Cost	IBRD or IDA Financing	Trust Funds	Counterpart Funding
Component 4: Project management, coordination, and monitoring and evaluation	10.5	10.5	0	0
Subcomponent 4.1: Project management, coordination, and communication	7.0	7.0	0	0
Subcomponent 4.2: Research and monitoring and evaluation	3.5	3.5	0	0
Total Costs	175.5	175.5		
Total Project Costs	175.5	175.5		
Front End Fees	0	0		
Total Financing Required	175.5	175.5		

C. Lessons Learned and Reflected in the Project Design

75. **Alternatives considered.** The traditional IPF modality was considered but it was found to be less effective than a results-based IPF modality in achieving the project objective. A traditional IPF would not be as helpful in providing the fiscal space, which the GoK currently needs, given that the resources are tied to inputs. A traditional IPF tends to focus attention on inputs and processes with the attendant risks that the objectives may or may not be achieved. Under a results-based IPF, the RBF engagement provides an opportunity for a strengthened dialogue through closer monitoring of government performance against selected DLIs.

76. The use of the Program for Results (PforR) instrument was considered but rejected for two main reasons. First, given that this project is the first IDA education operation in Kenya after almost nine years of World Bank disengagement from the sector that was triggered by fraudulent use of IDA funds, sustained improvement in the public financial management (PFM) system will be required before there is confidence to rely fully on government systems for a PforR operation. Second, education reforms that the GoK intends to carry out are still at the development stage and hence not ready to underpin a PforR now. Nonetheless, the GoK has embraced a hybrid structure in this project as an initial step toward more RBF of the education portfolio. In addition, the ongoing GPE PRIEDE project (P146797) is supporting specific interventions to strengthen financial management capacity at the MoE and at the school level.

77. The design of the project is informed by the lessons learned from various projects funded by IDA and other donors in Kenya and other countries and from the GoK's own projects.

78. **Sustainability.** Learning from various results-based World Bank projects, the results-based design of SEQIP, with disbursements tied to the satisfactory achievement of DLIs under selected components, is expected to help in focusing the GoK's efforts on agreed program implementation progress and performance targets. This in turn will lead to a stronger and robust M&E system, improve planning and thus, more efficient allocation of resources. Annual DLIs over the project period are designed to promote steady, incremental progress, scale-up, and improvements in implementation over the project period and beyond. Moreover, lessons learned from many World Bank projects have indicated the importance of



system support, process evaluations for continual adjustments and improvements, and alignment with government reforms, for sustainability and possible scale-up of project initiatives.

79. **Targeting.** Various World Bank education projects have shown that dislodging a public-school system from a low-performance equilibrium requires a powerful, well-coordinated package of actions at the school level. Targeting is a key measure to focus the efforts and effect on the most deserving schools, students, and teachers. Moreover, the experience in most World Bank projects, and the ongoing Kenya GPE primary education project, has pointed to substantial implementation and supervision costs over a vast area and system such as Kenya's, and the extraordinary efforts and expenditures that are required for some of the most deserving but also most hard-to-reach schools and communities. Targeting helps manage overhead costs so that the largest share of project funds is invested in schools, students, and teachers who deserve most of the support by the project as outlined in the SEQIP VMGF.

80. **M&E.** Lessons learned from several World Bank projects have indicated the importance of process evaluations for continual learning and adaptation in project implementation, for sustainability and extension of project initiatives. Regarding the results-based components, the use of third-party validation of key targets is viewed as a good practice in World Bank projects.

81. **Construction lessons.** Lessons have been learned from the experience of school construction funded by the CDF and managed by schools and boards of management (BoM) and supervised by county public works officials. Lessons were also learned from the experience of the National School Program under Economic Recovery Strategy, Public Initiative Infrastructure Project and the School Infrastructure Improvement Grant, and the African Development Bank (AfDB)-funded school construction project. Community-managed construction and the projects implemented by the MoE with the support of its SIMU have failed to demonstrate timely delivery of cost-efficient and quality construction and inadequate compliance with national environmental and social safeguard measures. This is primarily due to the shortage of county-level public works officials and the low priority given to school construction by these officials. The lack of capacity of school head teachers and BoMs together with the absence of a robust fiduciary accountability system at that level have led to construction that is often unplanned, of low quality, and sometimes life-threatening because of unsafe structures being erected at costs that vary widely across schools. To reduce these risks, an alternative is to outsource high-quality technical assistance for conducting an infrastructure NA and planning, execution, and supervision of civil works. By working alongside professional construction management consultants, the MoE and county-level officials may be able to benefit from on-the-job training and gain experience on civil works management.

82. **Project management.** The proposed project management arrangements are based on the lessons learned from the currently ongoing GPE-PRIEDE Project, U.S. Agency for International Development (USAID) and DFID-funded Tusome²³ Project, and other AfDB-funded projects. The GPE-PRIEDE Project Coordination Unit (PCU) team did not have the required skills and knowledge for timely preparation of the AWP&B, procurement planning, execution and contract management, preparation of high-quality Terms of References (ToRs) for consultants, capacity to coordinate effectively with other institutions and counties and sub-counties, actions for timely fund release to the counties, and timely preparation of financial and other reports. Building on these lessons, the MoE has constituted a separate Directorate—DPC&D—within the MoE for coordination and delivery of externally funded projects. The DPC&D is

²³ Tusome means 'Lets Read' in Kiswahili.



headed by a director-level official, who is at a senior rank in the MoE's hierarchy. The DPC&D will be responsible for project implementation and management and its capacity will be augmented by external technical assistance, which will yield dual benefits—one, expedite implementation by filling in the skills and knowledge gaps in the DPC&D and two, build the capacity of the MoE officials in the process of working together with the external technical experts.

83. **Scholarships.** The design of secondary school scholarships is informed by evaluation findings²⁴ on several scholarship/bursary schemes in Kenya. Lessons learned from, notably, the bursary program administered by the CDF since 2003 and the 'Wings to Fly' program supported by multiple donors since 2010²⁵ have been incorporated in the project design. The first key lesson is that for targeting of scholarship resources to poor and vulnerable children to be effective, a beneficiary selection process based on clear criteria and combining the participation of community stakeholders with home visits to verify need will be required as detailed in the SEQIP VMGF on the following link: <http://education.go.ke/index.php/downloads/category/29-announcements> Second, communication to the grassroots is critical for ensuring that all eligible beneficiaries are aware of the program and encouraged to apply. Third, mentorship of the scholarship recipients is a critical complement to the financial support they receive by helping them build self-esteem and succeed academically. Fourth, the amount of financial support must cover both the direct and indirect schooling costs, the inadequacy of which has led to dropouts in some programs. Fifth, effective M&E should be an integral part of program design so that implementation progress can be tracked to inform needed adjustments and impact can be evaluated at the project's end. Sixth, administration of scholarships is resource intensive and requires staffing across the country to provide a range of services, from grassroots organization to guidance/counseling of students. Efficient management of funds has been identified to be a critical service, given that disbursements must be made in synchrony with the academic year to ensure that fees and other expenses are paid in time for the student to register at the school and attend classes.

84. The design of the scholarship program has also considered information from two sources. Information from the single registry for cash transfers that was recently launched in Kenya will be used as a cross reference during the process of identifying beneficiary households. Finally, considering the substantive experience of several agencies within and outside government in the provision of scholarships/bursaries, the MoE will select one or more of these agencies to collaborate on program development and implementation. Selection criteria will include, among others things, a proven track record in managing a program that has been rigorously evaluated and found to be successful.

IV. IMPLEMENTATION

²⁴ Scholarship/bursary schemes that have been evaluated include (a) CDF-administered bursary scheme, Africa Impact Evaluation Initiative, December 2008 and (b) Wings to Fly program, Midterm Review, June 2015 and Final Evaluation Report, 2016 (KPMG).

²⁵ The CDF bursary scheme came into being in 2003 when the MoE transferred the resources for aiding poor and vulnerable children attend secondary school to the CDF. Wings to Fly is a public-private partnership involving Equity Bank Limited, Equity Group Foundation, USAID, MasterCard Foundation, DFID, Kreditanstalt für Wiederaufbau (KfW), and other partners. Started in 2010, it offers full scholarships covering tuition, room, and board to allow more than 10,000 academically talented but economically deprived and vulnerable children to complete secondary education. Recipients also benefit from personal mentoring, leadership training, and career guidance.



A. Institutional and Implementation Arrangements

85. The implementation arrangements of SEQIP have been designed keeping in mind the lessons learned from other externally funded projects and capacity needs of the MoE for planning, management, and M&E.

86. For SEQIP, at the national level, the MoE in general and the State Department of Basic Education will be responsible for the overall project delivery. The Principal Secretary (PS) in charge of the State Department of Basic Education, who is also the MoE's accounting officer, will have the primary responsibility for efficient and effective implementation of the project for achievement of the stated development objectives. All the key decisions, including financial and procurement, related to the project implementation will be vested with the PS.

87. A PSC chaired by the MoE Cabinet Secretary, which is already functioning well for the GPE-PRIEDE Project and USAID- and DFID-funded TUSOME Project, will continue to play the same role for SEQIP. The PS, Basic Education, functions as the Secretary of the PSC. The PSC includes key MoE directorates such as Policy, Planning, Basic Education, Secondary Education, Quality Assurance, School Audit, ICT, Chief Finance and Chief Procurement Officers; Chief Executive Officers of KNEC, KICD, TSC, National Treasury, other relevant senior officers; and the chair of the Education Development Partners Core Group. The PSC will provide strategic direction to the project, endorse the AWPB, ensure effective coordination among the IAs at the national level for smooth implementation, review the implementation progress, and resolve any policy and coordination issues requiring high-level interventions. The PSC will normally meet once in a quarter, but it can be convened by the chair as and when required.

88. The DPC&D will be directly responsible for SEQIP implementation. The directorate is expected to be well positioned to forge interdepartmental, inter-institutional, and inter-ministerial coordination and convergence. The core functions of the DPC&D are as follows: (a) prepare the AWPB and present it to the PSC; (b) coordinate with the NT and Central Bank of Kenya (CBK) and the MoE's internal Finance Department for timely flow of funds; (c) submit withdrawal applications to the World Bank for timely disbursement; (d) ensure compliance with fiduciary and safeguard requirements of the projects; (e) plan and organize need-based capacity-building activities for the MoE officials using project funds; (f) conduct assessments and policy research; (g) carry out necessary M&E under the project on time; (h) coordinate implementation and compliance of the environmental and social safeguards and the implementation of the VMGF; and (i) prepare and implement communication strategy for communicating with internal and external stakeholders regarding the project. The DPC&D will be appropriately empowered by the PS to take all day-to-day decisions required for the project implementation.

89. SEQIP will involve several agencies, both autonomous and semiautonomous, in implementation of project activities, as mentioned in the Project Description (Annex 1) in the Project Appraisal Document (PAD). The key IAs are TSC (an autonomous agency) and KNEC, KICD, and CEMASTE, which are semiautonomous agencies. TSC will be responsible for implementation of Subcomponents 1.1 and 1.2; the MoE through the DPC&D will be responsible for implementation of Subcomponents 1.3, 2.1, 2.2 and Component 4; KICD and KNEC will be responsible for implementation of Subcomponents 3.1 and 3.2, respectively. However, interagency coordination and collaboration is critical for implementation of the project for achievement of the PDO. The DPC&D will work closely with the respective agency for ensuring necessary coordination and collaboration. Each agency will designate a high-level competent staff as the



project focal point. The project focal point person will be assisted by some designated officials, including a finance officer, accountant, and procurement officer.

90. The county and sub-county education offices will play a key role in facilitating, coordinating monitoring project implementation at the school level. At the county level, the existing County Project Coordination Unit (CPCU), each having a County Project Coordinator, set up under the GPE-PRIEDE Project will be responsible for facilitating SEQIP coordination, implementation and monitoring. SEQIP will support CPCUs with relevant operational costs and capacity building. The CPCUs will coordinate with the MoE following the well-established mechanisms under the GPE-PRIEDE Project. The TSC county and sub-county offices will work along with the CPCU for implementation of activities related to alleviation of teachers' shortage and teachers' professional development.

B. Results Monitoring and Evaluation

91. **Project monitoring indicators.** The project will monitor and report on progress on the PDO-level indicators and sub-indicators, intermediate results indicators, and relevant core sector indicators. These indicators are listed in the Results Framework and Monitoring table (Section VII). The project will also monitor and report on beneficiary numbers and other indicators specific to project activities. Data on students' learning achievement and transition rate (PDO-level results indicators) will be obtained from Form 2 MLA and annual EMIS, respectively. Data for beneficiary numbers, relevant core sector indicators, and other monitoring indicators will be obtained from the MoE/DPC&D reports.

92. **Monitoring project implementation.** While the MoE/DPC&D will be responsible for project implementation, coordination, and facilitation, various activities under SEQIP will be implemented by other autonomous and semiautonomous institutions of the MoE. Each of these IAs will have a SEQIP focal person assisted by a team of officials who will monitor the activities with support from the DPC&D and in coordination with the CPCUs. For monitoring of implementation progress and performance of SEQIP initiatives, including progress toward and achievement of DLIs, safeguards and implementation of the VMGF, the project will rely on reporting and evidentiary data and documentation submitted by the DPC&D, largely obtained from these institutions and their monitoring systems and the CPCUs, as well as on third-party verification data. For monitoring related to implementation arrangements, FM and procurement activities and functions, and environmental and social safeguards and activities, including project covenants, the project will also rely on reporting and evidentiary data and documentation submitted by the DPC&D.

93. A main data source for project monitoring will be the EMIS at the MoE, which has had reliability issues in the past. However, the MoE has recently embarked on the development of a new EMIS with improvements such as unique identifiers for schools and students and direct online submission of data by authorized head teachers, which would facilitate data validation. The new EMIS will collect annual data at the school level, with several added data fields for monitoring SEQIP activities such as grade wise and subject wise number of textbooks and the 'functioning' quality of school toilet and water facilities.

94. Table 2 delineates the process evaluations, third-party validations (of achievement of DLRs), and impact evaluation that are planned for the different project activities, in addition to the regular monitoring and reporting at the DPC&D and other IAs.



Table 2. Activity-Specific Evaluations

Component and Subcomponent Activities	Activity Will Be Part of Process Evaluation Survey by the MoE?			Activity Will Be Part of Annual Third-Party Validation of DLRs?	Impact Evaluation
	End of Year 1	Midterm	End of Project		
1. Improving quality of teaching in targeted areas					
1.1. Reducing teacher shortage	—	Yes	Yes	Yes	—
1.2. Enhancing teacher professional development	Yes	Yes	Yes	Yes, from year 2	—
1.3. Provision of textbooks	—	Yes	Yes	Yes, from year 2	—
2. Improving retention in upper primary school and transition to secondary school in targeted areas					
2.1. Improving school infrastructure	—	—	—	Yes, from year 2	—
2.2. Improving retention in upper primary school and transition to secondary school of poor and vulnerable students	Yes	Yes	Yes	Yes	Yes, if possible through random selection or differential implementation arrangements
3. System reform support					
3.1. Development and introduction of Competency-Based Curriculum	—	Yes	Yes	—	—
3.2. Strengthening of national system for monitoring learning progress and national examination	—	Yes	Yes	—	—

C. Sustainability

95. The likelihood of sustained implementation of SEQIP by the GoK beyond the project period is promoted by five factors. First, the Office of the President, the NT, and the MoE have communicated (a) that education is a high priority; and (b) their strong, steadfast commitment to addressing the acute and chronic deficiencies in school participation at the upper primary and secondary levels, as well as in the quality of service delivery. Second, the GoK has led the design of SEQIP, ensuring that the design process is participatory with consultations with a range of internal and external stakeholders. Third, during implementation of SEQIP, the GoK plans to continue its engagement with internal and external stakeholders, with proactive engagement on program status and performance as well as feedback gathering and redressal. This continuous engagement is likely to help build wide and deep ownership and consensus. Partnership with the private sector in relevant activities, such as the scholarship program, where the private sector has the advantage of experience and an established management system, adds to implementation sustainability. Fourth, substantial system reform support and evaluative work to continually improve processes and inform scale-up and policy options will provide a solid foundation for continued implementation of initiatives beyond the project. And fifth, the requirements in terms of



additional government budgetary resources for SEQIP initiatives are expected to be minimal, as the initiatives are in line with the Government's education reform agenda and largely aim to improve the effectiveness and efficiency of existing/planned levels of expenditures for primary and secondary education. Notes on fiscal sustainability, along with the economic analysis, are provided in the Appraisal Summary section below.

96. The sustainability of implementation of SEQIP beyond the project period, which is supported by multiple factors, as discussed earlier, is expected to enable sustainability of project outcomes. The identification of potential risks and risk mitigation measures for the project as a whole, as well as for each set of project activities will also inform later efforts to sustain outcomes.

D. Role of Partners

97. SEQIP is not co-financed by any partner. However, the project design and proposed implementation arrangements are informed by experiences from ongoing interventions by key development partners (DPs) particularly in school-based teacher support and in administration of scholarships interventions. The key DPs in the education sector, USAID and DFID, are mainly investing in lower primary education through the TUSOME program which targets strengthening of reading skills in grades 1 and 2, while the GPE²⁶ is investing in strengthening of numeracy skills in grades 1 and 2, and improving school management and accountability. These two programs are implemented based on an established SBTSS and an efficient mechanism for provision of textbooks, which SEQIP will build on.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

98. The overall risk rating is Substantial. The key risks and challenges include the following: (a) the technical project design with multiple components and subcomponents with a strong systemic reform element; (b) current capacity of the MoE is inadequate, particularly in the absence of adequate personnel with required skills and knowledge to implement a time-bound IDA project with a strong M&E component; (c) potential change in MoE's senior management following the general elections; and (d) sustainability of the outcomes of SEQIP beyond the project period will depend on the outcomes, although public financing for sustaining the outcomes may not be a big issue.

Table 3. Systematic Operations Risk-Rating Tool (SORT)

Risk Category	Rating
1. Political and Governance	High
2. Macroeconomic	Moderate
3. Sector Strategies and Policies	Moderate
4. Technical Design of Project or Program	Substantial

²⁶ The GPE project, Kenya PRIEDE is supervised by the World Bank.



Risk Category	Rating
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Moderate
8. Stakeholders	Moderate
9. Other	—
OVERALL	Substantial

99. **Political and Governance - High.** The risk rating is based on the potential change in the top leadership at MoE, which could affect sustained commitment to the reform effort.

100. **Technical Design of the Project - Substantial.** The education sector in Kenya is currently witnessing significant reform. To improve efficiency and efficacy of the public education delivery system, the GoK has reformed the policy environment by promulgating a number of legislations and put in place a new institutional framework to facilitate the reforms. The MoE has now embarked upon curricula reform, replacing the existing content-based curricula with CBCs. Alongside this reform, the GoK is also contemplating restructuring the school education system from 2+8+4 to 2+6+3+3. It is expected that the proposed reorganization of the basic education structure will gain momentum during the SEQIP implementation period. SEQIP has been designed to fit within the existing education structure, support the reform process at the same time, and remain relevant in the new environment.

101. **Institutional Capacity for Implementation and Sustainability - Substantial.** Based on the experience of the ongoing GPE Project, the risk related to institutional capacity for implementation of SEQIP is substantial. Although, the MoE has established the DPD&C, its current capacity needs strengthening. SEQIP will invest heavily in capacity building of the DPD&C officials through training and provision of external technical assistance. Nonetheless, it will take time for the directorate to develop adequate capacity to perform its core functions. The capacity already built in the GPE-PRIEDE PCU will be useful in that the accumulated knowledge and skills can be transferred to the new DPC&D. The DPC&D is an integral part of the MoE and, therefore, any capacity built there will be sustained through budgetary resources.

102. **Fiduciary - Substantial.** The assessment of the FM arrangements at the MoE concludes that there are systems in place that satisfy the World Bank's minimum requirements under OP/BP 10.00. The inherent and control risks are both rated substantial and, therefore, the overall project risk is considered Substantial. The overall FM arrangements are assessed as Substantial mainly because of the delays in receiving returns from counties, funds flow delays, and school audit capacity. Mitigating measures are being put in place as a part of the project design and the risk will be reassessed as project implementation progresses. The procurement capacity assessment of the MoE concludes that the procurement unit staff's experience on donor-funded projects, especially for the head of procurement and some of the procurement staff, is an added strength, however considering procurement delays and procurement performance issues the overall project risk for procurement is assessed as Substantial. The mitigation measures are listed in the appraisal summary.



103. **Environmental and Social.** The activities under the proposed project are not expected to lead to significant and/or irreversible adverse environmental or social impacts. Supplementary safeguards instruments will be prepared to address the impacts. OP/BP 4.01 Environmental Assessment and OP/BP 4.11 on Physical Cultural Resources have been triggered and an Environmental and Social Management Framework (ESMF) prepared. The investments will be implemented within existing primary and secondary schools and no land acquisition will be required for the project.

104. The project also triggered OP 4.10 - Indigenous Peoples and the applicable laws and regulations of the GoK. Given that the project sites/locations are not yet known or identified, a framework approach has been proposed. The MoE has prepared a Vulnerable and Marginalized Group Framework (VMGF).

VI. APPRAISAL SUMMARY

A. Economic and Financial (if applicable) Analysis

105. Returns to schooling in Kenya have been consistently shown over the years to be of large magnitude. Three decades ago, Boissiere, Knight, and Sabot (1985)²⁷ found that the secondary school leavers in Kenya were paid 61 percent more than primary school leavers. According to the 2005–2006 data, Kenyans with some lower secondary education earn 38 percent more than those with only primary education, and those with some upper secondary education earn 84 percent more than those with only lower secondary education (World Bank 2017)²⁸. Most recently, 2015 data show that a standard deviation of 1 in cognitive skills was associated with a 16 percent increase in earnings in Kenya (Valerio et al. 2016)²⁹.

106. Capitalizing on such high potential returns to schooling, SEQIP aims to enable more Kenyan youth to attain secondary education with improved adequacy and quality of teaching and learning resources and environment. On the benefits side, SEQIP is expected to improve income of individuals through increased educational attainment and improved skills. Expected individual costs include educational expenses and opportunity costs because of working if not pursuing secondary education.

107. Comparing the estimated present discounted values (PDVs) of economic benefits and economic costs faced by Kenyan youth because of SEQIP, the net economic benefits of SEQIP is estimated at US\$253 million in PDV terms, using data from the 2006 Kenya Integrated Household Budget Survey (KIHBS).³⁰ The internal rate of return (IRR) is estimated at 12 percent. The key assumptions that underlie the forecasted increase in upper primary school enrollment and secondary school enrollment and increase in income premium of upper primary education and secondary education are provided in Scenario 1 in Table 4. In a sensitivity analysis presented in Scenario 2, if the increase in annual income premium of upper primary education versus lower primary education is projected at 1 percent instead of 2 percent, and the increase in annual income premium of secondary education versus upper primary education is projected at 3 percent instead of 5 percent, the net present value (NPV) of SEQIP is estimated to be about US\$172 million (holding other things constant). In another sensitivity analysis presented in Scenario 3, if the increases in

²⁷ Boissiere, M. X., Knight, J. B., & Sabot, R. H. (1985). Earnings, schooling, ability, and cognitive skills. *American Economic Review*, 75, 1016–1030

²⁸ World Bank group. 2016. Kenya Country Economic Memorandum From Economic Growth to Jobs and Shared Prosperity

²⁹ Valerio et al. 2016. Are There Skills Payoffs in Low and Middle-Income Countries? Empirical Evidence Using STEP Data

³⁰ Data from the 2016 KIHBS are not yet available for public use.



enrollment are projected to be half of those in Scenario 1, the NPV of SEQIP would reduce to US\$109 million and IRR 10.2 percent (holding other things constant). All three scenarios indicate the economic viability of the project (Table 4).

108. This economic analysis may be considered as providing a conservative estimation of the net benefits of SEQIP, as it abstracts from continuation of such benefits after SEQIP and abstracts from many social benefits other than income that are often associated with higher and better education.

Table 4. Cost-Benefit Analysis

	Scenario 1	Scenario 2	Scenario 3
Projected annual increase in upper primary school enrollment because of SEQIP (%)	1.5	1.5	0.75
Projected annual increase in secondary school enrollment because of SEQIP (%)	1.8	1.8	0.9
Projected average increase in annual income premium of upper primary education versus lower primary education because of improved skills under SEQIP (%)	2	1	2
Projected average increase in annual income premium of secondary education versus upper primary education because of improved skills under SEQIP (%)	5	3	5
Discount rate (deposit rate at Kenyan Central Bank) (%)	8	8	8
IRR	12	11	10.2
NPV (US\$)	253,000,000	172,000,000	110,000,000

Source: KIHBS 2006 data.

Fiscal Sustainability

109. In terms of recurrent expenditures, the project entails additional costs related to scholarships and mentoring support to secondary school students, in-kind and advocacy support to primary school students, and school-based support to teachers. These additional costs total US\$58 million over six years of the project, or about US\$10 million on average each project year, which equals less than 1 percent of the projected annual non-salary recurrent education expenditures in 2019–2020. At the same time, because many of the project activities aim to improve the effectiveness and efficiency of existing and planned government activities, the project will free up considerable fiscal space. Specifically, the project covers the following activities that are currently or planned to be undertaken by the Government and therefore would otherwise be incurred on the government's budget: provision of textbooks, teacher recruitment and attendance tracking, training and certification of teachers through the TPD framework, school infrastructure investments, CBC development and introduction, and learning assessment and monitoring related to the CBC. The total project costs associated with these activities are estimated to be US\$130 million over six years of the project, or US\$22 million on average each project year. Hence, the savings enabled by the project could potentially be used to finance years of additional recurrent costs after the project, should the Government continue scholarships and mentoring support to secondary



school students, in-kind and advocacy support to primary school students, and school-based support to teachers at the annual scale similar to that under the project.

B. Technical

110. SEQIP supports two top priorities for the education sector in Kenya's first five-year MTP-1 for achieving its Vision 2030 goals. These are (a) enhancing transition from primary to secondary education, along with school retention of students up to age 18 and (b) improving education quality with greater emphasis on developing students' critical thinking, communication, problem-solving, digital literacy, and learning to learn competencies. The project is designed to assist the GoK to achieve progress on both priorities in an incremental, equitable, and more affordable manner through the targeting of resources. By targeting resources to the counties/sub-counties that are lagging with respect to the poverty index and performance on key education indicators, the project focuses attention on schools that tend to serve poor and/or hard-to-reach communities, including those in the arid and semiarid lands (ASALs) regions. Targeting is also important for managing project implementation and supervision costs that can be quite substantial in Kenya because of the vast geographic coverage of the education system. In contrast, project interventions that support system wide reforms aimed at improving education quality and relevance will benefit schools and students across the country. Nonetheless, project design allows for consistency between the targeted interventions (for example, textbooks provision and teacher upgrading) and the new CBC resulting from system wide curriculum and student assessment reforms.

111. The use of an RBF modality for Component 1 and Subcomponent 2.2 aims to incentivize results and actions to address the main constraints on children's participation in education and quality of education. This approach allows flexibility during the implementation period to use pilot activities such as targeted allocation and recruitment of teachers to orient investments to reach the target results. Considering that the interventions under this component are limited to the targeted sub-counties, rigorous evaluation is built into its design to inform scaling-up/replication in other sub-counties.

112. The new CBC is expected to be gradually introduced for lower to higher grades over the next few years, coinciding with the project period. Specifically, introduction of the new CBC is planned for grade 3 in 2019, for grade 8 in 2023, and for each higher grade in each consecutive year in between. The design of project activities proactively takes into account the sequencing of this fundamental reform. The sample-based formative learning assessment activity will be piloted and then scaled up for grades 3 and 6 in synchrony with the timing of the planned CBC introduction in these grades. The activities under the TPD subcomponent will ensure that the teaching standards and related training content are consistent with the competencies that teachers will need to improve classroom practices.

C. Financial Management

113. In line with the guidelines stated in the Financial Management Practices Manual issued by the Financial Management Sector Board on March 2010, an FM assessment was conducted at the MoE and TSC—the two key IAs under SEQIP. The objective of the FM assessment is to determine whether (a) the agencies have adequate FM arrangements to ensure project funds will be used for purposes intended in an efficient and economical way; (b) the project's financial reports will be prepared accurately, reliably, and timely; and (c) the entities' assets will be safeguarded.



114. The MoE is currently implementing the GPE-PRIEDE Project and also implemented the Kenya Education Sector Support Project (KESSP, P087479) that closed in 2008. The FM assessment is based in part on the performance of the MoE on past IDA and current ongoing GPE-PRIDE projects and interaction with the MoE staff as part of the project preparation phase. TSC is a constitutional office established under Article 237 of the Constitution of Kenya 2010 and operationalized by TSC Act No. 20 of 2012 with the mandate to perform teacher management functions.

115. **FM arrangement.** The primary executing agency for the project will be the MoE, which will be tasked with coordinating the activities of the various department and agencies under the program. The respective departments and IAs will be the focal point for reviewing the progress of their various components and also responsible for M&E and reporting on outcomes. The MoE will have oversight responsibility for the various departments and agencies over all the transfers and payments related to the implementation of project activities and will work closely with the IAs to ensure proper coordination and progress of the project activities in their respective areas of responsibility.

116. In the same vein, the overall FM responsibility will be handled by the PS. The responsibility of the PS is primarily to ensure that throughout implementation there are adequate FM systems in place in all the agencies which can report adequately on the use of project funds. Under the ongoing Kenya GPE-PRIEDE Project, the FM functions of the IAs have been fully mainstreamed within the ministry. It should be stated and is worth emphasizing that in the recent past there have been significant challenges with the fiduciary oversight of projects in the education sector. These issues occurred during the implementation of the KESSP and resulted in the World Bank and other donors disengaging from the education sector as a result of Governance and Anticorruption (GAC) concerns flagged in the KESSP Sector Wide Approach project.

117. Following on from that period, the MoE developed a comprehensive GAC action plan to address the internal control weaknesses raised in the in-depth review and the Integrity Vice Presidency (INT) reports, which has substantively been implemented, including refund of ineligible expenditures to the donors; separation of staff implicated in fraud and corruption and having the cases investigated by Ethics and Anti-Corruption Commission (EACC) and taken to court; setting up corruption prevention mechanisms, including integrity assurance committees; conducting capacity-building training and enhancing the capacity of the school audit unit; and converting it into a full-fledged department with better staffing and funding. Measures were also taken by the NT to address cross-cutting FM weaknesses to strengthen overall PFM systems based on the KESSP audit reports and the joint FM/Internal Audit Department (IAD) Portfolio fiduciary review and funds flow analytical report of 2009. The ongoing interventions to strengthen financial management capacity under the GPE PRIEDE project (P146797) are informed by recommendations of the KESSP audit and the joint FM/IAD reports.

118. In addition to these mitigation measures, the project's FM will be complemented by adhering to the policies, rules, and procedures as stated in the PIM, which provides guidelines on budgeting and financial reporting, funds disbursement procedures, and FM monitoring and control and external audit arrangements. Project implementation will rely on the existing government FM systems for project implementation and oversight with due consideration for matters highlighted in the various diagnostics and reviews.



119. Given that the project's FM arrangements will to the extent feasible follow the country systems, the Head of Accounts will have overall FM responsibility. The responsibility of the Head of Accounts is to ensure that throughout implementation there are adequate FM systems in place which can report adequately on the use of project funds. However, in carrying out this mandate, the specific day-to-day transaction processing and reporting will be assigned to a dedicated Project Accountant within the Accounting Unit who will be supervised by the Head of Accounts. Day to day activities of the project accountant will report to the Head of accounting Unit of the implementing agency.

120. The fiduciary assessment of the FM arrangements at both the MoE and TSC concludes that there are adequate systems in place which can be relied upon to support implementation.

121. **Project risk assessment and mitigation.** The SORT summarizes the risks and risk mitigating measures for the FM aspects of the project. The inherent and control risks are both rated substantial and, therefore, the overall project FM risk is considered Substantial.

122. In summary, the assessment of the FM arrangements at the MoE concludes that there are systems in place that satisfy the World Bank's minimum requirements under OP/BP 10.00. However, the overall FM arrangements are assessed as Substantial mainly because of delays in receiving returns from counties, funds flow delays, and school audit capacity. Mitigating measures are being put in place as a part of the project design and the risk will be reassessed as the project implementation progresses.

D. Procurement

123. Procurement for the project will be carried out in accordance with the "The World Bank Procurement Regulations for IPF Borrowers, July 2016", hereafter referred to as 'Procurement Regulations'. The project will also be subject to the World Bank's Anti-Corruption Guidelines, dated July 1, 2016. Procurement under this project will be carried out in accordance with the World Bank Procurement regulations for Investment Project Financing Borrowers; Procurement in Investment Project Financing for Goods, Works, Non-Consulting and Consulting Services July 2016. When approaching the national market, as agreed during negotiations and included in the procurement plan (PP), the open tender procedure of Public Procurement and Assets Disposal Act 2015 (PPADA) and Regulations 2006 and its subsequent revisions determined to meet the World Bank Procurement Regulations for IPF Borrowers, July 2016 shall be used. The World Bank conducted an assessment of the National Procurement Legal framework and found the use of National Procurement Procedure (NPP) to be acceptable to the World Bank (Annex 2, procurement section) while approaching national market, the open tender procedure as per PPADA 2015 and Regulations shall be used. However, the specific requirements for national open competitive procurement will include the following: (a) open advertising of the procurement opportunity at the national level; (b) the procurement is open to eligible firms from any country; (c) the request for bids/request for proposals (RFPs) document shall require that bidders/proposers submitting bids/proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limiting the World Bank's right to sanction and the World Bank's inspection and audit rights; (d) contracts with an appropriate allocation of responsibilities, risks, and liabilities; (e) publication of contract award information; (f) an effective complaints mechanism; and (g) maintenance of records of the procurement process.



124. Other national procurement arrangements (other than national open competitive procurement) that may be applied by the Borrower (such as limited/restricted competitive bidding, request for quotations/shopping, direct contracting) shall be consistent with the World Bank's Core Procurement Principles and ensure that the World Bank's Anti-Corruption Guidelines and Sanctions Framework and contractual remedies set out in its Legal Agreement apply. In all cases, the NPPs to be used shall give due attention to quality aspects.

125. The procurement activities will be carried by the MoE and other project implementing agencies. The project implementation will be supported by the DPC&D constituted in the MoE. The DPC&D will be staffed with dedicated functions such as procurement, FM/disbursement, and M&E. These functions will be carried out by full-time personnel contracted by the MoE.

126. The MoE is reviewing the instructional material policy in the country with the aim to establish single course book for a subject for a grade. The current textbook policy allows procurement of textbooks from prequalified publishers at predetermined rates whose names and rates have been published in the textbook catalogue called "Orange Book". The current catalogue lists between four to six titles for each subject matter and grade, and the unit price variation between the lowest and the highest price ranges from 26 percent to 318 percent. Each school buys directly from local distributors using funds allocated to them through a specific TLM earmarked in the school capitation grant. This policy not only leaves a gray area of collusion between teachers and publishers but also the price bandwidth of textbooks shown in the catalogue is high and even the price is high compared to those in the neighboring countries.

127. To reform procurement of text books, the MoE agreed to initiate Framework Agreement (FA) tendering process for textbooks valid for three years or more. The evaluation criteria will be agreed in the Framework Agreement Bid Documents. This process should lead to one course book per subject and other text books within a price bandwidth of say 15 to 20 percent. This process could bring in transparency and value for money in procurement of text books to schools, students and parents. This FA will be used to procure textbooks under the project to improve the textbook availability to targeted counties.

128. The envisaged procurement activities under Subcomponent 2.1 improving school infrastructure will include the civil works, mainly improvement of school's infrastructures such as classrooms, laboratory, and toilets. Given the capacity constraint in the MoE to implement infrastructure, the MoE agreed to hire four Design and Construction Supervision Consultants (D&CSC) to support technical aspects of the project (needs assessment, design, procurement and supervision). D&CSCs will also support the MoE in procurement process including evaluation of bids and contract award of the civil works in the counties and procurement of school furniture. The MoE will ensure strengthening of the internal SIMU with four more officials deputed from the State Department of Public Works. In addition, the MoE will hire a third-party Consultant who will provide independent quality assurance of geographically scattered works.

129. Under Subcomponent 2.2 on improved retention and transition, the envisaged procurement activities mainly comprise consultancy services which include development of strategies for recruitment and deployment in schools, evaluation of the ongoing piloting of performance evaluation, and development of scaling-up options. A subcomponent on transition of vulnerable children in targeted areas will be based on the DLI instrument.



130. The procurement activities under the remaining Components 3 and 4 include mainly the consultancy and non-consultancy services (printing) and procurement of goods such as ICT equipment for reforming the educational sector and management of the project.

131. There are several sub-components which follow DLI. To avoid any doubt, the procurement if any to achieve the DLIs will follow Procurement Regulations.

132. The major procurement risks related to SEQIP are highlighted in the project procurement strategy for development (PPSD) prepared by the MoE. The PSD resulted in 18-month PP clearly indicating market approaches and procurement methods for each major activity taking into consideration the risks.

133. The MoE will build on experience from capacity gained through implementing procurement actions with other World Bank-funded projects, including the ongoing GPE. The procurement capacity assessment revealed that there have been significant improvements in the internal control systems at the MoE and Kenya portfolio level to address the weaknesses flagged in the KESSP forensic audit. The MoE also learned critical lessons from that project, which is evidenced by the substantive implementation of the recommendations of the GAC action plan, including refund of ineligible expenditures to the donors, separation of staff implicated in fraud and corruption and having the cases investigated by EACC and taken to court, setting up corruption prevention mechanisms including integrity assurance committees, and conducting capacity-building training. The procurement unit staff's experience on donor-funded projects, especially for the head of procurement and some of the procurement staff, is an added strength.

134. Other key issues and risks concerning procurement for implementation of the previous projects, which have been identified and require enhancement include systemic weaknesses in the areas of (a) delays in procurement decisions; (b) procurement record keeping; (c) capacity of procurement staff especially following Procurement Regulations; (d) procurement planning; (e) procurement process administration including award of contracts; (f) contract management; and (d) procurement oversight. Based on the above assessment, therefore the overall project risk for procurement is assessed as Substantial.

135. The project prepared a simplified PSD and the report provides details on mitigations measures including on the market assessment and a PP for the initial 18 months has been prepared and approved by the World Bank.

E. Social (including Safeguards)

136. The purpose of the VMGF is to ensure the project interventions benefit as well as avert any potential adverse effects on Vulnerable and Marginalized Groups (VMGs). The preparation of the VMGF was informed by consultations with the communities that include VMGs in the spirit of Free Prior and Informed Consultations. The MoE is expected to continuously engage the local communities in all implementation phases including holding citizen engagement forums at the end of the financial year for project transparency. The framework has provided a mechanism for (a) identifying and assessing potential social impacts based on the types of activities envisioned, and (b) proposing screening methods and processes of assessing and designing appropriate mitigation measures for the identified investments. The VMGF is informed by consultations with VMGs in the spirit of free, prior, and informed consultations (FPICs). The VMGF, in particular, provides a mechanism for inclusion and informed participation of the



VMGs in the project in a culturally appropriate manner. During the preparation of those frameworks (ESMF and VMGF), a series of regional consultations were held in four selected counties: Kisumu, Isiolo, Nakuru and Mombasa where several stakeholders including communities who meet OP 4.10 requirements participated. The final stakeholders' consultation and public disclosure workshop was held on June 30, 2017. Subsequently, the ESMF and VMGF were disclosed at the MoE website³¹ on July 7, 2017 and World Bank Infoshop on July 8, 2017.

F. Environment (including Safeguards)

137. The project was screened by the World Bank Team and assigned an Environmental Category B Partial Assessment, on the assumption that no major civil works will be funded and no physical or economic displacement will take place. The World Bank Operational Policy on Environmental Assessment (OP/BP 4.01) has been triggered, given the implementation of the activities outlined under Component 2. The main potential environmental impacts anticipated for the project are (a) new physical infrastructure that will include (i) construction of the additional classrooms, science laboratories, multipurpose rooms/libraries, dormitories, toilets, water facilities, electricity provision and about 1000 secondary schools will benefit; (ii) construction of toilets, water facilities and replacement of highly unsafe structures in primary schools, and about 3000 primary schools will benefit; and (iii) construction of a one modern training center; (b) procurement of ICT equipment; and (c) potential installation of micro solar photovoltaic systems for lighting schools, and these could result in environmental risks and social impacts, although these impacts are reversible, localized, and easily and cost-effectively mitigated.

138. The Policy on Physical Cultural Resources (OP/BP 4.11) has been triggered as a precautionary measure. Although the project has no foreknowledge of any potential cultural and historical sites or resources of significance, it has incorporated 'Chance Find' provisions in the ESMF to ensure that the appropriate preventive and mitigation measures are formulated and executed if any such physical cultural resources are encountered during project implementation. The Policy on Natural Habitats (OP/BP 4.04) is not triggered for this Project as none of the proposed works has the potential to cause significant conversion or degradation of the natural habitats, whether directly or indirectly. The ESMF has provided detailed procedures to screen sub-projects for potential adverse environmental and social impacts, and to take measures to avoid, minimize and mitigate impacts on natural habitats. Project funds will not finance any activities that could result in adverse risk to ecologically sensitive, fragile ecosystem and natural habitats.

139. Given the specific sites/locations for the sub-projects are not yet identified at this stage in project preparation, a framework approach has been adopted by the World Bank safeguards team and the client has prepared an ESMF. The Borrower has ensured that free, prior and informed consultation took place during the preparation of the safeguards instruments, and documentation of stakeholder consultation and participation was carried out. The ESMF was cleared by the World Bank and disclosed in county on July 7, 2017 and at the World Bank's InfoShop on July 8, 2017.

140. Capacity to manage safeguards issues will be built at the DPC&D as the implementing entity in the MoE. A capacity assessment conducted on the MoE for planning, designing, implementing, and

³¹ The safeguards documents for the SEQIP can be downloaded from the links:
<http://education.go.ke/index.php/downloads/category/29-announcements>



monitoring of the safeguards has revealed standards to be inadequate. In this regard, the World Bank recommends that the MoE recruits environmental and social safeguards experts to support the DPC&D in the implementation of the project. The terms of reference of these experts will be agreed with the World Bank.

G. Other Safeguard Policies (if applicable)

H. World Bank Grievance Redress

141. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org



VII. RESULTS FRAMEWORK AND MONITORING

Note to Task Teams: The following sections are system generated and can only be edited online in the Portal.

Results Framework

COUNTRY : Kenya

Kenya Secondary Education Quality Improvement Project

Project Development Objectives

The project development objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas.

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: PDO indicator 1: Average student test score in sciences subjects at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00	Baseline, mid-term and end-term	Assessment data	Kenya National Examinations Council (KNEC)
PDO sub-indicator 1.1: Average student test score in biology at Form 2 at		Number	0.00	0.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
public schools in targeted sub-counties							
PDO sub-indicator 1.2: Average student test score in chemistry at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			
PDO sub-indicator 1.3: Average student test score in physics at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			
PDO sub-indicator 1.4: Average female student test score in biology at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			
PDO sub-indicator 1.5: Average female student test score in chemistry at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
PDO sub-indicator 1.6: Average female student test score in physics at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			
PDO sub-indicator 1.7: Average female student test score in sciences subjects at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00			
<p>Description: Test scores from Monitoring Learning Assessment (MLA) at Form 2, provided separately for biology, chemistry, and physics.</p> <p>Baseline MLA at Form 2 to be conducted at the end of 2017.</p> <p>The project targets a 15% improvement in test score in each science subject by the end of the project period, which implies an annual average improvement of about 3%.</p>							
Name: PDO sub-indicator 2: Average student test score in mathematics at Form 2 at public schools in targeted sub-counties		Number	0.00	0.00	Baseline, mid-term and end-term	Assessment data	KNEC
PDO sub-indicator 2.1: Average female student test score in mathematics at Form 2 at public schools		Number	0.00	0.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
in targeted sub-counties							
<p>Description: Test scores from MLA at Form 2</p> <p>Baseline MLA at Form 2 to be conducted at the end of 2017.</p> <p>The project targets a 15% improvement in test score by the end of the project period, which implies an annual average improvement of about 3%.</p>							
Name: PDO indicator 3: Transition rate from primary to secondary education in targeted sub-counties		Percentage	77.20	86.00	Baseline, mid-term, end-term	EMIS	Ministry of Education (MoE)
PDO sub-indicator 3.1: Female transition rate from primary to secondary education in targeted sub-counties		Percentage	74.90	83.40			
<p>Description: Number of students enrolled in Form 1, minus number of repeaters in Form 1, divided by number of students enrolled in Grade 8 in previous year</p>							
Intermediate Results Indicators							
Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Teachers recruited or	✓	Number	0.00	22500.00	Annual; bi-annual	Reports, administrative data, third-party validation	Teachers' Service Commission (TSC),



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
trained						data	Centre for Mathematics, Sciences, and Technology Education for Africa (CEMASTE), independent third party
Number of teachers recruited	✓	Number	0.00	2500.00			
Teachers recruited or trained - Female (RMS requirement)	✓	Number	0.00	750.00			
Number of teachers trained	✓	Number	0.00	20000.00			
Description:							
Name: Share of primary and secondary schools in targeted sub-counties with gender sensitization orientation conducted and with gender champions		Percentage	0.00	80.00	Annual	Reports	MoE



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
designated							
Description: At least one structured gender sensitization program is conducted and a school-level gender champion designated at a given school							
Name: Number of Grade-7 and -8 students receiving in-kind and advocacy and mentoring support		Number	0.00	37500.00	Annual	Administrative data, third-party validation data	MoE, independent third party
Description: Number of Grade-7 and -8 students receiving in-kind and advocacy and mentoring support							
Name: Retention rate of student beneficiaries of scholarship and mentoring support		Percentage	80.00	90.00	Annual	Administrative data; third-party validation data	MoE; independent third party
Description: The numerator is the number of student beneficiaries enrolled in Form 4 in the current year. The denominator is the number of student beneficiaries enrolled in Form 1 four years prior.							
Name: Number of government primary schools in targeted sub-counties provided with functioning toilet and water facilities by project		Number	0.00	3000.00	Annual	EMIS; third-party validation data (A question on the “functioning” quality of school facilities will be added to future EMIS rounds.)	MoE; independent third party



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description: Number of government primary schools in targeted sub-counties provided with functioning toilet and water facilities by project							
Name: Number of government secondary schools in targeted sub-counties provided with functioning toilet and water facilities by project		Number	0.00	1000.00	Annual	EMIS; third-party validation data	MoE, independent third party
Description: Number of government secondary schools in targeted sub-counties provided with functioning toilet and water facilities by project							
Name: Number of new classrooms/science laboratories/multi-purpose rooms added to government secondary schools by project		Number	0.00	2000.00	Annual	EMIS, third-party validation data	MoE, independent third party
Description: Number of new classrooms/science laboratories/multi-purpose rooms added to government secondary schools by project							
Name: Share of schools reporting student-textbook ratio of 1:1 at Grades 7 and 8 and Forms 1-4 in targeted sub-counties		Percentage	0.00	80.00	Annual	EMIS	MoE



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description: In grades 7 and 8, each student will have one core textbook in science, mathematics, and English. In Forms 1 to 4, each student will have one core textbook in the mathematics, English, and relevant science subjects.							
Name: Phased roll-out of Competency Based Curricula (CBC)		Text	None	Roll-out of CBC for Grade 8; Development of new CBC and support materials for Grade 9	Annual	Administrative data and reports	MoE, Kenya Institute of Curriculum Development (KICD)
Description: Phased roll-out of Competency Based Curricula							
Name: Establishment of a national exam item bank		Yes/No	N	Y	One time	Report	KNEC
Description: Establishment of a national exam item bank							
Name: Policy studies conducted		Number	0.00	3.00	3 studies during project period	Final study draft	MoE
Description: Policy studies conducted							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Establishment and operationalization of grievance redressal mechanism		Percentage	0.00	80.00	Annual	Report	MoE
Description: Share of complaints acted upon over the number of complaints received annually							



Target Values

Project Development Objective Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	YR6	End Target
PDO indicator 1: Average student test score in sciences subjects at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.1: Average student test score in biology at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.2: Average student test score in chemistry at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.3: Average student test score in physics at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.4: Average female student test score in biology at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.5: Average female student test score in	0.00							0.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	YR6	End Target
chemistry at Form 2 at public schools in targeted sub-counties								
PDO sub-indicator 1.6: Average female student test score in physics at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 1.7: Average female student test score in sciences subjects at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 2: Average student test score in mathematics at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO sub-indicator 2.1: Average female student test score in mathematics at Form 2 at public schools in targeted sub-counties	0.00							0.00
PDO indicator 3: Transition rate from primary to secondary education in targeted sub-counties	77.20	78.30		82.90			86.00	86.00
PDO sub-indicator 3.1: Female transition rate from primary to secondary education in targeted sub-counties	74.90	75.90		80.40			83.40	83.40



Intermediate Results Indicators

Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	YR6	End Target
Teachers recruited or trained	0.00	0.00	5000.00	10000.00	15000.00	20000.00	22500.00	22500.00
Number of teachers recruited	0.00	0.00	500.00	1000.00	1500.00	2000.00	2500.00	2500.00
Teachers recruited or trained - Female (RMS requirement)	0.00	0.00	150.00	300.00	450.00	600.00	750.00	750.00
Number of teachers trained	0.00	0.00	4000.00	8000.00	12000.00	16000.00	20000.00	20000.00
Share of primary and secondary schools in targeted sub-counties with gender sensitization orientation conducted and with gender champions designated	0.00	0.00	30.00	50.00	60.00	70.00	80.00	80.00
Number of Grade-7 and -8 students receiving in-kind and advocacy and mentoring support	0.00		7500.00	7500.00	7500.00	7500.00	7500.00	37500.00
Retention rate of student beneficiaries of scholarship and mentoring support	80.00					85.00	90.00	90.00
Number of government primary schools in targeted sub-counties provided with functioning toilet and water facilities by project	0.00	0.00	1000.00	2000.00	3000.00		3000.00	3000.00



Indicator Name	Baseline	YR1	YR2	YR3	YR4	YR5	YR6	End Target
Number of government secondary schools in targeted sub-counties provided with functioning toilet and water facilities by project	0.00	0.00	300.00	700.00	1000.00		1000.00	1000.00
Number of new classrooms/science laboratories/multi-purpose rooms added to government secondary schools by project	0.00	0.00	300.00	1000.00	2000.00		2000.00	2000.00
Share of schools reporting student-textbook ratio of 1:1 at Grades 7 and 8 and Forms 1-4 in targeted sub-counties	0.00		50.00	60.00	70.00	80.00	80.00	80.00
Phased roll-out of Competency Based Curricula (CBC)	None		Roll-out of CBC for Grade 4	Roll-out of CBC for Grade 5	Roll-out of CBC for Grade 6	Roll-out of CBC for Grade 7	Roll-out of CBC for Grade 8; Development of new CBC and support materials for Grade 9	Roll-out of CBC for Grade 8; Development of new CBC and support materials for Grade 9
Establishment of a national exam item bank	N				Y			Y
Policy studies conducted	0.00			1.00			3.00	3.00
Establishment and operationalization of grievance redressal mechanism	0.00			50.00	60.00	70.00	80.00	80.00



DLIs, Disbursement Arrangements, and Verification Protocols

Table 5. DLI Matrix

DLI	Indicative Time Line for DLI Achievement					
	2018 (Year 1)	2019 (Year 2)	2020 (Year 3)	2021 (Year 4)	2022 (Year 5)	2023 (Year 6)
DLI 1: Reduced science, mathematics, and English teacher shortages in targeted sub-counties	<p>DLI TARGET 1.1: Detailed and costed strategic plan developed for addressing teacher shortages and baseline established</p> <p>DLI Target Achievement Date (DTAD): FY18</p>	DLI TARGET 1.3: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with high shortages per the established baseline and on duty	DLI TARGET 1.4: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with high shortages per the established baseline and on duty	DLI TARGET 1.5: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with high shortages per the established baseline and on duty	DLI TARGET 1.6: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with high shortages per the established baseline and on duty	DLI TARGET 1.7: 80% of the teachers recruited over the last five years continue to be on duty



DLI	Indicative Time Line for DLI Achievement					
	2018 (Year 1)	2019 (Year 2)	2020 (Year 3)	2021 (Year 4)	2022 (Year 5)	2023 (Year 6)
	DLI TARGET 1.2: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with high shortages per the established baseline and on duty					
	DTAD: FY18	DTAD: FY19	DTAD: FY20	DTAD: FY21	DTAD: FY22	DTAD: FY23
	DLI TARGET 1.1 Value: <u>€ 450,000</u>	DLI TARGET 1.3 Value: <u>€ 875,000</u>	DLI TARGET 1.4 Value: <u>€ 875,000</u>	DLI TARGET 1.5 Value: <u>€ 875,000</u>	DLI TARGET 1.6 Value: <u>€ 875,000</u>	DLI TARGET 1.7 Value: <u>€ 2,190,000</u>
	DLI TARGET 1.2 Value: <u>€ 875,000</u>					
DLI 2: Share of science, mathematics, and English teachers in grades 7 and 8 and Forms 1–4 in targeted sub-counties that are certified based on Teacher Professional Development (TPD) modules or receive school-based support (SBTS)	DLI TARGET 2.1: Baseline on teachers’ performance gaps in science, mathematics, and English	DLI TARGET 2.3: TPD training modules developed	DLI TARGET 2.5: 10% of teachers completing six course units of a training module	DLI TARGET 2.8: 20% of teachers completing eight course units of a training module	DLI TARGET 2.10: 30% of teachers certified	DLI TARGET 2.12: Reduction in teachers’ performance gaps in science, mathematics, and English over baseline DTAD: FY23
	DTAD: FY18	DTAD: FY19	DTAD: FY20	DTAD: FY21	DTAD: FY22	
			DLI TARGET 2.6: 3 additional TPD training modules developed			
			DTAD: FY20			
	DLI TARGET 2.2: Design of SBTSS and implementation plan finalized	DLI TARGET 2.4: Phase 1 of the SBTSS operational in 2,000 primary schools and 500 secondary schools	DLI TARGET 2.7: Scaling up of the SBTSS based on Phase 1 evaluation to at least 5,000 primary schools and 1,500 secondary schools	DLI TARGET 2.9: 30% of teachers engaged in virtual peer-to-peer learning	DLI TARGET 2.11: 50% of teachers engaged in virtual peer-to-peer learning	



DLI	Indicative Time Line for DLI Achievement					
	2018 (Year 1)	2019 (Year 2)	2020 (Year 3)	2021 (Year 4)	2022 (Year 5)	2023 (Year 6)
	DTAD: FY18	DTAD: FY19	DTAD: FY20	DTAD: FY21	DTAD: FY22	
	DLI TARGET 2.1 Value: <u>\$2.0M € 1,755,000</u>	DLI TARGET 2.3 Value: <u>\$1.1M € 965,000</u>	DLI TARGET 2.5 Value: <u>\$1.0M € 875,000</u>	DLI TARGET 2.8 Value: <u>\$0.5M € 450,000</u>	DLI TARGET 2.10 Value: <u>\$0.5M € 450,000</u>	DLI TARGET 2.12 Value: <u>\$2.0M € 1,755,000</u>
	DLI TARGET 2.2 Value: <u>\$3.0M € 2,630,000</u>	DLI TARGET 2.4 Value: <u>\$2.0M € 1,755,000</u>	DLI TARGET 2.6 Value: <u>\$0.9M € 790,000</u> DLI TARGET 2.7 Value: <u>\$1.0M € 875,000</u>	DLI TARGET 2.9 Value: <u>\$0.5M € 450,000</u>	DLI TARGET 2.11 Value: <u>\$0.5M € 450,000</u>	
DLI 3:[1] Share of schools reporting student-textbook ratio of 1:1 in science, mathematics, and English at grades 7 and 8 and Form 1 in targeted sub-counties	DLI TARGET 3.1 Selection of core textbooks through transparent and competitive process DTAD: FY18	DLI TARGET 3.2: 50% of schools with 1:1 student-textbook ratio DTAD: FY19	DLI TARGET 3.3: 60% of schools with 1:1 student-textbook ratio DTAD: FY20	DLI TARGET 3.4: 70% of schools with 1:1 student-textbook ratio DTAD: FY21	DLI TARGET 3.5: 80% of schools with 1:1 student-textbook ratio DTAD: FY22	
	DLI TARGET 3.1 Value: <u>€ 3,070,000</u>	DLI TARGET 3.2 Value: <u>€ 3,070,000</u>	DLI TARGET 3.3 Value: <u>€ 1,755,000</u>	DLI TARGET 3.4 Value: <u>€ 1,755,000</u>	DLI TARGET 3.5 Value: <u>€ 1,755,000</u>	
DLI 4: Increased secondary school enrollment of poor and vulnerable students in targeted	DLI TARGET 4.1: Selection and contracting of partner agency(ies) to design and administer	DLI TARGET 4.2: At least 9,000 Form 1 students receiving scholarship[2]	DLI TARGET 4.3: At least 17,750 Form 1 and 2 students receiving scholarship	DLI TARGET 4.4: At least 17,500 Form 2 and 3 students receiving scholarship	DLI TARGET 4.5: At least 17,250 Form 3 and 4 students receiving scholarship	DLI TARGET 4.6: At least 8,000 Form 4 students receiving scholarship DTAD: FY23



DLI	Indicative Time Line for DLI Achievement					
	2018 (Year 1)	2019 (Year 2)	2020 (Year 3)	2021 (Year 4)	2022 (Year 5)	2023 (Year 6)
sub- counties	scholarships completed					DLI TARGET 4.7: At least 17,000 students from cohorts 1 and 2 complete Form 4 DTAD: FY23
						DLI TARGET 4.8: Program evaluated to inform options for scaling up DTAD: FY23
	DTAD: FY18	DTAD: FY19	DTAD: FY20	DTAD: FY21	DTAD: FY22	DTAD: FY23
	DLI TARGET 4.1 Value: <u>\$1 €875,000</u>	DLI TARGET 4.2 Value: <u>€ 3,000,000</u>	DLI TARGET 4.3 Value: <u>€ 5,800,000</u>	DLI TARGET 4.4 Value: <u>€ 5,800,000</u>	DLI TARGET 4.5 Value: <u>€ 5,800,000</u>	DLI TARGET 4.6 Value: <u>€2,600,000</u> DTAD: FY23
						DLI TARGET 4.7 Value: <u>€ 1,755,000</u> DTAD: FY23
						DLI TARGET 4.8 Value: <u>€ 700,000</u> DTAD: FY23
DLI 5: Increased retention of poor and vulnerable students in grades 7 and 8 in targeted sub-counties	DLI TARGET 5.1: Advocacy strategies developed and implementation launched in at least 50% of targeted sub-	DLI TARGET 5.2: At least 7,500 primary students (grades 7 and 8) receiving school kits	DLI TARGET 5.3: At least 7,500 primary students (grades 7 and 8) receiving school kits	DLI TARGET 5.4: At least 7,500 primary students (grades 7 and 8) receiving school kits	DLI TARGET 5.5: At least 7,500 primary students (grades 7 and 8) receiving school kits	DLI TARGET 5.6: At least 7,500 primary students (grades 7 and 8) receiving school kits DTAD: FY23



DLI	Indicative Time Line for DLI Achievement					
	2018 (Year 1)	2019 (Year 2)	2020 (Year 3)	2021 (Year 4)	2022 (Year 5)	2023 (Year 6)
	counties					DLI TARGET 5.7: 80% of program beneficiaries sitting for KCPE exam at the end of grade 8
	DTAD: FY18	DTAD: FY19	DTAD: FY20	DTAD: FY21	DTAD: FY22	DTAD: FY23
						DLI TARGET 5.8: Program is evaluated to inform options for scaling up
						DTAD: FY23
	DLI TARGET 5.1 Value: <u>€ 2,190,000</u>	DLI TARGET 5.2 Value: <u>€ 2,630,000</u>	DLI TARGET 5.3 Value: <u>€ 2,370,000</u>	DLI TARGET 5.4 Value: <u>€ 2,370,000</u>	DLI TARGET 5.5 Value: <u>€ 2,280,000</u>	DLI TARGET 5.6 Value: <u>€ 2,630,000</u>
						DLI TARGET 5.7 Value: <u>€ 2,630,000</u>
						DLI TARGET 5.8 Value: <u>€ 450,000</u>

Note: DTAD* = DLI Target Achievement Date

Table 6. DLIs/DLRs Verification Protocol Table

DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
DLI 1: Reduced science, mathematics, and English teacher shortages in targeted sub-counties				
<u>2018 (Year 1)</u> DLR 1.1: Detailed and costed strategic plan developed for addressing teacher shortages and baseline established	No	TSC report endorsed by the CEO	Principal Secretary (PS), MoE	Detailed and costed plan by TSC to the PS, MoE, as acceptable to IDA



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
DLR 1.2: 10% of new teacher posts, ³² in addition to annual pro rata of teacher posts, recruited for schools with inadequate teachers ³³ per the established baseline and on duty	Yes. €0.18 million for every 100 new teachers recruited ³⁴ and on duty, up to maximum of 500 teachers. Minimum achievement to trigger disbursement is 100 teachers.	TSC	TSC report verified by independent firm	Independent firm confirms TSC-reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, MoE, as acceptable to IDA
<u>2019 (Year 2)</u> DLR 1.3: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with inadequate teachers per the established baseline and on duty	Yes. €0.18 million for every 100 new teachers recruited and on duty, up to maximum of 500 teachers. Minimum achievement to trigger disbursement is 100 teachers.	TSC	TSC report verified by independent firm	Independent firm confirms TSC-reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, MoE, as acceptable to IDA
<u>2020 (Year 3)</u> DLR 1.4: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with inadequate teachers per the established baseline and on duty	Yes. €0.18 million for every 100 new teachers recruited and on duty, up to maximum of 500 teachers. Minimum achievement to trigger disbursement is 100 teachers.	TSC	TSC report verified by independent firm	Independent firm confirms TSC-reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, MoE, as acceptable to IDA
<u>2021 (Year 4)</u>	Yes. €0.18 million for every 100 new	TSC	TSC report verified	Independent firm confirms TSC-

³² As defined in the GoK regulations.

³³ As per TSC norms.

³⁴ As defined in the GoK regulations.



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
DLR 1.5: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with inadequate teachers per the established baseline and on duty	teachers recruited and on duty, up to maximum of 500 teachers. Minimum achievement to trigger disbursement is 100 teachers.		by independent firm	reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, as acceptable to IDA
<u>2022 (Year 5)</u> DLR 1.6: 10% of new teacher posts, in addition to annual pro rata of teacher posts, recruited for schools with inadequate teachers per the established baseline and on duty	Yes. €0.18 million for every 100 new teachers recruited and on duty, up to maximum of 500 teachers. Minimum achievement to trigger disbursement is 100 teachers.	TSC	TSC report verified by independent firm	Independent firm confirms TSC-reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, as acceptable to IDA
<u>2023 (Year 6)</u> DLR 1.7: 80% of the teachers recruited cumulatively in previous 5 years are on duty	Yes. €0.44 million for every 20% of teacher posts filled in previous five years are still filled. Minimum achievement to trigger disbursement is 20% of recruited teachers on duty.	TSC	TSC report verified by independent firm	Independent firm confirms TSC-reported figures through teacher survey and key informant interviews Report by the independent firm to the DPC&D, as acceptable to IDA
DLI 2: Share of science, mathematics, and English teachers in grades 7 and 8 and Forms 1–4 in targeted sub-counties that are certified based on TPD modules or receive school-based support				
<u>2018 (Year 1)</u> DLR 2.1: Baseline on teachers' performance gaps in science, mathematics, and English	No	Directorate of Teacher Management (DoTM), TSC	Baseline report endorsed by the TSC CEO	Report by DoTM and endorsed by the TSC CEO, as acceptable to IDA
DLR 2.2: Design of SBTSS and implementation plan finalized	No	DoTM, TSC	Design and implementation	Detailed and costed implementation plan by TSC, as



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
			plan prepared by DoTM endorsed by the TSC CEO	acceptable to IDA
<u>2019 (Year 2)</u> DLR 2.3: TPD training modules developed	Yes. €0.26 million for each module developed up to 5 modules ³⁵ and €0.44 million for 6th module developed	DoTM, TSC	DoTM report endorsed by the TSC CEO	Training modules submitted by TSC, as acceptable to IDA
DLR 2.4: Phase 1 of the SBTSS operational in 2,000 primary schools and 500 secondary schools	No	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
<u>2020 (Year 3)</u> DLR 2.5: 10% of teachers completing six modules	Yes. €0.44 million for each additional 10% of teachers that are certified after completing a training module, up to a maximum of 30%	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
DLR 2.6: TPD training modules developed	Yes. €0.26 million for each module developed up to 5 modules ³⁶ and €0.44 million for 6th module developed	DoTM, TSC	DoTM report endorsed by the TSC CEO	Training modules submitted by TSC, as acceptable to IDA
DLR 2.7: Scaling up of the SBTSS based on Phase 1 evaluation to at least 5,000 primary schools and 1,500 secondary schools	No	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA

³⁵ A module consists of 10 course units.

³⁶ A module consists of 10 course units.



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
<u>2021 (Year 4)</u> DLR 2.8: 20% of teachers completing eight modules	Yes. €0.44 million for each additional 10% of teachers that are certified after completing a training module, up to a maximum of 30%	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
DLR 2.9: 30% of teachers engaged in virtual peer-to-peer learning	Yes. €0.22 million for each additional 10% of teachers engaged in virtual peer-to-peer learning, up to a maximum of 50%	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
<u>2022 (Year 5)</u> DLR 2.10: 30% of teachers are certified	Yes. €0.44 million for each additional 10% of teachers that are certified after completing a training module, up to a maximum of 30%	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
DLR 2.11: 50% of teachers engaged in virtual peer-to-peer learning	Yes. €0.22 million for each additional 10% of teachers engaged in virtual peer-to-peer learning, up to a maximum of 50%	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
<u>2023 (Year 6)</u> DLR 2.12: Reduction in teachers' performance gaps in science, mathematics, and English over baseline	No	DoTM, TSC	TSC report verified by independent firm	Report by TSC verified by independent firm, as acceptable to IDA
DLI 3: Share of schools reporting student-textbook ratio of 1:1 in science, mathematics, and English at grades 7 and 8 and Form 1 in targeted sub-counties				
<u>2018 (Year 1)</u> DLR 3.1: Selection of core textbooks through transparent and competitive process	No	DPC&D, MoE	PS, MoE	Report by the MoE endorsed by the PS, as acceptable to IDA



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
<u>2019 (Year 2)</u> DLR 3.2: 50% of schools with 1:1 student-textbook ratio ³⁷	Yes. €0.18 million for each additional 10% of schools with 1:1 student-textbook ratio, up to a maximum of 80%	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA For the purpose of calculation and disbursement, at the primary level if each student has any two out of three textbooks and at the secondary level each student has any three out of the five textbooks, it will be considered as having student-textbook ratio of 1:1.
<u>2020 (Year 3)</u> DLR 3.3: 60% of schools with 1:1 student-textbook ratio ³⁸	Yes. €0.18 million for each additional 10% of schools with 1:1 student-textbook ratio, up to a maximum of 80%	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2021 (Year 4)</u> DLR 3.4: 70% of schools with 1:1 student-textbook ratio ³⁹	Yes. €0.18 million for each additional 10% of schools with 1:1 student-textbook ratio, up to a maximum of 80%	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2022 (Year 5)</u> DLR 3.5: 80% of schools with 1:1	Yes. €0.18 million for each additional 10% of schools with 1:1 student-textbook ratio, up to a maximum of	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA

³⁷ In grades 7 and 8, each student will have one core textbook in science, mathematics, and English. In Forms 1 to 4, each student will have one core textbook in the mathematics, English, and relevant science subjects.

³⁸ In grades 7 and 8, each student will have one core textbook in science, mathematics, and English. In Forms 1 to 4, each student will have one core textbook in the mathematics, English, and relevant science subjects.

³⁹ In grades 7 and 8, each student will have one core textbook in science, mathematics, and English. In Forms 1 to 4, each student will have one core textbook in the mathematics, English, and relevant science subjects.



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
student-textbook ratio ⁴⁰	80%			
DLI 4: Increased secondary school enrollment of poor and vulnerable students in targeted sub-counties				
<u>2018 (Year 1)</u> DLR 4.1: Selection and contracting of partner agency(ies) to design and administer scholarships completed	No	DPC&D, MoE	DPC&D	Contract issued by the DPC&D, shared with IDA
<u>2019 (Year 2)</u> DLR 4.2: At least 9,000 Form 1 students receiving scholarships	Yes. €0.31 million for each additional 1,000 of student beneficiaries, up to a maximum of 9,000 beneficiaries.	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2020 (Year 3)</u> DLR 4.3: At least 17,750 Form 1 and 2 students receiving scholarships	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2021 (Year 4)</u> DLR 4.4: At least 17,500 Form 2 and 3 students receiving scholarships	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2022 (Year 5)</u> DLR 4.5: At least 17,250 Form 3 and 4 students receiving scholarships	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA

⁴⁰ In grades 7 and 8, each student will have one core textbook in science, mathematics, and English. In Forms 1 to 4, each student will have one core textbook in the mathematics, English, and relevant science subjects.



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
<u>2023 (Year 6)</u> DLR 4.6: At least 8,000 Form 4 students receiving scholarships	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
DLR 4.7: At least 17,000 students from cohorts 1 and 2 complete Form 4	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
DLR 4.8: Program evaluated to inform options for scaling up	No	Third-party consultant	DPC&D, MoE	Evaluation by the third-party consultant, as acceptable to IDA
DLI 5: Increased retention of poor and vulnerable students in grades 7 and 8 in targeted sub-counties				
<u>2018 (Year 1)</u> DLR 5.1: Advocacy strategies developed and implementation launched in at least 50% of targeted sub-counties	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2019 (Year 2)</u> DLR 5.2: At least 7,500 primary students (grades 7 and 8) receiving school kits	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2020 (Year 3)</u> DLR 5.3: At least 7,500 primary students (grades 7 and 8) receiving school kits	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2021 (Year 4)</u> DLR 5.4: At least 7,500 primary students (grades 7 and 8) receiving school kits	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA



DLI	Scalability of Disbursements (Yes/No)	Protocol to Evaluate Achievement of the DLI and Data/Result Verification		
		Data source/Agency	Verification Entity	Definition and Procedure
<u>2022 (Year 5)</u> DLR 5.5: At 7,500 primary students (grades 7 and 8) receiving school kits	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
<u>2023 (Year 6)</u> DLR 5.6: At least 7,500 primary students (grades 7 and 8) receiving school kits	No	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
DLR 5.7: 80% of program beneficiaries sitting for KCPE exam at the end of grade 8	Yes. €0.66 million for every 20% of beneficiaries completing grade 8, up to a maximum of 80%	DPC&D, MoE	Report by the MoE verified by independent firm	Report by the independent firm, as acceptable to IDA
DLR 5.8: Program is evaluated to inform options for scaling up	No	Third party consultant	DPC&D, MoE	Evaluation by the third party consultant, as acceptable to IDA



ANNEX 1: DETAILED PROJECT DESCRIPTION

COUNTRY: Kenya

Kenya Secondary Education Quality Improvement Project

Project Targeting

1. The PDO is to improve student learning in secondary education and transition from primary to secondary education in targeted areas. To achieve the PDO through effective and efficient implementation of the project activities, a conscious decision was taken to target the project investments in specific geographical areas selected based on objective criteria. Spreading the limited resources to all schools and students across the country will result in too little investment in each school and student. Without targeting, the implementation and supervision costs may outweigh any potential benefits.

2. In setting criteria for project targeting, the following are taken into account:

- (a) SEQIP is a national project; as such, the targeted beneficiaries (schools and students) should represent a national picture.
- (b) Since this is a public investment, only public schools will be covered.
- (c) The key outcomes that the project seeks to improve will form the basis for targeting.
- (d) The project will need to target at the county or sub-county level where transition rates can be measured and monitored. Targeting at the sub-county level, rather than at the county level, is preferred by the GoK because it addresses concerns about educational and socioeconomic disparities that have been observed within counties.

3. Considering these, a composite index (CI) at the sub-county level is computed as a function of poverty, primary retention, and primary-secondary transition rates, as follows:

$$CI = 0.5 \times 1 / PI + 0.25 \times Tran + 0.25 \times Ret,$$

where PI is the percentage of county-level population living below the poverty line, Tran is sub-county level primary-secondary transition rate, and Ret is the school-level primary retention rate.

4. Applying a cutoff of about 2,000 secondary schools,⁴¹ the 107 lowest-ranking sub-counties based on the CI are selected to benefit from the project. Given that the central region is not included in this list of 107 sub-counties, 3 sub-counties in Murang'a County in the central region are then selected by the GoK to also benefit from the project, in line with the consideration that project coverage should represent a national picture. This brings the total to 110 sub-counties located in 30 of the 47 counties in the country. All the 7,852 public primary schools and 2,147 public secondary schools in the 110 selected sub-counties

⁴¹ Kenya has about 8,000 secondary schools, and, as the GoK suggests, 25 percent of that total may provide a sound representation of the socio-cultural diversity of the country and cover a large part of the vulnerable areas in terms of poverty and low educational attainment. Resources will be thinly spread if more than 2,000 secondary schools are taken for project interventions.



are included as project beneficiaries. In line with the aim to improve equity within counties, lagging sub-counties—as measured by the CI—in a given county may be included but other, more advantaged sub-counties in the same county are not included.

5. Tables 1.1 and 1.2 present the list of targeted sub-counties and list of counties with targeted sub-counties, respectively, along with information on the number of schools and student enrollment.

6. While all the activities under Components 1 and 2, except Subcomponent 2.2, will be implemented in all the schools in targeted sub-counties right from the start of project implementation, Subcomponent 2.2 pertaining to school-based teacher support will be piloted in about 200 schools for the first two years. Based on a process evaluation, the activity will be scaled up in the third year of project implementation to all the schools in the targeted sub-counties. The activities under Component 3 will be phased in in the whole country.



Table 1.1. Targeted Sub-counties

	County	Sub-county	CI Ranking	Primary						Secondary				
				Public				Private		Public		Female Share of Enrollment	Private	
				No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment		No. of Schools	Enrollment
1	Baringo (3 sub-counties not selected)	Baringo North	75	150	28,148	7,199	0.49	13	1,646	29	6,819	0.51	3	374
2		East Pokot	60	90	15,523	1,790	0.40	--	--	6	1,444	0.31	--	--
3		Marigat	91	92	24,865	5,427	0.49	17	2,689	22	3,599	0.42	--	--
4	Bomet (2 sub-counties not selected)	Chepalungu	71	186	54,111	11,937	0.50	54	7,368	58	13,880	0.49	1	236
5		Sotik	102	175	53,456	13,286	0.51	70	9,776	68	16,762	0.48	--	--
6	Bungoma (6 sub-counties not selected)	Bungoma West	101	81	43,915	8,748	0.50	17	2,639	29	9,532	0.50	--	--
7		Cheptais	67	98	49,783	8,302	0.49	44	5,307	17	5,220	0.44	1	189
8		Mt Elgon	86	65	34,498	7,352	0.52	21	2,964	18	5,459	0.48	--	--
9	Busia	Bunyala	54	40	21,986	3,779	0.49	8	790	11	3,123	0.40	--	--
10		Busia	90	48	33,525	7,168	0.52	11	2,295	21	6,427	0.47	2	194
11		Butula	66	61	44,122	9,166	0.49	7	1,661	28	8,194	0.41	1	80
12		Nambale	69	52	30,903	6,194	0.51	41	3,597	21	5,946	0.45	2	150
13		Samia	77	65	28,732	5,639	0.51	16	1,955	19	7,110	0.47	--	--
14		Teso North	89	92	33,724	7,883	0.50	30	3,056	31	8,826	0.52	1	96
15		Teso South	68	77	45,026	8,740	0.50	20	2,407	24	7,434	0.49	--	--
16	Elgeyo Marakwet (2 sub-counties not selected)	Marakwet East	52	84	25,871	5,324	0.49	9	1,256	18	2,968	0.38	--	--
17		Marakwet West	79	104	32,886	7,877	0.53	17	3,006	33	8,910	0.41	--	--
18	Garissa (1 subcounty not selected)	Balambala	23	30	7,031	785	0.30	1	142	2	540	0.38	--	--
19		Dadaab	65	26	8,174	965	0.28	25	42,008	4	1,291	0.27	6	4,329
20		Fafi	62	30	5,782	840	0.37	17	22,144	5	608	0.34	1	135
21		Hulugho	36	22	4,891	410	0.27			2	369	0.47	--	--
22		Ijara	50	30	6,251	1,227	0.42	7	468	5	1,211	0.40	--	--
23		Lagdera	41	25	6,355	942	0.31	--	--	3	604	0.21	--	--



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	County	Sub-county	CI Ranking	Primary						Secondary				
				Public				Private		Public			Private	
				No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
24	Homa Bay (5 sub-counties not selected)	Suba	94	97	29,051	6,291	0.48	22	2,999	34	6,652	0.53	3	296
25	Isiolo	Garbatula	16	39	8,746	1,698	0.47	6	581	4	844	0.34	--	--
26		Isiolo	58	44	15,299	3,216	0.49	26	5,684	15	2,491	0.43	4	504
27		Merti	46	29	5,341	1,023	0.52	3	587	4	476	0.44	2	145
28	Kajiado (3 sub-counties not selected)	Kajiado Central	72	117	29,922	5,437	0.44	35	5,860	17	4,208	0.33	8	827
29		Loitokitok	93	83	35,778	6,841	0.50	29	5,107	20	5,157	0.41	6	860
30	Kakamega (6 sub-counties not selected)	Butere	99	80	42,811	8,866	0.53	11	966	31	9,140	0.52	1	137
31		Kakamega South	104	81	39,375	6,387	0.55	10	997	29	9,909	0.52	--	--
32		Khwisero	84	61	31,138	6,082	0.53	7	1,246	22	6,241	0.51	1	113
33		Likuyani	97	68	39,364	8,287	0.51	62	7,932	33	9,998	0.54	2	273
34		Lugari	106	57	34,067	7,556	0.51	28	3,157	30	10,854	0.54	1	38
35		Navakholo	107	69	51,480	10,023	0.51	35	3,412	30	9,527	0.41	--	--
36	Kilifi (2 sub-counties not selected)	Ganze	26	125	44,545	9,407	0.51	8	541	21	5,537	0.43	1	25
37		Kaloleni	81	66	38,643	8,869	0.49	33	5,026	22	8,212	0.49	6	645
38		Magarini	21	108	45,766	9,363	0.47	35	3,285	19	4,268	0.39	7	1,293
39		Malindi	87	75	48,978	12,378	0.49	64	11,358	19	8,245	0.34	16	2,476
40	Kisii (7 sub-counties not selected)	Marani	78	65	26,169	5,663	0.50	33	3,717	30	8,010	0.46	2	121
41		Nyamache	105	103	35,770	7,799	0.50	26	3,113	48	11,913	0.49	2	279
42	Kitui (7 sub-counties not selected)	Ikutha	40	127	27,795	5,530	0.52	6	347	28	4,345	0.51	1	9
43		Kyuso	27	96	20,108	3,951	0.53	17	1,256	22	3,626	0.44	--	--
44		Mumoni	28	89	16,315	3,086	0.52	17	1,106	21	2,756	0.50	--	--
45		Mutito	42	105	26,730	5,225	0.52	11	1,011	22	4,595	0.47	--	--
46		Mutomo	44	140	35,366	7,755	0.51	5	549	31	5,972	0.53	--	--
47		Mwingi Central	82	106	28,540	6,786	0.48	28	3,384	42	6,199	0.46	3	222



	County	Sub-county	CI Ranking	Primary						Secondary				
				Public				Private		Public		Female Share of Enrollment	Private	
				No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment		No. of Schools	Enrollment
48	Kwale	Mwingi East	37	107	28,944	6,157	0.51	12	1,089	30	4,210	0.52	--	--
49		Nzambani	55	49	13,215	3,270	0.50	6	347	15	3,954	0.51	--	--
50		Tseikuru	39	57	13,046	2,562	0.51	3	278	11	1,820	0.52	1	34
51		Kinango	11	163	66,337	13,155	0.48	18	2,781	23	6,476	0.40	--	--
52		Kwale	92	97	39,154	8,420	0.49	24	3,492	28	11,200	0.51	2	238
53		Msambweni	49	157	61,685	11,992	0.48	72	10,142	35	8,901	0.54	6	732
54	Laikipia (4 sub-counties not selected)	Laikipia North	63	27	6,950	1,467	0.47	2	201	5	1,109	0.42	--	--
55	Machakos (6 sub-counties not selected)	Masinga	88	135	39,328	9,134	0.51	34	4,832	53	11,503	0.48	2	271
56		Yatta	103	134	41,519	9,984	0.51	37	4,222	55	13,191	0.50	8	1,412
57	Makueni (4 sub-counties not selected)	Kathonzweni	80	94	24,605	6,319	0.51	4	544	36	8,762	0.48	1	119
58		Kibwezi	61	163	54,723	12,870	0.51	30	3,541	62	15,265	0.48	2	157
59		Makindu	59	66	22,558	5,386	0.52	20	2,015	24	5,237	0.53	5	325
60		Makueni	100	99	29,418	7,408	0.51	13	2,039	43	12,635	0.44	3	542
61		Nzaui	83	121	34,105	8,197	0.50	7	848	52	13,066	0.53	1	49
62	Mandera	Banisa	25	30	10,047	878	0.27	1	292	2	664	0.21	--	--
63		Lafey	3	11	5,241	832	0.29	--	--	2	388	0.00	--	---
64		Mandera Central	22	41	16,994	2,050	0.37	4	483	9	2,264	0.30	--	--
65		Mandera East	56	37	26,537	4,720	0.36	24	6,142	15	5,297	0.34	4	1,481
66		Mandera North	45	40	14,986	1,520	0.38	3	268	7	2,169	0.32	1	183
67		Mandera West	31	41	17,527	1,539	0.28	3	545	6	1,477	0.26	--	--
68	Marsabit	Chalbi	24	17	4,142	775	0.54	--	--	3	626	0.30	--	--
69		Horr North	7	19	3,659	586	0.35	1	86	4	474	0.45	--	--
70		Loiyangalani	1	15	3,054	348	0.47	--	--	--	--	#DIV/0!	--	--
71		Marsabit	74	34	11,756	2,296	0.50	9	1,757	10	2,374	0.34	4	430



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	County	Sub-county	CI Ranking	Primary						Secondary				
				Public				Private		Public			Private	
				No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
72		Marsabit South	10	30	6,990	1,207	0.41	3	625	5	444	0.43	1	47
73		Moyale	17	34	13,985	2,518	0.49	23	5,738	7	1,469	0.37	1	140
74		Sololo	5	23	4,747	903	0.46	10	1,400	4	434	0.51	--	--
75	Migori (4 sub-counties not selected)	Kuria East	73	50	27,191	4,725	0.48	13	1,882	19	4,621	0.44	--	--
76		Kuria West	95	91	40,554	7,785	0.50	39	7,039	28	8,315	0.43	5	659
77		Uriri	98	76	32,723	7,458	0.48	33	4,478	33	7,824	0.34	2	130
78	Murang'a (5 sub-counties not selected)	Kandara		78	30,687	7,852	0.51	26	3,848	55	18,907	0.50	3	310
79		Kigumo		61	26,415	6,286	0.50	30	3,613	37	10,771	0.44	2	276
80		Murang'A East		54	18,169	4,696	0.50	20	2,189	30	7,705	0.49	--	--
81	Nandi (4 sub-counties not selected)	Tinderet	85	126	30,841	6,471	0.49	22	2,069	31	6,102	0.46	--	--
82	Narok (3 sub-counties not selected)	Trans Mara East	96	70	33,647	6,368	0.48	23	4,152	23	4,102	0.40	--	--
83	Samburu	Samburu Central	38	84	28,700	5,185	0.41	12	2,013	16	3,677	0.38	2	235
84		Samburu East	34	40	10,070	1,797	0.42	8	573	6	1,448	0.26	1	170
85		Samburu North	35	34	8,954	1,404	0.42	2	113	6	1,285	0.39	--	--
86	Taita Taveta (3 sub-counties not selected)	Taveta	64	38	17,511	4,363	0.51	16	2,312	10	2,820	0.53	--	--
87	Tana River	Bura (Tana North)	29	47	13,023	2,452	0.44	16	1,994	5	1,866	0.34	2	156
88		Tana Delta	32	63	20,150	3,784	0.47	4	335	10	2,623	0.39	--	--
89		Tana River	33	51	15,164	2,875	0.47	4	785	6	1,524	0.45	1	298
90	Tharaka-Nithi (2 sub-counties not selected)	Tharaka North	51	60	15,562	2,639	0.52	13	1,390	9	1,471	0.46	1	111
91		Tharaka South	70	104	23,870	4,830	0.51	11	1,034	25	4,025	0.43	3	954
92	Turkana	Kibish	2	11	3,437	229	0.32	--	--	1	82	0.00	--	--
93		Loima	8	57	16,509	1,911	0.44	--	--	6	1,330	0.56	1	71



	County	Sub-county	CI Ranking	Primary						Secondary				
				Public				Private		Public			Private	
				No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
94	Wajir	Turkana Central	30	73	34,806	5,228	0.40	16	3,989	9	4,330	0.27	1	38
95		Turkana East	19	36	16,297	1,673	0.45	1	42	6	1,505	0.43	--	--
96		Turkana North	15	40	12,016	1,064	0.39			4	1,048	0.44	--	--
97		Turkana South	6	87	38,874	5,055	0.47	2	208	7	2,489	0.40	--	--
98		Turkana West	43	70	63,773	8,420	0.26	26	31,217	9	3,928	0.34	6	5,959
99		Buna	13	21	4,214	397	0.33	--	--	3	513	0.20	--	--
100		Eldas	9	18	5,520	508	0.24	1	209	3	360	0.17	--	--
101		Habaswein	47	35	8,029	1,148	0.37	4	911	7	1,624	0.43	1	68
102		Tarbaj	14	28	7,936	1,023	0.28	--	--	4	659	0.28	--	--
103		Wajir East	53	36	20,257	3,439	0.44	19	4,070	12	5,419	0.32	4	830
104	West Pokot	Wajir North	4	22	4,053	582	0.34	--	--	3	613	0.34	--	--
105		Wajir South	12	22	4,678	500	0.33	1	97	2	341	0.22	--	--
106		Wajir West	20	37	11,528	1,622	0.32	1	204	6	1,359	0.25	--	--
107		Pokot Central	48	158	53,682	8,263	0.49	9	758	29	6,165	0.41	1	38
108	West Pokot	Pokot North	18	122	33,674	3,605	0.43	5	865	11	1,850	0.34	--	--
109		Pokot South	57	81	28,161	5,146	0.50	10	1,121	21	3,138	0.47	--	--
110		West Pokot	76	177	67,066	11,679	0.49	17	4,541	41	11,541	0.42	2	263
	Grand Total			7,852	2,839,648	557,454	0.49	1,769	332,153	2,147	548,240	0.46	164	30,772



Table 1.2. County-level Summary of Enrollment and Number of Schools in Targeted Sub counties

County		Primary						Secondary				
		Public				Private		Public			Private	
		No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
1	Baringo	332	68,536	14,416	0.48	30	4,335	57	11,862	0.46	3	374
2	Bomet	361	107,567	25,223	0.51	124	17,144	126	30,642	0.49	1	236
3	Bungoma	244	128,196	24,402	0.50	82	10,910	64	20,211	0.48	1	189
4	Busia	435	238,018	48,569	0.50	133	15,761	155	47,060	0.47	6	520
5	Elgeyo Marakwet	188	58,757	13,201	0.51	26	4,262	51	11,878	0.40	--	--
6	Garissa	163	38,484	5,169	0.33	50	64,762	21	4,623	0.33	7	4,464
7	Homa Bay	97	29,051	6,291	0.48	22	2,999	34	6,652	0.53	3	296
8	Isiolo	112	29,386	5,937	0.49	35	6,852	23	3,811	0.41	6	649
9	Kajado	200	65,700	12,278	0.47	64	10,967	37	9,365	0.37	14	1,687
10	Kakamega	416	238,235	47,201	0.52	153	17,710	175	55,669	0.51	5	561
11	Kilifi	374	177,932	40,017	0.49	140	20,210	81	26,262	0.41	30	4,439
12	Kisii	168	61,939	13,462	0.50	59	6,830	78	19,923	0.48	4	400
13	Kitui	876	210,059	44,322	0.51	105	9,367	222	37,477	0.49	5	265



County		Primary						Secondary				
		Public				Private		Public			Private	
		No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
14	Kwale	417	167,176	33,567	0.48	114	16,415	86	26,577	0.49	8	970
15	Laikipia	27	6,950	1,467	0.47	2	201	5	1,109	0.42	--	--
16	Machakos	269	80,847	19,118	0.51	71	9,054	108	24,694	0.49	10	1,683
17	Makueni	543	165,409	40,180	0.51	74	8,987	217	54,965	0.49	12	1,192
18	Mandera	200	91,332	11,539	0.34	35	7,730	41	12,259	0.30	5	1,664
19	Marsabit	172	48,333	8,633	0.47	46	9,606	33	5,821	0.37	6	617
20	Migori	217	100,468	19,968	0.49	85	13,399	80	20,760	0.40	7	789
21	Murang'a	193	75,271	18,834	0.50	76	9,650	122	37,383	0.48	5	586
22	Nandi	126	30,841	6,471	0.49	22	2,069	31	6,102	0.46	--	--
23	Narok	70	33,647	6,368	0.48	23	4,152	23	4,102	0.40	--	--
24	Samburu	158	47,724	8,386	0.41	22	2,699	28	6,410	0.36	3	405
25	Taita Taveta	38	17,511	4,363	0.51	16	2,312	10	2,820	0.53	--	--
26	Tana River	161	48,337	9,111	0.46	24	3,114	21	6,013	0.39	3	454
27	Tharaka-Nithi	164	39,432	7,469	0.51	24	2,424	34	5,496	0.44	4	1,065



County		Primary						Secondary				
		Public				Private		Public			Private	
		No. of Schools	Enrollment	Grade 7 and 8 Enrollment	Grade 7 and 8 Female Share of Enrollment	No. of Schools	Enrollment	No. of Schools	Enrollment	Female Share of Enrollment	No. of Schools	Enrollment
28	Turkana	374	185,712	23,580	0.37	45	35,456	42	14,712	0.36	8	6,068
29	Wajir	219	66,215	9,219	0.36	26	5,491	40	10,888	0.31	5	898
30	West Pokot	538	182,583	28,693	0.48	41	7,285	102	22,694	0.42	3	301
	Grand Total	7,852	2,839,648	557,454	0.49	1,769	332,153	2,147	548,240	0.46	164	30,772



Project Components

7. **The project incorporates lessons from many countries on measures to improve education quality, with a focus on gender and socioeconomic equity, including evidence from the latest comprehensive meta-analysis of education impact evaluations in developing countries.**⁴² The critical factors that have been found to contribute to improved student learning are (a) teachers having requisite content knowledge and pedagogical skills; (b) addressing accountability and incentive issues in teacher management so that teachers are deployed where required and effectively use instructional time; (c) a 'structured pedagogy' approach, defined as a package of teacher training, ongoing teacher support, resources for teachers, and learning materials for students, all of which are well aligned with each other; (d) a learning environment, including appropriate class size, that enables all students to engage in learning; (e) adequate and timely provision of learning preparations or remediation to students; and (f) an appropriate curriculum, with regular assessments linked to expected curricular outcomes. The project also explicitly addresses the educational and socioeconomic needs of students, especially girls, at risk of dropping out at the end of the primary cycle to facilitate their transition to secondary school, as well as during secondary school to improve their chances of completing basic education.

8. The project focuses on mainstreaming concerns on gender based and student violence in schools in the basic education system. According to a UNICEF⁴³ report Kenya ranks second highest among many countries in reporting teacher as source of physical violence against girls. Although gender parity at primary and secondary school in Kenya is relatively high, gender based and student violence in the education system could act as deterrent to learning and value education in the long term. Therefore, the project will support; (i) integration of gender sensitization in teachers training; (ii) introduction of school level gender-sensitization programs with school level gender champion enabling school to act as the first level preventive and punitive institution; (iii) orientation of School Board of Management; (iv) research on gender based and student violence in schools; and (v) development of relevant support materials for use in the schools.

9. The project comprises the following components and subcomponents.

(a) Component 1: Improving quality of teaching in targeted areas:

(i) Subcomponent 1.1: Reducing teacher shortage

(ii) Subcomponent 1.2: Enhancing teacher professional development

(iii) Subcomponent 1.3: Provision of textbooks

(b) Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas:

⁴² This meta-analysis (Snijlsteit et al. 2015) indicates that interventions targeted at the school and teacher, as well as 'multilevel' interventions, have the greatest impact on improving learning in SSA countries.

⁴³ UNICEF, Hidden in Plain: A statistical analysis of violence against children Sight, 2014



- (i) Subcomponent 2.1: Improving school infrastructure
- (ii) Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students
- (c) Component 3: System reform support
 - (i) Subcomponent 3.1: Development and introduction of a competency-based curriculum
 - (ii) Subcomponent 3.2: Strengthening of national system for monitoring learning progress and national examination
- (d) Component 4: Project management, coordination, and monitoring and evaluations
 - (i) Subcomponent 4.1: Project management, coordination, and communication
 - (ii) Subcomponent 4.2: Research and monitoring and evaluation

Component 1: Improving quality of teaching in targeted areas (€31.58 million, US\$36 million equivalent)

10. Component 1 will address the critical supply-side issues that constrain teaching and learning, using an RBF modality. According to the RBF, disbursements up to a capped absolute amount will be made against specific line items in the education sector annual budgets, referred to as EEPs. These disbursements will be conditioned on achievement of specified results, as measured by DLIs and yearly targets for DLRs. A matrix of indicators with DLRs has been developed to measure performance annually and monitor the results achieved, as reflected in the Results Framework.

11. On the supply side, shortcomings in the quantity, quality, and classroom practices have been identified to be a key contributor to poor learning outcomes. According to TSC, the shortage of teachers, particularly in schools that are located in poor, remote sub-counties affected by insecurity is due primarily to (a) insufficiency of new teaching posts based on the allocated budget; (b) difficulty in recruiting teachers for schools in localities with challenging accessibility and living conditions and retaining them there; and (c) strong resistance from vested interests to redeployment of teachers. Not surprisingly, all secondary schools within the targeted sub-counties report teacher shortages of varying degrees per the norms⁴⁴ set by TSC. The shortage of science and mathematics teachers is particularly acute, given that the nationwide supply of such teachers, compared with other subject teachers, is much smaller.

12. Deficiencies in teacher competencies, identified as a major contributory factor to lagging student learning, have been attributed by TSC to the lack of a systematic approach to evaluate teachers' performance and promote professional development. Teachers not meeting nationally prescribed teaching standards remain in the system and continue to teach ineffectively because contract renewal/career progression is not linked to performance, and there is no recourse to INSET that is

⁴⁴ For a primary school, each class should have one teacher plus an allocation of 2.5 percent of all classes. The norm for secondary schools is based on the curriculum taught and the number of classes.



designed to remediate performance gaps. The poor learning outcomes in many schools located in the targeted sub-counties are the consequence of large numbers of such teachers.

13. Shortages of instructional materials such as textbooks, notebooks, and pen and pencils are extremely critical, particularly at grade 7 and beyond when teaching of multiple subjects begins, making it harder for students to achieve the learning goals of the curricula without the support of textbooks, workbooks, and other supplemental learning materials and also at grade 8 where they sit for an exam that determines their eligibility for transition to secondary education.

14. To address these very different but equally challenging sets of constraints, three subcomponents are proposed. The first subcomponent aims to address teacher shortages, the second seeks to improve the quality of classroom instruction, and the third aims at enhancing the availability of textbooks, which is a key input for effective instruction in an environment lacking many different types of instructional materials. Each subcomponent has interventions that are associated with specific results and disbursement of IDA funds, which will be conditioned on the achievement of these results, as measured by DLIs and annual targets for DLRs. A matrix of indicators with DLRs has been developed to measure performance annually and monitor the results achieved as reflected in the Results Framework.

Subcomponent 1.1: Reducing teacher shortages (€7.02 million, US\$8 million equivalent)

15. **Interventions to alleviate teacher shortages.** Considering the teacher shortage, particularly for mathematics, science, and English, TSC has committed to allocate 10 percent of the budgeted new teaching posts for teachers in these subject areas to the targeted sub-counties annually during the project period. The new posts will be added on top of the usual slots for teachers for all subjects that are allocated on a pro rata basis across the 47 counties. To ensure that the new posts are filled annually by qualified candidates who are willing to teach in understaffed schools, TSC will (a) establish teacher shortages in each school against the set norms, (b) distribute new posts across all schools that have shortages, giving more weight to those that rank the highest in respect of shortages, and (c) implement appropriate measures to ensure that teachers are successfully recruited for and retained in the schools. TSC will evaluate the impact of such measures at the end of three years and, based on findings, develop options for scaling up/mainstreaming into recruitment policies. Specifically, using the established baseline on teachers' shortages by school, an allocation plan that considers equity within and across sub-counties will be developed for the project period. Current recruitment policies will be reviewed to strengthen incentives for teachers to take up hardship posts.

16. The associated risks with this subcomponent are as follows: (a) the NT does not provide full allocation of new teacher posts and (b) teachers recruited in the sub-counties affected by insecurity issues may leave their posts in the face of terrorist activities. Considering the relatively positive projections for economic growth and the fiscal situation, the GoK's commitment to human capital development for achieving the Vision 2030 goals makes it less likely that the NT will completely stop new teacher post allocations. Mitigation of second risk is challenging. Experience with providing additional incentives for teachers recruited for schools affected by insecurity has been partially successful. TSC will closely monitor the presence of teachers in those schools and ascertain what appropriate actions can be taken.



17. The DLIs for these interventions and their associated DLRs, disbursement amounts, and verification protocol for results achievement are summarized under the Results Framework and Monitoring matrix.

Subcomponent 1.2: Enhancing teacher professional development (€13.16 million, US\$15million)

18. This subcomponent will support TSC's effort to implement its teachers' professional development strategy aimed at improving primary and secondary teachers' competencies based on the framework provided by the Kenya's QTS. Specifically, SEQIP will support two sets of interventions belonging to what, in TSC's TPD Framework, is called context areas that are part of its TPD programs. The first is called by TSC as 'Prescribed Modules Programs' and is targeted to all teachers. During the implementation of SEQIP, the second one, called 'School-Based TPD Programs', will target SME teachers in the project targeted sub-counties. During the implementation of SEQIP, both sets of interventions will start with an NA based on data collected using the TPAD instrument developed by TSC. Each TPD module will include a unit on teachers' professionalism and integrity, which among others, will integrate gender based and students' violence specific content.

19. At the core of this component is the identification of training needs using the TPAD system that was introduced in all public schools in January 2016 to assess gaps in teachers' performance against a set of eight national QTS. This system will be used to establish the baseline on teacher performance gaps providing information about the competencies of teachers in the targeted sub-counties on each of the competency indicators that are part of the eight TPD teaching standards and content and pedagogical content knowledge in SME.

20. As part of the Prescribed Modules Program (first set of interventions under this subcomponent), the TPD framework will be operationalized into TPD's training modules to be offered to teachers through a flexible approach consisting of six modules covering all the competency indicators that are part of the 8 QTS established by TSC. Every TPD module will integrate relevant gender related content. Upon successful completion of the 10 course units in a module, the participating teacher will be awarded a renewable teaching certificate. TSC intends to outsource the development and delivery of the training modules to potential qualified partners that will be identified through a competitive and transparent selection process. During the project life, all teachers in the targeted sub-counties will be given opportunity and means to access the modules and to obtain the respective certification of competencies.

21. During implementation of the first set of interventions under this subcomponent, TSC will aim to achieve the following key milestones: (a) establishment of a baseline on teacher performance using the TPAD tool; (b) development of 6 training modules for the thematic areas across the eight QTS; and (c) provision of renewable teaching certificates by TSC to about 17,000 primary school teachers and 8,500 secondary school teachers in the targeted sub-counties on successful completion of mandatory 10 course units in a module after five years.

22. The second intervention under this component will address shortcomings on both subject matter content and pedagogical content knowledge in SME of teachers teaching grades 7 and 8 and Forms 1 to 4 in the targeted sub-counties through the establishment of an SBTSS. The SBTSS seeks to improve teachers'



proficiency in those key areas that make a teacher successful not only in transmitting content but, most importantly, in getting students to understand and use that knowledge in SME.

23. The SBTSS represents a new approach in Kenya's teachers' professional development system, the aim of which is to shift the teaching-learning process from the current teacher-centered pedagogy to an all-inclusive learner-centered one and from a content-based teaching-learning approach to one that is goal oriented and inquiry based, where the teacher becomes a facilitator or coach whose main role is to assist students so they grow into primary architects of their learning. This shift at this juncture is extremely important in view of the ongoing CBC reform and the introduction of the TPD standards. Furthermore, the SBTSS is a departure from the existing structured and rigid cascade teacher training model, which by concentrating on preparing district-level trainers ends up watering down and/or misinterpreting crucial information and, so far, has lacked follow-up and school-based support to the trained teachers. This subcomponent is informed by the ongoing PRIEDE and TUSOME programs, which lay emphasis on school-based teacher support including teacher follow-up at the school level by curriculum support officers and provision of an English and mathematics textbook to each learner.

24. The first set of interventions, which falls within the scope of TSC's School-Based TPD Programs, will involve the establishment of an SBTSS through which teachers will receive professional development support to assist them address subject matter as well as pedagogical content knowledge gaps that they might have in mathematics, science,⁴⁵ and English. The aim is to improve teaching practices by enhancing pedagogic and content knowledge of teachers teaching these three subjects. TSC will implement this subcomponent. TSC will work through CEMASTEAs for the planning and delivery of the training in mathematics and science. For school-based TPD training in English, TSC will identify, through a competitive and transparent process, one or more partner institutions with relevant capacity that can deliver the required school-based professional development support program.

25. Based on the analysis of TPAD data, TSC will identify subject matter specialists to establish panels that will be responsible for reviewing and developing course contents for mathematics and science and to train facilitators/trainers. The facilitators will train targeted SME teachers in grades 7 and 8 (estimated 17,000 teachers) and Forms 1 to 4 (estimated 8,500 teachers) of the target schools in existing CEMASTEAs's school-based training facilities and conduct follow-up mentoring and support at the school level. The training will cover topics identified through the TPAD NA analysis, new pedagogic practices including learners' exercises and formative assessments, and simplified teachers' guides for instructional support. The trainers will visit a target school at least thrice in a year. The trainers will conduct additional follow-up teacher support visits in low-performing schools.

26. SEQIP will also support peer learning using ICT. Teachers will receive training on how to address and solve issues through collaboration, how to share knowledge and experience among them, and how to leverage this social group effectively to improve their knowledge and classroom instructional practices. They will receive support and assistance as needed from the facilitators to establish professional learning community/groups such as WhatsApp, google groups, etc.

⁴⁵ For the project, sciences at the secondary level include physics, chemistry, and biology.



27. The SBTSS will be implemented in a phased approach based on clusters of primary and secondary schools to be established based on CEMASTEAs INSET facilities in the targeted areas. In the first 2 years of project implementation, about 68 clusters⁴⁶ with about 500 secondary schools and 2,000 feeder primary schools will be formed across all target sub-counties. The INSET center schools will act as the 'resource centers' for the feeder primary and secondary schools. Each cluster will be supported by a cluster resource team comprising highly skilled trainers, one to two CEMASTEAs faculty, select faculty from the nearby teacher training college, a TSC sub-county director, and a curriculum support officer. The trainers will be selected based on established trainer standards and minimum academic qualification. The existing pool of 1,000 trainers at CEMASTEAs will be considered within the established terms and performance standards.

28. The intervention will be scaled up in the third year of project implementation based on the outcome of the SBTSS process evaluation to all the remaining primary and secondary schools. Considering that CEMASTEAs core mandate and experience cover only science and mathematics, providing professional development support to English language teachers presents a new challenge that will require establishing a new partnership between TSC and relevant institutions. Thus, for the delivery school-based TPD for English, TSC will identify, through a competitive and transparent process, one or more partner institutions with relevant capacity that can deliver the required professional development support program.

29. The SBTSS will include and support the following activities:

- (a) **Skills and competency diagnostics to identify teachers' training needs to improve classroom practices in SME.** Building on existing insights on implementing in-service teachers training in Kenya and analysis of TPAD data and school-specific KCPE and KCSE reports, needs and modalities of school-based support will be identified. This analysis will be complemented with information collected during workshops with teachers, head teachers, heads of department, subject panelists, and county/sub-county quality assurance, education, and TSC field officers.
- (b) **Development of teachers support materials, simplified teaching aids and other instructional materials, and continuous assessment tools.** Existing teacher training materials, including digital ones, developed in Kenya by various partners will be assessed and adapted. The relevant ones will be complemented with new materials and assessment tools that will be developed by subject matter expert panels convened by TSC with support from CEMASTEAs. Resources and support materials will also be adapted for special needs learners. The support materials will include e-learning materials, formative assessment tools to guide learners' progress, teachers' guides with learning resources related to each lesson, and a range of suggested activities that teachers can use to guide learners' practice.
- (c) **Identification and training of facilitators/trainers.** The required number of facilitators/trainers will be recruited by TSC based on rigorous criteria and performance standards. The facilitators will be trained using materials and assessment tools developed

⁴⁶ There are 59 secondary and 9 primary CEMASTEAs school-based training centers in the targeted counties.



by the subject matter expert panels and CEMASTEFA faculty. For primary schools, TSC sub-county directors and curriculum support officers will support the SBTSS as trainers. Where the workload requires it, they will be complemented by additional resource persons.

- (d) **Promotion of peer learning and support.** Teachers' pedagogic support will include assistance on inquiry-based learning approaches for teaching SME, the integration of ICT in teaching and learning, and using technology for peer learning. To encourage peer learning, facilitators will assist participating teachers in establishing professional learning community/groups such as WhatsApp, google groups etc. Participating teachers will learn how to address and solve issues through collaboration, how to share knowledge and experience among them, and how to leverage this social group effectively to improve their lesson plans and pedagogical approaches. Facilitators will oversee and moderate the WhatsApp groups to ensure relevance and effectiveness.
- (e) During the SBTSS' initial phase, training will be provided for about 17,000 primary school teachers and 8,500 secondary school teachers in SME in the targeted sub-counties at INSET school-based centers. The duration of each training event will vary depending on the skills and competencies identified based on the training NA to be conducted at the beginning of component implementation. Each training event will be followed by a series of coaching and mentoring visits to the targeted schools by the facilitator/trainers. The scope of the coaching and mentoring will be identified and outlined by each facilitator/trainer working together with the teachers participating in the respective training event.
- (f) Based on the evaluation of the first two years of implementation of the SBTSS, the intervention will be scaled up to cover all primary and secondary SME teachers of the remaining primary schools (over 5,500) and secondary schools (additional 1,500) in the targeted sub-counties.
- (g) **Assessing effectiveness of SME training.** To assess gains in teachers' proficiency, pre- and post-assessment will be conducted. The assessment will be developed in collaboration with KNEC and KICD to ensure validity and reliability, based on the methodology for tests development used by KNEC. The minimum knowledge indicators for each subject and levels (upper primary and secondary schools) will be established by the subject matter expert panels.
- (h) **Process evaluation.** The subcomponent will finance an independent midterm process evaluation of the SBTSS. The findings of this evaluation will be used to revise the training strategy and identify successful TPD techniques and strategies as well as good practices that can be incorporated to the SBTSS when scaling up to all the primary and secondary schools in the targeted areas.

30. The DLIs for the interventions of this component, associated DLRs, disbursement amounts, and verification protocol for results are provided in the Results Framework and Monitoring matrix.



Subcomponent 1.3: Provision of textbooks (€11.40 million, US\$13 million)

31. The main objective of this subcomponent is to assist schools reaching a target of 1:1 textbook-student ratio in SME in grades 7 and 8 and Forms 1 to 4, in targeted sub-counties, to reduce the unit price of existing textbooks and to enhance the MoE's capacity to make informed policy decisions related to the provision of textbook and related learning materials in schools. It is expected that targeted schools will provide other TLMs out of the annual capitation grant that each school receives from the MoE.

32. The price of textbooks purchased by schools in Kenya is higher in comparison to other SSA countries such as Benin, Côte d'Ivoire, Madagascar, Namibia, and Rwanda. This is due to an inefficient ordering and poor distribution system based on a process where each school purchases its textbooks directly from a large number of local booksellers. Schools pay in cash using transfers received from the Central Government in the form of capitation grants that are deposited into the School Instructional Materials Account.

33. To address these issues, the MoE is considering reforming the policy for providing TLM to schools and strengthening its capacity to monitor the availability of TLMs at the classroom level. SEQIP will support a new approach for textbook provision to schools that combines KICD panel-based selection of titles with the MoE's managed procurement.

34. Currently, textbook selection and procurement are decentralized to schools. Schools select textbooks from a catalogue of preapproved titles prepared by KICD for each subject, which is distributed in the form of a book popularly known as the 'Orange Book'. To get into the 'Orange Book', publishers submit titles (including unit price) to KICD for vetting, evaluation, and approval by an independent textbook and TLM review committee set up by KICD for each subject. Textbooks must comply with the official curriculum and meet minimum content quality as well as technical specification to be included in the official guide of approved learners' course books, teachers' guides, readers, reference books, dictionaries, and other reference and instructional materials published by the MoE. Schools are expected to select only one textbook per subject for each class from the list published by the MoE, following instructions contained in the Textbook Management Handbook prepared and distributed by the MoE. It is expected that books will last at least four years after which schools are encouraged to replace old stock.

35. The current 'Orange Book' includes between four and six eligible titles for SME subjects. The difference in unit prices between the lowest and the highest price shows a wide variation that ranges from 26 percent for biology books in Form 1 to 318 percent for chemistry books.

**Table 1.3. Price Ranges of Books (Grade 7 to Form 1)**

Grade	Subject	Lowest Price (K Sh)	Highest Price (K Sh)	% Difference
Grade 7	Mathematics	469	618	32
	Science	285	500	75
	English	365	605	66
Grade 8	Mathematics	418	641	53
	Science	343	475	38
	English	430	595	38
Form 1	Mathematics	300	688	129
	Chemistry	122	510	318
	Physics	360	565	57
	Biology	435	550	26
	English	470	655	39

36. To reach the subcomponent objectives, SEQIP will support a two-pronged strategy for purchasing and distributing SME textbooks for grades 7 and 8 and Forms 1 to 4 in all targeted schools. The new approach will have the following features:

- (a) The MoE will assume responsibility for procuring textbooks for each subject according to grades. The MoE, through KICD, will invite all publishers whose textbooks are in the current 'Orange Book' to resubmit proposals with revised unit prices including book production and distribution costs. Publishers will also be invited to present new books for review. The best evaluated book based on content, quality, and price per subject and according to grades will be selected as the respective course book.
- (b) Schools will submit, to the sub-county education office, requests indicating the total number of books needed at each grade/form and subject based on students enrolled in the respective grade/form. The sub-county will validate the request based on enrollment data and will further communicate it to the MoE for further processing. Using the information sent by schools through the sub-county, the MoE will procure the books in volume from the publishers that will be responsible for delivering the appropriate number of textbooks to each school. Publishers will be paid upon confirmation by the head teacher and sub-county education authority that the textbooks have reached the schools.
- (c) To help manage the ordering, procurement, distribution, and textbook replacement process, and to ensure that the whole process is more efficient and data driven, the project will use the MoE's textbook module that is being developed as part of the MoE's EMIS.
- (d) It is expected that the new approach of textbook procurement and distribution to ensure 1:1 textbook-student ratio in a cost-efficient way will be closely monitored and evaluated. Based on the evaluation findings, the feasibility of scaling it up to cover all public primary and secondary schools in Kenya will be assessed.



- (e) The project will fund the provision of textbooks, technical assistance to use the EMIS textbook module for textbook management, M&E, and development of scale-up options.

Component 2: Improving retention in upper primary school and transition to secondary school in targeted areas (€115.85 million, US\$132 million equivalent)

37. This component will address the critical supply- and demand-side issues that constrain retention at primary and secondary schools and transition from primary to secondary. This component will support and finance two sets of interventions: (a) provision of a MPSSI, through an IPF modality and ICT-enabled training facilities for education managers; and (b) advocacy and social support, gender sensitization, and scholarship and mentoring interventions for improving retention as well as primary to secondary transition of poor and vulnerable children in targeted areas, through an RBF modality. The first set of interventions on school infrastructure improvement will prioritize schools for special needs children located in the targeted sub-counties.

38. On the demand side, low-income families who comprise a large proportion of households—about 44 percent⁴⁷—in the targeted areas are not sending their primary school-age children to school due to inability to bear the incidental costs of schooling.⁴⁸ At the secondary level, the barrier is even higher due to the requirement for paying school fees and boarding charges (in the case of boarding schools). Finally, orphans, the children of families affected by debilitating illnesses such as HIV/AIDs and girls who are often victims of inhibitive cultural practices are especially vulnerable to the socioeconomic realities that work against their effective participation in education.

Subcomponent 2.1: Improving school infrastructure (€72.0 million, US\$82 million equivalent)

39. **Provision of MPSSI.** The objective of this subcomponent is to improve school infrastructure required for better teaching-learning by providing Minimum Package of Safe School Infrastructure (MPSSI) to the secondary schools in the targeted sub-counties.

40. Minimum package of safe school infrastructure:

- (a) **Composition:** Each secondary school has basic physical structure, including (i) classrooms; (ii) science laboratories; (iii) library; (iv) toilets for boys and girls; (v) water facilities; and (vi) electricity (through grid or solar).
- (b) **Structures:** The design of the structures will incorporate seismic risks and mitigation measures.⁴⁹ All school structures are disability friendly and have permanent and/or semi-

⁴⁷ The county with the highest percentage of households below poverty line has 81 percent while the least is 24 percent.

⁴⁸ These include the costs of transportation to and from school, meals, and providing the child with basic hygiene items such as sanitary towels for girls.

⁴⁹ Kenya is traversed by the seismically active East African Rift System (EARS), one of the most earthquake-prone areas in the world. The Global Assessment Report on Disaster Risk Reduction 2013 suggests that there are areas in Kenya where earthquake activity may be destructive. Design and seismic risk mitigation measures will be developed as per GoK and international norms.



permanent⁵⁰ classrooms, science laboratories/multipurpose room, toilets, and water facilities, which are safe, well lit, and ventilated.

- (c) **Capacity:** Each school is provided with (i) classrooms to attain a student-classroom ratio of 45:1; (ii) one science laboratory for each school with single stream;⁵¹ and (iii) toilets to attain a student-toilet ratio as per the Kenya Building Construction Code. Classrooms and science laboratories are adequately sized for a capacity of 45 students.
- (d) **Fixtures, furnishings, and equipment:** All classrooms will have at least one blackboard, sufficient desks and chairs for 45 students, and one table and chair for the teacher. The science laboratory/multipurpose room will have necessary furniture and storage facilities. Appropriate fixtures, furnishings, and equipment will be provided to special needs schools in the targeted sub-counties.

41. This subcomponent will finance (a) construction of toilets, water facilities, and replacement of highly unsafe structures in the primary schools which are life-threatening; (b) construction of new classrooms, students dormitories, science laboratories, multipurpose rooms to create common space for library and other teaching-learning activities, toilets and water facilities, and electricity supply in the selected secondary schools; (c) construction of modern ICT-enabled training facilities at the national level; and (d) fixtures, furniture, and ICT equipment in the newly created infrastructure.

42. **Prioritization of schools for infrastructure inputs.** Given the resource constraints, the project can finance infrastructure development as described earlier in a limited number of schools selected based on the following criteria. The criteria for selection of primary schools for toilet and water facilities are (a) schools with higher girls' enrollment and without adequate toilets and water facilities; (b) schools for special needs children; and (c) schools without any toilet and water facilities. However, the number of beneficiary primary schools will not exceed 3,000. The criteria for beneficiary secondary schools are (a) sub-counties with higher school-age population; (b) schools with overcrowded classrooms and boarding facilities; (c) secondary schools that have received a higher number of children in Form 1 in the last two years and are likely to receive more in the coming years; (d) girls' schools; and (e) special needs schools in the targeted sub-counties. Based on the NA, schools will be selected using the prioritization criteria for required infrastructure inputs.

43. **Electricity and water facilities.** The GoK has been making efforts to connect schools to the electric grid. Currently, according to the information provided by the MoE, 95 percent of primary schools in the country have been connected to the national electric grid through the primary schools' electrification program that commenced in July 2013. However, many schools located in remote areas, particularly in the northeastern counties, are yet to be connected to the national grid. Under SEQIP, where possible, secondary schools will be connected to the electric grid. SEQIP will coordinate with another IDA-financed Kenya off-grid solar access project, which will benefit about 200 secondary schools located in the northeastern counties. The experience of the solar project will inform possible scaling up of micro solar energy solutions for schools. For water facilities, existing water facilities in school will be

⁵⁰ Semipermanent structures have wooden walls, brick non-plastered floors, and tin roofing. Many schools are found to have semipermanent structures for classrooms, school kitchens, and so on.

⁵¹ A single-stream school means that the school has only one section for each grade.



restored/augmented in prioritized schools. However, in secondary schools with boarding facilities, where water requirement is much higher, appropriate and adequate water sources will be provided, which will be determined by the NA.

44. **Unit cost.** Table 1.4 describes the average unit costs of construction of a classroom, science laboratory, dormitory, toilet, and borehole. However, the unit cost is likely to vary depending on the topography and remote location of the school. Hence, a realistic estimation of the unit cost will be available only after the NA is conducted and cost estimates are prepared considering the local rates of materials for each sub-county. For water supply, a common solution such as a bore well with elevated water tank cannot be applied across all the schools due to vastly different sources of water in different parts of Kenya. These can vary from rainwater harvesting and pond water to piped water supply. Therefore, a specific solution will be adopted depending on the available source of water near the school.

Table 1.4. Average Unit Costs of Construction of Classroom, Science Laboratory, Dormitory, Toilet, and Borehole

Infrastructure Type	Description	Unit Cost of Construction (US\$/m ²)	Fixtures, Furnishing, and Equipment	Total Cost	
				Cost/m ² US\$/m ²	Total Cost US\$
1	2	3	4	5	6 = 2 × 5
Classroom (45 capacity)	Classroom @ 7.8 × 9 m + 1.7 m verandah = 85 m ²	165	17	192	16,320
Science laboratory	Same as above	225	45	270	22,950
Dormitory (50 bed)	300 m ² , including toilet block	180	18	198	59,400
Toilets	40 m ² , as per UNICEF design	220	0	220	8,800
Borehole	150–200 m deep with pump	—	—	—	20,000–25,000

Note: UNICEF = United Nations Children's Fund.

45. The infrastructure development activities will have four steps: (a) school-based NA; (b) preparation of work plans, packages, building designs and drawings, classroom furniture designs and specifications, bill of quantities, and bid documents; (c) building construction and construction supervision; and (d) taking over of the completed buildings. The MoE will appoint three to four D&CSCs to provide technical support to implement all four steps. All the activities under this subcomponent will be implemented and monitored in accordance with the infrastructure development strategy and protocol agreed at credit negotiations and included in the PIM.

46. **School-based NA** is the first step because no data are available with the MoE on the existing infrastructure status at schools. Therefore, the NA is the first critical activity to be undertaken to ascertain the number and kind of interventions required to contribute toward the achievement of the project



objective. The NA will be based on the MoE's MPSSI and focus on the schools selected using the criteria listed earlier. The NA using the MPSSI norm will (a) record the numbers and types of buildings existing on the site and their physical condition, materials of construction, year of construction, and so on; (b) assess optimal use of existing infrastructure; (c) prepare a list of additional construction/rehabilitation required at each school to fulfill the MPSSI requirements; (d) prioritize the school specific interventions that support the project key performance indicators; (e) conduct topographical survey of the school sites; and (f) record the status of the land title of the school and ascertain if the land is free from encroachment and/or use by local community. The NA will take into account the World Bank's environmental and social safeguard requirements, including the school land title. Based on the findings of the NA, infrastructure development work plans will be prepared for execution.

47. **Preparation of work plans, packages, design, bill of quantities, and bid documents.** For new constructions, the design should be of optimal standards as per the Kenya Building Construction Code. The main task will be to adapt these standard drawings to the site-specific conditions and prepare a master plan for each school for the facilities included as per the MPSSI list. The designs must incorporate the required seismic risks standards, as Kenya is traversed by the seismically active EARS, one of the most earthquake-prone areas in the world. Replacement of highly unsafe structures will be designed individually for each site. The design will also consider social and environmental safeguards requirements. The BoM of each school will be involved in reviewing the proposal and endorse the drawings for local-level validation and ownership. The technical specifications will be configured and detailed for easy understanding by the local contractors. County public works officials will play an important role in this exercise. The project will finance construction and furnishing of new ICT-enabled training infrastructure at the national level with a training center and boarding facilities. The designing of the training center and the hostel with the capacity to accommodate 100 participants will be designed per the standard norms available with the MoE and will be furnished with necessary furniture and ICT equipment.

48. **Execution and construction supervision.** This component will be implemented by SIMU under the oversight of the DPC&D. However, the current level of capacity with two staff in SIMU is grossly inadequate. Therefore, the MoE will strengthen the capacity of SIMU with four more officials deployed from State Department of Public Works. In addition, the MoE will hire three to four D&CSCs competitively to provide technical assistance to SIMU for implementation and supervision of the infrastructure activities. All the 110 targeted sub-counties will be divided into three to four zones and each D&CSC will be responsible for one zone. The D&CSC will carry out the NA in their respective zone; prepare the work plans and works packages based on the findings of the NA; prepare design, bill of quantities, and bid documents for works and goods (classroom furniture); assist the MoE/DPC&D with evaluation of bids and award of contract; assist with contract management; supervise construction quality; and prepare and submit monthly progress report.

49. **Capacity building within the system.** The proposed civil works implementation approach, using D&CSCs, is preferred over community-based construction, because the experience with the latter in the education sector was found to be inefficient, time-consuming, and subject to high fiduciary risks. However, the subcomponent has been designed to ensure that the D&CSCs build local capacity on infrastructure planning and use, supervision of construction, and the MoE's capacity on NA, planning for infrastructure development with sound design incorporating environmental and social considerations, ICT-supported supervision of works, and large-scale contract management. The project will also provide



the MoE a comprehensive database on the infrastructure status and needs in view of the demographic and school enrollment projection in primary and secondary schools in the 110 sub-counties.

50. **Risks and risk mitigation.** The potential risks associated with the implementation of this subcomponent are nonperformance of D&CSCs and ineffective contract management of the D&CSCs by the DPC&D. The first risk will be mitigated through the competitive selection of the D&CSCs with proven track record. However, in the event of nonperformance by any of the D&CSCs, the same will be replaced by others, which will be clearly spelled out in the bid document and contract. The capacity of the DPC&D's SIMU will be strengthened with additional qualified staff either as consultants or on deputation from other departments.

Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students (€43.85 million, US\$50 million)

51. This subcomponent will support the development and implementation of (a) a targeted advocacy and social support program that will involve social mobilization focusing on parents and community leaders and provision of a school kit for the targeted children that will offset indirect costs borne by the poor parents to enable poor and vulnerable⁵² students to attend schools and complete upper primary education; (b) a gender sensitization program to make schools, teachers, and students more gender sensitive; and (c) a scholarship program combined with a mentorship that enables poor but academically promising students to transition to Form 1 and complete four years of secondary education. The beneficiaries will be students enrolled in upper primary grades and secondary schools in the targeted sub-counties who are selected through a transparent, community-based process drawing on the experience of several NGO-implemented programs in Kenya that have demonstrated positive impacts⁵³.

52. **Interventions for retention of upper primary students.** The program to improve retention of upper primary students will have three main thrusts: (a) targeted advocacy for every child to be given the opportunity for completing primary education and transitioning to the secondary level; (b) gender sensitization to make the school gender sensitive and safer for girls; and (c) in-kind support to enable poor and deserving upper primary students to attend school regularly. In-kind support will be complemented by mentoring services for motivating these students to remain in school and complete primary education. The choice of program design combining targeted advocacy with in-kind support is based on lessons learned from other programs that have a similar objective of improving the school attendance of poor and vulnerable children.⁵⁴ Alongside the advocacy program, a gender sensitization program will also be

⁵² Vulnerable students are those who have lost one or two parents, who suffered neglect and/or abandonment, and whose parents are unable to educate their children due to mental or physical disablement, HIV/AIDS or other debilitating illnesses, and extreme poverty. This category of students also includes girls who have little or no school opportunity due to inhibitive practices such as early marriage and female genital mutilation, as well as boys endangered by exposure to grave negative influences, such as radicalization and child labor.

⁵³ The 'Wings to Fly' program, widely recognized as one of the more successful scholarship programs for secondary school students in Kenya, uses a community-based selection process that combines a participatory approach with home visits to verify the applicant's eligibility for the scholarship. Other scholarship programs where the community plays a major role in the selection of beneficiaries include those financed by DFID and the NOKET.

⁵⁴ While conditional cash transfers piloted by Save the Children in Garissa County have shown some impact on raising school attendance, the complexity and high administrative costs of this model have discouraged replication and scaling-up. The GoK's Sanitary Towels for Girls program is widely recognized in Kenya as a successful intervention to promote girls' education.



launched to make the school, teachers, and students more gender sensitive and the capacity of the schools and teachers will be enhanced to deal with gender issues. This program will also be implemented in the secondary schools in the targeted areas.

53. While advocacy strategies will be implemented in all the targeted sub-counties, the marginalized in the ASALs and urban informal settlements will be an especially important group to target, given that its high illiteracy levels. Among the advocacy strategies, a key one will be to reach out to parents and community leaders who adhere to cultural practices that have a negative impact on the education of girls and other vulnerable children. In-kind support will be in the form of a school kit containing some essential items such as uniforms/clothes, shoes, and underwear as well as basic hygiene supplies such as soap, toothbrush, toothpaste, and sanitary towels that poor households cannot afford to provide for their children to attend school. Five cohorts of grade 7 and four cohorts of grade 8 students totaling about 37,500 students will receive school kits through the social support program. In addition, all upper primary students at risk of dropping out are expected to benefit from the targeted advocacy activities.

54. **Interventions for improving primary to secondary transition.** The scholarship program combined with child-specific mentorship will support deserving primary school graduates in the targeted sub-counties who do not have the means to continue their education. Scholarship recipients will have their school fees (including dormitory and meal charges for those admitted to boarding schools) paid for beginning in Form 1 at a school that meets criteria such as having adequate teachers as per the TSC norm and a safe physical environment. Other benefits include (a) stipend to cover the costs of transport to and from school and other necessities; (b) school kits; and (c) mentoring support⁵⁵ to help scholars, both boys and girls, cope with schooling and other social challenges. The scholar will continue to enjoy these benefits until she/he completes Form 4, subject to satisfactory school attendance, behavior, and academic performance each year.⁵⁶ The scholarship program will enable two cohorts of about 9,000 students each and 18,000 students in total, to complete four years of secondary education beginning in Form 1.

55. It is extremely critical to ensure that the school environment is safe both for boys and girls and the girls, in particular, do not encounter gender-based discrimination and violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to them. To make the school safer for girl students and the teachers and male student's gender sensitive, the project will finance gender sensitization orientation and training in every primary and secondary school in targeted areas. In every school, a teacher, preferably a female teacher, will be appointed as a 'Gender Champion' who will be the focal point for all gender-related issues. A structured gender sensitization orientation will be conducted at least twice a year in every school. The Gender Champion will be empowered with additional resources with links to the county health and child protection offices. The MoE will work closely with the advocacy and social support implementing agencies and other civil society organizations with relevant expertise to develop and implement a school based kit on gender sensitization and prevention of students' violence. The MoE will prepare a package of interventions drawing from good practices both from within Kenya and the region.

⁵⁵ Scholarship recipients will be mentored through school-based coaching and peer support programs as well as mentorship fora at regional and national levels. This will specifically target girls with life skills mentorship.

⁵⁶ Specific conditions include school attendance of above 75 percent during the school year, improvement in academic performance as measured by internal school assessments, and demonstrated high levels of discipline.



56. Several NGOs, corporations, and semiautonomous public agencies in Kenya have significant and successful experience in implementing both advocacy and scholarship programs for vulnerable children. The MoE will partner with two or more such agencies with proven experience to develop targeted strategies for advocacy and scholarship and implement the program with a strong M&E component. Additionally, the MoE will establish a Technical Working Group on scholarships comprising representatives of the main governmental and nongovernmental agencies that are managing scholarship programs in the country. This working group will have both an advisory and coordination role in relation to student scholarship programs in the country.

57. Criteria for selection of the partner agencies include (a) access to an extensive operational network across the country; (b) track record of managing scholarships that have demonstrated positive impacts; (c) proven expertise in community mobilization and the building of grassroots support; and (d) high professionalism and ethics that uphold transparency and accountability for results principles.

58. The selected partner agencies will (a) assist the MoE in the dissemination of information about the new programs; (b) implement advocacy and gender sensitization strategies, developed by the MoE in consultation with experienced partners for outreach at the grassroots level; (c) develop manuals for each of the two programs, outlining the protocols, procedures, and processes for community-based selection of program beneficiaries, administration of program benefits, and mentorship of scholarship recipients; (d) carry out the two programs in accordance with MoE-approved manuals; and (e) provide regular (quarterly) progress reports on program implementation along with data required for DLRs to the MoE. In carrying out the programs, a critical step requiring expertise on grassroots organization will be to convene community selection boards to identify students who are eligible for the programs based on criteria that are common across all the targeted sub-counties. Eligible students are thereafter ranked in accordance with their total scores on these criteria, which include, among others things, being an orphan, having suffered abandonment and neglect, being destitute, and demonstrating reasonable academic performance and sound discipline. The top-ranked students in each community are selected up to the cutoff for each sub-county. Sub-counties that are the most lagging with respect to retention and transition indicators will have a lower cutoff than better performing sub-counties.

59. The policies and procedures for the two programs will be documented in separate Operations Manuals. A third-party verification agency will be contracted by the MoE to visit schools on a random sampling basis to ascertain whether the two programs are operating in accordance with the manuals and progress reporting reflects reality on the ground. The third party will investigate the timeliness of fund transfer to schools for payment of fees and compliance by school principals to reporting requirements on student attendance and performance. At the end of the project implementation period, the MoE will conduct a rigorous evaluation of the two programs to draw lessons for potential integration into longer-term Government programs.

60. The associated risks with this subcomponent are poor information dissemination on the scholarships and nepotism in selection of eligible candidates. To mitigate these risks, the DPC&D will prepare a communication strategy and implement it before the scholarship program is rolled out; cross-validate the selected candidates through the single registry system for cash transfers for poor and vulnerable groups; and establish a grievance redressal mechanism to address the complaints promptly.



61. The DLIs for the interventions and associated DLRs, disbursement amounts, and verification protocol for results are provided in the Results Framework and Monitoring table.

Component 3: System reform support (€17.54 million, US\$20 million equivalent)

62. This component will support the ongoing curricula reform, the associated student assessment reform, and alignment of teaching-learning resources along with capacity building of the teachers to deliver the new curricula. The MoE has embarked upon curricula reform, replacing the current 8+4+4 content-based curricula by CBCs. The reform was conceptualized based on wider stakeholders' consultations and an evaluation conducted by KICD in 2009, on primary and secondary education, which clearly brought out that the content-based curricula designed in 1985 and reviewed and revised in 2002 are no longer aligned with the global trends of competency-based learning. The goal is to have in place a new curriculum that is more attuned and responsive to the socioeconomic reality of the country, the 2010 Kenya Constitution, and the challenges of Kenya Vision 2030.

Subcomponent 3.1. Development and introduction of a competency-based curriculum (€10.52 million, US\$12 million equivalent)

63. Successful curriculum reform experiences around the world show that a sound, centrally developed curriculum provides critical scaffolding for students and teachers alike, by defining the content and sequence of the experiences to be delivered and experienced by all students and by establishing the framework used to develop new TLMs, including textbooks. It will also provide a solid base for accountability by giving parents a clear sense of what their children should be learning and to the policy makers' critical benchmarks that can be used to assess the performance of the system.

64. As part of a wider reform of education, in January 2017, KICD launched a new learner-centered BECF aimed at developing seven core competencies in all students during a period comprising three years of preprimary education, three years of primary education, three years of upper primary education, three years of junior secondary education, and 3 years of senior secondary education. These core competencies are (a) communication and collaboration; (b) self-efficacy; (c) critical thinking and problem solving; (d) creativity and imagination; (e) citizenship; (f) digital literacy; and (g) learning to learn. Teaching of contemporary issues will be integrated across all learning areas from lower primary education up to lower secondary education, while ICT will be integrated as a learning tool in all areas.

65. Formative assessment tools, including portfolio, will be used to appraise student progress both in psychomotor and affective domains, as well as in the respective learning areas for each education level, and to provide feedback to students, parents, and teachers. A sample-based national assessment will be conducted at the end of grades 3 and 6 to provide an overall picture of learners' achievement across competency areas. This information will be used to assess how well the education system is achieving the national education goals and to make necessary adjustments through national policies as well as targeted interventions and programs. At the end of lower secondary education, students will take a national exam that, together with formative assessment information, will form the basis for determining the educational pathways and tracks that students will pursue in upper secondary education. The results on the national exam will count for 30 percent of the final grade of lower secondary education, while the formative evaluation will count for the remaining 70 percent.



66. KICD is currently working on the introduction of the new CBC for early years of education comprising two years of preprimary education and grades 1 to 3 of lower primary education. The new curricula for preprimary and three grades of lower primary will be phased in during academic year 2018.

67. SEQIP will provide KICD financial assistance to continue the reform of the curriculum by developing the new CBC and related support materials for grades 4 to 9, that is, for upper primary education (grades 4 to 6) and for lower secondary education (grades 7 to 9). To this effect, during the academic year 2018, SEQIP will finance the development of the scope and sequence charts and curriculum designs for all these grades and the development of related support materials for grade 4. During the academic year 2019, KICD will roll out the new curriculum for grade 4 and will develop the support materials and train teachers for grade 5. During the academic year 2020, KICD will roll out the new curriculum for grade 5 and will develop, prepare, and produce training materials; train trainers; and train teachers for grade 6. During the academic year 2021, KICD will roll out the new curriculum for grade 6 and will develop support materials and train teachers on the CBC for grade 7. During the academic year 2022, KICD will roll out the CBC in grade 7 and develop support materials and train teachers for grade 8. During the academic year 2023, KICD will roll out the CBC in grade 8 and develop support material as well as train teachers for grade 9.

68. During each year, a participatory monitoring and assessment process will accompany the introduction of the new CBC. This will provide feedback information that will be used to fine-tune the new CBC and respective supporting materials, as well as to identify areas where teachers might need further training and support. The process will be participatory in the sense that teachers as well as teacher trainers and mentors will be involved in the process. They will decide what sorts of changes (impact), comprising teaching practices, curriculum content, teaching materials used, student learning strategies, and so on, should be captured for further systematic analysis and used in the feedback loop process that will accompany implementation. Post-training continuous support for teachers will be provided by using a mobile phone-based teachers' peer learning group. Through this group, any follow-up questions from teachers will be answered and the implementation of the new CBC at the classroom level will be ensured. They will also participate in the analysis of data and the identification of areas where the program has had impact and areas where additional intervention and support are needed.

69. The introduction of the new CBC for grades 8 and 9 will be done during the academic years of 2023 and 2024. During those years, KICD will develop the new CBC for grades 10 to 12 and will roll out its introduction from 2025 to 2027. Thus, it is expected that by 2027, the student cohort that has completed grade 3 in 2018 would be the first to have benefited from a modern curriculum and related child-centered teaching practices.

70. To support the development of the new CBC, its rollout for grades 4 to 8, and related support materials for grades 4 to 9, SEQIP will finance consultant services; workshops with specialists to develop new curriculum standards, curriculum content, TLMs, and assessment tools; a modified cascade model for training teachers, head teachers, and other education personnel; production of support materials for the new CBC; and continuous monitoring, assessment, and feedback.



Subcomponent 3.2. Strengthening of national system for monitoring learning progress and national examination (€7.02 million, US\$8 million equivalent)

71. A key element of the basic education curriculum reform launched in January 2017 is the introduction of the CBC and with it the need for upgrading and reforming the current system of student assessment and examination. The assessment of learning in the competency-based model is grounded on evaluating if students have acquired relevant and demonstrable skills, and it allows teachers to help students move at their own pace, while competencies can provide a clearer signal of what students know and are able to do. The upgrading of KNEC's current student assessment system will involve (a) capacity building to support KICD efforts to introduce continuous formative assessment as part of the new CBC, which could include a variety of competency assessment tools including portfolios, projects, papers, presentations, and task performances; (b) establishment of a sample-based national system for MLP at the end of grade 3 (lower primary) and grade 6 (upper primary); and (c) introduction of an individualized national assessment, or national exams, at the end of grade 9 (lower secondary education) that, together with cumulative results in formative assessment, will form the basis to guide students to different pathways or tracks offered in senior secondary education (grades 10 to 12).

72. Day-to-day information collected using formative assessment instruments should help teachers get a good picture and understanding on where students are in relation to content and competency standards, which in turn will be useful to inform and model instruction accordingly. There is strong evidence that formative assessment used as a basic component of classroom work can guide teachers to identify students who demonstrate proficiency on curriculum content and mastery of skills (competence) and those who might be falling behind and need additional attention and support. By assessing for learning, and not merely to check on student knowledge, teachers can use classroom continuous assessment processes to help all students advance their learning. Using formative assessment information helps teachers plan student-centered classroom activities and lessons and allows them to guide all student toward meeting curriculum learning and achievement goals. It also allows schools to collect student achievement data needed to determine if the respective school is making progress toward the attainment of its own priorities and associated national goals.

73. To become formative assessment literate, teachers must not only learn about competency assessment procedures and protocols but, most importantly, must acquire and develop the capacity to translate teachers' learning expectations into assessment exercises and scoring procedures that accurately reflect student progress. Teachers must also develop abilities to translate regular assessment results into descriptive feedback (as opposed to judgmental feedback) for students, to provide them with specific insights on how to improve and move ahead. The goal is to use ongoing classroom assessments to build students' self-confidence as learners and to help them take responsibility for their own learning, thus ascertaining a solid foundation for lifelong learning.

74. Annual data obtained through sample-based national student assessments, on the other hand, provide schools, education officials, and policy makers a snapshot of where a representative group of students are at a single point in time in relation to attainment of curriculum learning goals. As such, this type of assessment is quite relevant and useful to describe the level of achievement of the education system as a whole and provides valuable information that can be used to formulating evidence-based policies, education plans, and programs. Since the mid-1990s, most SSA countries



have been involved in one of the following four approaches that use sample-based national student assessments. A series of MLA assessments has been carried out in 47 countries, a second one is the assessments carried out by the SAQMEQ in 15 countries, and a third one is the Programme for the Analysis of Education Systems (PASEC) implemented in 9 countries. In addition to these cross-country experiences, almost all countries have implemented their own national assessment, although most of them have been done sporadically. There is strong evidence that these types of assessment have not been conducted in response to locally perceived needs, and as a consequence, the undertakings have not been integrated into the normal structures and activities of ministries of education.

75. The proposed project seeks to overcome these issues by supporting the KNEC efforts to upgrade and reform its current student assessment and examination system to (a) assist KICD in developing training materials to enhance teachers' practical capacity to conduct continuous formative assessment, which is a necessary condition for the successful implementation of the new CBC; (b) improve KNEC's competencies to conduct national examinations to cut the time needed for designing and implementing national exams, reduce errors, improve transparency and accountability, and eliminate fraud in exam implementation; and (c) support the consolidation of the sample-based national MLP system that KNEC has been conducting at the end of grade 3 (lower primary) and the development of a new MLP in grade 6 (upper primary). This support will build on the experience gained by KNEC during the ongoing implementation of the National Assessment System for Monitoring Learning Achievement at grade 3 financed under the GPE-PRIEDE Project. The MoE is set to release the results of this study in mathematics, English, Kiswahili, and life skills.

76. It is expected that the information generated by this type of assessment and of examination will form the basis for continuous improvement both of teaching practices at the classroom level and of evidence-based policy making and planning at the local and national levels.

77. To assist schools and teachers in developing classroom-based capacity for continuous formative assessment, KNEC will first need to develop its own capacity for designing strategies, approaches, instruments, and training in this area. To this effect, SEQIP will finance technical assistance to (a) assist KNEC in developing and establishing its own technical capacity for introducing and disseminating continuous formative assessment in project schools and (b) establish a formative assessment Internet-based repository of items, practices, and examples that teachers, principals, and school supervisors can access to design valid formative assessment instruments. This system should be linked to the web-based portal that will be developed as part of the new MLA.

78. The GPE-PRIEDE Project has been supporting KNEC to strengthen its capacity to carry out MLA at Form 2, which, as indicated before, is a key milestone for the introduction of the new CBC. Other two milestones defined in the new BECF that guides the introduction of the CBC are the national MLP assessment to be administered to a representative sample of grade 6 students and the national exam that all grade 9 students will take before moving to upper secondary education.

79. SEQIP will support strengthening KNEC's national assessment and examination capacity by financing technical assistance with (a) development of assessment and survey instruments for grade 6 and



adapting grade 3 instruments to the new CBC; (b) establishment of a national examination item bank, including its architectural design and related technical support; (c) the implementation of follow-up of MLA in Form 2 that will be used to assess the impact of SEQIP on student learning enhancement; (d) design of training for KNEC staff and item developers needed for implementing MLP test and establishing the item bank; and (e) design and establishment of a web-based portal to facilitate access to test items, formative assessment practices, and dissemination of MLP and examination results. SEQIP will also finance (a) training of KNEC staff and item developers; (b) data collection, processing, and analysis for the implementation of grade 6 MLP and Form 2 MLA; (c) dissemination of results; (d) acquisition of ICT equipment and software related to the portal and the item banking system, including storage and management capacity for the items themselves and of items' metadata; and (e) statistics packages related to the usability of the items, item reliability and validity, item authoring, and so on.

80. The implementation of the item bank system will allow KNEC to manage a pool of high-quality test items that can be used to easily prepare reliable and valid multiple test forms. In addition, it will enhance the reliability and validity of the exams and test security (which has been an issue affecting the national exams) by restricting user access and tracking all activity.

81. It is expected that during the first year of project implementation, KNEC will establish the web-based portal and begin the development of the item banking system. Initially, the work will be concentrated on adjusting grade 3 MLP to the new CBC. During year 2 of the project, KNEC will pilot test the new grade 3 MLP in a subset of schools targeted by the project and begin developing grade 6 MLP, which will be pilot tested in a subset of schools targeted by the project during year 4. During year 5, KNEC will begin to scale up grade 3 and grade 6 MLP assessments to the rest of the schools targeted by the project.

82. SEQIP will provide financial assistance to KNEC for restructuring its activities and improving its infrastructure to be able to support capacity building for a continuous classroom-level formative assessment related to the new CBC in grades 4 to 7; for strengthening the sample-based national student assessments system for MLP at the end of grades 3 (lower primary) and establishing a sample-based national MLP for grade 6 (upper primary); and for strengthening KNEC examination capacity.

Component 4: Project management, coordination, and monitoring and evaluation (€10.52 million, US\$12 million equivalent)

83. Project management, coordination, communication, and M&E are critical activities in SEQIP, particularly in view of the fact that multiple national-level institutions and county- and sub-county-level education offices will have an important role in project implementation. In addition, several new approaches addressing both demand- and supply-side constraints for improving teaching-learning, transition from primary to secondary, and completion of secondary education will be tried out in the project. Therefore, timely and well-coordinated implementation by all the implementing agencies is key to the success of the project.

84. The project management arrangements of SEQIP has been designed based on two key lessons learned from the GPE-PRIEDE Project, which are (a) creation of a parallel project management structure and (b) inadequate capacity of the MoE, particularly lack of adequate required skills and knowledge



pertaining to specific technical areas such as preparation of the AWP&B, procurement-related activities, including efficient contract management, preparation of high-quality ToR for procurement of services, and development and execution of communication strategies.

85. This component will support (a) project management and coordination; (b) preparation and execution of the AWP&B, PPs, and capacity-building plans; (c) project monitoring, reporting, and evaluations; (d) development and operationalization of a communication strategy; (e) capacity building of the project team on project planning and management, M&E, and other technical aspects; and (f) activities related to efficient implementation of fiduciary and safeguards arrangements.

86. Key activities to be financed under this component are (a) project operating costs, including county-level operating costs; (b) external technical assistance to provide specialized support for project implementation and communication; (c) M&E, including independent verification of DLIs; (d) training and workshops; and (e) assessments and policy studies.

Subcomponent 4.1: Project management, coordination, and communication (€7.02 million, US\$8 million equivalent)

87. For SEQIP, at the national level, the MoE, in general, and the State Department of Basic Education, in particular, will be responsible for the overall project delivery. The PS in charge of the State Department of Basic Education, who is also the MoE's accounting officer, will have the primary responsibility for project implementation and coordination. All the project-related key decisions, including financial and procurement, will be vested with the PS.

88. A PSC, chaired by the Education Cabinet Secretary, which is already functioning well for the GPE-PRIEDE Project and USAID- and DFID-funded TUSOME Project will continue to play the same role for SEQIP. The PS, Basic Education, will function as the secretary of the PSC. The PSC includes the PS, Basic Education, key MoE directorates such as Policy, Planning, Basic Education, Secondary Education, Quality Assurance, School Audit, and ICT, Chief Finance and Chief Procurement Officers, Chief Executive Officers of KNEC, KICD, TSC, CEMASTE, KEMI, and KISE; National Treasury, and other relevant senior officials. The PSC will provide strategic direction, endorse the AWP&B, ensure effective coordination among the implementing agencies at the national level for smooth implementation, review the implementation progress, and resolve any policy and coordination issues requiring high-level interventions.

89. The DPC&D, a recently established directorate within the MoE with the mandate of preparing and managing externally funded projects, will be directly responsible for day-to-day project implementation, management, and monitoring. The core functions of DPC&D are (a) preparing the AWP&B and annual training and workshop plan of the project and presenting it to the PSC and the World Bank for approval; (b) coordinating with the NT and CBK and the MoE's internal Finance Department for timely flow of funds; (c) submitting withdrawal claims to the World Bank for timely disbursement; (d) ensuring compliance with fiduciary and safeguard requirements of the projects; (e) planning and organizing need-based capacity-building activities for MoE officials in the areas using project funds; (f) conducting policy research; (g) carrying out necessary M&E under the project on time; (h) developing and implementing a communication strategy for communicating with internal and external stakeholders regarding the project;



and (i) establishing and operationalizing a grievance redressal mechanism. The DPC&D will be appropriately empowered to take all day-to-day decisions required for the project implementation.

90. It is critical that the DPC&D is adequately staffed with required skills and knowledge. A project coordinator will be appointed at the level of deputy director, who will be assisted by a minimum of four deputy project coordinators (DPCs) each responsible for one component. Each DPC will be assisted by two other officials not lower than Chief Education Officer. In addition, the DPC&D will have two finance officers, two accountants, and two supply chain/procurement officer, one safeguard in-charge, and one M&E in-charge. Each IA such as TSC, KICD, KNEC, and CEMASTEIA will appoint a project focal point person who will be assisted by the institution's finance and supply chain officers and accountants.

91. The county and sub-county education offices are required to play a key role in facilitating and monitoring project implementation. At the county level, the existing CPCU set up under the GPE-PRIEDE Project will be also responsible for SEQIP.

92. The project will sustainably strengthen the institutional framework and performance related to the procurement function in the MoE and IAs. The activities shall include a detailed review of the current institutional structure and procurement skills of the Procurement Department of the MoE and IAs to develop a targeted plan for strengthening the procurement capacity and to improve performance and implement the plan and to increase transparency and value for money in procurement of textbooks.

Subcomponent 4.2: Research, and monitoring and evaluation (€3.51 million, US\$4 million)

93. This subcomponent will support and finance hiring of qualified agencies/institutions, both public and private, to carry out independent verification and evaluations to build local capacity in M&E. Local institutions such as universities and research institutions will be involved in project M&E, policy studies, and other assessments. In addition to the assessment activities under Subcomponent 3.2, some research and M&E activities are (a) independent verifications of all DLI-based activities; (b) process evaluation of activities as mentioned in various components; and (c) any other research and evaluation recommended by the joint implementation support missions and the PSC. In addition, the project will also support some important policy research and documentation that will help the MoE make policy decisions. Illustrative studies are (a) to underpin reorganization of the existing 2+8+4 school education structure to 2+6+3+3; (b) to conduct expenditure surveys to track capitation grants and use the findings to strengthen accounting and reporting of capitation grant and its better utilization; (c) to study spatial distribution of secondary schools to ensure universal access; and (d) to ascertain the prevalence and factors of gender based and students' violence in schools to develop appropriate policy framework and programmatic approach.



Table 1.5. Implementation Time Line

	Year1 (2018)				Year 2 (2019)				Year 3 (2020)				Year 4 (2021)				Year 5 (2022)				Year 6 (2023)			
Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
COMPONENT 1: IMPROVING QUALITY OF TEACHING IN TARGETTED AREAS																								
Sub-component 1.1: Reducing teacher shortage																								
Detailed and costed strategic plan developed																								
10% of new teachers recruited																								
Third party verification																								
Evaluation																								
Sub-component 1.2: Enhancing teacher professional development																								
Baseline completed																								
Design of School-based teacher support system (SBTSS) finalized																								
1st phase of SBTSS implemented																								
Scaling up of SBTSS																								
Third party Verification																								
Evaluation																								
Sub-component 1.3: Provision of textbooks																								
Competitive selection of textbooks completed																								
Contract awarded																								



	Year1 (2018)				Year 2 (2019)				Year 3 (2020)				Year 4 (2021)				Year 5 (2022)				Year 6 (2023)			
Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Textbook distribution to schools																								
Third party verification																								
COMPONENT 2: IMPROVING RETENTION IN UPPER PRIMARY SCHOOL AND TRANSITION TO SECONDARY SCHOOL IN TARGETTED AREAS																								
Sub-component 2.1: Improving school infrastructure																								
Bid evaluation																								
Contract awarded to D&CSCs																								
Needs Assessment begins in all zones and completed																								
Work plans and packages developed and designs finalized																								
Bids prepared and issued																								
Bids evaluated and contracts awarded																								
Construction begins in all zones simultaneously																								
Construction and supervision continues and completed																								
Sub-component 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students (Advocacy, Social support, Gender Sensitization and Scholarships)																								
Selection and contracting of scholarships																								



	Year1 (2018)				Year 2 (2019)				Year 3 (2020)				Year 4 (2021)				Year 5 (2022)				Year 6 (2023)			
Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
implementing partners*																								
Development of strategies																								
Identification of eligible students in grades 7&8 for in-kind school support																								
Identification of students for scholarships in secondary schools																								
Implementation of advocacy and gender sensitization program begins																								
In-kind support to grades 7&8 children																								
Scholarships to secondary school students																								
Third party verification																								
Evaluation																								
COMPONENT 3: SYSTEM REFORM SUPPORT																								
Sub-component 3.1: Development and introduction of a competency-based curriculum																								
Define scope and sequence the CBC																								
Design-validate curriculum content	G4**			G5 and G6				G7 and G8				G9												



	Year1 (2018)				Year 2 (2019)				Year 3 (2020)				Year 4 (2021)				Year 5 (2022)				Year 6 (2023)			
Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Design-validate teaching materials		G4			G5		G6			G7			G8			G9								
Prepare and produce teacher training modules and materials			G4			G5			G6			G7			G8			G9						
Train trainers			G4			G5			G6			G7			G8									
Roll out the CBC					G4				G5				G6				G7				G8			
Provide mentoring and support to teachers						G4		G4		G5		G5		G6		G6		G7		G7		G8		G8
Monitor and evaluate					G4		G4		G5		G5		G6		G6		G7		G7		G8		G8	
Sub-component 3.2: Strengthening of national system for monitoring learning progress and national examination																								
Develop assessment and survey instruments for grade 6 and to adapt grade 3 instruments to the new CBC																								
A web-based portal established																								
Conduct MLA in Form 2, baseline/ mid-term/ end-term																								
National examination item bank established																								



The World Bank

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	Year1 (2018)				Year 2 (2019)				Year 3 (2020)				Year 4 (2021)				Year 5 (2022)				Year 6 (2023)			
Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
COMPONENT 4: PROJECT MANAGEMENT,COORDINATION, AND MONITORING AND EVALUATION																								
Sub-component 4.1: Project management, coordination, and communication																								
Project Annual work plan and budget prepared ***																								
Annual training plan prepared																								
Communication strategy developed																								
A grievance redressal mechanism established and operationalized																								
Project audit report available																								
Sub-component 4.2: Research and monitoring and evaluation																								
Policy studies conducted																								
Note: *RFPs will be issued before effectiveness																								
**G=Grade																								
***Annual work plan and budgets prepared are for the subsequent years																								



ANNEX 2: IMPLEMENTATION ARRANGEMENTS

COUNTRY: Kenya

Kenya Secondary Education Quality Improvement Project

Project Institutional and Implementation Arrangements

1. The institutional and implementation arrangements for SEQIP draw upon the lessons learned from the experience of implementation of the GPE-PRIEDE Project by the MoE. Based on the lessons, the implementation arrangements of SEQIP have been modified enabling the MoE to easily access external technical services, as and when required, through third-party agencies procured right from the beginning of the project implementation. The external agencies will provide technical support to the MoE in the areas of planning, implementation, and monitoring of infrastructure activities; social support and scholarship programs; procurement activities, including preparation of bid documents, RFPs, and ToRs; and contract management and carry out third-party verification of DLRs and M&E. To strengthen the coordination among various IAs and between the national and subnational PCUs for effective implementation, the MoE has established the DPC&D, headed by the director. This directorate is expected to play an effective role in ensuring better coordination and also facilitate synergy, capacity sharing, and learning across externally funded projects managed by the MoE.
2. For SEQIP, at the national level, the MoE, in general, and the State Department of Basic Education will be responsible for the overall project delivery. The PS in charge of the State Department of Basic Education, who is also the MoE's accounting officer, will have the primary responsibility of efficient and effective implementation of the project for achievement of stated development objectives. All the key decisions, including financial and procurement, related to the project implementation will be vested with the PS.
3. A PSC chaired by the MoE Cabinet Secretary, which is already functioning well for the GPE-PRIEDE Project and USAID- and DFID-funded TUSOME Project will continue to play the same role for SEQIP. The PS, Basic Education, will function as the secretary of the PSC. The PSC includes the PS, Basic Education, key MoE directorates such as Policy, Planning, Basic Education, Secondary Education, Quality Assurance, School Audit, and ICT, Chief Finance and Chief Procurement Officers, Chief Executive Officers of KNEC, KICD, TSC, National Treasury, other relevant senior officials. The PSC will provide strategic direction, endorse the AWP&B, ensure effective coordination among the IAs at the national level for smooth implementation, review the implementation progress, and resolve any policy and coordination issues requiring high-level interventions.
4. The DPC&D, a recently established department within the MoE with the mandate of preparing and managing externally funded projects, will be directly responsible for SEQIP implementation. The GPE-PRIEDE PCU is housed within the DPC&D and it is directly overseeing the project management. The directorate headed by a director is a high-level position within the MoE will hence provide better leverage for inter-department, inter-institution, and inter-ministry coordination. The core functions of the DPC&D are as follows: (a) prepare the AWP&B and annual capacity-building plan and obtain both the PSC's and World Bank's approval; (b) coordinate with the NT and CBK and the MoE's internal Finance Department for timely flow of funds; (c) submit withdrawal claims to the World Bank for timely disbursement; (d)



ensure compliance with fiduciary and safeguard requirements of the projects; (e) plan and organize need-based capacity-building activities for MoE officials in the areas using project funds; (f) conduct policy research; (g) carry out necessary M&E under the project on time; and (h) develop and implement a communication strategy for communicating with internal and external stakeholders regarding the project. The DPC&D will be appropriately empowered to take all day-to-day decisions required for the project implementation.

5. It is critical that the DPC&D is adequately staffed with required skills and knowledge. A project coordinator will be appointed at the level of deputy director, who will be assisted by a minimum of four deputy project coordinators (DPCs) each responsible for one component. Each DPC will be assisted by two other officials not lower than Chief Education Officer. In addition, the DPC&D will have two finance officers, two accountants, and two supply chain/procurement officer, one safeguard in-charge, and one M&E in-charge. Each IA such as TSC, KICD, KNEC, and CEMASTEAs will appoint a project focal point person who will be assisted by the institution's finance and supply chain officers and accountants.

6. The project will involve several agencies, both autonomous and semiautonomous, in implementation of various project activities: TSC (an autonomous agency) and KNEC, KICD, and CEMASTEAs, which are semiautonomous agencies. Apart from this, the project will closely involve county and sub-county education offices in project implementation, monitoring, communication, and addressing implementation issues at county and below levels. To ensure better coordination with the DPC&D and ensure effective implementation of agency-specific activities, each agency will designate a reasonably high-level competent staff as the project focal point. The project focal point person will be assisted by some designated officials, including finance officer and accountant.

7. The county and sub-county education offices are required to play a key role in facilitating and monitoring project implementation. At the county level, the existing CPCU set up under the GPE-PRIEDE Project will also be responsible for SEQIP, see Figure 2.1.

8. To supplement the capacity of the DPC&D, the project will finance hiring of external agencies to provide a variety of technical services in the areas, but not limited to (a) preparation of AWP&B; (b) preparation of procurement documents such as ToRs, bid, and RFP, preparation of evaluation report, and assistance in contract management; (c) carrying out M&E; and (d) preparation of draft reports and necessary documents for communication.

9. Four D&CSCs will be hired to provide technical assistance to the DPC&D for implementation and supervision of infrastructure activities. The D&CSCs will be responsible for (a) NA; (b) preparation of work plans for implementation; (c) preparation of construction design and bills of quantity (BoQ); (d) preparation of bid documents with specific packages; (e) execution of the implementation plans; and (f) conducting regular supervision and submit supervision reports to the DPC&D. The core support functions of the D&CSCs are provided in Table 2.1.



Figure 2.1. Project Implementation Organogram

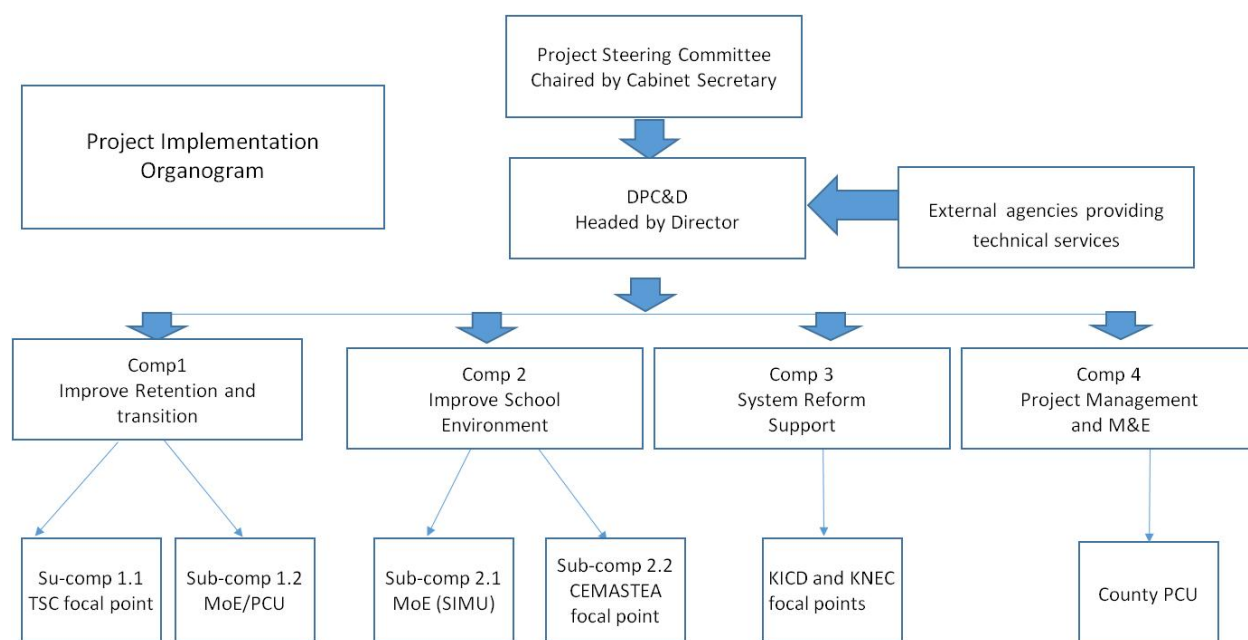


Table 2.1. Core Functions

Sl. No	Activity	Responsibility
A	NA	
1	NA	<p>D&CSC: To develop the survey tools, to conduct topographical and other surveys and prioritize needs as per agreed criteria, to provide broad cost estimates, to provide global positioning system coordinates for each school for mapping, and so on. The team would include education experts for optimization of existing infrastructure</p> <p>DPC&D: To guide the D&CSC with the prioritization criteria as per the PDOs and approve the final NA</p> <p>BoM: To work with the D&CSC in assessing and finalizing the needs</p>
2	World Bank's environmental and social safeguards screening	<p>D&CSC: To screen the sub-projects identified using the Environmental and Social Screening Form in the ESMF to ensure compliance with the World Bank safeguards requirements</p>



Sl. No	Activity	Responsibility
3	Prioritization and finalization of list of schools for project funding	D&CSC: To prepare a list of additional construction and rehabilitation required at each school as per the MPSSI; broad cost estimates; a list of the schools that can be included for funding from the project with in the available budget (this list will be decided as per the prioritization criteria to support PDOs); details of schools where social safeguards concerns are noted
		DPC&D/SIMU: To work along with the D&CSC during all stages and finally approve the list of schools to be funded from the project
		World Bank: To review and provide no objection to the list of schools
B	Design and construction supervision	
1	Work plan	D&CSC: To prepare procurement packages and work plans with phasing of works
		DPC&D/SIMU: To prepare and approve the ESIA/ESMPs and submit it for World Bank's approval
		World Bank: To approve the work plans
2	ESIA/ESMP	D&CSC: To prepare ESIA/ESMP for each site individually
		DPC&D/SIMU: To review and approve the ESIA/ESMPs and submit it for World Bank's approval
		World Bank: To review and approve the ESIA/ESMPs. No construction activity can be started at the site till its ESIA/ESMP is approved
3	Preparation of drawings and BoQs	D&CSC: To develop geographic information system mapping of schools, to prepare drawings of individual buildings as per national standards, to prepare overall master plan of each site, to prepare BoQs and technical specifications
		DPC&D/SIMU: To assist the D&CSC with the national building and space standards
		BoM: To approve the master plan and individual building plans
		World Bank: To review some sample drawings during the planning stages and provide comments to avoid later day corrections
4	Bid invitation and bid evaluation	D&CSC: To prepare bid documents and hand over to the DPC&D to invite bids and evaluate bids and submit evaluation reports to the DPC&D
		World Bank: To give no objection for bid documents, minutes of pre-bid meeting, bid evaluation report, and so on as per the procurement thresholds
		DPC&D/SIMU: To invite and receive bids, to participate in the bid evaluation, to approve bid evaluation
5	Contract signing	D&CSC: To prepare contract documents for the DPC&D to sign
		DPC&D: Responsible for contract signing



Sl. No	Activity	Responsibility
6	Construction supervision	D&CSC: To supervise construction on day-to-day basis
		County State Department of Public Works: To participate in monthly supervision meetings
		BoM: To participate in monthly supervision meetings
7	Certification of contractor's bill	D&CSC: To measure and certify the quality and quantity of works
		BoM: To jointly certify the quantity of works
8	Payments to contractor	D&CSC: To prepare a payment certificate with supporting papers and submit these to the DPC&D
		DPC&D/SIMU: To ensure that the contractor is paid in 15 days of receipt of payment certificate
9	Acceptance of work	D&CSC: To prepare a list of defects before finally accepting the work
		DPC&D/SIMU: To jointly sign the acceptance of work
		County State Department of Public Works: To jointly sign the acceptance of work
		BoM: To jointly sign the acceptance of work
C	Procurement of furniture	
1	Preparation of drawings and BoQs	D&CSC: To prepare designs and drawings of various types of furniture
		DPC&D/SIMU: To approve the designs and numbers of furniture pieces
		World Bank: To review some sample drawings during the planning stages and provide comments to avoid later day corrections
2	Bid invitation and bid evaluation	D&CSC: To prepare bid documents and hand over to the DPC&D to invite bids and evaluate bids and give evaluation reports to the DPC&D
		World Bank: To give no objection for bid documents, minutes of pre-bid meeting, BERs, and so on as per the procurement thresholds
		DPC&D/SIMU: To sign the contract
3	Contract signing	D&CSC: To prepare contract documents for the DPC&D to sign
		DPC&D/SIMU: Responsible for contract signing
4	Approval of samples	D&CSC: To visit factories/approve samples as per the conditions of contract
		DPC&D/SIMU: To participate in the above activities
5	Receiving deliveries in schools and	D&CSC: To supervise receipt and acceptance of furniture
		BoM: To accept the furniture



Sl. No	Activity	Responsibility
	certifying receipt	
6	Payment to contractors	D&CSC: To prepare a payment certificate with all supporting papers
		BoM: To jointly sign the receipt of furniture
		DPC&D/SIMU: To ensure that the contractor is paid in 15 days of receipt of payment certificate

10. Two to four implementation partner agencies will be hired to assist the DPC&D with implementation of Subcomponent 1.2 on social support and scholarship program targeted at vulnerable children in target areas. The agencies will assist the DPC&D with (a) developing strategies for targeted advocacy and social support and mentoring of students; (b) preparing time-bound implementation plans and implementing them; and (c) monitoring implementation and submitting monitoring reports to the DPC&D. Each partner agency will be assigned specific number of target counties and sub-counties to work on.

11. External expertise will also be procured for M&E that will include the following: (a) carrying out verification of DLR achievements under Component 1; (b) conducting baseline, midterm, and end-term studies; and (c) evaluating some of the new approaches implemented under the project, for example, textbook reform, school-based teachers support.

Financial Management

12. As stated earlier, in line with the World Bank's default position and to the extent possible the project intends to adopt fully the Borrower's PFM systems and guidelines. A summary of the key findings of the FM assessment is presented as follows:

Budget Arrangements

13. **MoE** as a government entity, follows the budget preparation guidelines as issued by the NT. Based on the project design, an assessment was conducted on the two key IAs, namely, the MoE and TSC. SEQIP budgeting will be done in line with GoK procedures. The project will be assigned budget codes on the basis of the GoK single chart of accounts under the MoE and captured in the integrated financial management information system (IFMIS).

14. Specifically, for this project before the start of the budget cycle the project coordinator will have to discuss the various activities and work programs with the respective implementing and beneficiary agencies, and this will form the basis for preparing detailed AWP&Bs. Consolidated AWP&Bs will be submitted to the PSC for review and approval. Approved budgets will then be submitted to IDA for reference purposes to ensure that the planned activities are in line with the project objectives. Based on the approved AWP&B, a PP will be derived and form the basis of yearly implementation. The current



budgetary control processes used mostly for the Government's discretionary budget are capable of monitoring commitments and outstanding balances and this helps reduce risk of multiple payments.

15. **TSC.** The commission prepares its annual budgets in accordance with Chapter 12 Section 221 of the Constitution of Kenya 2010, which requires that annual estimates of revenue and expenditure in respect of a ministry/department/corporation/commission be presented before Parliament. The Directorate of Finance is responsible for planning of the commission's financial resources through a budgetary process. The budgetary process is in line with the budget preparations guidelines as issued by the NT. The assessment concludes that the existing budgetary processes and procedures are adequate and can be relied upon to support implementation.

Accounting Arrangements

16. **MoE.** Given that the project's FM arrangements will follow the country systems, the PS at the MoE will be responsible for overall fiduciary aspects of the various components during implementation. The primary responsibility of the PS is to ensure that throughout implementation there are adequate FM systems in place that can report adequately on the use of project funds.

17. The accounting system is based on the GoK's Financial Regulations and Guidelines 2015, anchored in the PFM Act 2012, and is considered robust to support implementation. The Accounting Department has adequate staff (15) who are also experienced. The ministry has set up the External Resources Unit/Section (ERS) in line with the NT guidelines to enhance the accounting capacity for management of donor projects at the ministry level. The ERS is headed by a chief accountant assisted by three accountants and will provide support to the Project Management Unit (PMU), in the DPC&D in preparation of financial reports and maintenance of project book of accounts and accounting records. As part of the capacity-building programs under the GPE project, staff of the MoE have been trained in the World Bank FM practices and it is expected that during implementation if need be, additional training will be provided to help build their technical capacity.

18. The accounting function at the ministry is supported by the IFMIS. The IFMIS is linked to the CBK T24 internet banking. This reduces the human intervention in the payment process. However, the IFMIS has challenges such as occasional closure by the NT and downtime that affects operations at the ministry including the project. Some of the delays in funds flow are occasioned by the IFMIS closure. There has been discussion of having two triggers when shutting down the IFMIS: one that closes general government funds dependent on taxes and the other for donor funds to avoid affecting projects, but this is yet to be implemented.

19. To ensure proper focus, it has been agreed that the MoE will assign a dedicated Project Accountant responsible for the daily transactional issues and facilitate interaction with the World Bank FM systems on project accounting and FM issues. The Project Accountants will have accounting qualifications and experience acceptable to IDA including having been involved in managing other IDA project and thus have a good understanding of the World Bank FM procedures and requirements.

20. The accounting processes and procedures for implementation are quite adequate, because the project FM will be Mainstreamed and follow the GoK processes with regard to well-defined procedures



and processes for transaction processing, recordkeeping, and reporting, among others. The accounting and reporting functions for implementation will also be complemented by the guidelines as stated in the approved PIM.

21. **TSC.** Within TSC, the Commission Secretary (CEO) is responsible for all FM decisions; however, from a technical perspective, the directors responsible for the Directorate of Finance and Accounts are responsible for planning of the commission's financial resources and budget execution. The accounting system in use is the IFMIS, which is a computerized budgeting, accounting, and reporting system. It is designed to cover all financial activities including budgeting, budget execution, recording and analysis of accounting data, procurement and settlement of payments. It has the general ledger, cash management module, commitment control module, accounts payable module, accounts receivable module, budget preparation/ planning modules, procurement and contracts management module, payroll and human resource module, revenue administration module and asset management module. The system has built-in controls. The chart of accounts is integrated with the data and serves accounting, management, and all other reporting purposes.

22. With regard to operational procedures regarding transaction processing, approval, authorization and payment processing, the Accounts Directorate has a manual which documents all processes and procedures; the review of the Finance and Accounts Operations Manual concludes that it is acceptable.

23. The assessment of the skills set and qualifications of the Accounts Team within TSC concludes that they are adequately staffed and competent to support implementation. However, given that they have not been involved in the World Bank-funded project implementation, it is recommended that before effectiveness the World Bank organizes a series of training programs.

Internal Control and Internal Auditing

24. **MoE.** In line with the decision to adopt some aspects of the Use of Country Systems (UCS) for implementation, the proposed project's internal controls will rely on the Government-established accounting and internal control guidelines as documented in internal audit manuals and government regulations. There are two types of internal auditors at MoE. The first group are internal auditors seconded by the NT in every government ministry. This unit is made up of 12 staff including the head of the IAD. They focus on the MoE's audit including the audit of universities and technical institutions. They can however audit primary schools as special audits upon request from the PS or Internal Auditor General (IAG) at the NT. For special audits, staff can be drawn from other ministries as directed by the IAG. The head of the internal audit has been involved in several audits of the World Bank projects including KESSP and regional pastoralist project. The staff are qualified and experienced.

25. The second group of internal auditors is the School Audit, which is a directorate under the MoE. Its mandate is the audit of basic education institutions including primary schools, secondary schools, and village polytechnics up to Teachers Training Colleges. Based on the review, presently, the unit lacks capacity and resources to effectively carry out annual audits for all the schools. There are about 200 school auditors, but the ministry has taken steps and is doubling the numbers of the school auditors recruiting directors including regional directors as well as county in-charges. This new structure is expected to be in place before effectiveness. In addition, to enhance the capacity of the unit, the MoE through its School



Audit Directorate has prepared manuals and training material on risk-based approaches to auditing. Under the Subcomponent 2.4 in the GPE PRIEDE project, funding has been allocated for training for the school audit unit: Strengthening School Audit and ensure the auditors are trained to conduct the school audits. As part of this project, it is expected that funds will be allocated to the MoE to help strengthen the internal control and oversight functions of the audit units through a series of training, workshops, and other technical assistance programs.

26. A review of the internal audit reports and the work of the IAD during the ongoing projects indicate their work is satisfactory. The credibility of the project's internal controls and general control environment including processes for recording and safeguarding of assets will be monitored on a continuous basis during implementation. In addition, as part of the fiduciary arrangements and to complement the work of the IAD and Office of the Auditor General (OAG) it is required that not later than 18 months after effectiveness, the Borrower shall conduct an independent in-depth review of the internal control environment being used to support implementation.

27. The assessment of the internal audit capacity indicated that the internal audit and control environment is adequate for project implementation; however, the role of the internal audit will be regularly assessed during supervision missions by reviewing their reports and management responsiveness to their findings. This is to ensure that the role is not limited to transactional reviews (pre-auditing) but adds value to the overall control environment through risk assessment and mitigation. In addition, the World Bank may in consultation with the MoE consider the recruitment of external audit agencies to support the work of the MoE Audit Unit.

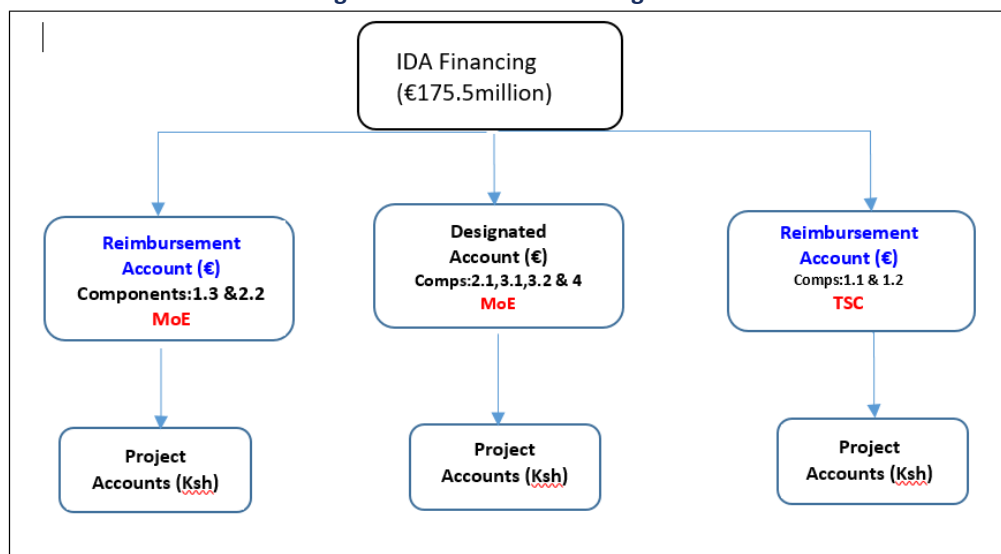
28. **TSC.** The assessment observed that there is an IAD headed by a director, internal audit, and assisted by a total staff of 39 officers of varying qualifications including degree and professional accounting qualifications, who are responsible for ensuring that internal controls are complied with in the use of government funds. The internal control environment is further enhanced through the guidelines as provided in the Finance and Accounts Operations Manual. Initially the department was doing a system-based audit. But the department is now coming up with an institutional risk management policy framework that will enable the team to do risk-based audits. This is targeted to be completed in the first quarter of FY18. The audit director reports to the audit committee. There are four members of the committee, two being outsiders, with a representation from the NT and the commission. The committee meets twice quarterly. It is expected that during implementation and in line with the use of country system, the IAD will include the review of the projects' control environment as part of the routine and periodic annual work programs and share their reports with the World Bank team.

29. In conclusion, the observation is that the internal audit arrangements are therefore considered to be adequate for the purposes of the project. The assessment indicated that the internal audit and control environment is adequate for project implementation; the role of the internal audit will be regularly assessed during supervision missions by reviewing their reports and management responsiveness to their findings. This is to ensure that the role is not limited to transactional reviews (pre-auditing) but adds value to the overall control environment through risk assessment.



Disbursements

Figure 2.2. Funds Flow Arrangement



30. **MoE.** Proceeds of the credit will be used by the project for eligible expenditures as defined in the Financing Agreement and further detailed in the respective approved AWP&Bs. Working mainly through the National Treasury, the project will adopt the GoK funds flow system for disbursement of funds to the MoE. Disbursement arrangements have been designed in consultation with the GoK and the MoE and TSC, after considering the assessments of the Implementing Agency's FM capacities and anticipated cash flow needs of the operation.

31. The design features of the proposed project cater to the requirements of a hybrid structure, all within the IPF instrument of the World Bank. This basically involves a results-based (DLI/DLR) financing approach for Subcomponents 1.1, 1.2, 1.3 and 2.2 and a traditional investment financing approach to cater for all the remaining components and sub-components being implemented by the MoE.

32. To support activities to be implemented by the MoE, the National Treasury Office will open one **Designated Account** and one **Reimbursement Account** both denominated in Euros and operated by the Ministry of Education and in addition will open one Project Accounts denominated in Kenya shillings. The Project Accounts will be operated by MoE and used to facilitate local currency payments and transfer to other beneficiary agencies involved in implementation. It is expected that during implementation if there is adequate justification for opening other Project Accounts, this can be considered and done in line with the GoK and NT guidelines and procedures for opening such accounts.

33. Specifically, and for ease of implementation, the MoE will have one Euro denominated **Designated Accounts** to support the implementation of Subcomponents 2.1, 3.1, and 3.2 4.1 & 4.2 and in addition open a '**Reimbursement Account**' also denominated in Euro for Subcomponents 1.3, 2.2 of the projects.



34. **Project Accounts.** To support implementation and ensure adequate funding, it is envisaged that there will be a local currency (KSh) operational account 'Project Accounts' to support the payment of eligible expenditures. The Project Account currently used for processing and maintaining the Project Preparation Advance will be used as one of the accounts for the MoE once the project is declared effective. The procedures and modalities, signatories, and so on for operating the Designated Accounts and Project Accounts will be further clarified and outlined in the PIM.

Modalities for Disbursements Components 1.3 and 2.2

35. **DLIs.** The total resource allocation to be implemented by the MoE under the RBF approach is €55.2 million, which will be split between two subcomponents, namely, Subcomponent 1.3 (€11.4 million) and Subcomponent 2.2 (€43.85 million). Funds for implementing these components will be operated from Euro denominated Reimbursement Account.

36. As per the design, disbursement under this component provides for achievement of the DLIs which will be measured and valued in monetary terms for each respective year through a set of identifiable and measurable DLRs over the six-year period. These DLIs are considered significant indicators of performance that will influence behavioral and policy reforms required for achieving visible outcomes in Kenya's education access, increased retention, transition, quality, and equity targets. For each subcomponent, the respective DLI has been defined into several achievable DLRs which have been translated into variable prices as the equivalent value for achieving the DLR in each year of implementation.

37. Meeting the defined DLRs as identified in the Results Framework and Monitoring table and in the Financial Agreement will constitute the primary basis for triggering credit disbursements under the project. The DLRs have been individually priced, and as such the eligible disbursement amount will be the sum of the achieved DLRs multiplied by the unitary monetary value (price) as per the disbursement schedule (see Table 5, DLI Matrix on page 60).

38. The underlying principle will be to disburse, after project effectiveness and based on a forecast of the funding required to potentially achieve the set of DLRs in each year, at least half of the funding requirement as an advance to the MoE. Subsequently on a half-yearly basis, the Borrower will provide satisfactory documentary evidence including (a) acceptable interim financial report (IFR); (b) EEP spending reports; and (c) evidence of independent verification of the set of DLRs for that year which have been achieved. These reports will then form the basis of documenting the advances made into the Reimbursement Account. Subsequent advances will be made on the approval of the next six months forecast of expenditure by the World Bank.

39. However, it must be noted that in subsequent years and beyond the first year, only one DLR relating to the prior year can remain unmet to allow for disbursements of any further advances against the potential for meeting future period DLRs. This means that while noncompliance with a DLR in a period will result in funds associated with that DLR being withheld, disbursement associated with the achievement of other DLIs will not be affected. Where the GoK is able to meet any of the DLRs beyond the value of the total advances granted, the Borrower can request for such values as a reimbursement into any government account other than the Designated Account. For example, assuming the value of DLR



1 is US\$10 million and the Bank advanced US\$8 million. Once this DLR is satisfactorily achieved, the Bank would document the US\$8 million advance and reimburse the GoK US\$2 million.

40. Where achievement of a DLR cannot be certified, an amount equivalent to the unitary DLR price will be withheld or considered as undocumented and outstanding obligation on the Borrower. This amount will be paid at any later date, during project life, and at the discretion of the World Bank when such achievement can be verified. The World Bank may consider that a later achievement of the DLR performance would not qualify for disbursement against the unmet DLR if it determines that the on-schedule achievement of the DLR is critically fundamental to achieving the overall objectives of the project. A schedule of the DLI/DLR matrix with the indicative DLR value is included in Table 5 Disbursement Linked Indicator Matrix.

41. **Government EEP.** The overall government program of expenditures to be supported under the components is defined as the set of defined eligible expenditures for goods, works, consulting service, non-consulting services, school capitation grants, training and operating costs incurred by the Recipient under Parts 1 and 2(b) of the Project as described in the Financing Agreement. Such EEP would be verified by the independent verification agency as part of the documentation for achieving DLRs.

42. **Modalities for disbursements under Subcomponents 2.1, 2.2, 3.1, and 3.2 and Component 4: Funds flow and disbursement arrangements.** Within the MoE, other than disbursement under Subcomponent 1.3 and 2.2, all other components will be implemented under the principles of traditional IPF arrangements using the report-based disbursement arrangements. Under this approach, the allocated resources will be advanced to the MoE's Designated Account based on an approved six-monthly forecast of expenditures, and replenished quarterly for further periods of six months using IFRs prepared by the MoE and generated from the NT IFMIS. The processing of expenditures will be undertaken through the ERS. The IFRs (including the 'procurements subject to prior reviews' and 'Designated Account reconciliation statement') will serve as the basis for requesting for advances and for documentation. The initial disbursement will be based on the consolidated expenditure forecast for six months, subject to the World Bank's, that is, Task Team Leader (TTL) and FM systems, approval of the estimates. Subsequent replenishments of the Designated Account will be done quarterly based on the forecast of the net expenditures for the subsequent half-year period.

43. It must be emphasized that other than activities financed under the result-based approach for all the other components financed through Designated Account B, the World Bank Procurement Guidelines shall govern all the procurement activities.

44. **TSC.** Proceeds of the facility allocated to TSC (estimated at €20.17 million) will be made available for eligible expenditures as defined in the Financing Agreement and further detailed in the respective AWP&Bs. TSC will be responsible for implementing Subcomponents 1.1 and 1.2 and in line with the design; disbursement under these components will adopt the RBF using DLI/DLRs.

45. Given that TSC is an autonomous entity and ensures smooth funds flow arrangement, TSC will operate its own dedicated Euro denominated **Reimbursement Account** to support the implementation of Subcomponents 1.1 and 1.2. In this regard, the NT will be requested to open a Euro denominated Reimbursement Account at the CBK and a Project Account to be maintained in Kenya shillings to support



implementation. Meeting the defined DLRs as identified in the Results Framework and Monitoring table and in the Financial Agreement will constitute the primary basis for triggering credit disbursements under the project. The DLRs have been individually priced and as such the eligible disbursement amount will be the sum of the achieved DLRs multiplied by the unitary monetary value (price) as per the disbursement schedule (see Table 5, DLI Matrix).

46. **Reporting on use of financing.** Additional instructions for disbursements will be provided in a Disbursement Letter issued for this project.

47. **Disbursement categories.** Based on the project design there will be only two disbursement categories. The disbursement category for Component 1 will be DLI/DLR-based and the disbursement category expense line will be for the selected EEP, that is, Secondary Education Compensation and Operating Cost as per the GoK's chart of accounts/budget classification code. For all the remaining components, there will be a single 'catch-all' category— 'goods, works, consulting services, non-consulting services, training, research, and operating expenses.

Table 2.2. Disbursement Categories

Category	Amount of the Financing Allocated (expressed in EUR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Eligible Expenditure Programs under Parts 1 and 2(b) of the Project	75,500,000	100%
(2) Goods, works, non-consulting services, consulting services, Training and Operating Costs under Parts 2(a), 3 and 4 of the Project	98,000,000	100%
(3) Refund of Preparation Advance	2,000,000	Amount payable pursuant to Section 2.07 of the General Conditions
TOTAL AMOUNT	175,500,000	

48. If ineligible expenditures are found to have been made from the Designated Account, the Borrower will be obligated to refund the same, and IDA will have the right to suspend disbursement of the funds if reporting requirements are not complied with as provided for in the Financing Agreement. The World Bank's FM team will periodically assess the adequacy of FM systems and this will form the basis of any change in disbursement methods. Further details on disbursement arrangement will be provided in the Disbursement Letter.

49. **Retroactive Financing** – At the request of the Borrower and on agreement with the World Bank, an amount not exceeding Euro 2,000,000 is allocated as retroactive financing under Category 2 for payments made prior to the signing of the Financing Agreement for expenses incurred and paid for on or after July 1, 2017.



50. **Financial reporting arrangements.** The MoE and TSC will be required to prepare and submit separate quarterly IFRs to account for activities funded by their units and beneficiary agencies and departments. Both IAs have been assessed as having adequate capacity to prepare and submit quarterly IFRs and annual financial statements to the World Bank. Within the MoE, the accountants are already submitting IFRs under the ongoing GPE-PRIEDE Project. The PS (MoE) and CEO (for TSC component) are responsible for ensuring that these reports—unaudited IFRs—are prepared on time and submitted to all stakeholders including the World Bank in line with the timelines as per the Financing Agreement. These reports should show clearly as a minimum

- (a) A statement of sources and uses of funds showing the use of funds by components as per the PAD (useful in monitoring implementation of the components)
- (b) A statement of sources and uses of funds showing the expenditure by category as per the Financing Agreement (for allocating expenditure as per the Financing Agreement)
- (c) A budget variance report comparing the utilization of approved budget against expenditure (useful to the TTL to monitor implementation and fund utilization)
- (d) A Designated Account reconciliation statement
- (e) A list of payments (made in that quarter) made against contract subject to the World Bank's prior review (no objection)
- (f) List of current commitments, that is, signed and ongoing contracts
- (g) A cash forecast for six months (to be the basis of requesting for additional funding)
- (h) Any other report that shall be required to provide further and better particulars on project expenditure, for example, SoE returns and list of scholarships.

51. Formats of the various periodic financial monitoring reports to be generated from the FM system have been developed and discussed with the client. The financial reports will be designed to provide relevant and timely information to the project management, IAs, and various stakeholders monitoring the project's performance.

52. **Auditing.** The Auditor General in Kenya, has the constitutional responsibility for carrying out all audits of public funds and will be responsible for the project audit. Even though there are two key IAs, for audit, the project will issue a single project-specific audit to provide assurances or otherwise on the use of project resources. The standard audit ToRs for World Bank-funded projects have already been shared with the Auditor General and can be customized as appropriate. The audit will be in conformity with the World Bank's audit requirements and in accordance with internationally recognized auditing standards. The auditor will express an opinion on the financial statements in compliance with International Standards on Auditing or International Standards of Supreme Audit Institutions and prepare a Management Letter giving observations and comments, providing recommendations for improvements in accounting records, systems, controls, and compliance with financial covenants in the Financing Agreement. External audits will be conducted annually and the audit report and Management Letter will be submitted to the World



Bank within six months after the end of the financial year audited as noted under financial reporting above.

53. **Supervision plan.** Based on the risk rating of the project and the current FM arrangement, it is expected following effectiveness that in the first year of implementation, there will be at a minimum two on-site visits to ascertain adequacy of systems and how effective the country systems are being used to support implementation. The FM supervision mission's objectives will include ensuring that strong FM systems are maintained throughout project tenure. In adopting a risk-based approach to FM supervision, the key areas of focus will include assessing the accuracy and reasonableness of budgets, their predictability and budget execution, compliance with payment and fund disbursement arrangements, and the ability of the systems to generate reliable project-specific financial reports.

54. **Conclusion of the assessment.** A description of the project's FM arrangements as documented in the preceding paragraphs indicates that they satisfy the World Bank's minimum requirements under OP/BP 10.00. The MoE has a fully functioning finance unit and a dedicated Project Accounts team; however, because of the weaknesses and fiduciary issues noted in recent IDA-funded projects, the overall residual risk rating is determined to be Substantial.

Procurement

55. Procurement for the project will be carried out in accordance with the "The World Bank Procurement Regulations for IPF Borrowers, July 2016", hereafter referred to as 'Procurement Regulations'. The project will also be subject to the World Bank's Anti-Corruption Guidelines, dated July 1, 2016.

56. The World Bank assessed the National Procurement Legal framework and found the use of National Procurement Procedure (NPP) to be acceptable to the World Bank (Annex 2 procurement section) while approaching national market, the open tender procedure as per PPADA 2015 and Regulations shall be used. However, the specific requirements for national open competitive procurement will include the following: (a) open advertising of the procurement opportunity at the national level; (b) the procurement is open to eligible firms from any country; (c) the request for bids/request for proposals (RFPs) document shall require that bidders/proposers submitting bids/proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limiting the World Bank's right to sanction and the World Bank's inspection and audit rights; (d) contracts with an appropriate allocation of responsibilities, risks, and liabilities; (e) publication of contract award information; (f) an effective complaints mechanism; and (g) maintenance of records of the procurement process.

57. Other national procurement arrangements (other than national open competitive procurement) that may be applied by the Borrower (such as limited/restricted competitive bidding, request for quotations/shopping, direct contracting) shall be consistent with the World Bank's Core Procurement Principles and ensure that the World Bank's Anti-Corruption Guidelines and Sanctions Framework and contractual remedies set out in its Legal Agreement apply. In all cases, the NPPs to be used shall give due attention to quality aspects.



58. The procurement activities will be carried by the MoE and other project implementing agencies. The project implementation will be supported by the DPC&D constituted in the MoE. The DPC&D will be staffed with dedicated functions such as procurement, FM/disbursement, and M&E. These functions will be carried out by full-time personnel contracted by the MoE.

59. The MoE through KICD is reviewing the textbooks policy in the country with the aim to establish single course book for a subject for a grade. The current textbook policy allows procurement of textbooks from prequalified publishers at predetermined rates whose names and rates have been published in the textbook catalogue called "Orange Book". The current catalogue lists between four to six titles for each subject matter and grade, and the unit price variation between the lowest and the highest price ranges from 26 percent to 318 percent. Each school buys directly from local distributors using funds allocated to them through a specific TLM earmarked in the school capitation grant. This policy not only leaves a gray area of collusion between teachers and publishers but also the price bandwidth of textbooks shown in the catalogue is high and even the price is high compared to those in the neighboring countries.

60. To reform procurement of text books, the MoE agreed to initiate FA tendering process for textbooks valid for three years following a two-envelope system. The evaluation criteria will be agreed in the Framework Agreement Bid Documents. This process should lead to one course book per subject and other text books within a price bandwidth of say 15 to 20 percent. This process could bring in transparency and value for money in procurement of text books to schools, students and parents. This FA will be used to procure textbooks under the project to improve the textbook availability to targeted counties and even after the project is closed.

61. The envisaged procurement activities under Subcomponent 2.1 improving school infrastructure will include the civil works, mainly improvement of school's infrastructures such as classrooms, laboratory, and toilets. Given the capacity constraint in implementing infrastructure, the MoE agreed to hire three to four Design and Construction Supervision Consultants (D&CSC) to support technical aspects of the project (needs assessment, design, procurement and supervision). D&CSCs will also support the MOE in procurement process including evaluation of bids and contract award of the civil works in the counties and procurement of school furniture. The MoE will ensure strengthening of the internal SIMU with four more officials deputed from the State Department of Public Works. In addition, the MOE will hire a third-party QA/QC Consultant who will provide independent quality assurance of geographically scattered works.

62. Under Subcomponent 2.2 on improved retention and transition, the envisaged procurement activities mainly comprise consultancy services which include development of strategies for recruitment and deployment in schools, evaluation of the piloting, and development of scaling-up options. A subcomponent on transition of vulnerable children in targeted areas will be based on the DLI instrument

63. The procurement activities under the remaining Components 3 and 4 include mainly the consultancy and non-consultancy services (printing) and procurement of goods such as ICT equipment for reforming the educational sector and management of the project.

64. There are several components which follow the DLI approach. To avoid any doubt, the procurements if any to achieve the DLIs will follow Procurement Regulations.



65. The major procurement risks related to SEQIP are highlighted in the project procurement strategy for development (PPSD) prepared by the MoE. The PPCSD resulted in 18-month PP clearly indicating market approaches and procurement methods for each major activity taking into consideration the risks

66. The MoE will build on experience from capacity gained through implementing procurement actions with other World Bank-funded projects, including the ongoing GPE. The assessment revealed that there have been significant improvements in the internal control systems at the MoE and Kenya portfolio level to address the weaknesses flagged in the KESSP forensic audit. The MoE also learned critical lessons from that project, which is evidenced by the substantive implementation of the recommendations of the GAC action plan, including refund of ineligible expenditures to the donors, separation of staff implicated in fraud and corruption and having the cases investigated by EACC and taken to court, setting up corruption prevention mechanisms including integrity assurance committees, and conducting capacity-building training. The procurement unit staff's experience on donor-funded projects, especially for the head of procurement and some of the procurement staff, is an added strength.

67. The key issues and risks concerning procurement for implementation of the project, which have been identified and require enhancement include systemic weaknesses in the areas of (a) delays in procurement decisions; (b) procurement record keeping; (c) capacity of procurement staff especially on donor-funded projects; (d) procurement planning; (e) procurement process administration including award of contracts; (f) contract management; and (g) procurement oversight. Based on the above assessment, the overall project risk for procurement is assessed as Substantial

68. Threshold for each method of Procurement/Selection and for Prior Review: Based on the Market analysis and the capacity assessment of the implementing Agencies, the procurement risk for the project is rated as Substantial. The recommended methods of procurement/selection and the prior review thresholds for the procurement activities are indicated in the procurement plan. This is in line with World Bank's prior review requirement as started in section II of The World Bank Procurement Regulations for IPF Borrowers July 2016. All Terms of Reference (ToRs) regardless of contract amount shall be subject to the World Bank's Prior review.

69. The Workshops, conference attendance and study tours will be carried out on the basis of approved annual work plans that would identify the general framework of training or similar activities, including the nature of training/study tours/workshops, number of participants, and estimated cost. The procurements if any will follow national procurement procedures.

70. The Operating costs, excluding salaries, bonuses, and fees for government civil servants, would be incurred using national procedures.

71. Procurement Plan: The Borrower has developed a procurement plan indicating procurement activities to be carried out for the initial 18 months' period of the project. The procurement plan includes all the contracts to be financed by the project, and to be procured by the MoE and other agencies which will consist of the procurement methods or consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements. The procurement plan will be updated at least annually, or more frequently as required, to reflect the actual project implementation needs and improvements in institutional capacity. The initial Procurement Plan is part of PPCSD and is available in the project files.



72. Frequency of Procurement Supervision: In addition to the prior review, procurement supervision shall be carried out by the World Bank through post review and independent procurement review. The World Bank shall conduct an annual post review of a sample of 20 percent of all contracts finalized by the implementing Agencies and subject to post review. The sample size of the annual independent procurement review will be agreed by the World Bank at the beginning of the exercise, which shall be based on the total number of procurements done over the period of review. However, the World Bank team will also play a role in quality control and undertake sample spot checking to enhance the outcome of the independent procurement review.

73. Table 2.3 reflects consistency of PPADA with the NPF requirement.



Table 2.3. Consistency of Public Procurement and Asset Disposal Act (PPADA) with the NPF Requirement

	Reference in the Act	Scope of Section in the Act	Consistency of Kenya PP Act with the NPF Requirement	Proposed Mitigation for Observed Gaps
a. Open advertising	Part IX Section 91(1)	Open tendering the preferred procurement method for procurement of goods, works, and services	There seems to be consistency between the act and the NPF requirement for open advertising at the national level	
	Part IX Section 96(1) and (2)	Requirement for open bidding for national and international procurement opportunities		
	Part X Section 118(1)(a) and 119(3)	Request for expressions of interest for consultant services through advertisement		
b. Open to eligible firms from any country	Part VI Section 55	Sets out eligibility criteria among others capacity, debarment, fraud and corruption, conflict of interest, and so on.	Seems to meet the NPF requirement. However, the act is not specific on participation of foreign nationals and exclusive preferences may limit competition and foreign participation	The Project will use "World Bank Procurement regulations for IPF Borrowers, July 2016"
	Part VI Section 56 and 57	Ensures registration and/or prequalification of suppliers/contractors/consultants and if required does not restrict participation developed through a competitive and transparent process and quantifiable criteria		
	Part VII Section 157(1)	Provides for participation in bidding without discrimination except where limited by the act		
	Part VII Section 157(3), (4) and (5)	Provides for domestic preferences and reservations to targeted disadvantaged groups within minimum reservations of 30% of the budget		
	Part VII Section 157(8)(a)	Provides for exclusive preference to citizens where funding is 100% from Kenyan government below a prescribed threshold		
	Part VII Section 157(8)(b)	Provides for a prescribed margin of preference on the basis of source, and percentage of shareholding of locals		
	Part VII Section 157(9)	For ensuring sustainable promotion of local industry, the act provides as a mandatory requirement all foreign bidders participation in open international bidding to		



	Reference in the Act	Scope of Section in the Act	Consistency of Kenya PP Act with the NPF Requirement	Proposed Mitigation for Observed Gaps
		source at least 40% of their supplies from citizen contractors		
c. World Bank's Anti-Corruption Guidelines, World Bank's right to sanction, inspection and audit right	Part IV Section 41(1)(h)	Provides for debarment in the event of corrupt and fraudulent practices	Seems to meet the NPF requirement	
	Part V Section 62	Requires a written declaration not to engage in corruption and/or fraudulent practices		
d. Contract with allocation of risks, responsibilities, liabilities	Part XI Section 135(2)	Calls for placement of a written contract	Seems to meet the NPF requirement	
	Part XI Section 135(3)	Provides for 14-day standstill period		
	Part XI Section 135(6)	Provides for the minimum provisions of a contract which includes among others, technical specifications, general and special conditions of contract		
e. Publication of contract award information	Part XI Section 138(1)	Requires a Procuring Entity (PE) to publish all contract awards on notice boards and websites if available	Seems to meet the NPF requirement	
	Part XI Section 138(2)	Requires PE to report all contract awards to the Public Procurement Regulatory Authority (PPRA)		
	Part XI Section 138(3)	Requires the authority to publish notices of reports on all contract awards by PE on its website		
f. Rights for the World Bank to review procurement documentation and activities	Part IV Section 43(1)	Provides for the authority or its authorized representative right for access to inspect, assess, review, or audit records and accounts of PE and contractor/bidder	Seems to meet the NPF requirement	
	Part IV Section 43(2)	Mandates the authority to conduct procurement, contract, and performance audits for contracts awarded		
g. An effective complaints mechanism	Part II Section 9(1)(h)	The authority can investigate and act on complaints related to the procurement process	Seems to meet the NPF requirement. However, the filing fee of 10% of the contract value is considered excessive and may discourage lodging of complaints even when considered legitimate	World Bank procurement guideline will be used.
	Part II Section 9(1)(m)(i)	Requires authority to create a central repository or database on complaints made on PEs		



	Reference in the Act	Scope of Section in the Act	Consistency of Kenya PP Act with the NPF Requirement	Proposed Mitigation for Observed Gaps
	Part XV Section 167(1)	Administrative review process by interested party		
	Part XV Section 167(2)	Request for review requires a refundable deposit of not be less than 10% of the cost of the contract		
h. Maintenance of records of the procurement process	Part V Section 44(2)(d)	Requires an accounting officer of a PE to ensure proper documentation of procurement proceedings and safe custody of all procurement records in accordance with the act	There seems to be consistency between the act and NPF requirement for maintenance of records related to procurement process	
	Part VI Section 68(1)	Requires an accounting officer of a PE to keep records for each procurement for at least six years after the resulting contract has been completed		
	Part VI Section 68(4)	Provides that the fee charged for making records available to any person shall not exceed the cost of making the records available		
	Part VI section 68(6)	Requires an accounting officer of a PE to maintain a proper filing system with clear links between procurement and expenditure files that facilitates an audit trail.		



Environmental and Social (including safeguards)

74. The content is covered in the main text.

Monitoring and Evaluation

75. **Monitoring project implementation.** The various initiatives under SEQIP will have their own implementation unit at the IAs and dedicated administrative and monitoring systems, with support from the DPC&D. For monitoring of implementation progress and performance of SEQIP initiatives, including progress toward and the achievement of DLIs, the World Bank will rely on reporting and evidentiary data and documentation submitted by the MoE/DPC&D, largely obtained from these systems. For monitoring related to implementation arrangements, FM, procurement activities and functions, and environmental and social safeguards and activities, including project covenants, the World Bank will also rely on reporting and evidentiary data and documentation submitted by the MoE/DPC&D.

76. A school census has been conducted annually by the MoE in collaboration with KNBS since 2014 with support from USAID, and is expected to continue through the duration of the project. This is an essential monitoring instrument that provides critical data for assessing project implementation progress and performance.

77. **MLP.** The project will support the establishment of a new sample-based national student assessment system for MLA in grades 3 and 6. The piloting and administration of MLA assessment will be conducted by KNEC to help improve the MLA assessment with respect to the sustainability and robustness of the testing system, the reliability and validity of test results, and the responsible use and dissemination of test results.

Role of Partners (if applicable)

78. The content is covered in the main text.



Appendix 2.1: Summary of PPSP

1. Project Development Objective (PDO) is to improve student learning in secondary education and transition from primary to secondary education, in targeted areas. The project will be implemented in thirty (30) target counties that were targeted using poverty, retention and enrolment rates as an entry point. Poverty was established to have significant influence in the retention of children from a household perspective and thus the targeted areas are intended to benefit from both supply and demand interventions.

2. Procurement under this project will be carried in accordance with the World Bank Procurement regulations for Investment Project Financing Borrowers: Procurement in Investment Project Financing for Goods, Works, Non-Consulting and Consulting Services July 2016. When approaching the national market, as may be agreed in the PP, the open tender procedure of PPADA and Regulations 2006 and its subsequent revisions determined to meet the World Bank New Procurement Framework shall be used.

3. The procurement under Components 2 (1) and 4 shall be implemented by the DPC&D. Component 4 shall also be supported by coordination and management by the County Project Coordination Unit (CPCU) who shall report to DPC&D as required. Infrastructure coordination in the schools shall be supervised and monitored by the Ministry of infrastructure (department of Public works) at county level. Procurement under other components shall take place at beneficiary/stakeholder level with support from other implementing partners. Activities to be implemented by the DPC&D under sub component 2.1 shall include; i) Infrastructure needs assessment; ii) preparation of work plans, packages, building designs, classroom furniture design and specifications, bill of quantities, and bid documents; (iii) construction of buildings and construction supervision; and (iv) taking over the completed buildings.

4. D&CCSs will be acquired through competitive bidding and selection done through QCBS as highlighted in the Public Procurement and Asset Disposal Act as well as the WB regulations. The procurement of textbooks shall be undertaken by MoE under Framework Agreement for each subject according to grades. There will be two phases- first year and second/third of procurement through Framework Agreements. MoE through KICD will invite all publishers whose textbooks are in the current "Orange Book" to resubmit proposals with revised unit prices including book production and distribution costs. The second phase will be open to all the Publishers distributors where both quality and cost of the text books will be the selection criteria. The best evaluated book based on content, quality and price per subject and according to grades will be selected as the respective course book. All procurement of textbooks will use World Bank standard procurement documents (SPD). Schools will submit to the sub-county education office request indicating the total number of books needed at each grade/form and subject based on students enrolled the respective grade/form. The sub-county will validate the request based on enrolment data and will further communicate it to MoE for further processing. Using the information sent by schools via the sub-county MoE will procure the books in volume from the publishers who will be responsible for delivering the appropriate number of textbooks to each school. To help manage the ordering, procurement, distribution and textbook replacement process, and to ensure that the whole process is more efficient and data-driven the project will use MoE's textbook module that is being developed as part of MoE's Education Management Information System (EMIS).

5. In relation to construction, lessons have been learnt from the experience of school construction funded by the CDF and managed by schools and boards of management (BoMs), and supervised by county public works officials. Lessons were also learnt from the experience of the National School Program under



Economic Recovery Strategy, Public Initiative Infrastructure Project and the School Infrastructure Improvement Grant, and the African Development Bank (AfDB) funded school construction project. Community-managed construction and the projects implemented by MoE with the support of its SIMU have failed to demonstrate timely delivery of cost-efficient and quality construction and inadequate compliance with national environmental and social safeguard measures. This is due primarily to the shortage of county-level public works officials and the low priority given to school construction by these officials. The lack of capacity of school head teachers and BoMs together with the absence of a robust fiduciary accountability system at that level, have led to construction that is often unplanned, of low quality and sometimes life threatening due to unsafe structures being erected at costs that vary widely across schools. To reduce these risks, an alternative is to outsource high quality technical assistance for conducting an infrastructure needs assessment, planning, execution and supervision of civil works. By working alongside professional construction management consultants, MoE and county level officials may be able to benefit from on-the-job training and gain experience on civil works management.

6. Sub-component 2.1 (infrastructure) and component 3. These procurement items have low supply risks but the PE shall incur significant amount of cash to acquire them. To lower the cost, competitive bidding/ tendering is recommended. Infrastructure and civil works shall be allotted at county level. It is recommended that MOE works closely with National Construction Authority to ensure that only qualified contractors are brought on board. NCA has vetted many contractors with various classes spread across the counties. These are the potential service providers in the counties for provision of services required for the project. Provision for domestic preference as per the WB regulations are usually invoked to allow for project related requirements for Goods (both the domestic and imported), Works, Services, Non-consultancy services to be procured from the domestic market. However, it is not envisaged that Domestic Preference shall apply in this project. There are potential providers to supply the goods, carry out required works and provide consultancy services. The providers are keen to do business with the Government due to guarantees. Based on previous similar projects, the service providers have proved capacity to deliver. However, in components such as scholarship management, national open tendering shall suffice to allow for competition as well as Value for money

7. To monitor the implementation of the project in the counties, ensure smooth coordination between different agencies and resolve issues that may arise during implementation stage, Project implementation units, existing DPC&D and CPCU will be instrumental. Design and Construction Supervision Consultants shall assume delegated oversight authority to oversee the infrastructural and civil works in target areas. To avoid overlaps or duplication of duties as well as ensure timely procurement, D&CCSs shall be engaged right from the pilot assessment by considering those with sufficient past experience as part of the criteria. D&CCSs should anticipate a variety of challenges ranging from price instability caused by various factors such availability or lack of materials for construction in various locations of the county/sub-county to lack of security thus escalation of cost. This is informed by the fact that the target counties are primarily arid and semi-arid where there is perpetual conflict due to scarcity of resources such as water and pasture. Knowledge and technology transfer shall be implemented at every stage of oversight and management. The assessment shall be done within the first quarter of the first year to ensure that it informs the next steps towards achievement of the intended overall objective. Periodic audits through Independent third party agencies will be required to enhance the efficiency and transparency and ensure timely remedial measures during implementation.

8. The Procurement Unit in the implementing agencies will play strategic role and be responsible for the implementation of activities. The procurement activities envisaged includes low value, low risk



contracts for Goods and Consultancy Services and Technical Assistance all of which would be sourced from both domestic market and international market. Although MoE has previous experience in implementing World Bank funded projects before, to augment the procurement capacity there will be need to hire an additional technical agency to provide technical knowhow and allow for knowledge sharing.

9. Many government projects suffer from delayed implementation and incomplete projects at the end of the project life. There is need to ensure that lead-times for procurements are fast-tracked and reduced significantly to overcome this challenge. To this end, the management of this project should be undertaken by DPC&D and not left to Design and Construction Supervision Consultants. DPC&D is the body charged with the overall oversight role of the project. If the management of the project is left to the Design and Construction Supervision Consultants, there are likely cases of conflict of interest which may in turn jeopardize the project.



ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Kenya

Kenya Secondary Education Quality Improvement Project

Strategy and Approach for Implementation Support

1. The Implementation Support Plan (ISP) describes how the World Bank will support project implementation and provide technical advisory services geared toward achievement of the PDO, and meeting the World Bank's fiduciary obligations under the project. The ISP takes into consideration that some of the subcomponents activities are new and build on recent initiatives by the GoK, such as SBTSS, curriculum, and examinations reforms. The project will therefore benefit from enhanced implementation support, new knowledge (global good practices), and a relevant skills mix.

Implementation Support Plan and Resource Requirements

2. This is the first operation in the sector with DLIs (an IPF with DLIs). Intensive implementation support and technical assistance will therefore be provided for timely achievement of the DLIs and DLRs, and also to ensure a consistent project cash flow. Specifically, external technical assistance will be provided to the MoE for the following key project activities:

- (a) **Subcomponent 1.1: Reducing teacher shortage.** Independent firm will be procured to verify teacher deployment and report on the same.
- (b) **Subcomponent 1.2: Enhancing teacher professional development.** Qualified institutions will be engaged to support development and delivery of TPD modules. Relevant technical assistance will also be provided for the school-based teacher support. Independent firm will be procured to verify teacher certification and school based teachers support.
- (c) **Subcomponent 1.3: Provision of textbooks.** Independent firm will be procured to verify textbook procurement and distribution.
- (d) **Subcomponent 2.1: Improving school infrastructure.** Four D&CSCs will be engaged to provide technical support to implement the construction activities. The support will include NA, preparation of relevant work plans and bid documents, execution and supervision, and management of the construction completion process.
- (e) **Subcomponent 2.2: Improving retention in upper primary school and transition to secondary school of poor and vulnerable students.** Implementing partners will be procured by the MoE to support in implementation, monitoring, and reporting of these activities. Independent firm will be procured to verify teacher certification and school based teachers support.
- (f) **Subcomponent 3.1. Development and introduction of a competency-based curriculum.** Technical assistance will be procured for development of new curriculum, training of teachers in the new curriculum, and for the curriculum monitoring, assessment, and feedback.



- (g) **Subcomponent 3.2. Strengthening of national system for monitoring learning progress and national examination.** Technical assistance will be procured to support capacity building on formative assessment practices and to establish an Internet-based repository of test items.
- (h) **Component 4: Project management, coordination, and monitoring and evaluation.** Under this component, technical assistance will be provided to support the MoE in overall project management and monitoring, development and implementation of a communication strategy, assessment and research feeding policy reform, independent verification of DLIs, and implementation of fiduciary and safeguards requirements.

3. Formal joint supervision missions will be carried out semi-annually with a focus on project results, implementation bottlenecks, safeguards and fiduciary requirements. The MoE, and its semi-autonomous agencies, and relevant county teams will participate in the supervision missions. However, the World Bank and the National Treasury team in Nairobi will conduct continuous project implementation monitoring at the MoE and at the key IAs. Supervision missions in the first and second year of project implementation will pay attention to the scholarship program, the school-based teacher support, and preparations for construction. In addition to the semi-annual supervision missions, the World Bank team will also undertake intermittent technical missions focusing on specific components to deal with emerging project issues on time. A pre-midterm review will be carried out in the third quarter of the second year to assess progress on DLIs and DLRs and identify any project adjustments that may be required at midterm review. All missions will include fiduciary and safeguards reviews.

4. The World Bank will also conduct regular FM supervision missions and relevant procurement reviews as indicated in the Appraisal Summary. Following effectiveness and the first year of implementation, there will be at a minimum two FM on-site visits to ascertain adequacy of FM systems and how effective the country systems are being used to support project implementation. Concerning procurement, the supervision missions will focus implementation support on the key procurement issues and systemic weaknesses identified and indicated in the Appraisal Summary. The World Bank safeguard team consisting of social and environment specialists will regularly guide the project team at the MoE in applying the agreed safeguard instruments and review compliance during the technical and semiannual project supervision missions.

5. The World Bank will monitor and report on progress on the results indicators as per the project's Results Framework: PDO level, intermediate results indicators, and relevant core sector indicators. This will be done through the proposed technical meeting and semiannual supervision missions. The MoE, with technical assistance, will monitor implementation progress and performance of project activities including achievement of DLIs, and fiduciary and safeguards requirements. The MoE will largely obtain data from the implementing institutions and their monitoring systems. The World Bank will rely on reporting and evidentiary data and documentation submitted by the MoE. The project will support MLA assessments by a third party to help improve the current MLA assessment with respect to robustness, reliability, and validity of the results.

6. The MoE is implementing an ongoing GPE project. However, project management, FM, and procurement capacities need to be significantly strengthened. The project involves implementation of subcomponent by key IAs (TSC, KNEC, KICD, and CEMASTEA) including fiduciary responsibilities. Intense training and support including 'on-the-job training' is required for the project team; external technical



assistance will be provided to support the project teams at the MoE and in the IAs. Where need arises, the project will support fiduciary short-term consultants.

7. The proposed external technical assistance and D&CSCs for construction are expected to play a key role in supporting the DPC&D to implement the project in a timely basis and enhance quality. In addition, the external technical assistance is expected to build capacity of the DPC&D through on-the-job training approach. The World Bank team will work closely with the technical assistance specialists and D&CSCs to ensure that these deliver on their mandate. The main responsibilities for the external technical assistance specialists include, among others, prepare ToR and concepts for evaluations, support project procurement including preparation of tender documents and specifications, support the DPC&D to supervise construction under the project, strengthen the project's communication at all levels, support execution of the M&E framework and plans, support the DPC&D to adequately prepare for workshops and meetings, and conduct on-the-job training that will be evaluated.

8. At the beginning of project implementation, a 30-minute fortnight review meeting will be held between the World Bank, the PS, and the DPC&D. The meeting will agree on a weekly monitoring tool which will form the basis for the fortnight meetings.

Table 3.1. Implementation Support Plan

Time	Focus	Skills Needed	Resource Estimates (US\$)
First 6 months	Project start-up	<ul style="list-style-type: none"> • Project management • Education • FM • Procurement • M&E • Environment(safeguards) • Social (safeguards) 	20,000
	Induction of the project management teams and county project teams - awareness creation on the PAD, PIM, DLIs/DLRS, and project results framework		40,000
	Capacity building in fiduciary matters, execution of PP, and FM requirements		20,000
	Support the MoE to launch key project tenders: infrastructure NA, procurement of technical assistance firms and institutions under various components, and procurement of textbooks		15,000
	Capacity building in execution of safeguards plans		15,000
6–12 months	Support the MoE to establish M&E framework and tools	Same as above	15,000
	Support the MoE to launch remaining key project tenders		10,000



Time	Focus	Skills Needed	Resource Estimates (US\$)
	Implementation support and field visits		
12–48 months	Support the MoE to undertake the pilots and evaluations	Same as above	Same as above
	Support the MoE to undertake school construction		
	Support the MoE to undertake procurement of schools' laboratory equipment and furniture		
	Implementation support and field visits		
Other			

Table 3.2. ISP for FM Risk Assessment

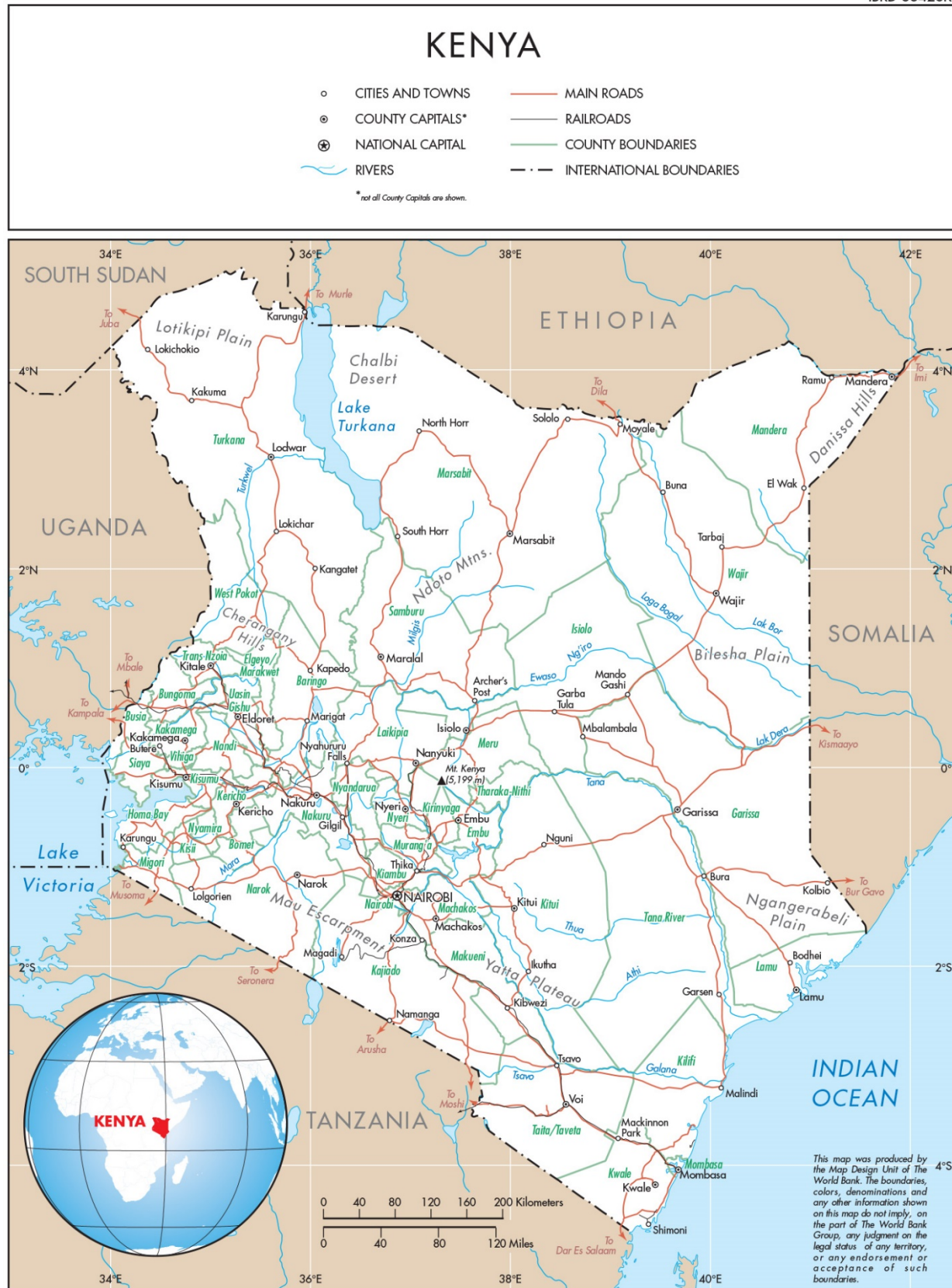
Activity	Frequency	Output
IFR reviews	Quarterly	Unaudited IFR review reports
Annual project audit report review	Annual	Audit review reports
Review of other relevant information such as internal control systems reports	Continuous as they become available	FM review report
Review of overall operation of the FM system including internal controls.	Biannual	FM review report
Monitoring of actions taken on issues highlighted in audit reports	As needed	FM review report
Transaction reviews (if needed)		
On-site visits	Biannual	FM review report
FM trainings for PMTs	Biannual/as needed	Brief training update

**Table 3.3. The Skills Needed and the Estimated Amount of Time Required**

Skills Needed	Number of Staff Weeks per Year	Number of Trips per Year	Comments
TTL	15	—	Nairobi based
Financial management specialist	8	—	Nairobi based
Procurement specialist	8	—	Nairobi based
Safeguards specialist	8	—	Nairobi based
Project implementation specialist	10	—	Nairobi based
Education specialist	10	—	Nairobi based
Evaluations expert	6	2	International consultant
Teacher training expert	6	2	International consultant
Curriculum specialist	6	2	International consultant
Education technologies expert	6	2	HQ based
Institutional building expert	6	2	International consultant



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