REPUBLIC OF KENYA

MINISTRY OF EDUCATION

STATE DEPARTMENT FOR EARLY LEARNING AND BASIC EDUCATION

Kenya Global Partnership for Education (GPE) Compact

Improving Learning Outcomes
Supporting development of Kenya's human capital for productivity and growth

November 2021

1. Introduction

In June 2020, the Board of the Global Partnership for Education (GPE) approved the GPE 2025 strategic framework. The objective of the framework is to reinforce country capacity for 'education system transformation'. The framework helps partners to identify reforms with potential for impact at all levels. The GPE 2025 framework stresses the importance of developing Partnership Compacts that align all partners with country education system transformation priorities.

The aim of the GPE Compact is to mobilize coordinated action and financing and thereby enable partners to achieve transformational change. The GPE Compact, therefore, is a statement articulating how a GPE country intends to work together with partners around a priority that has the potential to cause and sustain system change. It is also the basis for determining GPE grant resources by partners and mobilizing additional resources.

The Kenya GPE Compact has been developed through a consultative process under the leadership of the Government of Kenya, Ministry of Education (MoE). The process involved consultations within the ministry and with multiple players in the education sector. These included the Education Development Partners Coordination Group (EDPCG), Semi-Autonomous Government Agencies (SAGAs) under the MoE, the Teachers Service Commission, the Council of Governors (CoG), and Non-State Actors including Civil Society Organizations (CSOs). The MoE used GPE assessment guidelines to develop drafts for discussion and consultations with the EDPCG members.

The various consultative meetings discussed the sector challenges and priority interventions to improve the sector. The comments at this level added value to the subsequent discussions that focused on GPE guidelines. The MoE and partners used these guidelines to identify the key priorities for the Compact. These were again discussed in several rounds of consultations with the EDPCG and were endorsed.

The Compact's initial requirement matrices, which captured the country's priorities, were presented to the GPE Independent Technical Appraisal Panel (ITAP) for review. ITAP provided comments for consideration by the MoE. The MoE and EDPCG reviewed the report. Both agreed with the ITAP analysis and recommendations regarding data and evidence, and sector coordination as high-priority areas. The Ministry and partners also agreed that inequalities, inequities, and problems of inclusion were critical challenges facing the education sector. The problems of teacher quality and deployment, insufficiency of essential school inputs (infrastructure and instructional materials), inadequate support to pre-primary and Primary Teacher Training Colleges (PPTTCs), and limited provision of Pre-primary education would make it difficult to transform the education sector. All these would need to be adequately supported for Kenya to realize the education transformation goal of '*Improved Learning Outcomes*'.

2. Kenya Compact Priority Goal: Improving Learning Outcomes

2.1 The context

Kenya has a large population of school-age children: out of a population of 47.6 million, about 17.2 million (36.6 percent) are school-age children from pre-primary to secondary levels.[1] Kenya spends 5.7 percent of Gross Domestic Product (GDP) and 25 percent of its national

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[1] Republic of Kenya. 2020. *The Kenya Population and Housing Census 2019.* Nairobi: Kenya National Bureau of Statistics.

budget on education. This is slightly above the accepted international benchmarks of 4.6 percent of GDP and 20 percent of national budget. The Government of Kenya has continued to increase expenditure in the education sector. The total recurrent and development expenditure increased from KSh 325.4 billion in FY2016/2017 to KSh 464.7 billion in FY2019/2020. This has resulted in an increase in Gross Enrolment Rates (GERs) and Net Enrolment Rates (NERs) at primary and secondary levels. In primary schools, the GER improved from 104 percent in 2017 to 99.6 percent in 2019. In secondary schools, it improved from 68.5 percent in 2017 to 71.2 percent in 2019.

The national Gender Parity Index (GPI) shows that Kenya is about to close the gender gap in primary school enrolment. In 2019, the GPI was 0.97 in primary and 1.0 in secondary school. Indeed, in high-income/richest quintile and non-ASAL[2] areas, there are more girls enrolled in primary school than boys. Retention and completion rates have improved as well. Close to 80 percent of children who enrolled in Grade 1 during 2013–2018 completed Grade 8 and transited to secondary school. The primary pupil completion rate (PCR) increased from 80 percent to 84.2 percent.[3] The high completion and transition rates could be attributed to the reentry and 100 percent transition policies introduced by the government. In addition, significant gains in access have been realized in preprimary education with the GER improving from 71.6 percent in 2013 to 109.4 percent in 2019.

Nonetheless, there are disparities based on gender, region, and socioeconomic factors. Evidence from recent household surveys shows that children from high-income households, non-ASAL areas, and urban areas have higher chances of being in primary school and transiting to secondary.[4] Further, the COVID-19 pandemic disrupted learning throughout 2020 and early 2021 and reversed progress made in improving access and general learning outcomes. These disparities are worth noting, considering Kenya's quest to attain upper-middle-income country status by 2030.

2.2 The problem

The Kenya government has made significant progress in expanding access to education and improving learning outcomes. This is attributable to implementation of government policy on Free Primary Education (FPE) and Free Day Secondary Education (FDSE) in 2003 and 2008, respectively. With improvements on access, the government also implemented strategic reforms to achieve better learning outcomes. These include

(a) Modernized curriculum in early grades,

(b) Reformed teacher management and development,

(c) Improvement in school inputs,

(d) Strengthened school management structures, and

(e) Increased investments in and implementation of technology education.

The government continues to provide FPE and FDSE. In addition, the Kenya Secondary Education Quality Improvement Project (SEQIP) is supporting scholarships, advocacy, and

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[2] ASAL = Arid and semiarid land.

[3] The data on the GER and NER are obtained from Ministry of Education Statistical booklets from 2019 and as cited in the Basic Education Sector Analysis Report for Kenya by Japan International Cooperation Agency (JICA) and National Education Sector Strategic Plan (2018–2022).

[4] For instance, estimates from the KIHBS 2015/16 show that the primary NER varies from 42 percent in Garissa to 96.8 percent in Nyeri. Furthermore, close to 9 out 10 children in urban areas are likely to be enrolled in Grade 6, compared to 7 out of 10 children in rural areas.

gender sensitization interventions. Similar interventions are also being implemented under the Girl Education Challenge Programmes, by Civil Society Organizations (CSOs) and other government agencies.

Despite these interventions, there are persistent challenges. Regional disparities in access, transition, completion, and learning outcomes are prevalent. The shift from the objective-based curriculum (OBC) and objective-based assessment (OBA) to competency-based curriculum (CBC) and the competency-based assessment (CBA) has created demand for retooling of PPTTCs; continuous capacity building for teachers; school management, parental, and community involvement; community service learning; value-based education; and the provision of key instructional resources to support the implementation of the CBC and CBA.

Realization of gender equality and equity remains a challenge in some regions, with the greatest gaps observed among children with special needs and disabilities. Disparities are also reported in technical capacity to support learning. There are areas such as ASALs, urban slums, and informal settlements as well as refugee camps that are disadvantaged in terms of access to education. These areas continue to lag in all indicators, including school enrolment, availability and adequacy of qualified teachers, participation of girls in education, and learning outcomes.

Data management and utilization for decision-making and policy formulation remains a challenge at the national, county, and school levels. The Kenya National Education Sector Strategic Plan (NESSP) identifies the existence of data overlaps and practices that do not support the use of data in reliable and timely decision-making.

There are governance and management capacity gaps for oversight of education program implementation. There are also structural challenges in intersectoral and multisectoral coordination of education services. Overall, inadequate resources continue to adversely affect the provision of quality education at the preprimary level.[5] Yet, there is sufficient research evidence to show that if children do not receive support during the foundational stage of learning, then the learning gap only widens in later grades.

Despite increased investment in pre-school education by the county governments, recent studies have shown dramatic variations in the quality of infrastructure, learning materials, rigor of quality assurance systems in place, and effectiveness of intersectoral coordination. Further, prolonged closure of schools due to the COVID-19 pandemic deepened inequalities in access and learning. Recent surveys show that 50 percent of learners were not able to engage in online learning due to lack of relevant devices, inadequate access to online content, inadequate capacity to use information and communication technology (ICT) in learning, and inability to afford and access the internet and electricity, among other challenges.[6]

The progress made at the national level masks inequalities in learning outcomes. Learning outcomes are low in higher-order competencies in primary schools and in science in early secondary education.[7] Low learning outcomes begin at lower grades and persist into higher grades. In 2018, for instance, only 59 percent of learners in Grade 3 met the 50 percent minimum proficiency level in numeracy. In Grade 7, only 29 percent met the 50 percent benchmark in numeracy and another 44 percent of learners met the minimum proficiency level

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[5] UNICEF. 2019. *Guidelines for the Design and Implementation of Early Learning Programmes*.
[6] Survey on the use of remote learning resources in basic education, KICD 2021.
[7] Draws from the 2019 National Assessment System for Monitoring Learner Achievement (NASMLA). The minimum proficiency level was set at 50 percent benchmark.

in literacy. There are learning gaps in foundational literacy and numeracy as shown in a recent Monitoring Learners' Progress (MLP) assessment.[8]

There are marked differences in education outcomes by income quintiles and gender. The share of students attaining minimum competency is higher for wealthy households. It is relatively low for poor households because of dropout and low retention. Further, only 6 out 10 children from the poorest quantile who enroll in Grade 1 are expected to complete Grade 6. But 9 out of 10 children from the richest quantile are expected to complete Grade 6. It is also evident that low acquisition of foundational literacy and numeracy skills persists from lower to higher grades. This calls for focused interventions as foundational learning has a bearing on future attainment of educational outcomes.

2.3 Priority reform: Improving learning outcomes

Kenya will prioritize improving learning outcomes to strengthen the foundation for human capital development. This will be done to improve future productivity to support the quest for a globally competitive education for sustainable development.[9]

Improved learning outcomes will be achieved by enhancing overall performance in national assessments and focusing on increasing competence in higher-order numeracy and literacy skills. This will be possible only if there is effective implementation of policies that promote inclusive and quality education. This will also be possible if there is focused attention on improving quality teaching, learning, and pre-primary education. At the same time, there will be a need to reduce gender gaps in school participation and improve access to education.

Data collection, analysis, utilization, and management will play an important role in informing decisions on intervention to contribute to this impact. Further, enhanced coordination of sector players and financing as well as oversight of the sector will enhance achievement of the sector goal and overall impact. Strengthening system capacity for implementation of various reform measures will be an imperative in this regard.

2.4 Theory of change

The overall reform priority is 'improving learning outcomes.' This will be achieved by pursuing the following broad outcomes:

(a) **Enhancing quality teaching and learning, and pre-primary education.** This requires enhancing implementation of the CBC, improving literacy and numeracy in early years, increasing teacher proficiency, reforming teacher education, and strengthening school-based teacher support. It will also require development of a responsive and inclusive curriculum (CBC and CBA). It will involve integrating ICT in teaching, learning, and assessment and promoting remote learning in hard-to-reach areas. It will also involve school-based teacher support, coaching and mentoring, and continuous teacher professional development. It will also require mitigating teacher shortage in affected areas, reforming teacher training institutions (PPTTCs),

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[8] KNEC. 2019. *Report on the 2019 Monitoring Learners' Progress Grade 3.*

[9] In line with the spirit of Kenya Compact reform priority, Kenya will benchmark with the right countries and not other low middle-income countries. Kenya will benchmark and seek to improve performance to match countries with high HCI and those with High Adjusted Years of Schooling: Vietnam, Seychelles, Indonesia, Mauritius, and Shanghai in China among others.

harmonizing provision of preprimary education, and enhancing parental involvement in learning.

(b) **Achieving gender parity in education.** This is a requisite outcome because although Kenya has made tremendous progress in improving gender parity, the COVID-19 pandemic challenges may threaten to reverse some of the gains made. There is a need for an integrated multisectoral and multiagency approach to, among others, support implementation of re-entry guidelines and enhance health and psychosocial support programs to ensure the well-being of the learners for continuity of learning. Moreover, the gender disparities continue to deepen owing to limited attention to gender issues across the country.

The unprecedented disruption of education occasioned by the COVID-19 crisis can potentially roll back substantial gains made in gender equality in education in recent decades if left unattended. Enhanced use of gender-responsive pedagogy, effective implementation of policies that address gender inequality, strategies for addressing gender-based violence, and increased involvement of parents and communities will play an important role in addressing these challenges. So is the use of data to provide evidence for decision-making, action, and coordinated approaches to improved gender equality.

(c) **Enhancing access to education.** Regional and gender disparities at early learning (pre-primary), primary, and secondary school levels constrain access. However, substantial progress has been made in improving access to education in Kenya, which has enabled the country to achieve a near universal basic education. However, despite significant progress, access has been uneven, although access to quality education and learning is essential based on Kenya's commitment to becoming a newly industrialized nation by 2030.

This outcome will also require interventions to address dropout, absenteeism, reentry, and attraction of out-of-school children. The focus under this outcome will aim at increasing transition from primary to secondary school and progression across grades. This specifically involves infrastructure development, coordinated fiduciary systems (strengthening governance and oversight), systems for effective policy implementation, monitoring, and reporting.

(d) **Enhancing equity and inclusion in education**. Kenya has made progress in removing systemic barriers to access to education, but there is a need for emphasis on reaching the most marginalized to ensure that education is accessible to all. This will be achieved by improvement of infrastructure for provision of quality education in lagging counties, scholarships for needy learners, gender-responsive pedagogies, and redeployment and redistribution of teachers in schools based on data and evidence. There is need to support continuity of teaching and learning during emergencies and in areas experiencing insecurity. Children with special needs and disabilities, in conflict-affected areas, hard-to-reach and poor areas of the country, and in refugee camps will be reached and included at all levels. The project will also address concerns of displaced groups and the refugees within the policy context.

Most significantly, there will be a need to undertake early identification and placement of children with special needs and disabilities. Mechanisms will also be put in place to ensure a learner-friendly environment. Above all, there will be increased transparency and prudence in the use of resources in the sector. These principles will apply to the use of resources by government, development partners, the private sector, and non-

state actors. An effective and efficient financing model will be employed to facilitate transparent and prudent utilization of resources. There will be need-based prioritization.
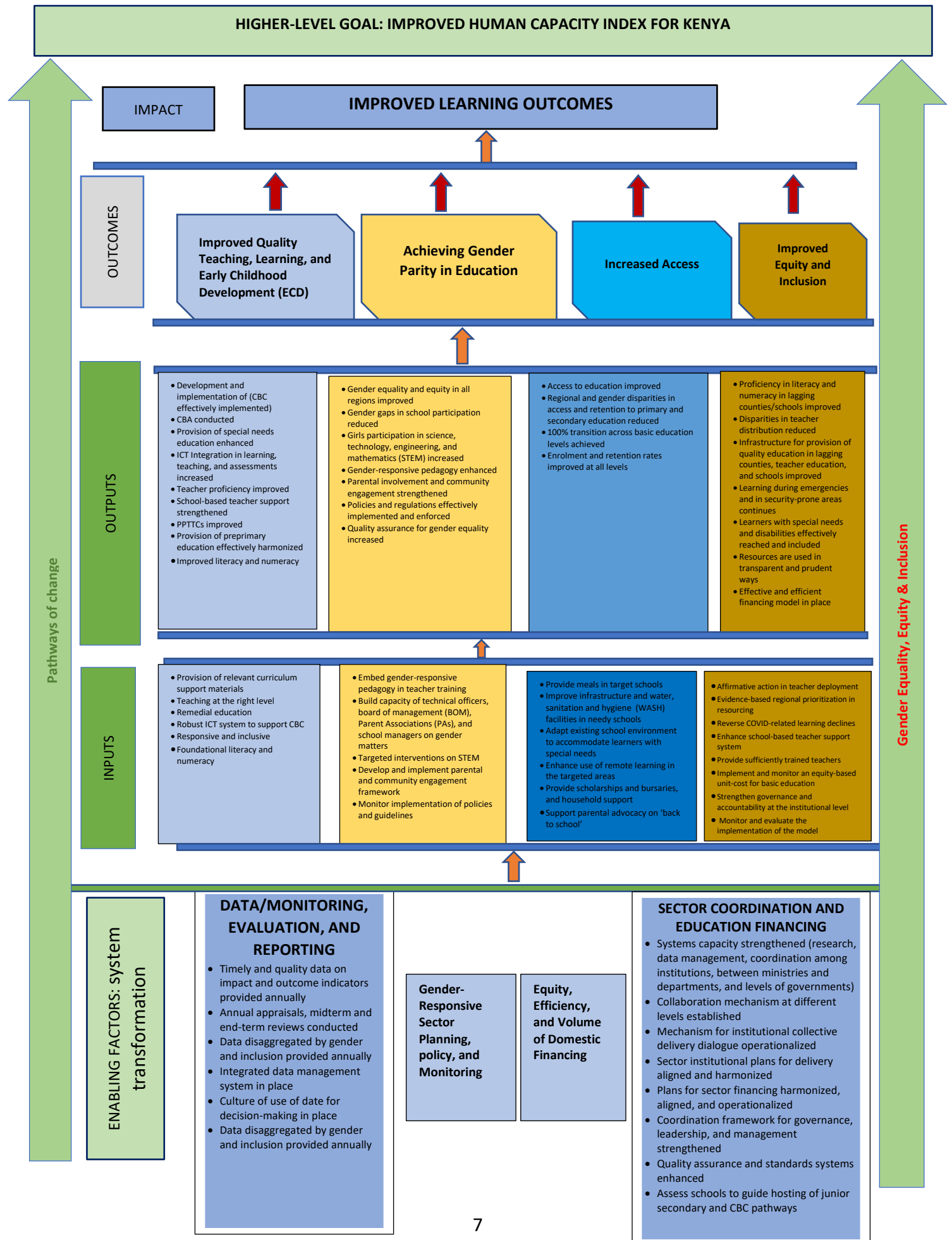
(e) **Strengthening systems capacity will be required to support the reform interventions**. Accordingly, these outcome areas will be achieved by strengthening several enabling conditions including enhancing system capacity and human resource management to support reforms. In particular, capacity for governance and accountability will be strengthened at the school level and interlinked with interventions to improve quality teaching and learning. The existing legal and policy framework will be reviewed for synergy and to address overlapping mandates. Moreover, quality data and evidence are central for developing targeted interventions and prioritizing decisions for addressing gaps in learning outcomes. Timely, accurate, reliable, and usable data are essential to inform evidence-based policy and planning at all levels of education systems.

Achievement of these outcomes will require improving on data collation, analysis, and utilization as evidence for decision-making. It will require cultivating a culture for use of data in decision-making. It will also require capacity building of human resources to implement the reforms. In addition, effective coordination of various players and coherent synchronization of interventions will ensure that all activities are harmonized and contribute to the impact. Coordinated sector financing will be required to ensure that interventions and finances are well synergized and harmonized. Furthermore, there will be a need to review the capitation financing model to address equity issues and ensure the model addresses the needs of the poor.

There will be a need to develop and implement a robust communication strategy. This will serve the purpose of creating awareness on these interventions and particularly support advocacy by parental and community engagements on reforms such as increasing gender parity in education. The strategy will also educate, inform, and communicate to the public and stakeholders in general. There will be a need to support assessments and strengthen quality assurance mechanisms by leveraging on technology.

The Theory of Change builds on the following argument. If data and cogent evidence are provided and used to guide policy making and implementation of decisions in the sector and the sector players are effectively coordinated to deliver as one, then there will be improvements in teaching and learning, access to education, equity and inclusion, and gender parity.

Figure 1: Kenya GPE Compact Theory of Change

HIGHER-LEVEL GOAL: IMPROVED HUMAN CAPACITY INDEX FOR KENYA

Pathways of change (left vertical label)

Gender Equality, Equity & Inclusion (right vertical label)

IMPACT

IMPROVED LEARNING OUTCOMES

OUTCOMES

Improved Quality Teaching, Learning, and Early Childhood Development (ECD)	Achieving Gender Parity in Education	Increased Access	Improved Equity and Inclusion

OUTPUTS

Improved Quality Teaching, Learning, and ECD
- Development and implementation of (CBC effectively implemented)
- CBA conducted
- Provision of special needs education enhanced
- ICT Integration in learning, teaching, and assessments increased
- Teacher proficiency improved
- School-based teacher support strengthened
- PPTTCs improved
- Provision of preprimary education effectively harmonized
- Improved literacy and numeracy

Achieving Gender Parity
- Gender equality and equity in all regions improved
- Gender gaps in school participation reduced
- Girls participation in science, technology, engineering, and mathematics (STEM) increased
- Gender-responsive pedagogy enhanced
- Parental involvement and community engagement strengthened
- Policies and regulations effectively implemented and enforced
- Quality assurance for gender equality increased

Increased Access
- Access to education improved
- Regional and gender disparities in access and retention to primary and secondary education reduced
- 100% transition across basic education levels achieved
- Enrolment and retention rates improved at all levels

Improved Equity and Inclusion
- Proficiency in literacy and numeracy in lagging counties/schools improved
- Disparities in teacher distribution reduced
- Infrastructure for provision of quality education in lagging counties, teacher education, and schools improved
- Learning during emergencies and in security-prone areas continues
- Learners with special needs and disabilities effectively reached and included
- Resources are used in transparent and prudent ways
- Effective and efficient financing model in place

INPUTS

Improved Quality Teaching, Learning, and ECD
- Provision of relevant curriculum support materials
- Teaching at the right level
- Remedial education
- Robust ICT system to support CBC
- Responsive and inclusive
- Foundational literacy and numeracy

Achieving Gender Parity
- Embed gender-responsive pedagogy in teacher training
- Build capacity of technical officers, board of management (BOM), Parent Associations (PAs), and school managers on gender matters
- Targeted interventions on STEM
- Develop and implement parental and community engagement framework
- Monitor implementation of policies and guidelines

Increased Access
- Provide meals in target schools
- Improve infrastructure and water, sanitation and hygiene (WASH) facilities in needy schools
- Adapt existing school environment to accommodate learners with special needs
- Enhance use of remote learning in the targeted areas
- Provide scholarships and bursaries, and household support
- Support parental advocacy on 'back to school'

Improved Equity and Inclusion
- Affirmative action in teacher deployment
- Evidence-based regional prioritization in resourcing
- Reverse COVID-related learning declines
- Enhance school-based teacher support system
- Provide sufficiently trained teachers
- Implement and monitor an equity-based unit-cost for basic education
- Strengthen governance and accountability at the institutional level
- Monitor and evaluate the implementation of the model

ENABLING FACTORS: system transformation

DATA/MONITORING, EVALUATION, AND REPORTING
- Timely and quality data on impact and outcome indicators provided annually
- Annual appraisals, midterm and end-term reviews conducted
- Data disaggregated by gender and inclusion provided annually
- Integrated data management system in place
- Culture of use of date for decision-making in place
- Data disaggregated by gender and inclusion provided annually

Gender-Responsive Sector Planning, policy, and Monitoring

Equity, Efficiency, and Volume of Domestic Financing

SECTOR COORDINATION AND EDUCATION FINANCING
- Systems capacity strengthened (research, data management, coordination among institutions, between ministries and departments, and levels of governments)
- Collaboration mechanism at different levels established
- Mechanism for institutional collective delivery dialogue operationalized
- Sector institutional plans for delivery aligned and harmonized
- Plans for sector financing harmonized, aligned, and operationalized
- Coordination framework for governance, leadership, and management strengthened
- Quality assurance and standards systems enhanced
- Assess schools to guide hosting of junior secondary and CBC pathways

It is important that measures are put in place to support the educational reforms that the government is implementing. The improvements at this level will eventually result in improved learning outcomes, which will in turn lay a strong foundation for human capital improvement for Kenya's future development.

The key assumption here is that both the government and the development partners will fulfil their commitments on time. It is assumed that the macroeconomic situation will remain stable and the impact of COVID-19 pandemic on the economy will not be prolonged.

Risks	Mitigation
Delay in release/disbursement of funds	Internal mechanisms to fill budget deficits
Change of priorities	Ensuring that the priority area in the GPE is aligned to policy documents and framework
Force majeure	Plan for emergencies

3. Enabling Education System Transformation

The Compact has identified enabling factors to facilitate realization of system transformation. These are both a means and an end. Overall, system transformation will be realized through the transformative implementation of the enabling factors by

(a) Making improvements in use of data and evidence for evidence-based planning in the education sector;

(b) Moving from plans to improved educational outcomes and monitoring and reporting that is responsive to gender and other issues of equity in the sector;

(c) Improving on inclusive sector dialogue and coordination processes;

(d) Improving the efficiency and equity of domestic expenditure on education; and

(e) Strengthening the link between planning, budgeting, and results-based expenditure monitors.

The foregoing suggests that system transformation will involve innovative approaches to data management and utilization as well as institutionalizing use of data to inform decision-making. Strengthening management of data for producing reliable and timely data to support evidence in decision-making/policy interventions will be critical. There is a need for an integrated data management system to facilitate efficient data sharing and validation for evidence-based policy decisions.

> **Bottlenecks in Data and Evidence**
> - Continuing weakness/lack of culture in use of data, at all levels
> - Limited follow up on how actors use data
> - Overlapping data and poor data-management practices
> - Fragmentation amongst databases/data sources
> - Missing regulatory framework for collection, analysis and sharing of data

The culture of using data will help in tracking the inputs, outputs, and the contribution to improved learning outcomes. Strategic interventions to strengthen management will include adoption of East Africa Community Education Management Information System (EMIS) norms and standards, capacity development on data processes and utilization, feedback mechanisms that facilitate data utilization at decentralized units, and conducting of joint annual planning, implementation and monitoring of education programs. The specific actors involved include: Ministry of Education and its agencies, Kenya National Bureau of Statistics, The National Treasury, Ministry of ICT, Ministry of Interior and Coordination of National Government, Ministry of Public

Service and Gender, Teachers Service Commission, County Governments, heads of education institutions, managers of education institutions, field education officials and education development partners. Their improved alignment will be facilitated by putting in place an integrated Education management information System which should be a single source of data and enhancing the utilization of data for planning and evidence based decision making. Annex 2, shows an indicative Scope of Work for the System Capacity Grant, describes further the intended outcomes, and ways of implementing the actions, including roles and responsibilities of key actors, to address the gaps in data and evidence.

Inclusive sector coordination will involve strengthening interdependence between the state departments, SAGAs, development partners, and the non-state actors, among others. Furthermore, it is important that all relevant ministries and departments work together to deliver as one—especially in reaching the out-of-school children and retaining them in school up to completion. This will require improved collaboration between departments involved in social protection, health, WASH, and the county governments because of their mandate in pre-primary education. This will involve improving sector dialogue among the multiple players and ensuring coordinated financing and interventions. The focus will be on coordination to strengthen delivery and ensure that no region or school is left behind because of competing priorities.

> **Bottlenecks in Sector Coordination**
> - Poor coordination across key government ministries and departments
> - Competing or overlapping mandates of relevant government agencies
> - Limited performance management and accountability against key performance indicators, especially gender
> - Lack of interest or will amongst development partners to align using country systems

Gender-responsive sector planning, policy, and monitoring are important enabling factors that affect the achievement of learning outcomes. Gender disparities persist despite national-level achievements in gender equality. To address gender disparities, interventions will begin at the pre-primary education level. There will also be a need to improve equitable resource allocation and establish a framework for joint monitoring of policy implementation from the national to the county level and at the school level. The various actors involved to improve equitable resource allocation include The National Treasury, Ministry of Education and its Agencies, County Government, Teachers Service Commission, Kenya National Bureau of Statistics, Education Development Partners Coordination Group. Their improved alignment will be facilitated by availability of reliable data, improved coordination, joint planning, and enhanced monitoring and evaluation

There have been challenges in equity and efficiency of resource use, including uneven deployment of teachers, which resulted in high grade repetition and dropout rates in some regions. These challenges will be addressed by targeting primary schools in disadvantaged areas and those that perform below the national average in learning outcomes, among others. It will require scaling up of school meals program to ensure access and retention of vulnerable children in school. A shift in the financing model for education will be required to achieve the overall impact. Attention will be paid to volume, equity, and efficiency of domestic public expenditure on education. Targeting disadvantaged primary schools and shifting the financing model will require better alignment of the various actors such as The National Treasury, Ministry of Education and its Agencies, County Governments, Teachers Service Commission, Kenya National Bureau of Statistics, households and Education Development Partners Coordination Group.

An indicative Scope of Work for the System Capacity Grant in Annex 2 describes the proposed actions for priority areas rated as High in the ITAP report.

4. Education System Transformation

4.1 System Transformation Priority

As noted in Section 2, Kenya's overall reform priority is 'improving learning outcomes.' In the coming years, through multiple partners, this goal will be addressed by implementing solutions to enhance quality teaching and learning and pre-primary education; achieve gender parity in education; enhance access to education; enhance equity and inclusion in education; and strengthen systems capacity. Of these, the specific reform priority which has the most potential for system transformation is the enhancement of quality teaching and learning and pre-primary education. This is because "Teachers are the most important change agents on the education work floor. Of all factors that contribute to student achievement, teaching has the single greatest effect."[10]

As noted in the Zero Draft on Teaching and Learning (Annex 1), there are a range of bottlenecks which impede system transformation in this area. The major ones include the fundamental change to the Competency Based Curriculum (CBC) which involves transition from teacher centered approach to learner centered one; inadequate capacity of teachers; teacher appraisal; teacher shortages; limited access and capacity to integrate ICT; inadequate curriculum support materials in schools including those adapted for learners with Special Needs and Disabilities (SN&D); learners with SN & D and vulnerable girls and boys still not having access to education

A set of solutions are proposed for those obstacles following a comprehensive analysis of the root causes of those obstacles, results and evidence of ongoing reforms, and scan of global evidence. Main solutions include aligning teacher training, teacher appraisal,; enhanced School Based Teacher Support; improved teacher deployment; provide direct grant support to schools tied to planning and implementation of school improvement plans, and targeted interventions for improving learners with SN&D and vulnerable girls and boys access to education. These transformational actions will be supported by a range of reforms in other areas in order for Kenya to achieve its overall goal of improving learning outcomes for all children.

4.2 Delivering System Transformation

The System Transformation Grant, as well as other complementary initiatives noted in Table 1 below, will address the bottlenecks described above. The indicative Scope of Work (Annex 3) addresses the following result areas: 1) strengthen systems capacity for implementing initiated reforms; 2) equalize opportunities to improve learning outcomes in Basic Education; and 3) improve retention and completion rates for most vulnerable boys and girls. Annex 3 will be shaped into the program document for the System Transformation Grant, which will detail all the relevant actors, their alignment, and the proposed solutions and Monitoring , Evaluation and Learning(MEL) strategies to facilitate progress.

For the education sector to achieve its objectives, the stakeholders are required to adopt a sector-wide approach in planning and budgeting. This calls for the government and its

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[10] See MOE's Zero Draft on Teaching and Learning, p. 3. (Citing Niemi & Kallioniemi, 2012 cited in UNESCO 2015b.)

development partners to follow the principle of timeliness in planning, budgeting, and disbursement. The EDPCG members will present their expected financing for alignment with the government budgets and plans. This support will be coordinated through the MoE. SAGAs and independent bodies supporting this education sector system transformation will also be requested to identify the resources critical for improving learning outcomes. Agencies participating in the sector will interlink their budget and plans with the enabling factors: data and evidence, coordination, gender parity, and equity and inclusion.

To ensure sustained focus on gender equality/parity, the budgets and plans will show the specific resources that would improve gender parity. Overall, there will be coordinated financing. The stakeholders and partners will require to align plans with the government financing mechanisms and collectively contribute to financing the system transformation. Table 1 shows commitment by various partners.

Table 1: Partner funds and assets mobilized

Government and development partner support	Resources mobilized/expected amount (grants and other assets)
National government (US$ 4.87 Billion)	Construction of CBC Classrooms, FPE, FDSE, Assessments and Examinations, Schools Meals Programme Teacher remuneration, Capacity building of teachers, ICT
County governments	• Infrastructure: Preprimary facilities • Preprimary education teachers
World Bank (US$ 50 Million IDA Loan, US$ 58.8 Million Refugee Window Grant)	• Strengthen implementation of initiated reforms and policies • Strengthen pre-service teacher training • Equalize Learning Opportunities • Implement School Based Teacher Support (SBTS) initiative • Targeted results-based school grants • Targeted interventions for improving girls' retention and completion rates in the basic education
United States Agency for International Development (USAID)	Early Literacy interventions
LEGO Foundation	Support towards Teacher Professional Development in line with the Competency Based Curriculum.
Education.org (Insights for Education Foundation)	Support towards enhancement of the availability and utilization of high-quality evidence to guide decisions in the education sector.
UK	Technical support improving access to girls' education, improving learning outcomes for the most marginalized boys and girls and support towards the use of data and evidence in decision making.
United Nations Educational, Scientific, and Cultural Organization (UNESCO)	Technical support in system strengthening/gender-responsive sector planning/monitoring/reporting, data and evidence generation, as well as strengthening of teacher capacities in gender-responsive pedagogies

Government and development partner support	Resources mobilized/expected amount (grants and other assets)
UNICEF	Provisional of technical support in system capacity strengthening, enhancing equity and inclusion in education; and enhancing quality teaching and learning and Pre-Primary Education priorities
UNHCR	Support education service delivery for refugees and host communities aligned with or through the national education system, and additional technical and financial support for transitional planning and coordinated partner support from an alternative system of service delivery for refugees to one that is Government -led and reflects national priorities and regulations and standards.

Given the functions of the National Government in education, the MoE will coordinate implementation of interventions to improve learning outcomes. The National Government will receive funds and other resources in support of this reform priority. The GPE Multiplier grant provides a unique opportunity to leverage resources from a range of partners towards a shared goal. The MoE is currently discussing with the World Bank, LEGO Foundation, and other possible funders to maximize this available financing mechanism to further focus on improving teaching and learning towards improving learning outcomes equitably.

The EDPCG will provide the forum for discussing progress, learning, and technical advice based on international best practices. The government will bring to the attention of partners the gaps that require filling and/or the technical resources required to support the reform. The EDPCG will provide oversight on GPE Compact resources.

5. Monitoring, Evaluation, and Learning

In Kenya, Monitoring and Evaluation (M&E) is undertaken independently by various departments, directorates, SAGAs, and development partners, whereby each organization implements a program and monitors and evaluates it. This kind of arrangement is perpetuated by lack of an M&E policy framework that guides M&E of activities. The sector also experiences challenges in terms of human resource skills in carrying out M&E as well as having the requisite infrastructure for the purpose.

5.1 Indicators and monitoring

According to the indicative scope of work, some possible outcome indicators to measure progress towards system transformation in improved teaching, learning, and pre-primary education include: Improved timeliness, reliability and public disclosure of education data; Improved service delivery; Improved NASMLA Grade 3 assessment scores in Counties falling into the lowest quintile of performers and target refugee schools in NASMLA; and increase in retention and completion rates of girls in upper primary. Monitoring of progress in improving learning outcomes will begin at the input and output level. The indicators for data and evidence at this level will include quality of data provided, timeliness in publication of the annual education statistics, and percentage of counties and schools using the data for decision-making on an annual basis. It will also include pupil-to-teacher ratio in disadvantaged schools and regions, pupil-to-textbook ratio, and overall satisfaction in service delivery in the education sector (by both the national and the county governments). It will include improvements in the NER, girls' retention, transition, completion, and percentage of learners

achieving set benchmarks in learning outcomes. It will include completion and transition to the next learning grade as well as promoting an equitable and inclusive quality learning environment to equip learners with competencies and skills to succeed and prosper in a dynamic global economy. This on its own will improve Kenya's Human Capital Index.

Sector coordination will be monitored by tracking collaboration mechanisms established at different levels and the nature of institutional dialogue and delivery. It will include tracking the extent to which development partners are coordinating financing and the timeliness of their support to the reform. Indicators for monitoring sector coordination will include the existence of a joint cooperation framework for coordinated efforts, roles and responsibilities clearly defined within the cooperation mechanism, and joint planning and implementation of sector activities in place. It will also include means of verifications, such as joint sector reports, as well as sector quarterly reports.

Indicators for key outcome areas/enabling factors will draw from the NESSP and other national policy documents. At the impact level, the focus will be on improved assessment scores. The MoE, in consultation with the EDPCG, will source other data to validate the progress on impact.

5.2 Evaluation and learning

Mechanisms to monitor real-time progress will be established and will be used to inform quick adaptation if something does not appear to be having the intended results. These mechanisms include evaluations, which will be embedded throughout the implementation process. In each financial year, there will also be a joint review meeting where the MoE and EDPCG members will present their internal evaluation and learning reports. Participants will take a critical look at progress, challenges, and opportunities to guide improvement in implementation. The MoE will present internal evaluation reports based on M&E data and focus on all indicators in line with the pathways of change. At the same time, the EDPCG will also establish specialized committees for each outcome area/enabling factor. These committees will be collecting data through the foregoing M&E system and, where possible, use of technical assistance. The committees will use the data to prepare reports alongside the government joint review meeting.

A midterm and end-term evaluation will be conducted in the middle and at the end of the implementation period. This will be carried out by a team of independent consultants. The terms of reference will be jointly developed by the MoE and the partners and endorsed before beginning of the assignment.

6. Statement of Endorsement By Partners

The Kenya GPE Compact has been developed jointly by the education sector partners under the leadership of the Government of Kenya, MoE. We have agreed to mobilize efforts to improve learning outcomes to lay a firm foundation for Kenya's human capital development. We shall work together around this priority, mobilize resources, and strengthen interventions to support efforts to contribute to this goal.

Together we shall support efforts to improve quality teaching, learning, and pre-primary education; improve achievement of gender parity in education; increase access; and improve equity and inclusion. We shall support efforts to strengthen system capacity, including supporting institutionalization of the use of data to inform decision-making, and strengthening system coordination at all levels. Coordinated sector financing and improved sector governance will drive achievement of this goal.

Accordingly, we, the EDPCG members, gathered in Nairobi, KICD on December 1, 2021, having read and discussed the Kenya GPE Compact (November 2021), the content of which we have contributed to through a consultative and participatory process under the leadership of the Government of Kenya, MoE, hereby fully endorse the Kenya GPE Compact.

S. No.	Name	Organization	Designation	Signature
1.	Julius Court	British High Commission - Kenya.	Deputy High Commissioner and Development Director	
2.	Joseph Bowden Wasikhongo	Elimu Yetu Coalition	Chief Executive Officer	
3.	Mrs Nnenna Nwabufo	African Development Bank (AFDB)	Director General, Regional Business Development and Delivery Office, East Africa	
4.	Maniza Zaman	UNICEF-Kenya	Country Representative	

Zero Draft
Quality Teaching and Learning, and Pre-Primary Education

The Problem Analysis

Box 1
Key Issues in Learning in Basic Education
- Learning outcomes remain low despite the numerous interventions that have been implemented in Kenya.   - There is sufficient evidence of a learning crisis existing in Kenya's public basic education system.   - There is the risk of learning poverty among Kenyan children if the status quo in education is maintained.   - Inadequate regulation and enforcement of quality standards in Pre-Primary Education.   - Capacity gap to lay a foundation for Competency Based Curriculum Pre-Primary Education.   - Weak coordination to ensure comprehensive delivery of pre-primary education/child development services such as nutrition, Water, Sanitation and Hygiene (WASH).   - Inadequate parental participation and community engagement

Introduction

The Sustainable Development Goal 4 indicates that, by 2030, all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education (Sustainable Development Goal 4). The Constitution laid out a strong foundation for sharing responsibilities and resources between the National and County governments. Counties are assigned significant frontline service delivery functions, with the National government typically assuming a central mandate around policy, standards, and norms.

Kenya has made great progress in access and retention of learners in basic education institutions. However, at Pre-Primary level, there still exists challenges of low access and participation, despite the increase in the number of public and private pre-primary centres'. Early Childhood Education has been free for children aged 3-5 from 2014. In 2018, the Net Enrolment Rate (NER) stood at 77% while in 2019 the Gross Enrolment Rate (GER) was 109%. At county level pre-school GER rates are above 100 percent; which implies there are high rates of grade repetition. In addition, the Pre-Primary sub-sector is faced with challenges of inadequate regulation, lack of quality standard tools and inadequate capacity to enforce Quality Standards as well as capacity gap to lay a foundation for Competency Based

Curriculum among Pre-primary education teachers. Being a foundation level, parental role in child development is critical hence parental participation and community engagement should be enhanced.

At primary sub- sector, the country has made tremendous progress in improving learning outcomes. However, many learners continue to underachieve in foundational skills and content areas; casting aspersions on quality of teaching and learning. A re-entry study conducted in 2020 under the Kenya GPE COVID-19 Learning Continuity in Basic Education (LCBE) affirmed that many Class 8 learners underachieve in most of the subjects assessed. For instance, *less than half* of the Class 8 learners attained the Minimum Proficiency Level (50% benchmark) in KSL Composition (25.94%); Mathematics (34.54%); KSL Language (36.18%); English Composition (39.90%); and Kiswahili Composition or Insha (45.19%).

Closer scrutiny established that *more than half* of the learners underachieve in subject-specific skills and content. In Mathematics, for example, significant learning gaps were noted; with *more than half* of the Class 8 learners not attaining minimum benchmark in the following sub-tasks: Measurement (69.01%); Averages (68.57); Percentages Proportions and Ratios (68.26%) and Money (66.96%).

Poor learning outcomes have been reported in previous large scale regional learning assessments (e.g., NASIMLA, 2018; PAL Network[1] (2020) ICAN assessments[2]; SACMEQ Reports for 2001; 2005; 2011; 2012[3] and UWEZO Reports for 2009-2015;[4] and World Bank, 2018). The Class 3 National Assessment System for Monitoring Learner Achievement (NASMLA, 2018) study noted learning gaps in some of the content/skill areas assessed. In Mathematics, for instance, *nearly half* of Class 3 pupils assessed did not attain the minimum proficiency levels in Multiplication (46.9%), Division (49.1%) and Subtraction (23.4%) sub-tasks.

A similar trend in achievement was observed in the Early Grade Mathematics Assessment (EGMA) Midline Study (2018) in which *nearly half* of Class 2 pupils assessed did not attain the 50% benchmark in Multiplication (48.0%), Division (48.9%), and Subtraction (23.4%) sub-tasks. In the EGMA Endline Study, 81.3% of Class 2 learners had attained the Minimum Proficiency Level (50% benchmark) in Subtraction - a deviation of 2.8 percentage points from 79.1% at Baseline.

Quality Teaching and Learning
Teachers are the most important change agents on the education work floor. Of all factors that contribute to student achievement, teaching has the single greatest effect (Niemi & Kallioniemi, 2012 cited in UNESCO 2015b). Key to the realization of SDG 4 Target 4.1 is the quality of teaching.

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[1] PAL Network (2020). ICAN: International Common Assessment of Numeracy.
Background, Features and Large-scale Implementation. Nairobi: People's Action for Learning Network.
[2] https://palnetwork.org/wp-content/uploads/2020/07/2020_PAL-Network_ICAN-Report_EN.pdf
[3] http://www.sacmeq.org/?q=sacmeq-members/kenya/sacmeq-reports
[4] http://www.uwezo.net/publications/reports/

No country can rise above the quality of its teacher. Teachers are indispensable in provision of gender responsive, inclusive and equitable, quality education[5]. Kenya should aspire to have high qualified, well-motivated teachers who enjoy commensurate, if not more, social recognition and status as other professionals in society. The desire to reposition teachers as critical agents of change both in education and society demand that teaching is professionalized.
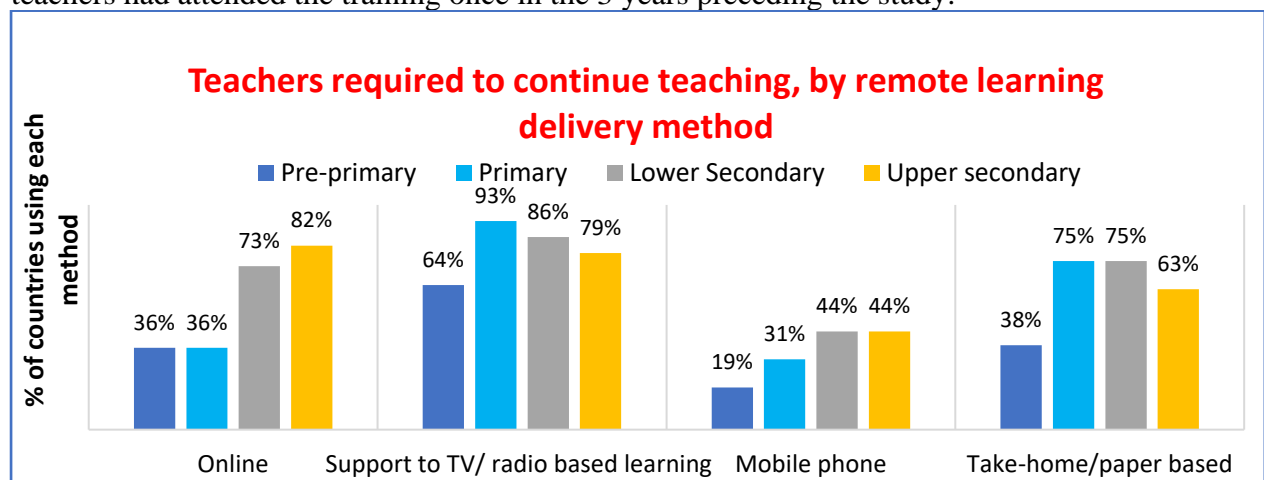
Teachers should have professional: knowledge and understanding; skills and practices; values, attributes and commitment; partnership; and leadership[6] that enable them implement curricula innovatively in good and bad times. This view aligns perfectly with the African Framework of Standards and Competencies for the Teaching Profession (AU, 2019).

In Kenya, Pre-primary teachers are recruited and employed by the County Governments. However, the registration of Pre-primary teachers before recruitment is undertaken by the Teachers Service Commission. There are multiple players in the training of Pre-primary teachers which could compromise the quality of teaching at Pre-Primary. Lack of regulation of the qualification for pre service training for Pre-Primary teachers has led to the low quality of teaching at Pre-Primary. The shift to CBC has presented a capacity gap to lay a foundation for Competency Based Curriculum since there is inadequate training.

When schools worldwide closed abruptly in mid-March, 2020 due to the COVID-19 pandemic, teachers worldwide were required to facilitate remote learning using different delivery modes (Figure 1). Many Kenyan teachers were not only caught off-guard but were also ill-prepared to seamlessly migrate to remote teaching.

COVID-19 thus destabilized their capacity to maintain education quality, in part, due to their inability to leverage ICTs for remote learning. According to the EGMA (2019) End-Line study, *nearly half* (46.0%) of Grade 2 Mathematics teachers had not received training on the use of computers in teaching.

In the Monitoring Learner Achievement (MLA, 2018) Form 2 Baseline Study, *more than a third* (35.9%) of Form 2 teachers had not attended any in-service training. Only 29.4% of the teachers had attended the training once in the 3 years preceding the study.

Teachers required to continue teaching, by remote learning delivery method

[5] UNESCO. (2020). World's Teachers Day 2020 Fact Sheet. Paris: UNESCO.
[6] Source: African Union Commission, 2019.

COVID-19 thus amplified the need for continuous TPD on teaching; especially in emergency and crises situations. Over a year later, many more teachers remain unprepared and underequipped to facilitate blended learning. The pandemic also set back teachers' morale, motivation and livelihoods - justifying the need for teacher mentoring, coaching and psychosocial support.

That said, teacher resilience became evident in Kenya as more information on the epidemiology of COVID-19 in Africa was shared. When the call to return to school was made in September 2020, many teachers sprang back to action and risked their very lives to prepare schools for re-opening. COVID-19 crisis also spotlighted teachers as game changers leading in classrooms, schools and communities. It is impossible to reimagine the future of teaching without teachers' invaluable input.

The Kenya government must continue strengthening all initiatives aimed at improving knowledge, skills and welfare of all teachers and build their core skills in gender responsive pedagogy, instructional leadership, inclusive equitable education, classroom management and reinforce remote teaching and ICT skills.

Teachers in Kenya have low capacity in supporting learners with special needs and disabilities. In EGMA Baseline (2016); Midline (2018); and End-line (2019) studies, *two thirds* (66.4%) of the teachers had not been trained to support learners with special needs and disabilities. Similarly, in the NASMLA (2018) Class 3 Study, many teachers were not trained to support learners with special needs and disabilities. Only 44.6% of the head teachers affirmed that in their schools there were teachers trained to teach learners with special needs and disabilities.

Findings of NASMLA (2018) Class 7 study revealed that *more than three quarters* (76.1%) of the teachers had not been trained to support learners with special needs and disabilities, and *more than a half* (56.9%) of the Head teachers reported that their schools did not have teachers' capacity built to support learners with special needs and disabilities. The study also established that schools largely lacked facilities that enhance inclusive education. *Nearly all* Head teachers reported that their schools did not have assistive technology (93.7%), adapted chairs/beds/desks (92.1%), relevant assistive devices (88.3%) and adapted toilets/latrines (79.3%) respectively.

The NASMLA (2018) Class 3 study reported a correlation between professional qualifications and the quality of learning outcomes. In this Study, pupils taught by teachers with Bachelor of Education degree as the highest qualification scored 7.4 and 1.7 points higher in Mathematics and English respectively, than those whose teachers had a certificate as the highest qualification.

Further, the Monitoring Learner Achievement (MLA, 2018) Form 2 Baseline Study revealed the need to build teachers' capacity to support learners with special needs and disabilities. At the time of the study, *more than three- quarters* (84.9%) of the teachers had not received training to support learners with special needs and disabilities. The Basic Education Act (2013) commits the Education Cabinet Secretary to ensure that every special school or educational institution with learners with special needs is provided with appropriate trained teachers. There is, thus a need for continuous capacity building of teachers.

Quality teaching and learning are greatly influenced by pedagogy. In the EGMA End-line (2019) study, 38.4% of the CSOs reported that the lecture method was commonly used at Grade

2. Similarly, in the NASMLA (2018) Class 3 study, 29.7% of the teachers indicated they use the lecture method. In the NASMLA (2019) Class 7 study, **_nearly half_** (44.5%) of the teachers indicated they use the lecture method **_to some extent_**.

Teacher-centred approaches jeopardize acquisition of core competencies (such as imagination and creativity). Taken together, these findings underscore the need to build teachers' capacity in using transformative pedagogies that develop learners' core competencies and 21st Century skills.

Assessment is integral to teaching and learning; and plays a critical role in determining the health of an education system (World Bank, 2018). SDG 4 Target 4.1 commits countries to ensure that by 2030 all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes. The key indicator countries need to monitor is Indicator 4.1.1: _Proportion of children and young people: (a) in grades 2/3; (b) at the end of primary education; and (c) at the end of lower secondary education achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex._

Kenya needs to conduct nationally representative learning assessments regularly in order to secure data and report on extent of learner acquisition of skills and competencies spelt out in the curriculum and mitigate additional disadvantages occasioned by learning gaps.

The National Education Sector Strategic Plan- NESSP (2018-2022) provides for assessment reforms in Primary Education in line with the Competency Based Curriculum (CBC). The NESSP commits to the development of a Competency Based Assessment (CBA) Framework for Basic Education; and building the capacity of technical officers on conceptualization, design and implementation of CBA for Primary Education.

Quality teaching and learning require balanced and flexible mechanisms for assessing learners' knowledge, skills and competencies. Teachers lack requisite knowledge and skills to develop robust assessment tools in different subject areas as affirmed by previous research.

According to the EGMA Endline (2019), for instance, **_nearly a third_** (31.2%) of teachers often use commercial tests. Similarly, in the NASMLA (2018) Class 3 study 31.2% of teachers reported frequently using past test papers, About 30.1% of the teacher use commercially sourced tests.

Overreliance on commercially sourced assessments/tests has important implications on validity and reliability of assessments instruments. It may encourage rote learning and hamper learners' acquisition of requisite knowledge, skills and competencies.

There is need, therefore, to support efforts to build teachers' capacity to develop and/or administer country-specific (local and national) assessments and regional and international large scale learning assessments. Continuous capacity building of teachers in development and use of assessment tools will create a critical mass of competent and well-resourced teaching forces.

Staffing
SDG 4 Target 4.c requires that by 2030, countries substantially increase the supply of qualified teachers. Article 237 of the Constitution of Kenya (2010) and provisions of TSC Act 2012 mandate the Teachers Service Commission to register, recruit and assign teachers to all public

educational institutions. The Kenya Government only recruits qualified teachers as per the qualification standards set by the Teachers Service Commission (TSC).

In its role of assigning teachers, TSC uses staffing norms, which are standards developed by the Commission from time to time to determine teaching staff establishment of an educational institution. These norms are based on factors such as curriculum to be delivered, the organization of the school, class size and time required for administrative duties.

The aim of using staffing norms is to provide adequate professional teaching force to all public basic educational institutions with a view to achieving equitable distribution and optimal utilization of the available teaching force. This envisages equitable delivery of teaching services in all counties in Kenya through the deployment of adequate number of competent, well-motivated and managed teaching staff.

In reality, teacher shortage remains a challenge in Kenya and other parts of Africa. Even before COVID-19, teacher shortages were most acute in sub-Saharan Africa, where 70% of countries face shortages at primary level and 90% of countries at secondary level (UIS, 2016).

A situational analysis undertaken in Kenya by NAMSLA (2018) affirmed prevalence of teacher shortage and uneven distribution of professionally trained teachers. Currently, TSC has 330,671 teachers under its employment; 218,608 teaching in primary schools while 112,063 in post primary institutions. In addition, there are over 300,000 qualified teachers who are in government employment. This amounts to a national teacher shortage of 103,931 (23.9%) with a shortfall of 46,109 in teachers primary and 57,822 in post primary institutions. Teacher shortage is as a result of inadequate funds from the government to employ all the required teachers.

There is also uneven distribution of teachers across the 47 counties of Kenya, with understaffing being reported in Garrisa (94.0%); Mandera (51.0%); Nairobi (74.0%); Lamu (71.0%) and West Pokot (59.0%). The NAMSLA Class 3 Study (2018), for instance, revealed an overall teacher shortage of 19.0%.

While access to education at the primary school level has considerably improved, the increase in school enrolment has had an adverse effect on teaching and learning. In the EGMA (2019) End-line study, **over *half*** of the teachers (58.0%) cited workload as the major challenge to curriculum implementation. This is manifested in overcrowded classrooms and attendant increase Teacher-Pupil Ratio (PTR) in affected schools. There is a correlation between TPR and learner achievement (NASMLA, 2018). According to NASMLA, a unit increase in the TPR in one county led to a decline in pupil scores by an average of 3 points in Mathematics.

Several interventions to achieve teacher balance and rationalization have been undertaken by the TSC. Disparities remain in the distribution and utilization of teachers across the country. The imbalance is exacerbated by a confluence of factors such as: insecurity in certain regions; preferences by teachers for urban and high potential areas; unwillingness of teachers to be separated from their families; medical issues; and in a few instances, establishment of unviable schools.

In addition, the TSC has experienced a high turnover of teachers in specific subject areas such as ICT that are in high demand even in the private sector. The imbalance in teacher distribution has not only undermined the principle of equity but also the delivery of education curricula. There is, therefore, a need to urgently review the national standard for teacher distribution and

utilization that will address appropriate teaching load under the Competence Based Curriculum.

As a stop-gap measure to cope with teacher shortages, Schools Boards of Management have engaged teachers in public schools on terms and conditions of employment not comparable to that provided by TSC. This has compromised the standards of education and learner achievement and also undermined the Government's commitment to quality free/affordable basic education.

There is need, therefore, to provide strategies that will optimally utilize the available teaching resource; including use of alternative modes of curriculum delivery. In addition, the Commission will be required to consider hiring of teachers on a part-time basis and formalize teacher internship programme as some of the measures to bridge the gap.

There is a need to review Teaching Standards and continuously ensure quality of the teacher at entry and effective support systems for teacher professional conduct and development during a teacher's career path. Establishing a framework for regulation and enforcement of standards in the teaching service is critical as realized through: Teacher Professional Development (TPD) Policy Framework, Framework on the Entry Requirements in the Teaching Service, and Teacher Performance Appraisal and Development (TPAD).

So far, the Teachers Service Commission (TSC) has developed a framework that incorporates global approaches in TPD to improve and sustain teaching standards. In addition, the introduction of the Teacher Performance and Appraisal Development (TPAD) for teachers and Performance Contracting has significantly enhanced supervision and implementation of curricula in public learning institutions. These instruments are expected to contribute to improved learning outcomes and general performance and motivation of teachers. This calls for establishment of a comprehensive in-service programme for teachers in public schools
.
The Teachers Service Commission Act 212, Section 11(e &f) requires TSC to facilitate career progression and professional development for teachers in the teaching service and to monitor their conduct and performance in the teaching service.

A framework for regulation and enforcement of standards in the teaching service is needed to provide for: implementation of the TPD programme) for all teachers and establishment of an Institute for Teacher Support and Professional Development (ITSPD). ITSPD is strategic in addressing teacher competency gaps identified in previous research (e.g., EGMA End-line Study (2019) and World Bank, 2018).
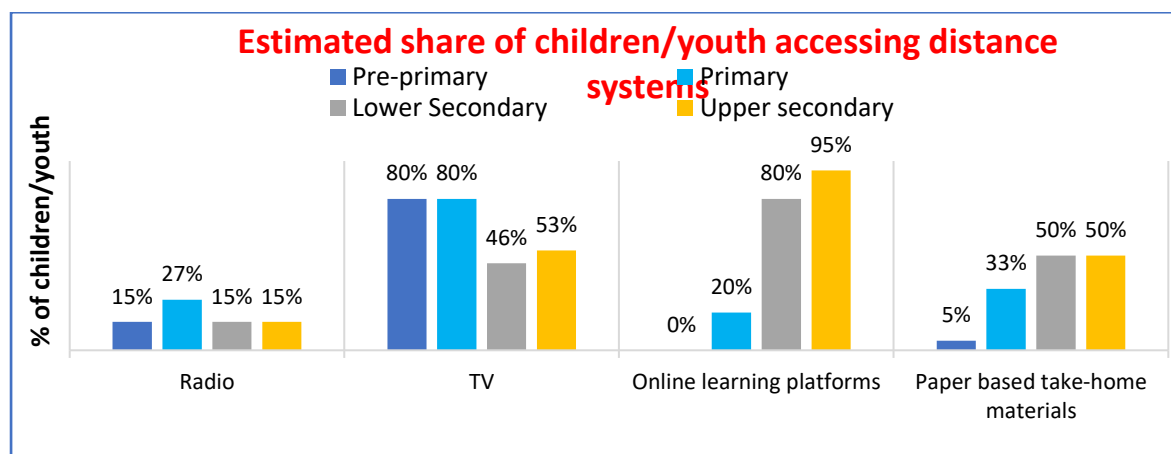
Support to curriculum implementation: The reforms in the Basic Education Curriculum require that implementers are continuously supported to keep abreast with the changes, both in theory and practice. In spite of the training in designated venues, no in- depth study has been conducted to ascertain how teachers translate what they have acquired during their actual facilitation of learning in the real learning environment. Moreover, curriculum developers have not had an opportunity to rethink the learning processes by immersing themselves in the implementation of the curriculum. This implies a gap in their appreciation of the factors that mediate, impede or facilitate learning. This was identified through monitoring of implementation of Competency Based Curriculum for Early Years. (2019). It was noted that opportunities to model, reflect and feedback experiences into the practice provide a better model for teacher support than the traditional lecture and face to face method. Further the report

indicated that there are constraints that manifest in the real learning environment. Their direct or indirect impact on the curriculum is a drawback to the attainment of learning outcomes. Post-training support should be provided through mentorship, coaching and communities of practiceto raise teacher competencies in implementing CBC. The CSOs role in implementing CBC should be more evident. Furthermore, quality assurance rubrics should be reviewed to focus on teacher capacity building away from just checking compliance. Guidelines on the role parents in raising resources for CBC need to be emphasized to offer additional support to schools to achieve the competencies. The Digital Learning Program (DLP) should be optimized as an enabler of CBC implementation to diversify approaches, continue capacity building and resourcing of the existing ICT infrastructure in schools.

Type and frequency of school- and classroom-level curriculum implementation support at school level affects the quality of teaching and learning The frequency of assessments undertaken in schools by Quality Assurance and Standards (QASOs) and Curriculum Support Officers (CSOs) can be optimized. NASMLA (2018) Class 3 Study notes an increase in the schools that had not been assessed at all by QASOs in the 3 years preceding the study from 10.3% in 2015 to 14.9% in 2017. Further, 11.0% of the teachers reported that CSOs did not visit their classes to support curriculum implementation. A similar observation is made in the NASMLA (2019) Class 7 Study where, for instance, 18.5% and 13.7% of the teachers reported that teachers and schools, respectively, had not been assessed in 2018. Instructional supervision and quality assurance and standards do matter in curriculum implementation in basic education.

ICT Integration in Education

Kenya's Vision 2030 provides for integration of ICT in teaching and learning through capacity development for ICT integration in education and training, and facilitating integration of ICT in Special Needs Education (Republic of Kenya, 2007). To enhance ICT integration learners need to have access to ICT infrastructure, diverse content, and actively engage with the available content to improve learning outcomes. However, access to technology is limited (Figure 2).

A study on low-income families in Nairobi, Kenya affirmed that only four-in-ten of those with school-age children indicated that their children accessed learning content through various platforms whilst at home.

Before COVID-19, the EGMA (2019) end-line study reported that 42.1% of the teachers did not use tablets to teach Mathematics. In the NASMLA (2018) Class 3 study, a low percentage of pupils reported that their teachers used computers/tablets/mobile phones to teach Kiswahili,

Mathematics and English at 14.3%, 15.5% and 16.3% respectively. Low integration of ICT in lesson preparation, and teaching and learning at Class 3 was also noted, with only 22.8% of teachers reporting to use mobile phones and 10.1% using tablets/laptops *to a large extent* in teaching and learning. About 62% of the teachers cited unavailability of ICT resources as the greatest challenge in the use of ICT. More than half (56.3%) of Head teachers reported that their schools did not have computer rooms.

NASMLA (2019) Class 7 study established that close to a half (44.3%) of the teachers had not adopted the use of ICT in teaching. Further, more than a third (35.2%) of the Head teachers indicated that their schools had not integrated ICT in teaching and learning. Inadequate ICT resources was cited by close to three quarters (72.8%) of the teachers as one of the challenges they experienced while utilizing ICT in teaching.

In contrast, KICD (2021) report on monitoring remote learning in primary and secondary schools indicated that many learners had access to most resources that could be used in remote learning (e.g. working space (83.7%); TV (83%); radio (80%); and smartphones (76%). The least available resources to the learners were: desktop computers (44.7%); tablets (51%); and laptops (52.7%). KICD affirmed that the frequency of engagement in the use of radio was by only 32.8% of learners in primary schools and 38.6% of those in secondary schools. Learners interviewed self-reported that they engaged *occasionally*, *often* or *very often*. About 67.2% of the learners in primary and 61.4% in secondary school reported that they *rarely* or *never engaged* with lessons transmitted through the radio.

The government has continually invested in the provision of ICT integration in teaching, learning and assessment and provision of instructional materials to enhance quality and equity in education. The Digital Literacy Programme (DLP), for instance, aims to provide devices and preloaded digital content to all public primary schools in the country (Monitoring and Evaluation of Digital Literacy Programme in Public schools in Kenya, 2018).

In spite of the investment made to equip 97.7% of all public schools with digital devices and training teachers on the same, public schools were the least prepared to support digital learning during the closure of schools (UWEZO, 2020). Nine out of tens head teachers interviewed estimated less than 30% of their schools had any measures in place to reach children with learning materials. Platforms used by schools to reach learners during the pandemic showed that WhatsApp reach was at 73.7% while by Radio it was 40.1%; SMS (33.2%); TV (31.3%); and Email (4.6%), .

Findings on learner access to ICT are mixed. But generally access to digital learning remains low and unequitable (UWEZO 2020Other ICT-related challenges abound including: lack of electricity, internet, ICT skills by teachers and attitude of teachers to integrate ICT in teaching and learning and sustainability of ICT programme for teaching and learning (Republic of Kenya (2020).

In any case, access to remote learning resources is necessary but insufficient to facilitate learning. Active/meaningful engagement by learners matters and should be optimized. There is real danger also of further exacerbating education gaps that existed in Kenya before the pandemic considering the high-tech, low-tech and no-tech learners regarding access to technology.

ICT integration in curriculum delivery should thus be strengthened so as to improve the quality of teaching and learning, more significantly in times of emergency. Coherent multichannel strategies are more effective than just a single technology for providing remote learning (World Bank, 2020).

Further curriculum prioritization and selection of content in core subjects is critical in making remote learning strategy more effective. To enhance ICT integration in marginalized areas robust low- or no-tech initiatives that will promote continuity in teaching and learning must be identified. There should be enhanced coordination among different EdTech players informed by a comprehensive ICT integration policy and strategy.

Pertinent Contemporary Issues (PCIs)
Integration of PCIs in education will empower learners to adopt and adapt viable strategies and approaches to address challenges that they will be confronted with in their daily lives. In Competency Based Curriculum, salient issues such as child protection and safety, human rights, participation, development and survival and, identification of talents through Career guidance have been mainstreamed in various learning areas. Inclusion of these issues is in tandem with the Basic Education Act No. 14 of 2013.

During the national survey that was conducted in 2016 to inform the curriculum reform process in Kenya, 21 PCI were identified and classified into six categories namely: Citizenship; Health Education Issues; Life Skills Education; Values and Moral Education; Human Sexuality; Learner Support Programmes which hosts Non-Formal Programmes, Career Guidance, Guidance and Counselling Services; Education for Sustainable Development (with gender issues are domiciled in this category); Parental Empowerment and Engagement; and Community Service Learning. Deliberate efforts have to be made in planning and financing programmes that promote development of non-cognitive skills referred to as psychosocial competencies (soft skills and values).

Sessional Paper **No. 2 of 2015** recommends reforming the Education and Training Sector to provide for the development of individual learner's potential in a holistic and integrated manner, while producing intellectually, emotionally and physically balanced citizens. It further recommends a competency-based curriculum; establishment of a National Learning Assessment System; Early Identification and Nurturing of Talents; introduction of National Values in the curriculum; and introduction of three learning pathways at Senior Secondary School level. These salient issues are well articulated across the six categories of Pertinent and contemporary issues and values.

According to NESSP (2019), several PCIs that affect education access, retention, completion and ultimate advancement in the world of work. These include; school violence and extremism in schools, setting of schools on fire, student unrests and strikes, wanton destruction of school property and loss of life in some cases. In 2016 alone, close to 120 cases of school arson were reported.

Bullying is another form of violence reported in Kenyan schools. In 2017 Centres for Disease Control (CDC) led collaborative surveillance survey ranked Kenya among countries with the highest levels of bullying. At the national level, bullying in schools in Kenya stands at 57 per cent for students who are bullied on one or more days in a month. Perhaps most worrying is student radicalization and extremism. School children in Kenya are being increasingly targeted by elements bent on radicalising the country's youth.

The country has been experiencing increasing cases of disappearances as well as arrests of school going children linked to extremist organisations. A recent government assessment highlighted several factors fuelling school violence and extremism including: heavy school work; peer pressure; lack of skills on the part of teachers and school administrators on early warning signs and detection; as well as ineffective guiding and counselling support services; and drugs and substance abuse among school going children. According to a 2016 report by the National Authority for the Campaign against Alcohol and Drug Abuse (NACADA), the median age of children who admitted to using bhang was 15.

Teenage pregnancy is another PCI affecting learning in Kenya. According to a 2016 survey by the United Nations Population Fund (UNFPA), close to a quarter a million adolescent girls in Kenya aged between 10 and 19 years became pregnant between July 2016 and June 2017.

Apart from teenage pregnancy, the Kenyan girl child is adversely affected by gender issues ranging from female genital mutilation, early marriages, traditional practices such as preference for boys' than the girls' education, and gender based labour division, which affects the girl child's ability to her homework and excel in school . It is for this reason that girls still remain behind in terms of education outcomes.

HIV and AIDS has had widespread effects on children's learning experiences in Kenya. As parents, guardians and members of communities increasingly become infected by HIV and AIDS and eventually succumb to the disease, children are orphaned and increasingly at risk of lacking basic needs such as food, clothing, shelter, health and even access to quality education. Within schools, the knowledge of HIV and AIDs among learners is quite low. Those who are infected by HIV and Aids face stigma and discrimination and lack adequate family support.

Kenya, through is the National Policy on the Elimination of Child Labour has made commendable strides in eliminating child labour. However, there are still about 1.9 million child labourers in Kenya today (NACADA, 2016). Contributory factors include: poverty, ignorance, cultural practices and exploitation. The education system should bolster government efforts to eliminate child labour by mainstreaming transformative programmes and activities in the three dimensions of learning.

According to NESSP (2019), many children still face challenges in accessing quality education due to natural and/or man-made disasters, as well as insecurity. Issues such as floods, drought, fires, cattle rustling, inter-ethnic clashes, inter-clan clashes, terrorism and political instability, among others, do affect children. Education in Emergencies, disaster and risk reduction, child trafficking, insecurity, ethnic-relations, sustainable development, poverty reduction are some of the PCIs under learner support programmes and education for sustainable development categories.

From time to time, we are expected to show evidence of how a certain PCI has been mainstreamed in learning areas/subjects and the teacher's ability to interpret and integrate it during the learning experiences. There is need therefore to develop a Teachers' handbook on PCIs for both primary and secondary school levels and capacity building on mainstreaming of PCIs is carried out for curriculum implementers.

CBC Mission to nurture every learner's potential can only be realized if teachers and parents are appropriately guided and their capacity built to help learners make sound career choices.

In schools, Career Guidance has been relegated to Guidance and Counselling teachers who offer career guidance to students despite the distinction between the two disciplines. According to Basic Education Curriculum Framework, career guidance has been separated from Guidance and Counselling and handled as one of the learner support programmes in the Pertinent and Contemporary Issues (PCIs). Career guidance will therefore help learners to identify their personality and nurture their personal growth and participation in the world of work for sustainable development

Value Based Education

According to the social pillar in Kenya's Vision 2030, achievement of widespread prosperity involves the building of a just and cohesive society that enjoys equitable social development in a clean and secure environment. To support the achievement of the objective of the social pillar of a just and cohesive society, Education and Training which is one of the eight key social sectors ought to integrate values in the curriculum such as unity, honesty, social justice, peace and integrity.

The National Youth Policy (2018) identifies the weak value systems among the youth as a key concern that needs to be addressed urgently. The weak value system according to the policy has led to many youths being prone to negative peer influence. It has also increased their vulnerability to engage in terrorism, radicalization and abuse of drugs.

According to the Guidelines on Values based Education (VbE) by KICD (2020), in an African traditional society, values were taught and modelled. However, the current social fabric has not adequately addressed positive behaviour formation and nurturing among learners due to individualism, weak family ties and inadequate role models in the society.

Basic Education Act no. 14 of 2013 (revised edition 2019) guides that promotion of peace, integration, cohesion, tolerance, and inclusion should be an objective in the provision of Basic Education. The Act considers imparting relevant knowledge, skills, attitudes and values to learners. This is critical in fostering the spirit and sense of patriotism, nationhood, unity of purpose, togetherness and respect.

Parental Engagement

The Basic Education Curriculum Framework (2017), provides for parental empowerment and engagement programmes as one of the guiding principles for CBC. Similarly, Sessional Paper No. 1 of 2019 on, *Reforming Education, Training and Research for Sustainable Development,* identifies strengthening Parental empowerment and engagement as one of the strategies for enhancing Access, Equity and relevance.

 However, studies have revealed low parental involvement in their children's school work. For example, the NASMLA (2018) Class 3 study found out that 20.2% of pupils were assisted by their mothers () to do their homework and 8.1% by their fathers (Nearly half (44.8%) of the teachers did not require parents to sign their children's homework. These findings are corroborated by those in the EGMA (2019) Endline study in which 70.2% of Mathematics teachers reported that parents did not sign their children's homework. There is, therefore, a need to build a parent's capacity in order to effectively contribute their children's learning.

Summary of Key Issues affecting learning and quality of teaching

The key issue in this area is low learning achievement. Without major effort to counter the effects, the school closings will lead to learning loss, increased dropouts, and higher inequality. Further learning loss (even before COVID, there was low learning achievements).

The learning assessments conducted immediately after the schools re-opened show substantial learning losses. For example, the proportion of grade four (4) learners achieving the required proficiency in reading comprehension is 23 percent, compared to 29 percent in 2019 for the same cohort. School dropout is likely significantly higher for families affected by widespread unemployment and income loss, testing the households' ability to pay to keep students in school. Poor and vulnerable households will be less able to pay for educational inputs and school meals. Students not re-enrolled: 235,732 in Primary and 141, 555 in Secondary.

Government's fiscal space for expenditures for 'Free' Primary Education (FPE) and 'Free' Day Secondary Education (FDSE) may be reduced, worsening the quality of schooling and exasperate the current teacher shortage, which is now estimated at about 50,000.

In addition, regular student's capitation grant to schools is inadequate to support compliance with basic COVID protocols and to support remedial/catch up interventions. Prior to the COVID crisis, learning outcomes were low specifically in higher order skills for numeracy and literacy in early grades, and wide regional disparities persisted in both participation in schooling and learning outcomes.

COVID-19 related school closures have exacerbated pre-pandemic disparities as a result of the increased vulnerability of students in poorly resourced and educationally disadvantaged regions (including informal settlements) to learning loss. Unless widening disparities are addressed, the learning gap (currently 3.2 years) in Kenya will persist and even worsen with negative impact on future worker productivity. Closing of the learning gap is critical for ensuring that students acquire not only basic competencies but also higher order literacy and numeracy skills for productive work.

The proposed project would address the inequities in primary education constraining improvement in the QAYS that is needed for closing the learning gap in Kenya and reduce gender disparities in schooling participation. The main aim of the Project would be: Improved equity in primary education to close the learning gap in Kenya and thereby, strengthen the school building block of human capital. This outcome is expected to lead to the Higher Order Outcome of *Improved human capital for higher productivity and growth in Kenya.* Target schools where the GPI is currently below 0.76 at the primary level for the carrying out of measures to increase girls' retention and completion of primary school, including provision of enhanced support to girls who are at risk of dropping out due to pregnancy or early motherhood.

Target schools falling in the lowest quintile of performance on national assessments (NASMLA) for enhanced learning support/incentives for improving performance: Scale up proven methodologies for improving teaching/learning (lessons from PRIEDE pilot school grants).

Evidence shows effectiveness of well-designed school grants in improving minimum essentials for desirable school conditions, and consequently learning outcomes. Specifically:

Implement a results-based 'top up' school grants (SIP) in target schools to support learning recovery.

Based on the learning assessments, the SIP will include targets to improve school specific learning scores particularly in higher order numeracy and literacy operations. Strengthen systems/capacity to implement reforms and policies: continue to monitor overall school attendance and follow-on learning assessments to measure students progress; scale up existing national school meals program particularly to target schools above; further strengthen the County/sub county-based education teams with a focus on learning outcomes , school leadership and safety in schools; and strengthen preservice Primary Teacher Training Colleges (PTTCs).

Desired Results

Improve learning outcome

The desired results include improved learning achievement.
  I. Improving learning outcomes (overall performance in national assessments; performance on test items for assessing competence in higher order numeracy and literacy competencies)
  II. Reversing learning decline resulting from COVID-related school closures (focus on vulnerable regions/schools where learning loss is greatest)
  III. Strengthened coordination between the County Governments, MoE and MoH strengthened to reduce illness and absenteeism in schools, increase sufficient water supply and provision of hygiene facilities in schools.
  IV. Increased enrollment, retention and transition of all learners including learners with special needs at Pre-Primary.

TRANSFORMATIVE ACTIVITIES

Support Competency Based Curriculum (CBC) and Competency Based Assessment (CBA) through:
  • Conceptualization and implementation of Competency Based Assessment (CBA) and Formative Assessments, including Large Scale Learning Assessments
  • Provide quality, adequate and relevant curriculum support materials, both in print and digital form, including those for learners with special needs and disabilities across all level of Early Learning Years and Basic Education, including teacher education.
  • Enhance integration of Core Competencies, Pertinent and Contemporary Issues (PCIs) and VbE in curriculum support materials and assessment
  • Enhancing ICT integration in learning, teaching and assessment.

Support to Special Needs Education through:
  ● Development, review and implementation of the individualized education programs and plans for learners with special needs and disabilities, including the gifted and the talented   align them with CBC.
  ● Develop a framework to empower parents of learners with special needs and disabilities to support learning. This would include establishment of home- based

education programs, and establishment of village- based EARCs to provide support to this category of learners.

●

ICT integration in learning, teaching and assessment through:

- ● Development of robust ICT systems to support the conceptualization and implementation of CBA and large -scale learning assessments (including development and administration of school- based formative assessments) through for instance, item banking and provision of feedback to stakeholders.
- ● Establish ICT hubs and centers by mapping out ICT infrastructure development in schools and clustering the mapped schools so as to support learning in disadvantaged areas

Strengthen support to curriculum implementation through:
Strengthening institutional - based quality assurance through, for instance, capacity building of head teachers and teachers to undertake self and peer evaluation and appraisal.
Strengthen school-based teacher support for improved pedagogy, through for instance, cluster meetings, mentoring, peer review groups, lesson study and teacher research groups.

Improved teacher efficiency through:
- Provision of relevant pedagogical support and in- school coaching.
- Retooling of teachers in line with requirements of CBC and CBA after recruitment.
- Enhance in- service training to continually build teachers' capacity in curriculum implementation.
- Enhance the operation of Curriculum Support Centers for   continuous support to curriculum implementation.
- Reform pre-service teachers' curriculum and assessments to align them with CBC, including infrastructure.
- Adopt appropriate models to ensure equity in distribution and optimal utilization of teachers.

Access and participation in inclusive and quality pre-primary education.
The constitution of Kenya recognizes that every person has a right to education (Article 43.1.f.) and stipulate that every child has the right to free and compulsory education (Article 53.1.b) Every person is equal before the law and has the right to equal protection and benefit of the law and it should be quality education.
Gross enrolment rates varied between 12% and 113% in 2018. Those counties with enrolment rates below 70% in 2013 increased enrolment by an average of 27%. Those counties with enrolment rates above 70% increased enrolments by a far lower average of 15%. Which illustrates a significant reduction in disparities. However, this reduction in disparity has not been entirely equitable. While there was little difference between average enrolment rates of poorer and wealthier counties and rural and urban counties prior to devolution, disparities have emerged since. The Gross Enrolment Rate (GER) at pre-primary level was 107.8 and 111.1 for PP1 and PP2 respectively (Basic Education Statistical Booklet 2019).
The change between 2014 and 2018 was worse for poorer counties in comparison to richer counties, indicating a divergence of pre-primary net enrolment in the years following devolution. (World Bank report 2020). Research by Prof. James Heckman showed that every dollar invested in quality early childhood programs can yield returns between 4-16 dollars (Heckman, 2012)
- Develop a framework for pre-primary education funding;

- Establish a targeted fund for children from poor and vulnerable households;
- Construct additional pre-primary schools in areas where they are inadequate, especially in vulnerable and disadvantaged area

Improved Health, Nutrition and Protection of Pre-primary School going children

The National Pre-primary Education Policy stipulate clearly that pupil needs to be given meals while in schools and protected under friendly environment (National Pre-Primary Education Policy 2018). In some counties where county treasuries operate in a very centralized way, hospitals and health centres often do not receive a predictable flow of funds, which constrains their operations. In other cases, however, County Treasuries have found ways of "decentralizing" operations spending to front line service delivery units. (World Bank report 2020) (Kenya Demographic Health Survey 2019).

Research on investment (RoI), World Bank confirms that on the health and nutrition of early childhood development, any one dollar invested yields 22 dollars.

The following are the possible solutions if implemented well,

- Establish feeding programmes in pre-primary schools. 29 County Governments have established ECE School Meals Programmes while other Counties have adopted community led school meals initiatives. There is need for harmonizing all Counties to provide school feeding programmes;
- Build capacity of teachers to facilitate de-worming and administration of vitamin supplements. Some Counties have established linkages between the Ministry of Health, County Departments of Health and Education to facilitate teachers on deworming;
- Build water, sanitation and hygiene facilities in pre-primary schools. Some Counties have established linkages with private and development partners in availing low-cost hygiene activities, clean water and sanitation facilities to pre-primary schools and the community;
- Increase funds allocation to the sector. The National Government should increase the resource allocation to the Counties and specifically on child education and health.

- Establish programmes to enhance critical life skills and executive functioning skills;

Improve coordination of Pre-primary education

To strengthen institutional frameworks and coordination in effective leadership
and management of pre-primary education the Government should ensure that
The following measures are achieved (National Pre-primary education policy, 2018).

- Develop a multi-sectoral coordination framework for pre-primary education service providers
- Finalize the integrated pre-primary education policy and guidelines;
- Build capacity of pre-primary education centre managers on governance issues
- Develop a framework for parental engagement and participation
- Establish County Early Childhood Education Committee to manage all ECE activities in county level
- Strengthen the role of regional economic blocs in addressing ECE at an inter-County level

Key Priorities under Learning

Support to Competency Based Curriculum (CBC) and Competency Based Assessment
(CBA) through:

- Conceptualization and implementation of Competency Based Assessment
- (CBA) and Formative Assessments, including Large Scale Learning Assessments

- Provision of quality, adequate and relevant curriculum support materials, both in print and digital form, including those for learners with special needs and disabilities across all level of Early Learning Years and Basic Education, including teacher education.
- Enhancing integration of Core Competencies, Pertinent and Contemporary Issues (PCIs) and VbE in curriculum support materials and assessment.
- Enhancing ICT integration in learning, teaching and assessment.

Key Priorities under teaching
- Provision of relevant school - based teacher support in content, pedagogy, and assessment
- Retooling of teachers in line with requirements of CBC and CBA after recruitment.
- Adopt use of alternative models of curriculum delivery for optimal utilization of teachers
- Reform pre-service teachers' curriculum and assessments to align them with CBC, including infrastructure

Key Priority Areas for Pre-Primary
- Operationalize an Integrated National Data Management System for Pre-Primary
- Enhanced capacity building of Pre-Primary Teachers, County Officers and other curriculum implementers on the Competency Based Curriculum, governance and accountability
- Harmonizing and Financing Capitation Framework to finance Pre-Primary Programs and implementation of the Competency Based Curriculum
- Establishment of a multisectoral Intergovernmental Framework on Pre-Primary Education

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Box 2
What has Worked in Improving Learning Outcomes
- ✓ A suite of Early Grade Mathematics (EGM) interventions towards improved teacher competencies and learning outcomes that included: Training of Early Grade teachers in EGM; Distribution of EGM textbooks; lesson observation by CSOs; provision of KCPE School Specific reports; training of schools in the utilization of school specific reports to enhance learning outcomes.; and hands-on capacity building of teachers in development of standardized assessment tools.
- ✓ ICT policies in education to guide implementation.
- ✓ Integration of digital literacy in curriculum.
- ✓ Use of multi channels in disseminating curriculum support materials.
- ✓ ICT integration in school- based assessment through the COVID- 19 Learning Continuity in Basic Education (LCBE) assessments - assessments uploaded onto KNEC assessment portal, downloaded and scored by teachers, assessment outcomes uploaded onto assessment portal. KNEC processed results. Schools accessed results online.
- ✓ School Based Teacher Support (SBTS).
- ✓ Establishment of ICT HUBs to train and access digital resources.
- ✓ Training of teachers on ICT integration.
- ✓ Provision and enhancement of ICT infrastructure in schools.
- ✓ Whole school approach for Value Based Education
- ✓ Provision of digital resources.
- ✓ Adaptation of digital resources to enhance inclusivity for learners with special needs.
- ✓ Educational portal to share resources.

Box 3
What has worked in Pre-Primary.

- The Ministry of Education (MoE) and County Governments have collaborated in the implementation of the National Pre-Primary Education Policy and Service Standard Guidelines, which has resulted in:
  - Establishment of robust and sustainable school meals programs in 29 Counties, with positive outcomes on learner health and nutrition.
  - Collaboration between MoE, Kenya Institute of Curriculum Development (KICD) and County Governments to conduct capacity building forums for 55,000 ECE teachers on the Competency Based Curriculum for ECE.
  - Implementation of a Schemes of Service for ECE teachers and caregivers by County Governments, with important implications on the quality of education in ECE Centers, and better remuneration and career development for preschool teachers.
  - Implementation of Quality Assurance Frameworks at the County level, resulting in better service delivery and improvement in quality of programs in ECE Centers.
  - Enhanced financing and resourcing in the ECE sub-sector in most Counties which has resulted in: better infrastructure, quality teaching and learning materials, increased enrollment and retention rates in ECE Centers.
  - Establishment of intergovernmental structures for the coordination of ECE to include National ECDE Committee (NECEC) and County ECE Committees (CECECs)
  - Existence of community support grants for implementation of ECE programs.

Annex 2: Indicative Scope of Work for System Capacity Grant

Data and Evidence

Objective: to establish an integrated data management system and a culture of using data at all levels of education system for effective decision making.

Issues: There are continuing weaknesses in the use of data at national, agency, school and county levels for evidence-based policy and planning. The National Education Sector Strategic Plan (NESSP) 2018-22 notes the existence of 'overlapping data' and data-management practices that 'do not support evidence-based, timely, reliable and correct data.' GPE Independent Technical Advisory Committee report on enabling areas noted that there were several policy areas where data generation and use is limited (e.g., factors of low learning outcomes, marginalized and special needs students, and low enrolment in the arid and semi-arid lands (ASAL) areas). Often data is not analyzed and reported to the appropriate level for decision making for improving performance.

Proposed actions: continue with EMIS reform; analyze and produce annual reports on sector level inputs, output, and outcome indicators; conduct annual appraisals, midterm and end-term reviews of sector reform activities and programs; disaggregate data by gender and disabilities; train education officers at county, sub-county, and school levels for effective use of data and reports; institutionalize data management and use.

Implementation: Ministry of Education will lead the efforts for institutionalizing effective use of data and evidence in collaboration with KICD, KNEC, and TSC.

Sector Coordination

Objective: establish a high-level coordination mechanism so that all relevant stakeholders deliver as one towards education sector goals.

Issues: The 2018 education sector analysis highlighted an issue of multiple government agencies with overlapping and competing mandates limiting a comprehensive dialogue on sector performance. GPE ITAP report also mentioned that this issue limits effective monitoring of sector plan implementation through an effective and streamlined mechanism which tracks progress against key performance indicators. There is also a challenge in persuading donors to coordinate and align their support using country systems.

Proposed actions: Inclusive sector coordination will involve strengthening interdependence between the state departments, SAGAs, development partners, and non-state actors. The proposed activities are: capacity building for coordination for research, data management, coordination between ministries and departments, and levels of governments and with relevant non-government institutions; develop and operationalize mechanism for institutional collaboration and collective delivery dialogue;

develop sector institutional governance and management plans for aligned and harmonized delivery; develop plans for harmonized, aligned sector financing plan; coordination framework for governance, leadership, and management strengthened and institutionalized.

Implementation: Ministry of Education will lead implementation of the activities with support from relevant institutions and authorities as required.

Annex 3: Indicative scope of work for System Transformation Grant

Objective: **Reduce gender disparities in schooling participation and sub-national disparities in learning outcome.**

Issues: As mentioned in the Theory of Change of the compact, the STG support will go to a program addressing (i) Improved Quality Teaching, Learning, and Early Childhood Development (ECD); (ii) Achieving Gender Parity in Education and (iii) Improved Equity and Inclusion. These areas are aligned with NESSP, and will be further defined during the program design.

Proposed Scope and Actions:

A. Strengthen implementation of initiated reforms and policies: the key reforms and policies include mapping of school infrastructure to inform a policy on priority investments of essential infrastructure in schools; roll out of the CBC and CBC's formative assessment; decentralization of key functions to county and sub-county education offices to improve service delivery and strengthening school-level management and accountability; recognition of pre-school as a crucial foundation for primary education; institutionalizing and digitizing learning assessments; and revamping the NEMIS to ensure data credibility and timeliness of data collection and analysis.

B. Strengthen pre-service teacher training: to sustain the initiated reforms at pre-service teacher training there is need for capacity assessment of relevant institutions to adequately monitor the implementation. Among the initiatives to be considered will be to link college with primary schools to build professional learning communities and mainstream action research in teacher education. A detailed implementation plan will be provided during the design of the project.

C. Equalize Learning Opportunities: This results area will focus on strengthening the school level conditions for teaching and learning to narrow learning gaps between schools in high performing counties and those in low-performing counties. Schools in counties with historically low performance on national assessments (bottom quintile of performers) will be selected for interventions. Refugee schools, many of which are hosted by low performing counties such as Turkana and Garissa in North Eastern Kenya, will be included in the target group. Key activities are (i) results-based school grants, (ii) improving teacher deployment in target schools with the highest PTR; (iii) supporting school meals for vulnerable learners; and (iv) instituting national sample-based learning assessments (NASMLA).

D. Implement School Based Teacher Support (SBTS) initiative: This is a fundamental reform in order to support the roll out of the new curriculum by shifting classroom

teaching from a teacher centered practice to learner centered one. This initiative includes development and adaptation of simplified teacher support materials in priority learning areas (informed by gaps learning assessments); in-service training on the utilization of the simplified materials; follow-up support at the zonal-level school cluster meetings convened by the respective Curriculum Support Officers (CSOs); establishment of cluster based and subject specific WhatsApp groups for peer support; and lesson observations. This initiative will be supported by improving teacher deployment in schools.

E. Targeted results-based school grants: This will target about 13,200 primary schools including schools with special needs learner, and schools in large informal settlements in urban centers.   Most of these schools in the informal settlements enroll refugee children. Selected refugee and host schools in Dadaab, Kakuma and Kalobeyei will also benefit from the school grants. School grants will be disbursed based on performance on approved School Improvement Plan.

F. Targeted interventions for improving girls' retention and completion rates in the basic education. These actions are: (i) removing financial barriers to school attendance, (ii) meeting the basic education needs of girls, vulnerable boys, and learners with disabilities; (iii) strengthening the supply chain for menstrual hygiene products to ensure that girls' attendance in school will not be interrupted by the lack of these products; and iv) provision of school meals, for both boys and girls, where necessary.

Expected Results: About 9 million learners in primary and junior secondary schools (comprehensive package for school grants, girl's education interventions, school infrastructure development and school meals). These learners are those in target schools located in counties with historically low performance in the NASMLA (bottom quintile of performers). Learners with special needs and disability are included in the total number of learners.

•   About 200,000 (Two Hundred Thousand) children comprising refugees and those from the host communities.
•   20,000 (Twenty Thousand) Diploma trainees in PTTCs and Diploma Training Colleges benefitting from Pre-Service teaching experience, etc.
•   20,000 P1 teachers to be upgraded to Diploma
•   2000 PTTCs trainers and Administrators who will benefit from capacity building on CBC and CBA.
•   About 287,500 (Two Hundred and Eighty-Seven Thousand, Five Hundred) primary school teachers and 40,000(Forty Thousand) Secondary school teachers.

Proposed Key Performance Indicators:

- Increase in the NASMLA Grade 3 assessment scores, for higher order competencies in literacy (Levels [1] 3 and 4), in Counties falling into the lowest quintile of performers.
- Increase in the NASMLA Grade 3 assessment scores, for higher order competencies in numeracy (Levels 3 and 4), in Counties falling into the lowest quintile of performers.
- Improved retention of poor and vulnerable girls in upper primary.
- Reduced teacher shortage in primary schools with the highest teacher shortage.
- Increase in pass rates for teacher trainees in Primary Teachers Training Colleges (PTTC).