

## PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC2559

<b>Project Name</b>	Kenya GPE Education Sector Support Project (P146797)
<b>Region</b>	AFRICA
<b>Country</b>	Kenya
<b>Sector(s)</b>	Primary education (100%)
<b>Theme(s)</b>	Education for all (60%), Education for the knowledge economy (40%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P146797
<b>Borrower(s)</b>	National Treasury
<b>Implementing Agency</b>	Ministry of Education Science and Technology
<b>Environmental Category</b>	C-Not Required
<b>Date PID Prepared/ Updated</b>	15-Apr-2014
<b>Date PID Approved/ Disclosed</b>	16-Apr-2014
<b>Estimated Date of Appraisal Completion</b>	16-Jun-2014
<b>Estimated Date of Board Approval</b>	22-Jan-2015
<b>Concept Review Decision</b>	Track II - The review did authorize the preparation to continue

### I. Introduction and Context

#### Country Context

During the last decade, Kenya has emerged as one of a growing number of success stories on the African continent. Kenya has the largest economy in East Africa and between 2002 and 2011 its economy grew by 4.6 percent per year on average. Fueling this growth is a strong private sector and an incipient middle class. Despite several internal and external shocks in the past 10 years, Kenya managed to sustain economic growth and its prospects remain strong within the world's turbulent economic waters. The social pillar of Vision 2030 has at its core 'investing in the people of Kenya' with a focus on health, education, youth and sports, gender, children and social protection, environment and housing among other welfare improving programs. These programs and flagship projects are intended to ensure that the provision of public services will improve livelihoods of Kenyans. Vision 2030 targets the creation of 3.5 million jobs and a reduction in the poverty incidence from 46 in 2005 to 28 percent in 2030, and an increase in the human development index from 0.47 in 2005 to 0.7 in 2030.

Despite notable improvements, Kenyans, particularly the poor, still face challenges in getting adequate public services including education and health. There is optimism that the new decentralization of many government functions to the County level will improve delivery of public services by putting citizens into closer contact with the responsible authorities. However, the devolution process is complex and significant challenges lie in its implementation, including strengthening capacity at the County level and reinforcing governance and accountability mechanisms. There is a risk of an increase in inequality as counties with greater endowments develop faster than the rest.

### **Sectoral and Institutional Context**

**RENEWED OPERATIONAL ENGAGEMENT:** Kenya is at both a change point and a period of renewed operational engagement by external partners in the education sector. The Constitution of Kenya (2010), which has the Bill of Rights at its core, and the longer term Kenya Vision 2030 framework have expressed that the education and training sector needs to create a better fit for purpose. Recent reforms in the education sector are guided by the Sessional Paper No.14 of 2012 entitled ‘Reforming Education and Training Sectors in Kenya’; and several new education acts are now in place including the Basic Education Act, the TVET Act, the Universities Act, and the Science and Technology Act. Other acts that are pertinent to the sector include the Kenya Institute for Curriculum Development (KICD) Act, and the Kenya National Examination Council (KNEC) Act. Regulations to interpret various acts are currently being developed. A new five year National Education Sector Plan (NESP, 2013-2018) is near completion. These initiatives address the constitutional requirements and national aspirations and also offer direction in modernizing and strengthening the country’s education and training system. This, coupled with reimbursement of ineligible funds from the earlier fraud and corruption which in 2010 stopped partner support to the Kenya Education Sector Support Program, has opened the path for a fresh period of renewed policy and operational engagement with the Government.

**CHANGING INSTITUTIONAL ARRANGEMENTS IN DEVOLVED CONTEXT:** Institutional arrangements in the education sector are changing with the implementation of the 2010 Constitution. County governments are now responsible for providing early childhood education and running village polytechnics, while the national level of the Ministry for Education, Science and Technology (MoEST) retains responsibility for education policy, standards, curricula, examinations and the granting of university charters. It also provides basic education, and manages public universities and other institutions of research and higher learning. The Teacher Service Commission (TSC) no longer reports to the Ministry, but now operates as one of the Semi-autonomous Government Agencies (SAGAs). Currently it is responsible for teacher management and the MoEST for teacher professional development, but this is also under discussion.

**PUBLIC AND PRIVATE PROVISION:** The provision of basic education is predominantly by the public sector, with private schools providing alternatives in few counties; mainly urban areas such as Nairobi and Mombasa. Low cost day and boarding schools are receiving increased attention. The central government through the MoEST currently manages in the order of 38,523 ECDE schools with pre-primary classes, 27,489 primary schools, and 7,268 secondary schools (GoK, 2012). Basic education currently starts with pre-primary at age 4, through primary education at age 6 years and goes through to secondary school completion at age 18 years.

**SCHOOL ENROLMENT AND COMPLETION:** While Kenya has made good overall progress in expanding access to education, school completion rates are low and many children are not achieving

minimum levels of literacy and numeracy. The number of primary aged pupils increased from 8.56 million in 2008 to 9.97 million in 2012 with 4.96 million and 5.01 million girls and boys respectively. The gross enrolment rate (GER) was 115.8 per cent in 2012, and the net enrolment rate (NER) 95.3% in 2012 based on MoEST administrative data. However, the present completion rate for primary schooling is estimated at only 76% (2012). These completion rates, along with those for enrolment, are much lower in the arid/semi arid land areas, and other vulnerable areas in coastal regions and urban slums.

**LEARNING ACHIEVEMENT:** Over 7.8 million young Kenyans and adults do not possess the requisite literacy levels needed to make meaningful contribution to the achievement of Vision 2030 (Kenya National Literacy Survey report, 2007). This is confirmed by UWEZO Kenya's 2011-2012 numeracy and literacy survey findings which indicate children in Kenya are not adequately learning due to various factors and that learning levels are poorest in arid and western Kenyan counties. Over a seven year period (2000-2007), Kenya's reading proficiency dropped from second to fifth of the 15 African countries participating in the Standard 6 examinations administered by the Southern Africa Consortium for Monitoring Educational Quality (SACMEQ, 2011/2012). The 2012 UWEZO learning assessment reported that only 30% of Standard 3 children could read a Standard 2 level story in English or Kiswahili. Similarly, the Kenya National Examinations Council's (KNEC) assessment of Standard 3 learners in numeracy and literacy reported poor attainment, as well as the Government's National Systems for Monitoring Learning Achievements (NASMLA) study report of 2010. Correspondingly, poor reading attainment was reported by the Early Grade Reading Assessment (EGRA) study which found that 14% of pupils tested in English, 19% in Kiswahili, 15% in Gikuyu and 20% in Dholuo in their last term of Standard 3 could not read a single word correctly (Piper, 2010).

**HINDRANCES TO LEARNING:** Student learning is greatly hindered by poor readiness to learn, and inadequate foundational teaching and classroom conditions. Four particular issues which need urgent attention are the following. The issues are particularly problematic for vulnerable and marginalized groups, including those in arid and semi-arid land areas, coastal pockets, urban slums, and those students with other special needs:

(i) low readiness to learn before Grade 1: Although the two years before Grade 1 known as pre-primary classes are guided by the early childhood development policy of 2006 which emphasizes the principle of holistic development, in practice, public schools do not have well developed early-childhood services for children under the age of 6 years. Teaching is focused on formal literacy and numeracy skills meant for early primary education centers, partly because the providers and parents view pre-primary as early formal schooling. Child-centered pedagogical methods including developmental play, socialization and nutrition, would provide a better basis for learning, but only exist in a few private centers more likely to be found in urban areas. Many new County level staff lack guidance on how to better plan for the above needs.

(ii) low levels of teacher subject mastery and pedagogical competencies, especially in mathematics and reading, coupled with high teacher absenteeism: The 2012/13 Service Delivery Indicator (SDI) study found that in Kenya, low content knowledge, teacher absenteeism, and low time on task impact learning outcomes. Based on the representative survey sample, out of every 100 teachers, 55 were in class teaching, 16 were absent, 27 were in school but not teaching and 2 were in class and not teaching. With only two-fifths of Grade 4 teachers mastering the student curriculum for lower primary, the study also found that teachers' content knowledge in Mathematics and English was low. According to the UWEZO report (2010), teacher trainers expressed their

inadequacies in teaching mathematics and reading in English at two levels: (a) methodology for training mathematics and reading in English that is, how to teach trainees to teach these subjects, and (b) lack of sufficient content knowledge of the primary school curriculum and how to train teachers to teach basic mathematical concepts and reading in English. Other issues at the teacher preparation stage also include:

- lack of clear national policy on teacher education to guide teacher training by the various service providers - Universities, Diploma and Certificate teacher training colleges - which results in different entry requirements and duration for the training;
- college lecturers usually come from secondary schools and so are often not trained specifically for primary schools or teacher training;
- the Primary Teacher Education (PTE) Curriculum is overloaded leaving little time to focus on pedagogical skills for teaching language and mathematics;
- gaps exist between PTE and the primary school reading and mathematics curricula;
- the current curriculum overly uses an overly teacher centered approach rather than learner centered; and
- no induction programs in schools operate for newly qualified teachers, as it is assumed that having gone through PTE they are fully competent.

(iii) lack of instructional related resources. Students do not have sufficient books and other learning materials to adequately learn in classrooms. In some cases, books are reaching the schools but then are damaged through usage or taken to be sold at the market. Low cost materials are being trialed at some schools and offer a promising alternative/addition to the publically provided books. Teacher reference materials are also in very short supply and often non-existent. There is also a serious need to upgrade and make more relevant the curriculum, an activity that is now being initiated in 2014. This will have implications for textbooks and other instructional resources, expected teacher competencies and classroom practice, teacher training and assessment methods.

(iv) lack of capacity of schools /oversight agencies to improve service delivery. The Basic Education Act of 2013 prioritizes decentralized decision-making authority on financial and human resources and related functions in basic education. It clearly puts forward the dichotomy and complementary role of national and county basic education functions as well as underscoring the central role of accountability and transparency in the management of basic education. The program clearly outlines ways of establishing and strengthening school-based management mechanisms, a national integrated education management information system (NIEMIS), an integrated financial management information system (IFMIS) for the education sector, monitoring and evaluation, communication, as well as school-based auditing mechanisms. All these are expected to create awareness among stakeholders on the activities being implemented for scrutiny and support so as to enhance education outcomes, including reduced teacher absenteeism, and improved service delivery. Greater support for County Education Boards and helping them identify more effective delivery models for disadvantaged groups and pre-primary services will be an important part of strengthening systems for improved service delivery.

**VULNERABLE AND MARGINALIZED GROUPS:** It is estimated that Kenya has 2 million out-of-school children in basic education. Close to 60% of these children are found in the hard-to-reach and hard-to-stay counties. These counties are 12 in number namely Turkana, West Pokot, Baringo, Samburu, Isiolo, Marsabit, Wajir, Garissa, Mandera, Tana River, Lamu and Narok. These counties are mainly occupied by pastoralist and nomadic communities who have not fully benefited from formal education because of their life style that necessitates mobility.

Apart from the low enrollment, these areas are also characterized by high school dropout, early marriages of girls, inadequate teachers, poor road and infrastructure, inadequate hospitals (life expectancy is estimated at 42 years), very low annual rainfall (less than 200mm). Unless special education provision is made to these communities, they will be left out. Under the National Education Sector Plan (NESP), special attention is being provided under three themes (i) gender in education; (ii) expanding education opportunities in arid and semi-arid lands, and (iii) most vulnerable children in Kenya.

**KENYA'S NATIONAL EDUCATION SECTOR PLAN (2014-2018):** The Government of Kenya's NESP focuses comprehensively and candidly on the above sector challenges. A key objective for primary education in the NESP is improving the quality and relevance of primary education to help ensure pupil mastery of basic numeracy and literacy for all children. Special attention is being given to service delivery in disadvantaged areas. At present, the Government budget supports the core routine activities of the NESP.

**EDUCATION DEVELOPMENT PARTNER COORDINATION GROUP (EDPCG):** A number of agencies and organizations under the EDPCG (i.e. the Local Education Group) support the NESP and coordination is effective. The group includes UN agencies, multilateral partners, bilateral partners, MoEST, and the Civil Society organizations under the umbrella body Elimu Yetu.

The new GPE financed project is intended to provide catalytic funding to significantly build on essential areas not already covered by other initiatives and which are needed to build the system to improve service delivery in primary education. Improved County level capacity to strengthen school readiness through pre-primary education and system level capacity for reaching vulnerable groups is an important part of this goal. The initiatives will build upon and scale up existing and evaluated programs that can be designed and implemented in a coordinated manner within the three year time period.

### **Relationship to CAS**

In the World Bank's new Kenya Country Partnership Strategy (CPS) being developed, there is a special emphasis on human development to help individuals realize their full potential and to live in dignity, reduce inequality and social exclusion to develop shared prosperity, attention to improved skill development, and improved governance. The new project has special attention on developing foundational skills to support skill development and improved livelihoods, especially in more vulnerable locations. It also has a strong emphasis on strengthening governance and management systems which all align well with the CPS themes.

The proposed project is also aligned with the World Bank's Education Strategy – Learning for All – which focuses on improving learning outcomes, early childhood development, and building a high-quality knowledge base (through benchmarking studies). Further, it is well connected with GPE priorities in terms of an explicit results focus on learning outcomes, improving education quality and reducing inequities. Apart from its alignment with World Bank and GPE priorities, the project concept design has been informed by ongoing MoEST and development partner initiatives, including findings from programs supported by the Aga Khan Foundation, DFID, CIDA, JICA, USAID, UWEZO, the World Bank and World Vision.

## **II. Proposed Development Objective(s)**

### **Proposed Development Objective(s) (From PCN)**

The project development objective is to improve foundations for learning in early grade reading and mathematics, and to strengthen critical aspects of system management in the primary education system.

The critical aspects to be improved are:

- **FOR TEACHERS, TEACHER TRAINEES AND TEACHER EDUCATORS:** For foundational learning - subject and pedagogical knowledge for early grade reading (Kiswahili and English) and mathematics, and availability and use of sound instructional material for teacher preparation and classroom practice. Particular attention will be given to teachers working in vulnerable and marginalized communities.
- **FOR SCHOOLS:** For foundational learning - scaling up of early grade mathematic's intervention packages; For system management - teacher appraisal scale-up, capacity for school management and accountability; teachers regularly in classrooms teaching; increased parental oversight and involvement; and planning and management skills for headteachers for fiduciary and data management responsibilities. Particular attention will be given to schools in vulnerable and marginalized communities.
- **FOR COUNTIES:** For system management - capacity for County Education Boards to understand new decentralized roles and responsibilities for ECD and coordination of basic education; quality assurance mechanisms, and school audits.
- **FOR NATIONAL SYSTEM:** For system management - identification of effective delivery models for disadvantaged groups; system efficiency reviews; and use of data for improving service delivery.

### **Key Results (From PCN)**

The key results' indicators are still to be refined further. At present, the success of the project would be measured using the following indicators:

PDO/Outcome level:

- Improvement in student performance in early grade reading and mathematics
- Roll out and scale up of teacher performance and integrity improvement system (% of schools/counties to be determined)
- (additional indicators at school/county level to be identified)

Intermediate/Output level:

- Number of Teacher Training Colleges (TTCs) having integrated early grade reading/mathematics pedagogy into their training programs;
- Number/percentage of schools which implemented the interventions for improving early grade mathematics;
- Number/percentage of teachers present in classrooms teaching during unannounced visits;
- Number/percentage of schools which received training on school management and oversight;
- Number of counties which received training for their County Education Boards;
- Number/percentage of schools undertaking school- based audits;
- Number of schools/Counties using data (e.g. EGRA, EGMA, SAQMEC, SDI) for improved service delivery.

### III. Preliminary Description

#### Concept Description

This project concept is based on consultations undertaken with the MoEST, the Teacher Service Commission, the EDPCG and Civil Society. These discussions have yielded agreement around the proposed areas of focus. Following a mapping of government and development partner engagements, the proposed interventions have been designed to be interconnected with and complementary to the Government and development partner efforts in the sector, especially as reflected in the NESP. It is expected that the proposed project will be financed through an Investment Project Financing (IPF) modality over three years.

Technical working groups are being convened to undertake the more detailed scoping of the component/result areas below. Agreement has been reached on the following:

COMPONENT/RESULTS AREA 1: Improved Foundations for Learning (estimated cost of USD 35 million)

1.1 Under the project, improved foundations for learning is expected to be promoted through a coherent and coordinated mix of initiatives related to:

(i) pre-service teacher training (reading and mathematics curricula, student-teacher practicums, and teacher educator training); (ii) scaling up early grade mathematics (please note that reading is being scaled up through other initiatives); and (iii) monitoring and assessment of initiatives. This component will finance technical assistance, training, operating costs associated with practicums and training, possible bursaries to trainees in vulnerable areas, and classroom learning and library materials.

1.2. Initiatives under this component include:

(a) Integration of early grade reading and mathematics instruction into pre-service primary teacher training (number of institutions, teachers expected to benefit, and when first cohort will impact students will be determined during scoping mission). This will require modifications to the current curriculum content and teaching pedagogy (but based on the design and materials already developed through initiatives already begun), including the materials used in the teacher training and the related materials used in the classroom for the real teaching situation; inservice for teacher educators; and wherever possible, locating the teaching practicum in schools where the early grade reading and mathematics initiatives are already being implemented. Where possible, particular assistance for trainees in vulnerable and marginalized areas will be explored (e.g. bursary assistance) to undertake the training.

This sub-component will also utilize and build on the current training materials already prepared and utilized under the USAID, DFID, CIDA, JICA and Aga Khan supported programs.

(b) Scaling up the early grade mathematics intervention packages in primary schools in priority and vulnerable areas. The early grade reading program is already in the initial stages of a national scale-up for Grades 1 and 2 with support by USAID and DFID. Therefore the GPE project funding will focus on scaling up early grade mathematics, with particular attention to the package of instructional materials and other minimum requirements need to support schools and classrooms for this learning.

(c) Conducting regular assessment to measure the impact of the package of interventions. Teachers to be trained in classroom assessments and utilization of data.

The information from these assessments will be utilized to make implementation improvements at school level, and where possible national level.

The above initiatives under Results Area 1 are designed to directly improve teacher preparation and the classroom learning environment that are not able to be financially supported by the Government or other partner initiatives. The initiatives below are aimed at system strengthening to better support teacher practice and broader service delivery.

**COMPONENT/RESULTS AREA 2: Strengthened system management for improved service delivery (estimated cost of US\$53.4million)**

2.1. As an effort to also strengthen management, governance and accountability in the sector, the Department of Education is providing more attention to school-based management, headteacher capacity, and decentralized financial and procurement management, which are being institutionalized, especially at school level in order to allow more community participation, efficiency and adherence to school priorities. Supervision at the school and community level along with the Quality Assurance Branch is also critical to ensure teachers are regularly at school, their teaching practice is monitored and in classrooms teaching.

To provide a supportive enabling environment which strengthens the education system for service delivery, the project in this component will include a direct focus on initiatives related to: (i) school level management and leadership; (ii) county level capacity to manage devolve responsibilities and quality assurance; and (iii) national level planning and efficiency. This component will finance technical assistance, training, operating costs (travel, training related, communication's strategy, possible data collection etc), and most likely school grants for schools to select the needed essential resource packages for their schools/communities.

2.2. Initiatives under this component include:

(a) School level:

- Teacher management: Implementation of teacher performance and integrity improvement system (teacher appraisal system is currently being trialled with DFID support)
- School management and oversight: increased headteacher and school management capacity for greater accountability of teachers to be regularly in classrooms teaching; greater parental involvement; improved planning and management skills. for headteachers for fiduciary and data management responsibilities; capacity building for School Boards of Management with strengthened role of parents for improving accountability
- Provision of essential resource packages for severely under-resourced schools.

(b) County level:

- Capacity building for newly established County Education Boards as a result of the devolution /decentralization (direct management of early childhood development and coordination of Basic Education)
- Strengthening quality assurance mechanisms (including inspections)
- Conducting school audits (financial and physical) and school report cards

(c) National level:



- Identification of effective delivery models for disadvantaged groups (including language , arid and semi-arid land areas, nomadic population, urban slums and special education)
- Review of system efficiency (e.g.. teacher deployment)
- NIEMIS/SDI/EGRA/EGMA/UWEZO/SACMEQ – use of data for improving service delivery

#### IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01		x	
Natural Habitats OP/BP 4.04		x	
Forests OP/BP 4.36		x	
Pest Management OP 4.09		x	
Physical Cultural Resources OP/BP 4.11		x	
Indigenous Peoples OP/BP 4.10	x		
Involuntary Resettlement OP/BP 4.12		x	
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

#### V. Financing (in USD Million)

Total Project Cost:	88.40	Total Bank Financing:	0.00
Financing Gap:	0.00		
<b>Financing Source</b>			<b>Amount</b>
Borrower			0.00
Education for All Supervising Entity			88.40
Total			88.40

#### VI. Contact point

##### World Bank

Contact: Helen J. Craig  
 Title: Lead Human Development Specialist  
 Tel: 458-9258  
 Email: hcraig@worldbank.org

##### Borrower/Client/Recipient

Name: National Treasury  
 Contact: Dr. Kamau Thugge, EBS  
 Title: Principal Secretary  
 Tel: 2252299  
 Email: ps@treasury.go.ke

**Implementing Agencies**

Name: Ministry of Education Science and Technology  
Contact: Belio Kipsang  
Title: Principal Secretary  
Tel:  
Email: bkipsang@education.gov.ke

**VII. For more information contact:**

The InfoShop  
The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 458-4500  
Fax: (202) 522-1500  
Web: <http://www.worldbank.org/infoshop>