

# Cover Note for COVID-19 Accelerated Funding Request

OVERVIEW		
Country:	Kenya	
Grant agent(s):	World Bank	
Coordinating agency:	UNESCO	
Program name:	KENYA GPE COVID 19 Learning Continuity in Basic Education Project	
COVID-19 Accelerated Funding amount requested:	US\$ 15 million, including US\$ 200,000 supervision fees	
Agency fees amount (additional to COVID-19 Accelerated Funding amount requested): <sup>1</sup>	US\$262,500	
Agency fees as % of total COVID-19 Accelerated Funding requested:	1.75%	
COVID-19 Accelerated Funding application date:	5/8/2020	
Estimated COVID-19 Accelerated Funding program start date:	7/1/2020	
Estimated COVID-19 Accelerated Funding program closing date (must be last day of the month, e.g. June 30, 2021):	12/31/2021	
Expected submission date of completion report (At the latest 6 months after program closing date):	6/30/2022	
<b>Grant modality</b> - (please enter 'X')	<input type="checkbox"/>	Sector Pooled
	<input type="checkbox"/>	Project Pooled/ Co-financed
	<input checked="" type="checkbox"/>	Project/ Stand-alone

<sup>1</sup> General agency fees are additional to the Accelerated Funding amount requested, and determined by the grant agent's own internal regulations. They are paid to the agency's headquarters and relate to overhead costs and are typically used to assist in the defrayment of administrative and other costs incurred in connection with the management and administration of grant funds. These fees are pre-determined in the Financial Procedure Agreement (FPA) between the grant agent and the GPE Trustee.

## **Note to the user**

### **Informing the Secretariat:**

→ Prior to submitting a COVID-19 Accelerated Funding application, the Government or the Coordinating Agency informs the Secretariat of the country's intention to apply and provides a timeline for the submission of their application to the GPE Secretariat.

### **COVID-19 Accelerated Funding Guidelines:**

→ Applicants should read the *GPE Guidelines for COVID-19 Accelerated Funding Window*, which explain the application development process, including timeline, and necessary steps. In case additional information is needed, the applicant can contact the Country Lead at the Secretariat.



**FOR OFFICIAL USE ONLY**

Report No: PAD3937

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF

US\$14.80 MILLION

FROM

THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

THE REPUBLIC OF KENYA

FOR A

KENYA GPE COVID 19 LEARNING CONTINUITY IN BASIC EDUCATION PROJECT

{RVP APPROVAL DATE}

Education Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective {Apr 23, 2020})

Currency Unit = Kenya Shilling (KES)

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KES 106.2 = US\$1

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US\$ = SDR 1

## FISCAL YEAR

January 1 - December 31

Regional Vice President:

Country Director:

Regional Director:

Practice Manager:

Task Team Leader:

## ABBREVIATIONS AND ACRONYMS

AWP&B	Annual Workplan and Budget
BoMs	Boards of Management
CBC	Competency Based Curriculum
COVID 19	Coronavirus Disease 2019
CPS	Country Partnership Strategy
CPCU	County Project Coordination Units
CSO	Curriculum Support Officer
DA	Designated Account
DFIL	Disbursement and Financial Information Letter
DPE	Directorate of Primary Education
DQAS	Directorate of Quality Assurance and Standards
ECD	Early Childhood Development
EDCPG	Education Development Partner Coordination Group
EDU TV	Education Television
EdTech	Education technology
ESMF	Environment and Social Management Framework
ESMP	Environmental and Social Management Plan
EYE	Early Years Education
FA	Financing Agreement
FDSE	Free Day Secondary Education
FM	Financial Management
FPE	Free Primary Education
GBV	Gender-Based Violence
GoK	Government of Kenya
GPE	Global Partnership for Education
GRM	Grievance Redress Mechanism
HCI	Human Capital Index
IA	Implementation Agency
ICT	Information and Communication Technology
ICTA	Information and Communication Technology Authority
IDA	International Development Association
IFR	Interim Financial Report
IPC&WMP	Infection Prevention and Control and Waste Management Plan
IPF	Investment Project Financing
KCPE	Kenya Certificate of Primary Education
KEC	Kenya Educational Cloud
KICD	Kenya Institute of Curriculum Development
KIHBS	Kenya Integrated Household Budget Survey
KNBS	Kenya National Bureau of Statistics

KNEC	Kenya National Examinations Council
LMP	Labor Management Plan
MoE	Ministry of Education
MoH	Ministry of Health
NAC	National Assessment Centre
NASMLA	National Assessment System for Monitoring Learner Achievement
NEMIS	National Education Management Information System
NER	Net Enrolment Rate
NESSP	National Education Sector Strategic Plan
NPV	Net Present Value
NT	National Treasury
PC	Performance Contracting
PCU	Project Coordination Unit
PIM	Project Implementation Manual
PPRs	Post Procurement Reviews
PPSD	Project Procurement Strategy for Development
PRAMS	Procurement Risk Assessment Management System
PRIEDE	Primary Education Development Project
SBTS	School Based Teacher Support
SDELBE	State Department of Early Years and Basic Education
SEQIP	Secondary Education Quality Improvement Project
SE/H	Sexual exploitation and abuse, sexual harassment
SEP	Stakeholder Engagement Plan
SMP	School Meals Programme
su	Special Needs Education
SPD	Standard Procurement Document
STEP	Systemic Tracking of Exchanges in Procurement
TOC	Theory of Change
TPAD	Teacher Performance Appraisal and Development
TPD	Teacher Performance Development
TSC	Teachers Service Commission
VMGF	Vulnerable and Marginalized People's Framework
WFP	World Food Programme

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DATASHEET

**BASIC INFORMATION**

Country(ies)	Project Name		
Kenya	KENYA GPE COVID 19 LEARNING CONTINUITY IN BASIC EDUCATION PROJECT		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P174059	Investment Project Financing	Moderate	Urgent Need or Capacity Constraints (FCC)

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input checked="" type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	

Expected Approval Date	Expected Closing Date
16-Jun-2020	31-Dec-2021

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

To enhance access to online and distance learning for all students in primary and secondary schools and facilitate a smooth transition in the return to school for targeted vulnerable students.





**Components**

Component Name	Cost (US\$, millions)
Component 1: Expanding existing remote learning opportunities for learning continuity for all students in basic education	7,750,000.00
Component 2: Facilitate smooth transition back to school for vulnerable students and girls	5,500,000.00
Component 3: Project Coordination, Communication, and Monitoring and Evaluation	1,550,000.00

**Organizations**

Borrower:	The National Treasury and Planning
Implementing Agency:	Ministry of Education

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	14.80
<b>Total Financing</b>	14.80
<b>of which IBRD/IDA</b>	0.00
<b>Financing Gap</b>	0.00

**DETAILS**

**Non-World Bank Group Financing**

Trust Funds	14.80
Education for All - Fast Track Initiative	14.80

**Expected Disbursements (in US\$, Millions)**

WB Fiscal Year	2020	2021	2022
<b>Annual</b>	0.00	6.06	8.74
<b>Cumulative</b>	0.00	6.06	14.80



**INSTITUTIONAL DATA**

**Practice Area (Lead)**

Education

**Contributing Practice Areas**

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

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

**COMPLIANCE**

**Policy**

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

Yes  No

Does the project require any waivers of Bank policies?

Yes  No



Have these been approved by Bank management?

[ ] Yes [✓] No

Is approval for any policy waiver sought from the Board?

[ ] Yes [✓] No

**Environmental and Social Standards Relevance Given its Context at the Time of Appraisal**

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

**NOTE:** For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

**Legal Covenants**

**Conditions**



## I. STRATEGIC CONTEXT

- 1. On March 13, 2020, Kenya reported the first case of COVID-19.** As of April 30, 2020, Kenya has reported three hundred ninety six (396) confirmed cases and continues to be vulnerable to a more widespread outbreak. The Government of Kenya (GoK) has taken actions to control the spread of the pandemic by: (i) suspending arrivals from all affected countries and stating that only citizens or foreigners with permits can enter the country; (ii) ordering those who enter the country to self-quarantine for 14 days; and (iii) closing all educational institutions; as well as on March 22, 2020 by (restricting social gatherings, and imposing new standards for public transport. The GoK also urged organizations to adopt home based work and use of mobile money to avoid cash transactions.
- 2. On March 15, 2020, Kenya’s Ministry of Education (MoE) announced closure of the country’s 30,000 primary and secondary schools indefinitely to mitigate the impact of COVID-19.** The tertiary level education institutions were also closed. Like in many other countries, the closure of schools was unexpected and unplanned. In Kenya, this decision means about 14 million learners have their studies interrupted. More than 310,000 teachers are adapting to this new reality. Additionally, most MoE staff are working remotely, with only critical staff executing their duties from within the Ministry premises. Without major effort to counter the effects, the school closings will lead to learning loss, increased dropouts, and higher inequality. The economic shock is expected to exacerbate the damage, by depressing education demand and supply as it harms households, exacting long-run costs on human capital and welfare.
- 3. Since the school closure, the MoE and the Kenyan Institute of Curriculum Development (KICD) have been focusing on further developing the existing remote learning system (online and distance learning) to ensure students remain engaged, during the COVID-19 school closure period.** As such, KICD is developing, producing and disseminating educational programmes through various channels such as radio broadcasting, Education Television (EDU TV Channel), EDU TV YouTube Channel, and through the Kenya Educational Cloud (e-cloud). For now, the primary and secondary examinations calendar remains. The Government stated that the examination calendar will also remain for now-for the high stake national examinations planned to begin in October 2020.
- 4. The GPE has allocated the Government of Kenya (GoK) US\$15 million,** including a grant agent supervision fees of US\$200,000, from the GPE COVID-19 accelerated funding window designed to capacitate governments to mitigate the impact of COVID-19 on their education systems and help recovery.

### A. Country Context

- 5. Kenya is facing a significant economic slowdown owing to the COVID-19 global pandemic.** Kenya’s medium-term growth prospects will be impacted by COVID-19, and much remains uncertain about the magnitude of the potential impact. Although the Kenyan economy has important sources of resiliency, the COVID-19 shock is expected to reduce growth in 2020 with large impacts on services (travel, tourism, events), agricultural exports, and slowdown in remittances. Measures being taken to slow the rate of infection (“social distancing”), including home confinement, travel restrictions, closure of schools and entertainment spots, suspension of public gathering and conferences, and a nightly curfew, are expected to affect both production and consumption across all sectors of the economy.



6. **Poverty rates in Kenya remain high by the standards of lower-middle-income countries.** The share of the population living below the national poverty line fell from 46.8 percent in 2005/06 to 36.1 percent in 2015/16. Despite this progress in poverty reduction, poor households remain constrained by demographic characteristics, low levels of human capital, and limited access to basic services. Moreover, many Kenyans are at risk of falling into poverty impacting their ability to access basic services such as education and health. Over a third of Kenyans are classified as vulnerable, with vulnerability common among households that derive most of their income from agriculture and those with low levels of educational attainment.
7. **More than half of Kenya's urban population (56 percent) live in informal settlements/slums.** For example, within Nairobi, poverty is highly concentrated in these unplanned settlements, with nearly a third of slum residents being poor compared to just 9 percent of those living outside slum areas. With the spread of COVID-19, and the associated measures for 'social distancing' as well as the restricted movements, there is a high likelihood of reduced job opportunities for this urban population.
8. **Kenya's economic growth will be negatively impacted by COVID-19 shocks.** Productivity in key economic sectors is likely to be severely constrained by the measures taken by the Government to slow down the spread of the pandemic. The inability of poor households to cope with adverse shocks and their limited financial resilience will have severe long-term implications, as reduced spending on food, education, and health can dramatically slow human capital accumulation. With poor, vulnerable and marginalized household relying on blue-collar jobs, their ability to finance expenditures related to basic services such as health and education, will be compromised. The Government has introduced a fiscal stimulus to address economic fallout associated with COVID-19, effectively pausing the planned fiscal consolidation. The stimulus included on the expenditure front, additional spending to strengthen the health systems to handle corona infections, measures to provide relief to households (through cash transfers) and protect businesses.

## B. Sectoral and Institutional Context

9. **In line with the Government's Vision 2030, the MOE, in collaboration with stakeholders, developed the National Education Sector Strategic Plan (NESSP 2018-2022), which covers three main areas:** (i) access and equity; (ii) quality and relevance; and (iii) governance and accountability. Concerning access and quality, the NESSP aims to address regional disparities in access, and improvements in learning outcomes specifically at basic education level. Among key reforms in the NESSP, is the Government's initiative for reforms in Competence Based Curriculum (CBC) and assessment.
10. **Although Kenya's education results are relatively high on Human Capital Index (HCI) measurements, learning outcomes are low and wide regional disparities remain.** Kenya scored higher in the Human Capital Index (HCI) than the average for its region and income group. Children in Kenya can expect to complete 10.7 years of pre-primary, primary and secondary school by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 7.8 years- a learning gap of 2.9 year. Kenya also performs well in regional learning assessments at the primary level compared with other African countries, second only to Mauritius. Prior to the COVID crisis, economically disadvantaged counties suffered from a lack of resources, and consequently have worse learning outcomes. The impact of these resource gaps can be seen in test results. The 2018 National Assessment System for Monitoring Learner Achievement (NASMLA) for grade 3 found that 80 percent of learners can handle very basic and simple addition and subtraction operations, but



over 35 percent face challenges with higher order mathematical operations<sup>2</sup>. In addition, over 90 percent of grade 3 learners could not translate information presented in a sentence into simple arithmetic operation.

**11. The COVID-19 crisis is expected to impact the education sector in many ways:**

- **Government’s fiscal space for expenditures for ‘Free’ Primary Education (FPE) and ‘Free’ Day Secondary Education (FDSE) will be reduced.** Kenya spends about 20 percent of the government budget (or 6 percent of GDP) on education. These investments have resulted in substantial expansion in access to education at all levels. For instance, introduction of universal FPE and FDSE has had significant impact on improved access and transitions at basic level (Annex 2). As the Government’s resources are increasingly strained from lower revenues and increased expenditures associated with the pandemic and its response, education sector expenditures are likely to be impacted. Cuts in education investments may worsen the quality of schooling and exasperate the current teacher shortage estimated at about 100,000;
- **Student dropout could rise, impacting the already low transition rates to secondary education.** Likelihood of school dropouts will be significantly higher for families affected by widespread unemployment and income loss. this tests households’ ability to pay to keep students in school. High costs were the leading reason respondents cited for non-attendance<sup>3</sup>. While primary education is universally affordable, secondary education often remains too expensive despite the introduction of Free Tuition Secondary Education in 2008. Secondary education is much more expensive than primary education, with median household expenditure per child enrolled in a public school close to 50 percent of the poverty line. Targeted support will be essential for creating equal opportunities for children from all socioeconomic backgrounds;
- **Poor and vulnerable households will be less able to pay for educational inputs and school meals.** Expenditures on key educational inputs are likely to drop, potentially exacerbating the supply-side shocks from school closures and (later) reduced school quality. Contracts for teachers who are employed by the parents/ Board of Management (BoM) are likely to suffer; and school feeding programs may close when parents are unable to pay the lunch levy. Over 1.6 million learners rely on the Government supported school meals program, while most girls in public upper primary schools are supported with sanitary towels through the Government’s sanitary towels programme; and
- **Student mental health is likely to suffer from fear of COVID-19 and stress of social distancing.** Depression among students has a lasting impact on their learning and development. Parents and teachers are unlikely to have the capacity to adequately respond to students’ mental well-being during the pandemic, given that they are also subject to elevated stress and anxieties and may not have the technical capacity to respond. In addition, students benefit from existing psycho-social support from the guidance and counselling arrangements at the school level.

**12. With the COVID-19 crisis, girls may be more likely to lose out on education when schools reopen.** School closures may lead to an increase in the burden of care-related tasks, which disproportionately impact girls in many contexts. Girls suffer extra constraints due to social expectations, for example to take on household responsibilities and domestic chores, and in economically disadvantaged areas they tend to marry and have

<sup>2</sup> A two-step addition or subtraction, multiplication operations, recognize fractions and common units of measurement such as days,

<sup>3</sup> 2015/16 Basic Report Kenya Integrated Household Budget Survey (KIHBS)



children early. Additional barriers to girls’ school participation and retention include poverty and high school fees, poor infrastructure and long distances to schools, insecure learning environments and increased exposure to violence and sexual harassment or abuse. Scholarships, in kind support, and cash transfers have all proven effective in increasing enrollment rates.

13. **Kenya has made a concerted effort to embed digital skills in the national education system.** Flagship initiatives such as the Digital Literacy Program have sought to better integrate ICT in the education system, but many of the covered schools are not yet using the equipment as intended. In 2018, the Teachers Service Commission (TSC) developed a teacher shortage strategy with an aim to mitigate the impact of teacher shortage at the school level. The TSC has proposed, among other strategies, a review of the staffing norms. TSC is also undertaking teacher management reforms, which have been prompted by teacher absenteeism; and inadequate mastery of subject content knowledge and pedagogic skills. In the context of COVID, continuous teacher professional development will need to include interventions to build capacity of teachers in remote learning methodologies ( online and distance learning).
14. **Continuous support will need to be provided to learners and families, particularly those in rural areas and informal settlements, to help them adapt to remote learning.** Additionally, the adequacy of infrastructure required to access the existing educational technologies varies markedly across the country, meaning that not all students will be able to equitably access the remote learning solutions. While internet access has become more widespread in Kenya and connectivity is now reaching most of the country, some students in rural and underserved areas are likely to encounter challenges related to connectivity as costs remain prohibitive for many users, particularly the poor and vulnerable households.

**Table 1: Households by Ownership of Selected Household Assets and Source of Lighting**

	With a stand-alone radio, percent	With a desktop top/computer/laptop/tablet, percent	With a functional TV*, percent	With an analogue TV**, percent	With access to Internet, percent	Using electricity as source of lighting, percent	Using solar as source of lighting, percent
Garissa	47.8	2.6	12.9	2.2	6.3	23.5	12.7
Wajir	54.2	1.4	6.6	1.2	3.5	14.1	11.6
Mandera	45	1.5	8.3	1.4	3.5	15.7	9.9
Lamu	37.3	4.2	30.8	3.7	11.8	43.2	28.3
Tana River	28.4	2.7	15.3	2.3	5.5	25.6	20.9
Turkana	12.1	2.1	7.4	0.9	4.4	8.6	6.2

Source: KNBS, 2019.

Notes: \*Functional TV refers to Television that can receive the signals. They include TV with free to air set top box/ digital TV, TV with Pay TV decoder and Internet Protocol television; \*\* Analogue TV has no connection or signal

15. **A single approach to remote learning would be challenging in Kenya.** While e-learning should be one core element of any remote learning strategy, it needs to be complemented by other strategies to reach those students most in need, or risk further marginalizing those students already at risk. The high mobile phone penetration in Kenya (about 95 percent) provides an opportunity to leverage online learning. However, only 85 percent of the mobile phones are smartphones, and data packages for internet are expensive-data retails for approximately US\$2.40 per Gigabyte (GB). Despite this, several secondary schools are already using the WhatsApp platform to disseminate homework, critical readings, and to conduct assessments.



16. **Kenya already has good online learning platforms in place that can be leveraged to support an effective remote learning system in response to COVID-19.** The Government-run Education Television (EDU TV) channel provides one platform that can support educational services. Running since March 2010, the EDU TV channel is a ‘free to air’ channel that has a wide coverage reaching most parts of the country. Television penetration is high at about 88.6 percent. However, nearly 11 percent of the population cannot access television, mainly from the poorest households. Radio services penetrate approximately 98 percent of Kenya, meaning that nearly every child would be able to access radio-delivered education provision. The e-cloud hosts a range of interactive digital content, radio lessons on demand, textbooks, and some online courses for teachers. The cloud can also be used as a portal to receive and review supplementary learning materials submitted by external parties such as teachers, small scale EdTech entrepreneurs or larger private enterprises. While interactive online education services have potential to simulate the school experience, issues of inclusion and equity, and the critical role of teachers will need to be carefully considered.
17. **Moving forward, monitoring and evaluation of the remote learning interventions will be critical to identify problem areas quickly, inform allocation of resources, and suggest design and delivery improvements.** KICD has a mandate to develop, review and approve programmes, curricula and curriculum support materials relevant for all levels of education below the University. KICD estimates about 47 percent of learners are accessing the existing online learning platforms, and education content ‘downloads’ from the Kenya education cloud has seen an increase from 2,000 to 14,000 since the school closure. However, it is not clear what this data represents- whether learners or teachers or other users. The Government, through Kenya National Bureau of Statistics (KNBS), is preparing to conduct a nationwide survey which will include questions regarding the primary source from which students are accessing learning material during the COVID-19 pandemic.
18. **The MoE, through KICD, has identified key challenges with the remote learning initiatives, within the CBC framework for sustainability that would need to be addressed:**
- High dependency on ‘traditional’ classroom teaching and learning methods, and slow adaptation of educational technologies;
  - Inadequate access to remote learning meaning that teaching, and learning are interrupted when traditional classroom methods are not available;
  - Inequality between the public and private schools that have adopted a system of learner -teacher remote interaction for continued curriculum delivery and assessment during the COVID-19 period, and inequality among learners from various regions and households;
  - Return to normal schooling after the current COVID-19 pandemic will find learners at different levels of learning, which has implications on school level assessment, and performance in the high stake national examinations scheduled to begin from October 2020;
  - Inadequate monitoring and evaluation arrangements for the existing remote learning interventions and targeted interventions for the unreached students; and
  - The emergence of content, apps and platforms that have not been verified by KICD and being marketed and offered to Kenyans is likely to create some confusion in curriculum delivery and assessment.
19. **The MoE (State Department of Early Learning and Basic Education) has developed a COVID -19 response and recovery plan<sup>4</sup> with the following main objectives:** (i) to provide access to quality, equitable and inclusive education to learners during and after the crisis to ensure continued learning; (ii) to facilitate production of

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<sup>4</sup> The plan is accessible on this link: [https://education.go.ke/images/Kenya\\_basic\\_Education\\_COVID-19\\_Emergency\\_Response\\_Plan-compressed.pdf](https://education.go.ke/images/Kenya_basic_Education_COVID-19_Emergency_Response_Plan-compressed.pdf)





online teaching and learning materials, and to expand existing distance learning programmes; (iii) to train teachers to effectively support distance learning, including monitoring and assessment; (iv) to develop, and implement intervention programmes targeting the marginalized and most vulnerable learners especially the girls and learners with special needs; and (v) to provide psychosocial support to learners, teachers, education officials and other stakeholders. **Annex 2 (being worked on)** includes a summary of other ongoing interventions by the Government and other partners that complement the proposed project activities.

20. **MoE estimates at least US\$24 million will be needed to support proposed interventions in the COVID-19 plan.** The main areas of interventions for the short and medium terms include: (i) continued learning for all students during the COVID-19 crisis, and beyond; (ii) production and delivery of online lessons, and provision of teaching and learning resources; (iii) re-enrolment of learners when schools re-open, and conducting of learning assessments; (iv) provision of scholarships for vulnerable students, and psychosocial support to learners, teachers and the overall school community; (v) ensuring the safety and wellbeing of learners and teachers including children with special educational needs and disabilities; (vi) hiring and placing of additional teachers in understaffed counties; and (vii) support for MoE staff (in various Directorates) and teachers to prepare for recovery and reopening. The plan includes specific activities and budgets estimates for each of these areas.

### C. Relevance to Higher Level Objectives

21. **The proposed project is aligned with the Kenya Country Partnership Strategy (CPS) and the World Bank Group (WBG) mission to end extreme poverty and boost shared prosperity.** In responding to a key domain in the Kenya CPS, 2014–2018<sup>5</sup> that aims at building human capital through education and training and boosting shared prosperity, this project is prepared as an emergency response to the COVID-19 crisis to support continued learning during the COVID-19 pandemic, and to mitigate a deepened learning crisis beyond the pandemic. The project is consistent with the WBG’s Human Capital Project (HCP), of which Kenya is considered an “accelerator country”. Kenya needs to accelerate education reforms and educational attainment as a means of increasing human capital accumulation; address wide regional disparities (including in gender) particularly for the arid, semi-arid regions and informal settlements in urban centers; and improve the efficiency of spending. The project is also aligned with the Kenya Basic Education COVID 19 Emergency Response Plan, 2020.
22. **The project will complement and leverage other relevant ongoing education projects supported by the World Bank and other development partners.** The project interventions complement ongoing national level interventions under the Kenya GPE PRIEDE (US\$98.1 million, P146797) and Secondary Education Quality Improvement Project (SEQIP US\$200 million, P160083) to improve the overall teacher management and development systems; to reform procurement and distribution of textbooks, and provision of core textbook to all learners; to improve basic school infrastructure including sanitation facilities in target schools; provision of sanitary towel program to girls in school; interventions for learners with special needs education; competency based curriculum reforms, and associated teacher trainings; improvements in national assessments to align process and test items to international assessments; and school based teacher support initiatives to improve teacher proficiency and learning outcomes. The project is also complemented by technical assistance to MoE for Early Childhood Development (ECD) strategy and policy development.

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<sup>5</sup> The Kenya Performance and Learning Review (PLR) of the CPS concluded that strategic objectives and design of the CPS remain valid, and extended the CPS by two years, to FY 2020 (Report No. 87024-KE).



## II. PROJECT DESCRIPTION

23. **The project interventions are conceptualized within an existing education ecosystem, where key education reforms are still ongoing despite the COVID-19 crisis.** The project is therefore not conceived as just an emergency short-term response; instead, in line with the MoE's COVID-19 plan, it also includes a medium-term set of interventions to protect the education system and to build additional resilience for a crisis that is still unfolding and that will affect Kenya's society and economy for an uncertain period.

### A. Project Development Objective

24. **PDO Statement:** To enhance access to online and distance learning for all students in primary and secondary schools and facilitate a smooth transition in the return to school for targeted vulnerable students.

25. **PDO Level Indicators:**

- Percentage of students supported with remote learning interventions (online and distance programs) (male, female) (number of students)
- Number of teachers trained in using remote learning methodologies (online and distance learning methods) ((% of teachers)
- Percentage of students, previously enrolled in pre-school, primary and secondary schools, who return to school once the school system is reopened, disaggregated (male, female) (number of students).
- Number of students provided access to school meal and nutrition for at least 151 learning days in a year (male, female) (% students)

These indicators will be further disaggregated by grades (pre-school, grades 1 to 12), by sub-county, and by subject specialization to provide more granular reporting on progress towards achieving the objectives.

### B. Project Components

26. **Component 1: Expanding existing remote learning opportunities for learning continuity for all students in basic education<sup>6</sup> (US\$7.75 million).** MoE is looking into solutions to maximize its existing remote learning resources and strengths in line with emergent international good practices in remote learning in the time of COVID-19. Good practice models are emerging, which Kenya can draw on, as well as building on its own experiences to deliver effective remote learning. Annex 2 includes a snapshot of international good practices in remote learning.

27. **Sub-Component 1.1: Support Access and Delivery of inclusive Online Content to all students in primary and secondary school (US\$5.25 million).** This sub-component will support the following four interventions<sup>7</sup>:

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<sup>6</sup> The Kenyan Constitution of 2010 provides the right to quality education and training to all. Articles 43(f) and 53(1) (b) of the Constitution provide for the right to education and the right to free and compulsory basic education, respectively. The Basic Education Act (2013) was revised accordingly to guarantee the right of every child to free and compulsory basic education. To operationalise the constitution, the Basic Education Act was revised in 2013 to include among others, a definition of 'free and compulsory basic education'. According to the revised Act, this includes pre-primary education, primary education, secondary education and special needs education and Adult and Continuing Education.

<sup>7</sup> Operational details for each intervention will be included in the project's implementation manual.



- a) *Radio*: MoE proposes to enhance the existing radio education channels through expanded partnerships to reach all regions. MoE will seek partnerships with privately owned, community, and faith-based radio broadcasters to add to the existing radio education services. The broadcast hours are expected to increase from the current 4.5 hours to 8 hours per day. The radio transmissions will include interactive recorded classroom teaching, with additional new recordings added for grades and subjects that are not currently covered. Additional, existing and new content will be rebroadcast where feasible. Remedial or revision-focused interactive online lessons will also be added to focus on ‘weak’ areas highlighted in the national learning assessments. This intervention will support mechanisms to promote interactive online learning for both radio and TV platforms<sup>8</sup>. Expansion of radio coverage in all regions, is also expected to benefit over 72,000 children who are refugees;
- b) *Television*: This intervention will support MoE to add new programming to EDU TV daily transmission schedule. MoE will work with Ministry of ICT to establish new partnerships with faith based, community and privately-owned TV providers to include EDU TV in their subscription packages. For the COVID -19 period, the project will pay for the subscription packages and offer these to households for ‘free’. The radio and television content will be expanded to cover core subjects in all grades. The new content will include recordings of classroom teaching delivered by hand-selected, high-quality teachers. KICD will work closely with TSC to identify and facilitate these teachers. KICD will be required to adapt the online based lessons for learners with special needs. For example, students with hearing impairments need to be provided with online lessons in sign language as well as same language sub-titling;
- c) *The Kenya Education Cloud (e-cloud)*. The project will support acquisition of supplementary online teaching and learning materials from external partners and providing this for free to all learners through radio, EDU TV and e-cloud; and strengthening of the e-cloud in the following aspects: curation of additional content to cover core subjects in all grades; upgrade of the e-cloud portal to make it more efficient, and to increase its capacity to support over 15 million users; and adapting online content for children with disabilities. Related to remote learning interventions, limitations for children with disabilities include use of learning platforms that are inaccessible; inadequate capacity of online content developers to package information for consumption by children with disabilities; and limited capacity of parents/caregivers to support children with disabilities with home based learning. KICD will partner with relevant external content developers to provide access to free digital online content on the e-cloud that is suitable for children with disabilities. Such content will include audio-visual digital textbooks and story books that are readily available with external content developers in the Local Sign Languages Kenyan Sign Language (KSL), and captions. KICD will also ensure relevant online content meets the font size standards for easy access by learners with low vision. This intervention will also support KICD to establish protocols for enhancing storage and digital rights management, to evaluate course and supplementary teaching and learning materials particularly form external partners, to strengthen the ability of the e-cloud to directly provide curriculum delivery in special situations, such as in COVID-19, and to put in place critical foundations for the long-term use of technology in education services-for example address security and cyber bullying.
- d) *The Kenya education cloud will be leveraged to enhance inclusiveness during the COVID pandemic by laying critical foundations for effective use of technology in education services in counties such as Garissa, Wajir,*

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<sup>8</sup> Such as WhatsApp group; questions and answers posted on the e-cloud; ‘toll free’ /reverse call options to teachers identified and contracted by TSC and KICD for this purposes, and or volunteers ; short text messages; dedicated websites which could be immediately established as webpages in existing KICD, TSC and MoE websites.



*Mandera, Lamu, Tana-river and Turkana.* Under the e-cloud intervention above, the project will support KICD to adopt a simple virtual learning environment (VLE)<sup>9</sup> using the e-cloud platform to deliver lessons through live streaming and or pre-recorded interactive lessons on gadgets that can be used offline during the COVID crisis and the recovery period. These counties are unique challenges and require specific targeted interventions. The challenges include limited in access to electricity and internet (Table 1), which may impact on effective utilization of the remote learning opportunities. For the medium term, under the digital learning programme (DLP) the Government targets to connect all primary school with electricity. In addition, the ongoing World Bank supported Kenya Off-Grid Solar Access Project, KOSAP (P160009) is targeting facilities not served by the national grid to provide mini-grids, stand-alone solar systems, clean cooking solutions and solar water pumps. About 207 schools in these counties are targeted under this project. A new initiative by the Government and the private sector aims to provide wider internet coverage to institutions and households in the most rural regions, including these counties. Through this initiative, it is estimated a single internet balloon can provide internet connectivity across an eighty (80) kilometer-diameter area. In addition, the Government has partnered with the Kenya Publishers Association (KPA) to avail electronic copies of core textbooks for free on the e-cloud for all students. The proposed simple virtual learning environment may therefore work during the recovery period. Adopting this area-based approach for VLE, will also promote better learning opportunities for refugees children- the largest refugee camps are located in Garissa and Turkana counties.

- e) *Mobile phones:* The interactive content being developed for radio, TV and e-cloud will be adapted for and accessed via mobile phones, potentially increasing the reach of the resources developed. Mobile phones can be leveraged to provide three elements of support for distance learning: (i) Phones can be used to access content supplied through the e-cloud or (ii) other mediums such as YouTube, radio applications, or (iii) education focused mobile applications. Some learning applications have been explicitly designed for use on mobile phones-even those without smart phone capabilities can be used to access learning via short message service (SMS). KICD could also leverage on the mobile phones to send messages that provide behavioural nudges to parents. This might include prompting parents and care givers to provide encouragement to children or providing guidance on good tips to support home learning.

**28. Subcomponent 1.2 (US\$2.0 million): Teacher training in interactive remote learning methodologies:** This sub-component will support capacity building of teachers in online and distance learning methodologies to ensure teachers play a role in supporting remote learning. The teacher training intervention will build on the existing trainings for teachers for the digital learning programme (DLP) conducted by the TSC and Ministry of ICT, Information and Communication Technology Authority (ICTA) where over 92,000 teachers in early grades were trained. The TSC and ICTA, with relevant technical assistance, will review the existing training content to expand it to reflect new roles for the teachers in supporting remote learning (online and distance learning), during the COVID-19 crisis and beyond. The roles for teachers in primary and secondary schools might include design and delivery of the online lessons, developing activities for learners to do remotely or at home,

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<sup>9</sup> The project implementation manual will include operational details for the VLE intervention, including the target schools and scope-based on an ongoing rapid needs assessment, and findings of the VLE pilot conducted by KICD in Isiolo and Garissa. The proposed VLE includes the following program models, which will be described in detail in the PIM: (i) hybrid or blended learning, which combines face-to-face traditional classroom instruction methods and online learning opportunities based on the school learning conditions; (ii) online and distance learning using curated content on the e-cloud -the uplink includes decoders and modulators that allows all formats of digital content (radio, TV, interactive digital content); (iii) support to 'off line' learning through access to digital learning materials on devices such as Digital versatile discs (DVDs); (iv) mobile caravans fitted with relevant devices and internet to reach clusters of specific schools; and (v) the initiated schools 'twinning' programme, which aims to create an environment where good practices and sharing of online and off line resources among 'partner' schools.



designing simple learning plans to support parents to home school, being on call (or other relevant social media platforms) for interaction with learners and parents, hosting and online- or phone-based group learning conversations.

29. Under this component, TSC and ICTA will offer training (using the revised training content) to a total of 250,000 head teachers (and or their deputies), teachers and curriculum support officers (CSOs). The project implementation manual (PIM) will include details for targeting of these officers, and mechanism for roll out of the training-the targeting will consider equity and inclusiveness. The new content is expected to be developed for online delivery mode for access by all teachers and CSOs at no fee. KICD will continue to offer the *Elimika*<sup>10</sup> online courses for teachers, which is part of the e-cloud. *Elimika* rolled out two<sup>11</sup> online self-paced courses for teachers focusing on curriculum delivery using technology. The two online courses are not mandatory, about 5,299 teachers have enrolled in the *Elimika* ICT integration course.

30. **Subcomponent 1.3 (US\$0.5 million): Create an integrated monitoring and evaluation system for remote learning interventions and provide support for parents and caregivers to monitoring student learning.** This subcomponent will support the following two interventions:

- a) *Provide support for parents and caregivers to support and monitor student learning.* Under this intervention, KICD will collaborate with partners to further develop and disseminate simple tips to support parents and caregivers as they support learners at home, especially while using radio, TV and mobile phones. Under this activity, KICD will develop specific tips targeting parents/caregivers with children with disabilities. The tips will include relevant contacts for ‘helpdesks’ at KICD. KICD will leverage on the partnerships for TV and radio to disseminate these tips. MoE will work with Ministry of ICT to ensure KICD adequately considers aspects of information and data security, including related data protection practices and safeguards and intellectual property issues, child protection and cyber-bullying mitigation; and
- b) *Create an integrated monitoring and evaluation system for the remote learning interventions.* This intervention will support development of a readiness and decision support tool<sup>12</sup> to assist and guide Kenya as it implements remote learning interventions. KICD will contract a relevant firm or institution to support development of monitoring and evaluation mechanisms for all online and distance learning interventions. The monitoring system is expected to leverage technology and online based monitoring tools. The monitoring, among other aspects, will include the need to establish utilization of the expanded remote education opportunities through radio, TV and e-cloud, and relevance of the simple tips provided to parents and care givers to guide learners at home. KICD will conduct phone based and or online surveys to collect feedback from students, teachers and parents/care givers on how the students and teachers *feel* the project interventions are meeting their needs regarding remote learning (including why they feel their needs are met, and if not why). KICD will publish on its website, semi-annual report with the analysis of the surveys and how the findings have been utilized to inform improvements in project activities under

<sup>10</sup> <https://elimika.kec.ac.ke/> ‘Elimika’ is Kiswahili word for ‘educated’.

<sup>11</sup> ICT Integration course for Teachers, and CBC Online Orientation Course. The courses are self-paced courses and aim to equip teachers with the required relevant competences to enable them integrate ICT in the teaching and learning process in line with the digital literacy competence in CBC.

<sup>12</sup> This tool would include minimum and recommended standards related to infrastructure, content, teacher support, and institutional implementation capacity, including mechanisms to monitor, assess and evaluate impact over time. The tool is also expected to address monitoring and documentation of how teachers can support remote learning to inform insights in the immediate, medium and long term, and emergence of innovative practices



KICD. The other evaluation aspects, based on the proposed tool, will endeavor to draw lessons from the proposed interventions for remote learning to document lessons learned and to inform future interventions.

31. Support under this component will include the following main activities:

- expand partnerships with radio and TV providers, and procurement of core ICT equipment to support the lessons recording and upgrading of the e-cloud;
- acquisition of online supplementary learning materials and development of additional online interactive lessons for all grades and subjects in basic education, including adaptation for learners with special needs;
- review of existing digital learning training packages for teachers, and capacity building of target teachers;
- procure of relevant consultancy services to develop a readiness and decision support tool for remote learning interventions;
- develop a multi-modal strategy, which includes child protection, information and data security aspects;
- strengthen the e-cloud;
- develop monitoring mechanisms for online and distance learning interventions;
- establish virtual learning environment in target schools in Garissa, Wajir, Mandera, Lamu, Tana-river and Turkana;
- conduct semi-annual satisfaction surveys for remote learning services and disseminate findings; and
- develop and disseminate simple tips to support parents and caregivers, including a helpdesk, as they support learners at home.

32. **Component 2: Facilitate smooth transition back to school for vulnerable students and girls, when schools reopen (US\$5.5 million).**

33. **Subcomponent 2.1: Support to the National School Meals Program (US\$4.5 million).** This sub-component will support a top up grant for the existing National School Meals Program (SMP). The top up grant will support: (i) provision of a fortified meal each learning day for pre-school learners, and learners in grades 1, 2 and 3 in the existing selected schools under SMP, which are within informal settlements, arid and semi areas; (ii) expand provision of the fortified meal to additional schools within the informal settlements in urban centers, and special needs schools with a focus on pre-school learners and learners in grades 1, 2 and 3 ; and (iii) review the mapping process for the SMP, to link it to the most recent poverty data, for equity and optimal use of existing resources for the program. The existing SMP covers learners in pre-primary and primary schools in selected Counties (Annex 2) and has two interventions: (a) Centralized Procurement system (in-kind). Food commodities are procured centrally and distributed to target schools in ten (10) arid Counties; and (b) cash transfer to schools for the 'home grown' SPM on a per child cost of about US\$0.1 equivalent). The SMP will be undertaken as per the established standards for nutrition and hygiene, and the school health and nutrition policy.

34. The School Meals Programme Committee (SMPC) does the procurement of food locally following the SPM regulations and guidelines. This intervention has a budget short fall of about US\$6.26 million for this academic year (January 2020 to December 2020). Funds allocation for the program has remained static over the past four years despite increased enrollment in target schools. This implies target students benefit from the SMP for about 70 learning days instead of the expected 151 learning days in one year. In some cases, this has led to irregular school attendance, dropouts and poor learning outcomes. Under this intervention, MoE will also review the existing mapping and targeting process for the SMP considering are substantial changes in poverty data at the sub-county level, changes in students' enrollments, and the need for special consideration for





schools located in the informal settlements in urban centers, and schools with special needs learners. In addition, MoE, will establish an online monitoring system for the SMP, linked to the National Education Information System (NEMIS).

35. **Subcomponent 2.3: Provision of on online based psychosocial support services (US\$1.0 million).** This intervention will provide support to MoE to design an online based and toll-free psychosocial support services through an agreement with one or two relevant institutions. The service will make provision for a blended mode (online and face-to-face) while considering the social distancing measures. This approach will allow for students needing the service and in regions with hardly any connectivity to be reached. The service provider will prioritize recruitment of existing pool of teachers who are already serving as guidance and counselling focal points in their respective schools. The terms of reference (ToRs) for the service provider will include a task for a phone based and or online surveys to collect feedback from students on how the students and teachers feel the project interventions are meeting their needs regarding psychosocial support (including why they feel their needs are met, and if not why). The ToRs will also include a deliverable for a semi-annual report with the analysis of the surveys and how the findings have been utilized to inform improvements in the services being provided.
36. MoE will leverage the radio and TV partnerships under Component 1, to disseminate to students and parents, this opportunity for psychosocial support, and key messages on psychosocial wellbeing that will be developed by the service provider. This service will initially target learners in primary and secondary schools from the poorest regions, and informal settlements. This intervention will complement the ongoing comprehensive interventions regarding student's violence and gender based violence (GBV) under the SEQIP project, which among other activities, include establishment of GBV protocols at the school level, advocacy, appointment and training of gender champions at the school level.
37. Support under this component will include the following activities: (a) SPM activities ;and (b) psychosocial support services.
38. **Component 3: Project Coordination, Communication, and Monitoring and Evaluation (US\$1.55 million).** This component aims to support project implementation, selected monitoring and evaluation activities, and to build capacity of MoE to conduct virtual meeting during the COVID-19 period and beyond. Although the project activities for this grant are delineated, overall, project management and coordination, will be implemented within the existing governance structures for the Kenya GPE PRIEDE project at MoE. The component will support the following activities:
  - a) *Monitoring school attendance in all schools (US\$0.05 million).* MoE will leverage the radio and TV partnerships under Component 1, to launch re-enrollment campaigns once schools re-open. MoE will also issue guidelines to school management and education officials at the County/Subcounty level, informing schools on how to deal with the monitoring of school attendance, end-of-academic year decisions on student assessment, grade promotion and the national examinations, so that the most vulnerable students, already likely to be hit by the COVID-19 pandemic, are not disadvantaged academically as well. MoE will collect and analyze weekly statistics to monitor number of students who have reported to school. The existing National Education Management Information System platform ( NEMIS) will be used to collect and analyze the data. The funds allocated for this intervention will therefore be used to support dissemination of the re-enrollment data, and targeted campaigns in areas lagging with re-enrollment. Headteachers will be responsible for knowing and recording why any student is absent (by calling and



following up with parents), and will update this information on NEMIS, and notify the sub-county director of education of any student absent from school for more than five days, and reasons for the same;

- b) *Conduct a learning assessment in all primary schools (US\$1.0 million).* Building on the NASMLA process and test items, the national assessment center (NAC) will support schools to conduct a school based simple learning assessment to inform areas of emphasis, particularly for learners lagging. The learning assessment will enable schools to establish a baseline of the most at risk learners immediately schools reopen. The assessments will be conducted on time, to ensure when students settle back to school, catching up plans and interventions are ready for implementation; and
- c) *Overall project management, coordination and communication, and capacity enhancement for virtual meetings in MoE's main board room (US\$0.5 million):*
  - Overall project management and coordination including preparation and execution of the 18 months' work plan and budget (AWP&B), and procurement plan; monitoring of the results framework and quarterly reporting; facilitate project communication; ensure compliance with fiduciary and safeguards requirements;
  - Enhance existing technical assistance arrangements by World Food Programme (WFP) and MoE to support MoE to timely implement and monitor expanded SMP activities; and
  - Procurement of a relevant firm to design and install relevant ICT enabled equipment for virtual meetings, conference calls, and web conferencing. The firm will also be required to train relevant staff at MoE on the use and maintenance of the equipment.

39. Support under this component will include the following main activities: (a) monitoring school attendance in all schools, analysis of the data and dissemination; (b) learning assessments when schools reopen, analysis of the data and dissemination; (c) activities directly related to the project management, coordination and communication; and (d) procurement of a firm to establish a functional virtual meeting room in MoE's main

### C. Project Beneficiaries

40. The Project will directly benefit the following: (a) about 70 percent of primary and secondary school students accessing online and distance learning; (b) about 2.5 million learners from the school meals program;; (c) an estimated 250,000 headteachers, teachers and curriculum support officers will benefit from teacher training in online and distance learning; (d) students will benefit from the online based psychosocial support services; and (e) parents and care takers reached with remote learning tips.

### D. Results Chain (see Table 2)

### E. Rationale for Bank Involvement and Role of Partners

41. **The World Bank is dedicated to the 'Ending Learning Poverty' agenda-by 2030, i.e to reduce by at least half the share of children who cannot read and understand a simple text by age ten.** Kenya is one of the countries identified as an accelerator Country for the ending learning poverty agenda. The MoE and GPE will build on the experience of the World Bank in designing and providing technical support to the ongoing Kenya PRIEDE and SEQIP projects. This project will leverage ongoing interventions under these two projects, particularly the school-based teacher support initiatives; provision of core textbooks; support to continuous teacher professional development; and support to the curriculum and assessment reforms.





42. **Role of other partners in the COVID 19 Education response.** The COVID-19 pandemic seems to be a catalyst for key stakeholders in the education sector to coordinate and mobilize resources to support learning continuity for children. Actors rapidly responding to the crisis include mainly the Government, development partners, civil society organizations, non-governmental organizations, and private sector. Establishing partnerships and ensuring coordination amongst all these groups requires significant effort from both government and the partners. The MoE COVID-19 plan provides a framework for partners to support the government in a coordinated approach. MoE will continually update the plan to reflect actual commitment by key stakeholders for the specific activities in the plan.

#### **F. Lessons Learned and Reflected in the Project Design**

43. **Education professionals and policy-makers from around the globe have been working to identify good practices that can be applied to mitigate the impact of the COVID-19 pandemic (Annex 1).** The technical design of the project considers lessons learned and international good practices in establishing effective remote learning practices. The design borrows from both existing insights into distance education programs as well as lessons that have been rapidly learned and documented since the beginning of the COVID-19 pandemic.



**Table 2: Theory of Change**

Component	Sub-Components	Main Project Interventions	Outcomes	Impact
<b>Component 1:</b> Expanding existing remote learning opportunities for learning continuity for all students in basic education	<i>Sub-Component 1.1:</i> Support Access and Delivery of Inclusive Online Content to all students in primary and secondary schools (US\$5.25 million).	Expand partnerships with relevant radio, TV and print providers, including affordable subscription packages, to enhance coverage of online and distance learning particularly in most rural, arid and semi-arid regions and informal centers	To enhance access to online and distance learning for all students in primary and secondary schools and facilitate a smooth transition in the return to school for targeted vulnerable students.	To protect investments and achievements in education at the system level.
		Acquire relevant online supplementary Learning materials from external parties for all grades		
		Develop new interactive online lessons for core subjects in basic education not currently covered		
		Strengthen the e-cloud/ digital media facility for online and distance learning interventions		
		Develop a multi-modal strategy that outlines how MOE and KICD will leverage different mediums to provide education opportunities to various population groups		
	<i>Subcomponent 1.2:</i> Teacher training in interactive remote learning methodologies (US\$2.0 million).	Training teachers in interactive remote learning Acquire online supplementary		
<i>Subcomponent 1.3:</i> Create an integrated monitoring and evaluation system for remote learning interventions and provide support for parents and caregivers to monitoring student learning (US\$0.5 million).	Develop integrated monitoring and evaluation system for the remote learning interventions			
	Develop and disseminate simple tips to support parents and caregivers as they support learners at home			
<b>Component 2:</b> Facilitate smooth transition back to school for vulnerable students and girls when schools reopen	<i>Subcomponent 2.1:</i> Support to the National School Meals Program (US\$4.5 million).	Top up the existing National school meals program (SMP) to enhance targeted nutrition support, and to expand the SMP coverage		
	<i>Subcomponent 2.2:</i> Provision of <i>on online based</i> Psychosocial support services (US\$1.0 million)	Implement an online based Psychosocial support service		
<b>Component 3:</b> Project Coordination, Communication, and Monitoring and Evaluation		Conduct a learning assessment when schools reopen to inform actions for lagging students.		
		Monitor School attendance in all schools, and issuance of guidelines for school re-opening		
		Upgrade virtual meeting room at MoE		
		Project management and coordination		



- *Understand how the impact of national COVID-19 response strategies is manifesting:* There is no one-size-fits-all model to respond to COVID-19. The measures implemented by governments to respond to the pandemic range considerably. How a country is responding can significantly impact the best way to approach education service provision. The response proposed under this project are tailored to the Kenyan situation in terms of multiple remote learning options such as radio, TV and the e-cloud, and builds on the specific strengths of the Kenyan remote learning system;
- *Assess existing assets/infrastructure:* Many low- and middle-income countries do not have the budget flexibility to build new tools to support learning outside the existing system. Solutions must leverage existing assets and infrastructure to minimize costs. Leveraging existing assets has the additional benefit of quick mobilization and user familiarity. The project is augmenting and strengthening the existing systems of online and distance learning.
- *Develop an understanding of available learning resources:* Mapping the resources available to support remote learning is an essential step in developing a remote learning strategy. These resources may be either online or offline. The focus should be on identifying those that are available in the language of instruction, cover topics in the national curriculum, and map easily to the national curriculum;
- *Explore which mediums can be most quickly, cheaply and effectively harnessed:* There is a large range of delivery mechanisms that governments can consider. Kenya is already using printed reading materials, interactive radio instruction, TV-based instruction, internet-based instruction, virtual schools, online learning management systems, and the project will support the most cost-effective approaches;
- *Ensure teachers play a role in supporting learning:* While teachers are not in school this does not mean that they cannot support learning. Roles for teachers might include developing activities for students to do at home, designing learning plans to support parents to home school, being on call for students and parents, hosting online- or phone-based group learning conversations;
- *Parents must be supported if they are expected to implement home-based learning:* Home-based schooling places a large, unfamiliar burden on parents. The project will support development of simple tips for parents and caregivers to support learners;
- *Engage with/leverage the private sector:* Given the need for a rapid response within constrained budgets, ministries of education may wish to establish partnerships with private sector companies; and
- *Monitoring, evaluation and regular readjustments are required:* While a rapid and effective response to the pandemic based on international good practices is required, it is important to note that the world has not been through a situation like this in recent memory.

### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional and Implementation Arrangements

44. **Similar to the Kenya GPE PRIEDE project, the project implementation will be mainstreamed into the government education management system.** The MoE, State Department of Early Years and Basic Education (SDELBE), will be the main implementing agency for the project. The Principal Secretary (PS) in charge of the SDELBE, who is also the MoE's accounting officer, will have the primary responsibility for efficient and effective implementation of the project for achievement of the stated development objectives. All the key decisions, including financial and procurement, related to the project implementation will be vested with the PS.



45. **The Directorate of Projects Coordination and Delivery (DPC&D) will oversee the overall Project implementation.** The DPC&D will be instrumental in the project’s operational matters: it coordinates with the National Treasury, Central Bank of Kenya (CBK) and the MoE’s internal Finance Department for timely flow of funds and processing of withdrawal applications; ensures compliance with fiduciary and safeguard requirements of the projects; and carries out necessary M&E. The DPC&D is empowered by the PS to take some day-to-day decisions required for the project implementation.
46. **The existing Kenya GPE PRIEDE Project Coordination Unit (PCU), which is under DPC&D will be primarily responsible for the day to day project management and coordination, communication, safeguards, fiduciary and monitoring and reporting.** The PCU is functional and has the capacity to also implement this project, considering that some of the key project activities will be directly executed and monitored by the TSC, KNEC and KICD. These agencies are implementing entities of the PRIEDE and SEQIP projects, therefore have experience with World Bank procedures. The PRIEDE PCU is currently composed of a National project coordinator; technical component leads and their deputies; accountants; procurement officers; a communication officer; an ICT officer; and a safeguards officer. The coordinator manages day to day operations of the PCU. Each component lead will be assigned the responsibility to coordinate with a relevant implementing agency or Directorate<sup>13</sup> to collect monitoring data to inform project progress reports and updating of the results framework.
47. **The Project Steering Committee (PSC) for the GPE PRIEDE Project, the SEQIP Project and USAID funded Tusome Project will continue to execute the overall Governance function of this project.** The PSC is chaired by the Education Cabinet Secretary whereas the Principal Secretary, State Department of Early Learning and Basic Education, serves as the Secretary of the PSC. Other key PSC members include relevant Directors from various Directorates at MoE; MoE ‘s Heads of Finance, Accounts and Procurement; Chief Executive Officers of KNEC, KICD, TSC, KEMI<sup>14</sup> and CEMASTE<sup>15</sup>; and representatives from the National Treasury, Elimu Yetu Coalition, the Teachers Union, the Head teachers associations, and the Parents Association. The PSC will provide Strategic direction, endorse the Annual Work Plan and Budget, ensure effective coordination among the project implementation agencies and review the implementation progress. The institutional and implementation arrangements are summarized in Figure 1.
48. **EdTech COVID-19 Help Desk support.** Regarding implementation of Components 1 interventions for radio, TV, the Kenya education cloud, and establishment of monitoring system for remote learning, MoE ( through KICD) will reach out for technical support from the newly created EdTech COVID-19 Help Desk of the EdTech Hub<sup>16</sup> for additional support to conceptualize a detailed implementation and monitoring plan for the specified activities in the PIM. Kenya is one of the target countries for this ‘free’ technical assistance service.
- a) *Component 1: Expand existing remote learning opportunities for learning continuity for all students in Basic Education:*
- Subcomponent 1.1: Support access and delivery of online content to all students in primary and secondary schools. KICD will directly be responsible for implementation and monitoring of activities under this sub-

<sup>13</sup> The results framework includes responsibility for each component lead.

<sup>14</sup> KEMI: Kenya Education Management Institute

<sup>15</sup> CEMASTE: Centre for Mathematics, Science and Technology Education in Africa

<sup>16</sup> EdTech COVID-19 Help Desk of the EdTech Hub <https://edtechhub.org/helpdesk/>; [EdTech Hub Help Desk online request web site](#) The EdTech Hub is jointly supported by the World Bank, Dfid and the Gates Foundation to provide dedicated research and technical support to target countries on ‘edtech’ topics including use of radio and television.



component. KICD will work closely with the Directorate of quality assurance and standards (DQAS) regarding quality assurance, and associated guidelines for the online and distance learning activities. MoE will be responsible for timely procurement of the required consultancy services and goods for this sub-component, as per the approved procurement plan.

- Subcomponent 1.2: Teacher training in interactive remote learning methodologies. TSC will take the lead in implementation and monitoring of activities for this subcomponent. TSC will identify target teachers for training, while considering equity and inclusiveness aspects. TSC will engage its officers based at the county and sub-county levels to provide hands-on support to teachers at the school level, and to sensitize the school's boards of management on the online and distance learning. In addition, TSC will collaborate with KICD on the ICT course under the Elimika intervention to explore areas for coordination and joint delivery of the ICT related courses that target teachers. The details for teacher targeting, engagement of the field-based staff, and coordination with KICD will be detailed in the PIM.
- Subcomponent 1.3: Create an integrated monitoring and evaluation system for remote learning interventions and provide support for parents and caregivers to monitoring student learning. KICD, in collaboration with DQAS, will be responsible for implementation of activities under this component. KICD will liaise with partners who are already providing aspects of the 'simple tips' in remote learning utilization for some groups of parents and caregivers. KICD will review and adapt these messages, for national wide dissemination. MoE will be responsible for timely procurements of the required consultancy services for this sub-component as per the approved procurement plan.

*b) Component 2: Facilitate smooth transition back to school for vulnerable students and girls:*

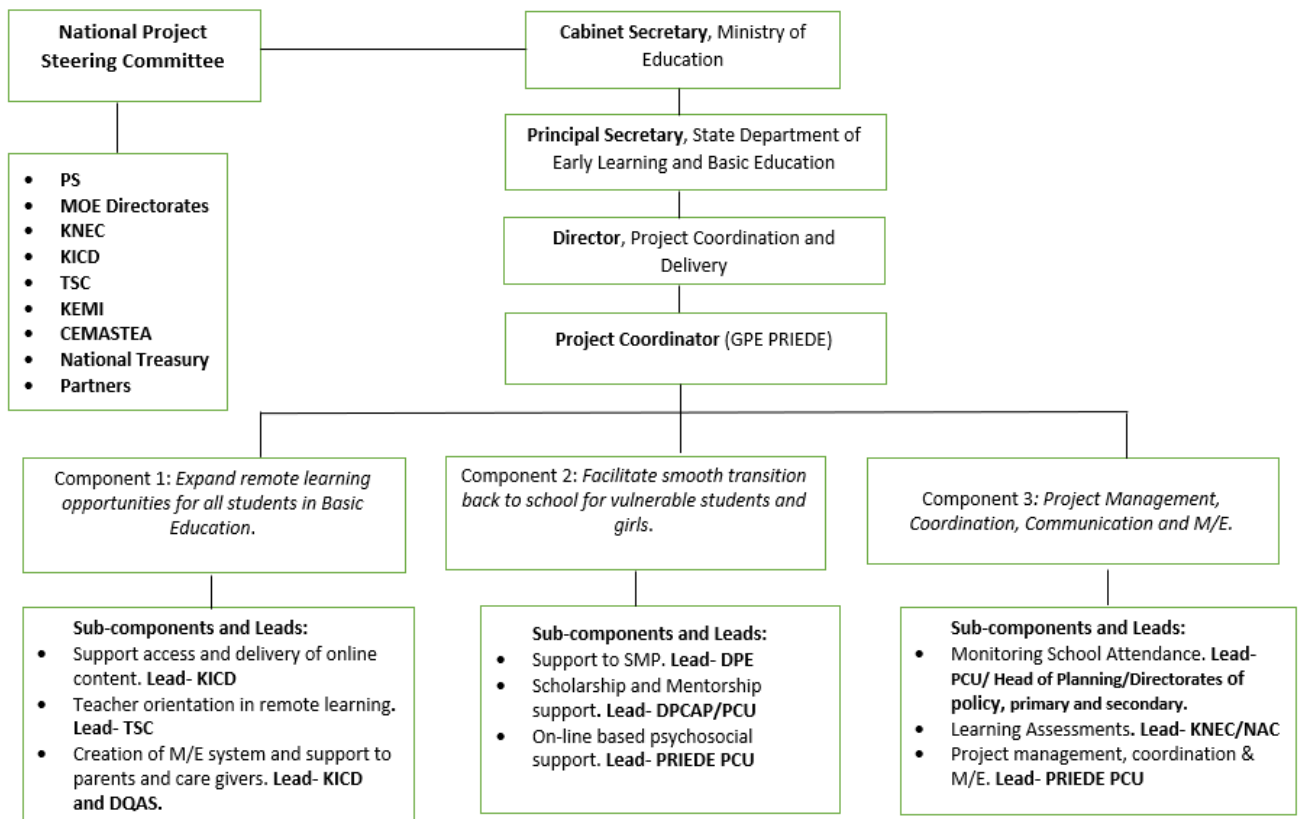
- Subcomponent 2.1: Support to the National School Meals Program (SMP). The Directorate of Primary Education (DPE) will be responsibility for implementing and monitoring of activities under this subcomponent. DPCAD will provide overall oversight, including the required coordination with WFP for TA for the SMP activities. DPE will work with the Head of planning to review target schools for the SMP based on the NEMIS data; the 2019 poverty index for sub-counties; and special consideration for schools within the informal settlements in urban centres, and special needs schools. The PSC will be expected to review and endorse the expanded list of target schools for the SMP. The MoE will be responsible for timely procurement of services and goods for this sub-component, and as per the approved procurement plan. The PIM will include the operational details for the SMP, the criteria used to identify additional target schools, and the updated list of target schools by sub county and county (schools identified from the informal settlement and special needs schools will be marked accordingly).
- Subcomponent 2.2: Provision of on online based psychosocial support services. The GPE PRIEDE PCU will be directly responsible for implementation of this activity. The PCU will develop terms of reference and procure (as per the approved procurement plan) a partner agency or institution to provide psychosocial services. The PCU, in collaboration with County Project Coordination Units (CPCU) and the KICD radio and TV partnerships, will sensitize learners and teachers of the psychosocial support services opportunity, including specific guidance on how to access the service. The PCU will work with the procured agency or institution to prepare a quarterly summary report for the project progress report and the results framework. The MoE will be responsible for timely procurement of services for this sub-component as per the approved procurement plan.

*c) Component 3: Project Management , Coordination , Communication and Monitoring and Evaluation. The GPE PRIEDE PCU will be responsible for day to day project management and coordination. The PCU will*



be responsible for preparation of the eighteen (18) months’ work plan and budget (AWP&B) for the project; monitoring of the results framework and quarterly reporting; facilitate project communication; ensure compliance with fiduciary and safeguards requirements ; and coordinate with the Directorate of ICT to establish a virtual meeting room at MoE. Monitoring of school attendance, development and dissemination of guidelines when school re-open (to guide student assessment, grade promotion and national examinations) will be implemented by a joint technical working group formally appointed by the PS. The membership will include officers from the PRIEDE PCU; planning and NEMIS team, departments and directorates of Policy, Primary and Secondary and other relevant members. The PCU will act as the secretariat for this working group. The learning assessments will be conducted by the KNEC/NAC as per learning assessment processes and framework, which will be summarised in the PIM.

Figure 1: Institutional and implementation arrangements



49. **Stakeholder engagement.** The county and sub-county education offices will continue to play a key role in facilitating, coordinating, monitoring project implementation at the school level. At the county level, the existing County Project Coordination Unit (CPCU), set up under the GPE-PRIEDE Project and each having a County Project Coordinator, will be responsible for facilitating project coordination, implementation and monitoring at the school level and providing reports to the PCU. In coordination with the PRIEDE PCU, the CPCUs will support implementation and reporting on tasks that need to be undertaken at the school level such as campaigns and community mobilizations for re-enrollment of learners when schools re-open, and support for monitoring implementation of the school meals program in target schools.





50. **KICD will undertake satisfaction survey for students, teachers and learners regarding the remote learning interventions, and use the feedback provided to adjust and or improve the online learning and distance learning interventions.** KICD will also provide simple tips to parents, in both English and Kiswahili, to enable them to guide learners in remote learning at home.
51. **Development partners coordination.** The Kenya Education Development Partners Coordination Group (EDPCG) provides a forum for coordination and consultation among the development partners (DPs) and MoE on the key issues across Kenya education sector. The EDPCG members meet monthly, and quarterly with the MoE. Like the ongoing Kenya GPE PRIEDE project, this project will be included as a 'standing agenda' of the EDPCG monthly meeting. EDCPG will be invited to participate in implementation support missions. In addition, the project will be coordinated within the coordinating framework outlined in the MoE's COVID-19 Emergency Response Plan. The framework includes linkages with development partners.

## B. Results Monitoring and Evaluation Arrangements

52. **M&E activities will be the responsibility of MoE.** Monitoring of project results will be integrated in the existing monitoring and evaluation systems of the MoE and TSC. The MoE will: (i) collect and compile all data relating to each indicator in the project's results framework; (ii) evaluate results for completeness and accuracy ; and (iii) provide the relevant project implementation progress reports to the World Bank task team, the EDCPG and the NSC. While the MoE/PRIEDE PCU will be responsible for overall project implementation, coordination, and facilitation, various activities under the project will be implemented by other autonomous and semiautonomous institutions such as TSC, KICD and KNEC. The component leads, with support from the DPC&D, will serve as focal persons to monitor implementation progress of key activities under these agencies.
53. **GPE's requirement for "Learning from Evidence Approach".** The project will conduct phone based and online surveys to establish extent to which the grant will meet the needs of children whose education has been disrupted by the COVID-19 pandemic, particularly girls and the most marginalized children, and the extent to which the project interventions are aligned to MoE's COVID-19 Emergency Response Plan. The proposed surveys under sub-component 1.3 and 2.3 will include a question, "*Do children, teachers and parents/care givers feel the project interventions are meeting their needs? Why or why not?*". The surveys, which be conducted semiannual, will inform improvements and or adjustments during project implementation.

## C. Sustainability

54. **The project interventions are building on existing Government priorities and initiatives to mitigate the impact of COVID-19 in the education sector.** The GoK, through MoE, KICD and TSC, has led the design of the project , ensuring that the proposed interventions are aligned with the overall NESSP priorities, and the MoE's Kenya Basic Education COVOD 19 Emergency Response Plan, 2020. The proposed partnership with the private sector in relevant activities, such as the scholarship program and sourcing online supplementary teaching materials for the e-cloud, where the private sector has the advantage of experience and an established management system, adds to implementation sustainability. The proposed remote learning interventions will be integrated in the design and roll out of the competency-based curriculum and assessment reforms to provide a solid foundation for continued implementation of initiatives beyond the project. The Government recently launched a medical insurance cover for students in secondary schools. If the online based psychosocial service to be established is evaluated and considered successful, MoE may want to consider including this service as an essential package of the students' medical cover.



## IV. PROJECT APPRAISAL SUMMARY

### A. Technical, Economic and Financial Analysis

56. **The COVID-19 outbreak will negatively impact long-run growth and development.** Low-income countries are expected to feel the impact, as current estimates suggest that a one percent decline in developing countries' growth rates traps an additional 20 million people into poverty. Post-COVID-19 fiscal constraints could also be very tight, so greater focus on effectiveness in improving outcomes and equity will help to meet system goals in the medium term. Countries can act to mitigate the COVID-19 damage and then turn recovery into new opportunities through coping strategies during the school closures (such as remote learning interventions); managing continuity as schools reopen (recovery strategies for students, teachers, classrooms, schools, and system); and improvement and acceleration ('building back better'-recovery, without replicating the past, but building an inclusive system).
57. **The technical design of the project is informed by ongoing interventions that aims at mitigating the impact of COVID-19 in the education sector and planning for recovery and continuity.** The COVID-19 crisis threatens education and human capital accumulation. The learning crisis is likely to deepen, as more children may drop out of school, and the opportunity gaps between rich and poor will become even larger. The immediate priority is to protect the welfare and potential of students during the crisis—keep them safe and healthy and ensure that they remain engaged in school and continue to learn. As schools plan to reopen, there is need to plan for and manage continuity through appropriate recovery strategies.
58. **The education system is already facing a learning crisis.** If the Government and development partners do not respond well, the COVID-19 outbreak is highly likely to further deepen the learning crisis and widen gaps between rich and poor in access to quality and equitable education. The impacts will be the greatest for poor and marginalized students. Student dropout rates are likely to rise, especially for the most disadvantaged, and households are likely to spend less on education inputs and school fees particularly for families hit by COVID through illness and job losses. Cuts in education investments by the Government could worsen quality of education and deepen the already existing dearth of quantity and quality of teachers. Even if the Government responds well, recovery will be necessary to mitigate the impact of school closures, economic shock, and possible permanent effect on human capital.
59. **This Project will support mitigation of adverse effects the COVID-19 pandemic can have on education outcomes.** The expected positive outcomes are higher retention rates, as the pandemic might increase dropouts, affecting particularly harder children from poorer households and young girls. Costs are equivalent to the total cost of the project, which will disburse US\$14.8 million over a period of 18 months. A detailed economic analysis is presented in Annex 3. The economic analysis confirms the feasibility of the project, with net present values (NPV) ranging from US\$99.4 million to US\$324.7 million, and internal rates of return (IRR) of 7.7 percent. Table 3 provides the economic evaluation under the three different scenarios considered. It is important to emphasize however that they do not exhaust all the possibilities under the uncertainty of the current COVID-19 pandemic.





**Table 3. Project expected returns**

Scenario	NPV	IRR
1. 10 percent of primary and secondary students drop out	US\$ 99,407,149	7.65%
2. 20 percent of primary and secondary students drop out	US\$ 212,062,955	7.68%
3. 30 percent of primary and secondary students drop out	US\$ 324,718,760	7.69%

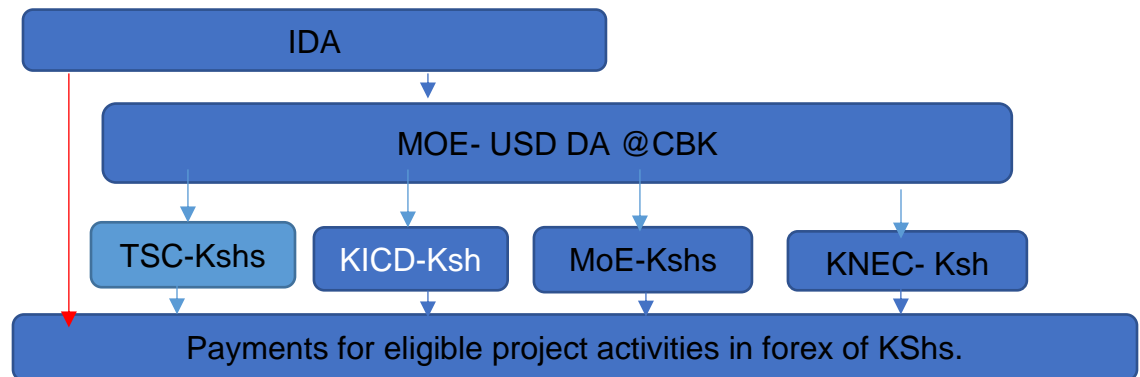
## B. Fiduciary

### Financial Management (FM)

60. **The FM assessment was carried out in April 2020 with the objective of assessing whether:** (a) the implementing entities have adequate financial management arrangements to ensure that the project funds will be used for purposes intended in an efficient and economical way; (b) project financial reports will be prepared in an accurate, reliable and timely manner; and (c) the entities’ assets will be safeguarded and (d) implementation entities are subject to auditing arrangements acceptable to the Bank. Under the Investment Project Financing Policy, Borrowers and project implementation entities are supposed to have and maintain adequate financial management systems which include budgeting, accounting, internal controls, funds flow, financial reporting and auditing arrangements to ensure that they can readily provide accurate and timely information regarding the project resources and expenditures. The overall project FM risk is assessed as “Substantial” given the risks posed by numerous interventions and possible dilution of controls due to the nature of emergency projects. Mitigating measures include rapid post audit reviews and supervision by AIE holders in the implementing entities during the payment approvals.
61. **The project will leverage the existing financial management and disbursement arrangements of the GPE-PRIEDE** for its implementation with some adjustments, and the internal controls prescribed in the Financial Management Manual (FMM) for GPE-PRIEDE, will also apply with some adjustments as appropriate. The Project Accountant for the GPE PRIEDE will be the same accountant for this project assisted by two accounts assistants. The Head of Accounting unit supervises all the activities under the project. The staffing is assessed as adequate and qualified to handle the financial requirements of the project. Internal Audit department and School audit department will be expected to do their reviews to ensure that controls are not diluted in the course of implementing the new IT initiatives. There may be need for rapid post reviews within little time lag. Budgeting will follow the GOK procedures, but some flexibilities/considerations maybe required on the side of GoK in case the project is approved out of the budget cycle.
62. **Disbursements and Funds Flow:** The disbursements will be based on Statements of Expenditures (SOEs), and the Bank, will review the underlying expenditures in the SOEs on a quarterly basis upon submission of the unaudited Interim Financial Report (IFR). One DAs will be opened by NT on behalf of the implementing of MoE that will serve MoE and its beneficiaries including TSC. In addition, the Kshs project bank accounts will be opened by MOE, TSC, KICD and NAC/KNEC to which funds from the DA will be transferred through GoK exchequer systems for payment of project eligible expenditures. All parties from MoE, NT and World Bank will prioritize processing of project payments and withdrawal applications within three working days or within agreed frameworks. The DFIL will spell out the disbursement methods applicable to the project.



Figure 2: Disbursements and Funds Flow



63. **Financial Reporting and auditing arrangements:** Both MoE will each submit quarterly unaudited interim financial reports to the Bank, 45 days after the end of the quarter. The format and content will be agreed as part of implementation. The Office of Auditor General will conduct annual project audits for MoE as mandated by the constitution and reports submitted to the Bank six months after the end of the financial year.

**Procurement:**

64. **Procurement for the project will be carried out in accordance with the World Bank’s Procurement Regulations for IPF Borrowers for Goods, Works, Non-Consulting and Consulting Services, dated July 1, 2016 (revised in November 2017 and August 2018).** The Project will be subject to the World Bank’s Anticorruption Guidelines, dated October 15, 2006, revised in January 2011, and as of July 1, 2016. The Project will use the Systematic Tracking of Exchanges in Procurement (STEP) to plan, record and track procurement transactions.

65. **The major planned procurement activities include:** Procurement of core ICT equipment to support the lessons recording and upgrading of the e-cloud; Procurement of online based Psychosocial support services and Procurement of a relevant firm to design and install relevant ICT enabled equipment for virtual meetings, conference calls, and web conferencing and also to train relevant staff at MoE on the use and maintenance of the equipment. Finalization of the streamlined Project Procurement Strategy for Development (PPSD) has been deferred to implementation and will be submitted two weeks after effectiveness. A consolidated eighteen months procurement plan (PP) will be prepared for the project before project approval.

66. **The proposed procurement approach prioritizes fast track emergency procurement for the required goods, works and services to utilize the flexibility provided by the World Bank’s Procurement Framework for fast track emergency procurement.** Key measures to fast track procurement include: (i) use of simple and fast procurement and selection methods fit for an emergency situation including direct Selection / Procurement, as appropriate including increased thresholds for Requests for Quotations (RFQ) to US\$1 million for goods and services and US\$5 million for works; (ii) streamlined competitive procedures with shorter bidding time; (iii) extension of existing contracts where they include required goods, works and services; (iv) use of framework agreements including existing ones; (v) procurement from UN Agencies enabled and expedited by World Bank procedures and templates; and (vi) use of procurement agents. If requested by the Borrower, the World Bank will provide procurement hands-on expanded implementation support to help expedite all stages of



procurement – from help with supplier identification, to support for bidding/selection and/or negotiations to contract signing and monitoring of implementation. Further, Bid Securing Declaration may be used instead of the bid security. The time for submission of bids/proposal can be shortened to seven- 15 days in competitive national and international procedures, and to three days for the Request for Quotations, however if bidders request an extension it should be granted.

67. **Procurement implementation will be undertaken by MoE, KNEC and TSC.** The three agencies have recent experience in implementing SEQIP and PRIEDE, though both projects were not emergency operations. The project in the three agencies (KNEC, KICD and TSC commission) will be implemented by the existing Project Implementation Teams (PIT) in these agencies. The agencies will use emergency procedures along with the increased thresholds for RFQs, and shortened timelines to ensure the procurement processing reflects the emergency nature of the project.

68. **The key risks and preliminary risk mitigation action plan is indicated in Table 4.** The residual risks after the implementation of the mitigation measures proposed in Table 4 would be reduced to “Substantial”.

**Table 4: Procurement Risks and Mitigation Measures**

No.	Risk	Mitigation measure
a	Slow procurement processing and decision making with potential implementation delays.	MoE committed to put in place mechanisms for regular follow up and monitoring of procurement processes. MoE committed to use emergency procedures including increased thresholds for RFQ and further to ensure expeditious clearance at approval stage as soon as submissions are made.
b	Challenges of bids submission due to COVID-19 movement restrictions imposed by many countries worldwide.	The implementing agency teams will closely monitor market trends, and promptly propose more efficient procurement approaches and methods.
c	Global nature of the COVID-19 outbreak may create shortages of supplies and necessary services resulting in price volatility and in bidders only providing short validity periods.	The Project will use rapid disbursement procedures and simplified procurement processes in accordance with emergency operations norms. MOE committed to put in place emergency procurement approval mechanisms and dedicated teams to ensure evaluation and contract awards are concluded in the shortest period possible after receipt of bids.

69. **Various industries are feeling the impact of COVID-19, that will impact the procurement process and implementation of the contracts.** To deal with potential procurement delays because of the spreading of COVID-19, the World Bank will support the agencies in applying any procedural flexibilities in bid submission modality and bid submission dates and by advising the Borrower on the contractual provisions, which could be invoked by contractors/suppliers/consultants in relation to COVID-19 pandemic.

70. **The World Bank’s oversight of procurement will be done through increased implementation support, and increased procurement post review based on a 30 percent sample.**



C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

71. The Environmental and Social Review Summary (ESRS), Environmental and Social Commitment Plan (ESCP) and Stakeholder Engagement Plan (SEP) are being prepared and will be completed and disclosed before project appraisal, which is planned for May 13, 2020. As the project is being prepared under condensed processes, the other safeguards instruments will be prepared and disclosed within one month after the project effectiveness date and before commencement of related activities. This date will be updated during negotiations. Other instruments are the Environmental and Social Management Framework (ESMF) that comprises of; Environmental and Social Management Plans (ESMP); Labor Management Plan (LMP); pre-school audit checklist based on the Infection Prevention and Control and Waste Management Plan (IPC&WMP); Plans and procedures for food sourcing, handling and storage for suppliers and schools; OHS requirements for project workers and suppliers; Vulnerable and Marginalized People’s Plan (VGMP) ; Gender Based Violence Action plan (GBV); and an updated SEP.

Environmental Safeguards

72. **The proposed project activities will have significant positive impact on the education system.** The project will not finance activities related to; water, sanitation and hygiene (WASH), electricity supply and distribution of radios, TVs, phones, tablets to schools and local community, ICT equipment and renovation activities will be limited to MoE. No physical or civil works are expected, except for possible small scale interior works in the MoE meeting room to enable installation of ICT equipment. Therefore, no sensitive environmental features would be impacted. Component 3 of the project will support the upgrading of the meeting room with relevant ICT equipment while component 1 will support procurement of core ICT equipment to enhance an integrated monitoring and evaluation system for remote learning interventions. Component 2 activities may be related to health and hygiene risk associated with safe sourcing, handling, delivery, distribution and storage of food. Therefore, the overall anticipated environmental risks and potential negative impacts of the proposed activities will be limited to localized noise, dust, solid waste, occupational health and safety risk as well as potential electronic waste from the procured ICT related equipment. These are not considered significant or irreversible impacts and can be addressed with straight-forward mitigation measures and good practices through proper enforcement of the ESMPs.

73. It is important to note that some of the schools are currently being used as quarantine facilities by the Ministry of Health (MoH) under the Kenya COVID-19 Emergency Response Project (P173820). An Infection Prevention and Control Waste Management Plan is being developed and the responsibility of implementation of this plan has been assigned to the MoH.

74. MoH’s project (P173820) will be responsible for cleaning, disinfection and sanitization of the schools used as quarantine areas before hand over to MoE. MoE will collaborate with MoH to inspect the schools before re-opening using an audit checklist prepared under this project based on the IPCWMP (P173820) to verify on the



general state of cleaning and disinfection of the school facilities used as quarantine areas to ensure schools are safe for learners. With this in mind, the environmental risk rating is considered Moderate.

### Social Safeguards

75. **The project is expected to have positive social impacts** as it will lead to expansion of existing learning and equitable opportunities for education access for learners and girls from poor, marginalized and vulnerable populations. Key risks include:

- a) **Exclusion:** exclusion from project investments being rolled out in a context of limited resources against widespread need and the non-accessibility of certain areas due to remoteness, digital inaccessibility and COVID 19 restrictions. Expanding existing remote learning opportunities for learning continuity for all students in basic education leverages on online and mass media delivery of education content. These includes through radios, television, e-cloud and mobile phones for student learning, online and distance learning for teacher training and remote monitoring and evaluation for parents and caregivers. For instance, with only 12.1 percent, 2.1 percent and 4.4 percent of households in Turkana county having access to radio, TVs and internet respectively, project interventions are likely to perpetuate exclusion. This is true for poor, vulnerable, marginalized and minority students, teachers and communities in hard to serve areas and for students and teachers with disability unable to easily leverage on digital modes of education content delivery. Exclusion through poverty and vulnerability also leads to school dropouts for students unable to rejoin school and exacerbated by Covid-19 impacts. Monitoring of school attendance will be key to identifying, understanding and mitigating social risks related to school drop-outs. The risk of exclusion is mitigated by the project being deliberately designed to ensure the inclusion of vulnerable groups, including minorities and displaced persons through robust mapping of hard to serve areas, flexibility in the mode of delivery and continuous monitoring and adaptability. MoE will seek partnerships with privately owned, community, and faith-based radio broadcasters to add to the existing radio education services and use of a government-run Education Television (EDU TV) on a free to air platform.
- b) **For students with disabilities, KICD will be required to adapt the online based lessons for learners with special needs.** In this case, students with hearing impairments need to be provided with online lessons in sign language as well as same language sub-titling. Learning material and public health information and communication shall be made available in multiple, accessible formats, including for those with auditory or visual impairment. Effective targeting and community consultation are important features of the project to device ways by which all students will be included with innovative modifications and adaptations being continuously made as new information becomes available. This will include sensitization on the availability of a project grievance redress mechanism (GRM) where students, parents and communities feel excluded from project benefits.
- c) **Selection bias and elite capture:** There is a risk of project benefits being diverted to ineligible and less-deserving locations and individuals. These include school grants for school meals. Whereas the project seeks to facilitate smooth transition back to school for vulnerable students and girls, when schools reopen, selection processes for these interventions can perpetuate and exacerbate social risks. For instance, where project interventions such as school grants for school meals do not follow robust targeting methodologies and guidelines, they are likely to get diverted to ineligible and less-deserving locations and individuals. Restrictions on movements and enforcement of social distancing measures amplify the challenges of adequate community engagements especially with truly vulnerable, marginalized and minority members of the community. To address these risks, the project will review the mapping process



for the national school meals program, to link it to the most recent poverty data, for equity and optimal use of existing resources for the program, expand provision of school meals to additional schools within the informal settlements in urban centers and special needs schools and centralize procurement of food commodities. This will similarly help minimize the risk of harmful inward migration. For scholarship, the project will leverage on an existing program, Elimu scholarship, in another World Bank funded project, SEQIP, that leverage on tried and tested community-based selection processes. In addition, through innovative use of stakeholder and community engagements and continuous monitoring of the GRM with concerns, complaints and grievances being monitored and addressed promptly.

- d) **Sexual exploitation and abuse, sexual harassment (SEA/H) and other forms of gender-based violence (GBV):** Global evidence suggests that the incidence of GBV increases in crisis situations and it may expose students to higher risk of defilement due to heightened tensions in households, including when families are quarantined. This has also been highlighted in the ongoing COVID-19 emergency in Kenya. To mitigate risks of GBV/SEA-H, the project implementing teams will develop and implement measures and actions to regularly assess and manage the risks of SEA/H and other forms of GBV extending from project activities. The project will also identify and address any capacity gaps within the PIU and other implementing partners to build institutional capacity for GBV risk management. In addition, the project will ensure regular consultation and engagement with women and women's groups to ensure equitable inclusion in project activities and to monitor potential risks that may emerge over the life of the project.

76. **Key instruments for managing environment and social risks and impacts related to project activities will be detailed in the Environmental and Social Management Framework (ESMF).** These will include templates for Environmental and Social Management Plans (ESMPs) for minor renovations including updates of virtual labs and e-waste management, Labor Management Plan (LMP) for PIU and contracted workers, and school pre-opening audit checklist based on the Infection Prevention and Control and Waste Management Plan (IPC&WMP) which will be adopted based on the ICWMP prepared under the Kenya COVID-19 Emergency Response Project (P173820) for all facilities including schools that might be used as, quarantine and isolation centers. Plans and procedures for food sourcing, handling and storage for suppliers and schools, Occupational Health and Safety (OHS) requirements for project workers and suppliers, Vulnerable and Marginalized Peoples Framework and Plans. The LMP will include provisions to ensure proper working conditions and management of worker relationships, Codes of Conduct and occupational health and safety; and to prevent SEA/H, GBV action plan and/or Violence Against Children. A Vulnerable and Marginalized Group Framework (VMGF) for GPE-PREIDE which has a similar geographical scope and target will form a basis for the preparation of a VMGP. All these E&S instruments will be prepared, consulted upon and disclosed within thirty days after project effectiveness date and before commencement of related project activities under component 1 and 2 as stipulated in the ESCP.

77. **A Stakeholder Engagement Plan (SEP) has been prepared to outline a structured approach to engagement with stakeholders and communities including parents and BOMs based upon meaningful disclosure of project information.** The SEP will be updated within thirty days after project effectiveness date. In view of the situation of COVID-19, stakeholder engagement activities should be adapted to minimize close personal contact and follow the recommended hygiene procedures as outlined by the Government of Kenya directives. Strategies to be employed include smaller meetings, small FGDs to be conducted as appropriate taking full precautions on staff and community safety. Where meetings are not permitted, traditional channels of communications such as radios and public announcements will be implemented. Other strategies will include one on one interviews through phones and skype for community representatives, CSOs and other interest





groups. The project will build upon existing GPE-PRIEDE grievance redress mechanism in accordance with the requirements of ESS1, ESS 4 and ESS10. A separate GRM for project workers will be included in the LMP.

## V. GRIEVANCE REDRESS SERVICES

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

## VI. KEY RISKS

- **Macroeconomic (high).** COVID-19 is expected to negatively affect economic growth. The Government is putting in place mechanisms to cushion the macroeconomic impacts. There is a likelihood of budget cuts to the education sector following the COVID crisis, which may lead to : (a) to reduced funding for development projects in schools; (b) reduced budgets for special programs such as the sanitary towels and the school meals programs; and (c) reduced allocation for recruitments of new teachers. The COVID situation and its impact on the economy is uncertain at this stage-these risks will be reviewed in the course of project implementation.
- **Technical design of the project (Substantial).** This is related to current and expected future operating environment, as impacts from COVID-19 are still unfolding. The proposed project interventions are aligned with the MoE COVID plan, which aims to mitigate the threat posed by COVID 19 to the basic education sub-sector. Potential delays in budgeting and disbursements from the National Treasury, since the project is being prepared when the budget cycle , and the first supplementary budget process for FY 2019/20 has been completed.
- **Institutional capacity for implementation and sustainability (Substantial).** The education sector in Kenya is undergoing substantial reform, including the CBC which KICD is also leading, and efforts to reform teacher management and development. Implementation of key interventions under the project, will be under various institutions and directorates currently engaged in the reforms. With the social distancing measures under COVID, understaffing in these institutions and directorates may pose high risks.
- **The fiduciary risk is Substantial** given the risks posed by numerous interventions and possible dilution of controls due to the nature of emergency projects. Mitigating measures include rapid post audit reviews and supervision by AIE holders in the implementing entities during the payment approvals.
- **Environmental and Social risks are substantial.** This is due to the substantial likelihood that exogenous environmental and social risks could adversely affect the achievement of project objectives and, or sustainability



of results. Key environment risks include; localized noise, dust emissions, solid waste, occupational health and safety, possible spread of infectious disease and associated waste management issues. Key social risks include: a) ensuring security for project operations and associated workers; b) exclusion of vulnerable, marginalized and minority members of the community from project benefits amplified by the context of limited resources against widespread need; c) selection bias and elite capture, where project benefits are diverted to less-vulnerable individuals and locations; d) poor access to beneficiaries for meaningful community engagements and difficulty in monitoring social; and e) SEA/H and other forms of GBV. All social and environmental risk mitigation measures will be detailed in the appropriate ESF instruments.





VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Kenya

KENYA GPE COVID 19 LEARNING CONTINUITY IN BASIC EDUCATION PROJECT

Project Development Objectives(s)

To enhance access to online and distance learning for all students in primary and secondary schools and facilitate a smooth transition in the return to school for targeted vulnerable students.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	End Target
<b>To enhance access to online and distance learning for all students in primary and secondary schools</b>			
Percentage of students supported with remote learning interventions (online and distance programs) (male, female) (number of students) (Percentage)		47.00	70.00
<b>To enhance access to online and distance learning for all students in primary and secondary schools</b>			
Teachers recruited or trained (CRI, Number)		0.00	250,000.00
Number of teachers trained (CRI, Number)		0.00	250,000.00
<b>To facilitate a smooth transition when schools reopen.</b>			
Percentage of students, previously enrolled in pre-school, primary and secondary schools, who return to school once the school system is reopened, disaggregated (male, female) (number of students). (Percentage)		0.00	100.00
Number of children (and % of children in target schools) provided access to school meal and nutrition, data dis-		0.00	2,500,000.00



Indicator Name	PBC	Baseline	End Target
aggregated by gender, grades and Sub-County (Number)			

**Intermediate Results Indicators by Components**

Indicator Name	PBC	Baseline	End Target
<b>Component 1: Expanding existing remote learning opportunities for learning continuity</b>			
Number of interactive online lessons available for use by students in basic education ( Grades 1 to 12). (Number)		690.00	3,665.00
Increase in the number of broadcast hours, with the expanded partnerships, for interactive online lessons for core subjects in basic education. (Hours)		4.50	8.00
Number of new online supplementary materials acquired from external partners uploaded on the Kenya Education Cloud and made available for use (% of materials for children with disability) (Number)		0.00	50.00
An integrated monitoring and evaluation system for the remote learning interventions is established and used (Yes/No)		No	Yes
<b>Component 2: Facilitate smooth transition back to school for vulnerable Students</b>			
Number of students provided access to Psycho-social support services (% of students )(data disaggregated by gender, grades and Sub-County) (Number)		0.00	100,000.00
<b>Component 3: Project Coordination, Communication, and Monitoring and Evaluation</b>			
Number of students (and % of students) previously enrolled in schools who return to school once the school system is reopened (Number)		0.00	14,000,000.00
Number of students (and % of students) whose learning was assessed to evaluate loss of learning during school closure		0.00	8,930,000.00



Indicator Name	PBC	Baseline	End Target
(Number)			

**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Percentage of students supported with remote learning interventions (online and distance programs) (male, female) (number of students)	The number of students accessing online lessons via radio, TV channel and Kenya Education Cloud The indicator will monitor sub-county specific access data, to ensure students in the most rural regions have access to online lessons. Data should be disaggregated by gender, grades and Sub-County.	Quarterly	KICD	KICD will obtain data from the service providers, and the Kenya Education Cloud platform at KICD. KICD will analyze the data and prepare reports by grades, gender and subcounty. Kenya GPE PRIEDE PCU Component 1 lead will obtain data from KICD and update the progress reports and RF.	KICD
Teachers recruited or trained		Semi-annual	TSC	TSC will collect data for teachers trained using the revised training	TSC  (PRIEDE PCU Component 1 lead will



				package for digital learning.	obtain data from TSC )
Number of teachers trained		Semi-annual. This indicator measures the number of teachers trained in using remote learning methodologies (online and distance learning methods) (% of teachers). The number includes headteachers and or their deputies; teachers; and curriculum support officers to be trained using the revised digital learning training content	TSC	TSC will collect data for the teachers trained by TSC and ICTA .	TSC (PRIEDE PCU Component 1 lead will obtain data from TSC)



		by TSC and ICTA.			
Percentage of students, previously enrolled in pre-school, primary and secondary schools, who return to school once the school system is reopened, disaggregated (male, female) (number of students).	This indicator measures students previous enrolled in pre-school, primary and secondary schools who re-enroll to school once schools reopen.	Thrice a Year (Each school term )	MoE, NEMIS Technical Team	PRIEDE PCU Component 4 lead will obtain data from the NEMIS unit	MoE, NEMIS Technical Team
Number of children (and % of children in target schools) provided access to school meal and nutrition, data dis-aggregated by gender, grades and Sub-County	This indicator measures percentage of students in target schools having at least one hot meal for at least 151 learning days in a year. The targeted schools are in semi arid, arid and informal settlements in urban areas. The target learners in these schools include learners in pre-school (within these schools) who will benefit from a fortified meal as per the school health and nutrition policy guidelines.	Five school Terms (academic terms in 2020 and 2021)	MoE, School Meal Program Unit	PRIEDE PCU Component 2 lead will obtain data from MoE SMP unit	MoE, School Meals Unit



**Monitoring & Evaluation Plan: Intermediate Results Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
<p>Number of interactive online lessons available for use by students in basic education ( Grades 1 to 12).</p>	<p>The baseline of 690 includes 240 interactive radio lessons and 450 interactive TV lesson. The 3,665 target includes development of 1215 interactive radio lessons and 2450 interactive lessons for the TV. The indicator measures interactive online lessons for grades 1 to 12 developed, available on the Kenya Education Cloud and transmitted through radio, TV, and other channels. Interactive platforms include: WhatsApp group; questions and answers posted on the e-cloud; ‘toll free’ /reverse call options to teachers identified and contracted by TSC and KICD for this purposes, and or volunteers ; short text messages; dedicated websites which could be immediately established as webpages in existing KICD,</p>	<p>Quarterly</p>	<p>KICD</p>	<p>KICD obtains daily transmission schedule for radio and TV, and data from Kenya education cloud portal.</p>	<p>KICD  (PRIEDE PCU Component 1 lead will obtain data from KICD)</p>



	TSC and MoE websites.				
Increase in the number of broadcast hours, with the expanded partnerships, for interactive online lessons for core subjects in basic education.	MoE will seek partnerships with privately owned, community, and faith-based radio broadcasters to add to the existing radio education services. With the expanded partnerships, the broadcast hours are expected to increase from the current 4.5 hours to 8 hours per day.	Quarterly	KICD	KICD, through a relevant agency or institution, collects data based on daily transmission schedules for radio and TV.	KICD
Number of new online supplementary materials acquired from external partners uploaded on the Kenya Education Cloud and made available for use (% of materials for children with disability)	New online supplementary materials, include materials for children with disability, obtained competitively from external partners such as teachers, small scale EdTech entrepreneurs or larger private enterprises. These materials will be aligned to the CBC framework and assessment, and will be subject to an established quality control protocol and standards that are publicly available. The standards will include child protection aspects, and gender considerations for content. The indicator will	Yearly	KICD	KICD, through the Kenya Education Cloud portal	KICD (PRIEDE PCU Component 1 lead will obtain data from KICD)



	measure percentage of the acquired supplementary materials that target children with disabilities.				
An integrated monitoring and evaluation system for the remote learning interventions is established and used	<p>An integrated monitoring and evaluation system for the remote learning interventions is established when:</p> <ul style="list-style-type: none"> <li>• a readiness and decision support tool for remote learning interventions is developed;</li> <li>• online based monitoring systems are established regarding utilization of remote learning interventions ;</li> <li>• user satisfaction survey are conducted and findings disseminated;</li> <li>• simple tips regarding online learning are developed and disseminated to support parents and caregivers as they support learners at home; and</li> <li>• information and data security, including related data protection practices and safeguards</li> </ul>	Once	KICD	ICTA assess functionality of the integrated system for remote learning at KICD	KICD (PRIEDE PCU Component 1 lead will obtain data from KICD)





	and intellectual property issues, child protection and cyber-bullying mitigation.				
Number of students provided access to Psycho-social support services (% of students )(data disaggregated by gender, grades and Sub-County)	This indicator measures the number of students (and % of students )accessing the online based psycho-social support services/guidance and counselling services from the service provider contracted by MoE. The online service will be ‘free’ to the student and will include support services to promote psycho-social well-being of learners, and to provide psycho-social support. This service will initially target learners in primary and secondary schools from the poorest sub-counties as per the poverty index, and students from within informal settlements in urban centers .	Quarterly	MoE	MoE  (PRIEDE PCU Component 4 lead will obtain data from the service provider).	MoE
Number of students (and % of students) previously enrolled in schools who return to school once the school system is reopened	Number of students (and % of students ) previously enrolled in pre-school, primary and secondary schools who return to	Each school term (Five Terms (academic	MoE, NEMIS Technical Team	The existing National Education Management Information System platform ( NEMIS) will be used to collect and	MoE, NEMIS Technical Team (PRIEDE PCU Component 4 lead will obtain data



	school once the school system is reopened (data disaggregated by gender, grades and Sub-County). MoE will leverage on the radio and TV partnerships under Component 1, to launch re-enrollment campaigns once schools re-open.	terms in 2020 and 2021)		analyze the data. Headteachers will be responsible for knowing and recording why any student is absent and will update this information on NEMIS, and notify the sub-county director of education.	from the NEMIS unit )
Number of students (and % of students) whose learning was assessed to evaluate loss of learning during school closure	This indicator target primary schools only. The national assessment center (NAC) will support all primary schools, when schools reopen, to conduct a simple school based learning assessment to inform areas of emphasis, particularly for learners lagging.		KNEC/NAC	Building on the NASMLA process and test items, KNEC/NAC will conduct a learning assessment targeting all primary schools once school reopen. NAC will prioritize foundational numeracy and literacy for early grades.	KNEC/NAC  (PRIEDE PCU Component 1 lead will obtain data from KNEC/ NAC)



**ANNEX 1: Implementation Arrangements and Support Plan**

1. Implementation support will focus on ensuring timely implementation of agreed project action plans and activities; providing the necessary guidance in the implementation of proposed monitoring and evaluation, including assessments. The World Bank will be working with other key stakeholders including development partners to support the project initiatives.
2. The focus areas for implementation support will be:
  - a) **Monitoring and Evaluation:** Providing technical support during implementation support; building capacities as will be needed through selected technical assistance; and semi-annual project reviews in collaboration with MOE, and the respective stakeholders.
  - b) **Procurement:** (i) support MoE in finalize procurement inputs for the PIM and Standard Bidding documents; (ii) provide inputs to capacity building of implementing entities Procurement staff as need arises; and (iii) monitor implementation of agreed risk mitigation measures.
  - c) **Financial Management:** Support and follow-up the implementation of the agreed FM action plans based on the FM assessment findings and audit reports. FM assessments will be conducted semi-annually to review the FM arrangements and obtain reasonable assurance that project resources are being used for the intended purposes. This exercise will also help to identify capacity building needs for the finance units and Internal Audit department of implementing entities in ensuring robust FM and effective oversight.
  - d) **Environmental and Social:** Monitor the implementation of the agreed safeguard tools and measures including: The ESMF, the SEP, and LMP.
  - e) **Technical:**
    - *Component 1: Expanding existing remote learning opportunities for learning continuity.* A partner institution/agency will be procured to support KICD in implementation and monitoring on the main remote learning interventions.
    - *Component 2: Facilitate smooth transition back to school for vulnerable Students.* WFP will support MoE to implement and monitor the SMP activities within the existing MoE-WFP technical assistance arrangements. A partner institution/agency will be procured to support MoE to implement and monitor the psychosocial services. KICD in implementation and monitoring on the main remote learning interventions.
    - *Component 3: Project Coordination, Communication, and Monitoring and Evaluation.* MoE will procure a firm to support establishment of a functional virtual meeting room at MoE.

**Table 1.1. Implementation Support Plan**

<b>Time</b>	<b>Focus</b>	<b>Skills Needed</b>	<b>Resource Estimates (US\$)</b>
First 6 months	Induction of the project management teams and county project teams - awareness on the PAD, PIM, and project results framework	• Project management	20,000 40,000 20,000



	Support MoE, KICD, TSC and KNEC to launch key project tenders: relevant remote learning activities ; creating a robust M&E system for remote learning; psychosocial support services; and establishment of the virtual room at MoE.	<ul style="list-style-type: none"> <li>• Education</li> <li>• FM</li> <li>• Procurement</li> </ul>	15,000 15,000 15,000 20,000
	Capacity building in fiduciary and safeguards matters, execution of PP, and FM requirements	<ul style="list-style-type: none"> <li>• M&amp;E</li> <li>• Environment(safeguards)</li> <li>• Social (safeguards)</li> <li>• Education Technology specialist</li> <li>• Psychosocial Support expert</li> <li>• Psychosocial Support expert</li> </ul>	20,000 20,000 20,000
6–12 months	Implementation support and field visits	Same as above	Same as above
	Support MoE, KICD, TSC and KNEC to launch any remaining activities.		
12–18 months	Implementation support, evaluations and field visits	Same as above	Same as above

**Table 1.2. ISP for FM Risk Assessment**

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

FM trainings for project management teams	Biannual/as needed	Brief training update
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**Table 1.3. The Skills Needed and the Estimated Amount of Time Required**

Skills Needed	Number of Staff Weeks per Year	Number of Trips per Year	Comments
Task Team Leader	15	—	Nairobi based
Financial management specialist	8	—	Nairobi based
Procurement specialist	8	—	Nairobi based
Safeguards specialist(Social)	8	—	Nairobi based
Safeguards specialist( Environment)	2		Nairobi based
Monitoring and Evaluation specialist	5	—	Nairobi based
Education Technology specialist	8	3	HQ Based
Teacher training expert	3	1	Nairobi based
Psychosocial Support expert	5	3	International consultant

## ANNEX 2: TECHNICAL INFORMATION

**Table 2.1: School Participation**

Indicator	Access		
	Pre-Primary	Primary	Secondary
Gross Enrollment Ratio	78.4%	104%	70.3%
Net Enrollment Ratio	77.2%	92.4%	53.2%
Indicator	Efficiency		
	Pre-Primary	Primary	Secondary
Repetition Rate		2.94%*	2.84%*
Completion Rate		84.2%	
Transition Rate		83.3%	

Source: 2019 Economic Survey; \* Percentage of repeaters in 2016 (primary and lower secondary levels), from UIS-UNESCO.

**Table 2.2 : National Learning Assessment: Pupil Achievement in Literacy and Numeracy**

Level	Competency Description	English		Kiswahili	
		2016	2018	2016	2018
Level 1	<i>Pre-reading:</i> Matches words and pictures involving concrete concepts and everyday objects. Arranges words in alphabetical order	14.9%	13.1%	10.5%	12.5%

Level 2	<i>Emergent reading:</i> Spells correctly simple everyday words and recognizes missing letters in such words. Uses familiar words to complete simple everyday sentences.	60.1%	63.3%	63.1%	77.7%
Level 3	<i>Basic reading:</i> Uses correct punctuation in simple sentences. Infers meaning from short passages and interprets meaning by matching words and phrases. Identifies the main theme of a picture.	38.1%	53.1%	69.2%	70.4%
Level 4	<i>Reading for meaning:</i> Links and interprets information located in various part of a short passage. Understands and interprets meaning of a picture and writes short sentences to describe the theme.	28.6%	41.2%	47.1%	48.7%

Level	Description of Competency	Overall 2016	Overall 2018
Level 1	Applies single step addition or subtraction operations (e.g. add numbers without carrying over, subtract without borrowing). Counts in whole numbers.	83.1%	86.3%
Level 2	Applies a two-step addition or subtraction operation involving carrying over and borrowing. Applies simple multiplication operations involving multiples of 10. Recognizes simple fractions.	71.1%	64.8%
Level 3	Translates information presented in a sentence into one arithmetic operation. Interprets place value of whole numbers up to thousands. Interprets simple common everyday units of measurement such as days, weeks, litres, metres and shillings.	36.1%	42.1%
Level 4	Translates information presented in sentences into simple arithmetic operations. Uses multiple arithmetic operations (in the correct order) on whole numbers.	4.5%	5.4%

Source: KNEC, NASMLA Grade 3 (2016 and 2018)

## SNAPSHOT OF INTERNATIONAL GOOD PRACTICES IN RESPONDING TO COVID-19

- a) **In reaction to the challenges posed by COVID-19, education professionals and policy-makers from around the globe have been working to identify good practices that can be applied to mitigate the impact of the pandemic.** The practices borrow from both existing insights into distance education programs as well as lessons that have been rapidly learned and documented since the beginning of the COVID-19 pandemic. The following are important principles to consider when designing and deploying distance learning initiatives:
- *Understand how national COVID-19 response impacts are manifesting:* There is no one-size-fits-all model to respond to COVID-19. The measures implemented by governments to respond to the pandemic range considerably. In some country's schools have been closed for weeks, in others there has not yet been any



official change. These differences extend well beyond schools to private sector closures, social distancing measures and transport shutdowns. While countries need to review good practices and ensure their responses are evidence-informed, any education project must be tailored to address the local situation.

- *Assess existing assets/infrastructure:* Many low- and middle-income countries do not have the budget flexibility to build new tools to support learning outside the existing system. Solutions must leverage existing assets and infrastructure to minimize costs. Leveraging existing assets has the additional benefit of quick mobilization and user familiarity.
- *Develop an understanding of available learning resources:* Mapping the resources available to support remote learning is an essential step in developing a remote learning strategy. These resources may be either online or offline. They may include resources were created by the government, those created externally and approved by the government, or those that were created externally and are awaiting approval. The focus should be on identifying those that are available in the language of instruction, cover topics in the national curriculum, and map easily to the national curriculum. As part of this stocktake, it is important to identify any gaps in coverage and identify ways and means of developing the content to cover these gaps.
- *Be prepared to develop and implement a multi-pronged strategy to ensure equity:* Strategies must be devised in a way that they meet the needs of all students. This includes strategies to target different age groups, geographical disparity and learning outcomes. For example, different grade levels require different levels of instructional time and content. Similarly, reaching all children requires traversing socio-economic clusters. This may mean that internet-based tools may be usable in some areas, whereas in other areas off-line learning kits may be more practical.
- *Explore which mediums can be most quickly, cheaply and effectively harnessed:* There is a large range of delivery mechanisms that governments can consider. Examples already exist of countries using mediums including, but not limited, additional printed reading materials, interactive radio instruction, TV-based instruction, internet-based instruction, virtual schools, online learning management systems, and others. While each platform has benefits and drawbacks the diverse range of tools means that governments have many choices available
- *Determine whether to adapt curriculum implementation timelines:* Some subjects are simpler to deliver via distance education than others. Decisions should be explicitly made about whether curriculum implementation should be continued in line with the existing curriculum design, or whether certain elements should be prioritised in the short term and other elements left for classes can convene in person.
- *Ensure teachers play a role in supporting learning:* While teachers are not in school this does not mean that they cannot support learning. Roles for teachers might include developing activities for students to do at home, designing learning plans to support parents to home school, being on call for students and parents, hosting online- or phone-based group learning conversations, etc. While the exact role may differ depending on the context, it is important to find a way to keep teachers engaged and support learning in their school community.
- *Ensure teachers are supported to continue to learn:* While it is important that teachers continue to play a role in educating children, the school closures also provide an opportunity for teachers to undertake professional development. Countries should encourage and/or mandate that teachers complete professional development activities while they are away from the classroom.



- *Parent's must be supported if they are expected to implement home-based learning:* Home-based schooling places a large, unfamiliar burden on parents. Many parents have never home-schooled their children, and do not have the resources easily at hand to support robust learning at home. Additionally, many parents are continuing to work from home while supporting their children's learning. For parents to successfully adopt home-based education they should be provided with appropriate teaching/learning materials, guidance on how to best support their children to learn using the mediums available, and with a support network that can guide them in times of uncertainty.
  - *Engage with/leverage the private sector:* Given the need for a rapid response within constrained budgets, ministries of education may wish to establish partnerships with private sector companies. In particular, many national telecommunications companies are helping to alleviate COVID-19's education impact by providing free access to educational sites or dedicating TV channels to broadcast educational programming. Large international corporations such as Microsoft, Google and Facebook are providing free or reduced-cost access to software and content. When exploring these partnerships governments may wish to include sunset clauses that ensure flexibility once the COVID-19 emergency response provisions are no longer required.
  - *Partnerships and coordination are critical in times of crisis:* The COVID-19 pandemic has been the catalyst for many actors to rapidly mobilise to support learning for children no longer in school. Actors rapidly responding to the crisis include government more broadly, ministries of education and other public education bodies, international and national development partners, NGOs and CSOs and the private sector. While this means that there are both financial and human resources available, a significant challenge for government is to effectively harness and channel all these actors to ensure that the response is effective, efficient and cohesive across the country. Establishing partnerships and ensuring coordination amongst all these groups requires significant effort and focus from the government.
  - *Monitoring, evaluation and regular readjustments are required:* While a rapid and effective response to the pandemic based on international good practices is required, it is important to note that the world has not been through a situation like this in recent memory. While good practices are emerging, these have not been tested over time. In hindsight, some strategies may prove less effective than others, while new strategies may also emerge as we learn more. It is important that any response is designed to include monitoring and evaluation measures and that the design of the response can be adjusted over time as new evidence emerges.
- b) ***Several tools have been identified as being able to provide distance learning for home-based students.*** Experience both during and before COVID-19 has highlighted six main types of tools that are useful to consider when designing distance learning programs. These types of tools should be considered and integrated into a holistic approach to support distance learning. The tools are:
- *Online learning:* Online learning leverages the internet to deliver content to students in various ways. This increasingly popular approach to distance learning is often supported through a Learning Management System (LMS). The most sophisticated LMS guide students and teachers through their learning journey in a structured manner. More rudimentary approaches provide a platform to host resources, whilst even more simple approaches may involve sharing links to digital resources. Online resources are extremely diverse and include online classes with discussion forums, videos, e-books, interactive games, chat rooms for tutoring sessions, or lecture-style presentations. When accessible by large amounts of the population online learning is particularly valuable as the content developed for other platforms (radio, tv, etc.) can be uploaded and included in online





learning packages. However, it is important to note that few, if any countries can rapidly progress to deploying online learning at scale in the short term.

When considering online learning, countries should first assess whether they have appropriate structures in place to support a high-quality user experience. The five priority areas that program designers should consider are:

- *Platform:* Is a consolidated platform that can provide access to online learning opportunities already available? If so, what is required to convert this to provide high-quality in home based instruction and support? This is often more difficult than initially envisaged and requires careful consideration
- *Content:* What online content already exists and how adequately does this cover the national curriculum? Is this content ready to be deployed immediately, or are review and approval processes required? How quickly and easily can additional content be identified/procured/developed/ mapped to existing curricular objectives and deployed to cover any gaps. How can this content be structured to allow students to easily engage with the online learning experience?
- *Hosting:* How much internet bandwidth and server capacity are available to support online education delivery? Can ministries of education develop partnerships with internet providers to ensure there is enough bandwidth available to support a high-quality user experience?
- *Connectivity:* Do students have access to devices, and can they access the online learning platform/content? If not, can connectivity be enhanced by distributing devices amongst communities that do not have them, rapidly building internet connections in unserved areas, or reducing the cost of internet access by lifting data restrictions or “zero-rating” websites (zero-rating is where internet providers agree not to charge users for content consumed while accessing specific sites)? In areas where devices are available, but connectivity is limited the ministry of education might consider distributing SIM or SD cards with pre-loaded content and other innovative off-line solutions to minimize the impact of limited connectivity.
- *Training & Support:* Too often administrators neglect to remember that the majority of users are not familiar with online learning and that a robust program of training and support is required to maximize the benefits from the investment in these platforms. Developing guidance resources and helpdesks to support teachers, students and parents to overcome challenges is an important part of the success of any online learning program.
- *Mobile learning:* Mobile learning is similar to online learning and often leverages the same platforms and content. However, mobile learning is specifically designed to target mobile phones, meaning that content is adapted to suit smaller screens and in some cases less bandwidth. Considerations for this mechanism are similar to those outlined for online learning.
- *Radio Learning:* Interactive Radio Instruction (IRI) has been successfully deployed to support remote learning in various contexts around the world. It has been particularly successful in supporting populations in hard-to-reach areas, areas where teacher capacity is low, or areas that do not have strong internet connections. IRI uses structured learning episodes to prompt students and teachers (or in some cases, parents) perform learning tasks which are aligned to the national curriculum. Generally, IRI is deployed as a one-to-many tool, which means content is standardized across all students. This helps ensure equity in learning opportunities for all students. Interactive Audio Instruction (IAI) uses the same approach but



content is supplied via a pre-recorded mechanism (e.g. online audio files, USB sticks or CD ROMs). This type of instruction is cost-effective and often the most easily accessible for all students.

- *Video/Television learning:* Videos are a flexible tool that can be leveraged to support learning in various ways for students of different ages and ability levels. One main use is the delivery of recorded classes. This is particularly useful at higher grades. Other educational programs including educational cartoons or animations, science shows or history documentaries can provide valuable learning opportunities when targeted at and received by the relevant age groups. Ministries of education have taken different approaches to delivering video learning content to students. One main way is via television. This might include setting up dedicated channels for different grades and subjects and creating partnerships with TV stations to include educational programs in between other popular programs. For TV learning to be most effective the broadcast schedule must be disseminated early and widely to ensure that all parents and students are aware of when they should be watching to access the content most relevant to them. Other options include setting up dedicated YouTube channels, using online learning platforms, or having dedicated internet sites for different grades/schools/subjects. While the cost of television learning is higher than radio learning it is often more engaging due to the visual display and may help to reduce the burden on parents working from home. Another advantage of videos is that they can be reused at minimal cost.
- *Print learning:* Print materials are often forgotten in the drive to leverage technology to support online learning. Print materials are generally the most accessible option to support distance learning – both in terms of access by students who do not have access to devices and/or connectivity at home, and also in terms of readiness of government to distribute materials. The government should ensure that students and parents have adequate access to books and workbooks to support learning at home. Teachers can help their students by designing activity sheets and learning materials that students can complete at home with parental support. While print materials are cost-effective and simpler to access, they may require additional parental support and dissemination once students are already at home can be a complex, though not insurmountable, challenge. The use of existing print media distribution channels such as newspapers can be one mechanism to get updated learning materials to home quickly, complementing the use of radio, TV and online learning resources.

**With various distance learning modalities available, ministries of education should design holistic, multi-pronged strategies to meet the learning needs of all their children.** While there are many different options available to support learning during school closures, not all modalities meet the needs of all students. For example, shifting to a solely online learning system would raise significant concerns about equity, further marginalizing students who do not have access to either connectivity or devices. These good practice examples are demonstrating how important it is for government to carefully analyze the needs of its user groups, the educational and financial assets at its disposal, and how these needs can be addressed in the short, medium and long term with the assets available.

- c) **To ensure that the learners who are situated across Kenya’s diverse regions are able to continue to equitable access learning opportunities, targeted interventions must be designed that are appropriate to the most hard-to-reach and disadvantaged areas.** In particular, arid counties such as Garissa, Wajir, Mandera, Lamu and Turkana are characterized by remoteness, poor social amenities, high poverty levels and insecurity. These challenges mean that many teachers are not able to access schools, leaving the schools without adequate or trained staff. Interventions must be specifically designed to overcome these challenges so that children who are already marginalized are not placed at further risk during the COVID-19 pandemic.



- d) **The Government has developed a plan to target these at-risk areas by utilising simple technology to deliver classes through live or recorded interactive lessons to schools in these counties.** The Ministry of Education (MOE), through the Kenyan Institute of Curriculum Development (KICD), intends to provide a virtual learning environment that seeks to provide online support complete with online teachers, ready-to-use and on demand pupil/student learning demonstrations, experiments, illustrations, games, puzzles, analogies, lessons and learning activities. By providing a virtual classroom the MOE and KICD will provide students in areas with teacher shortages with access to teaching and learning opportunities through a blend of activities.
- e) **Kenya has a long history of implementing education programs that go beyond the classroom and possess several assets that could help support the virtual classroom approach.** As early as 1963 Kenya established a school-broadcasting unit that was subsequently expanded in 1976 to become the Educational Media Service (EMS). The EMS, which now resides within KIC, was given the mandate to research, develop and produce curriculum and curriculum support materials, both in print and electronic formats. The EMS produces radio-based educational programmes which air during both school terms and holidays. The Government-run EDU TV channel is a free to air channel that has a wide coverage reaching most parts of the country. The EDU TV channel broadcast content 24 hours a day, 7 days a week, and covers all levels and subjects of public primary and secondary education. The Kenya Education Cloud (KEC) can provide learners and teachers with digital curriculum support materials. The KEC hosts a range of interactive digital content, radio lessons on demand, textbooks for all levels. It also contains online courses for teachers. High national coverage of radio, television and internet services can be leveraged for distance education. Radio services penetrate approximately 98 percent of Kenya, meaning that nearly every child would be able to access some kind of alternate educational provision. Television penetration is also high at 88.6 percent, however, the fact that nearly 11 percent of the population cannot access television emphasises the need to design a multi-pronged solution. Like television, mobile phone coverage is also high, with 95 percent of the population having access to a phone, although only 85 percent of these are smartphones.
- f) **While a range of different technology options can be leveraged to deliver a virtual classroom model, further consideration will need to be given to areas** including developing appropriate content, procuring and installing the required infrastructure and training teachers (or learning facilitators) to be able to successfully implement the model. Developing a virtual learning environment is far more possible than even 10 years ago. Devices that can be leveraged to support this approach include laptops, tablets, television, projectors and radio. An integrated approach that leverages multiple devices often yields the best results. Regardless of which approach(es) is chosen, holistic consideration must be given to how this can be deployed.
- g) **If Kenya proceeds with its plans to deploy a virtual classroom model, the following are areas should be considered before progressing** (NB – these are not linear, and program designers may move back and forth between different stages as more information is uncovered):
- **Establish the scope:** This includes determining the number of schools and locations where the model will be deployed. The scope should also estimate the number of students (including which classes will be supported), teachers, field education officers, parents and local stakeholders who will be involved in/impacted by the deployment of the model.
  - **Undertake a situational analysis:** Once the proposed scope has been determined the situational analysis will help to identify features of the environment that may facilitate/hinder the use of a virtual classroom model. In the case of the COVID-19 response, areas that might be addressed in the analysis include, but aren't limited to existing school infrastructure (computers, projectors, TVs, radios, etc.), existing internet/TV/radio connectivity, experience of school staff in implementing distance education, existing



national resources (e.g. content, content delivery platforms, infrastructure, etc.) that can be deployed to the target schools, school accessibility (i.e. how easy it is to get additional resources to the school), how COVID-19 is impacting education services in the relevant regions, and other elements as may be relevant.

- **Identify the most cost-effective and impactful model:** Based on the outcomes of the situational analysis the program designers should determine which model, or combination of models, is most likely to be cost-effective and lead to a positive impact on student learning outcomes. Solutions must leverage existing assets and infrastructure to minimize costs. Leveraging existing assets has the additional benefit of quick mobilization and user familiarity. It is important to establish the budget available for this initiative and then identify whether one particular model provides a more effective solution within the budget parameters.
- **Establish project requirements:** Once a model has been agreed upon the initial situational analysis should be used as a foundation to identify any additional needs. Considerations must go beyond the more obvious infrastructural needs (e.g. the hardware or software required to implement the solution) and include elements such as content (how much content already exists and how much more needs to be developed/procured) and training (e.g. which personnel need training (teachers/learning facilitators, school leaders, students and parents) and what training do they require?
- **Obtain and deploy project requirements:** The unfulfilled requirements will need to either be developed or procured, and then subsequently deployed to the field. This may include designing and executing training courses, developing or procuring and then deploying content, creating and disseminating additional teaching and learning resources (i.e. content, lesson plans, etc.), or procuring and installing relevant hardware (radios, laptops, etc.)
- **Deliver online and offline lessons:** Only once all the necessary elements have been identified, obtained and deployed to the schools can schools begin using the virtual model. The way in which this is done will vary depending on the model adopted. For example, interactive radio instruction might require a learning facilitator to lead activities in real time as they are played through the radio. Alternatively, online-based lessons may be delivered by a teacher in a central location who provides lessons directly to students, with only minor facilitation required within the classroom. Each model will adopt a slightly different approach which should be implemented in line with guidance and training provided by MOE.
- **Monitoring and evaluation:** Monitoring and evaluation approaches should be designed to provide insights on two levels. First, implementation fidelity should be monitored to gain insights into whether the adopted model is being implemented in line with the guidance and training provided by the MOE. This monitoring and evaluation should be used to feed back into the program implementation with regular adjustments executed as required to ensure learner needs are being met. Second, the impact of the virtual approach should be measured to understand whether the model chosen is successful in supporting learning, with insights into whether this model can be used in the post-COVID 19 response period also documented. If multiple different models are adopted comparisons between the two can be undertaken to generate insights into which is the most effective model.

**CURRENTLY TARGETED COUNTIES (INCLUDING INFORMAL SETTLEMENTS) FOR NATIONAL SCHOOL MEAL PROGRAM (SPM)**

**SMP intervention: Cash Transfer for 'Home Grown' SPM**

S/NO	NAME OF COUNTY	SUBCOUNTY
1	<b>BARINGO</b>	Baringo Central
2	<b>ELGEYO/MARAKWET</b>	Keiyo South
		Marakwet East
		Marakwet West
3	<b>EMBU</b>	Mbere North
		Mbere South
4	<b>KAJIADO</b>	Kajiado Central
		Isinya
		Kajiado West
		Loitoktok
		Mashuru
5	<b>KILIFI</b>	Kaloleni
		Malindi
		Ganze
		Magarini
6	<b>KITUI</b>	Ikutha
		Katulani
		Kyuso
		Lower Yatta
		Mumoni
		Mutitu
		Mutomo
		Mwingi Central
		Mwingi East
		Tseikuru
7	<b>KWALE</b>	Kinango
		Lungalunga
		Matuga
8	<b>LAIKIPIA</b>	Laikipia Central
		Laikipia East
		Laikipia North
		Laikipia West
		Nyahururu
9	<b>LAMU</b>	Lamu

10	<b>MACHAKOS</b>	Athi River
		Kalama
		Machakos
		Masinga
		Matungulu
		Mwala
11	<b>MAKUENI</b>	Kathonzweni
		Kibwezi
		Makindu
		Mbooni East
		Nzau
12	<b>NAIROBI</b>	Dagoretti
		Kangemi
		Kawangware
		Kibera
		Korogocho
		Lower Kabete
		Makongeni
		Mathare
		Mukuru
		Westlands
13	<b>NAROK</b>	Narok South
		Narok East
		Narok North
14	<b>NYERI</b>	Kieni East
		Kieni West
		Nyeri Central
15	<b>TAITA TAVETA</b>	Mwatate
		Taveta
		Voi
16	<b>THARAKA NITHI</b>	Tharaka North
		Tharaka South

**SMP intervention: Currently Targeted Counties for the Centralised Procurement System (In -Kind)**

	<b>COUNTY</b>	<b>Sub-County</b>
1	Baringo	East Pokot
2		Tiaty East



3		Marigat
4		Mogotio
5		Baringo North
6	Garissa	Dadaab
7		Balambala
8		Garissa
9		Lagdera
10		Ijara
11		Hulugho
12		Fafi
13	Isiolo	Isiolo
14		Garba Tulla
15		Merti
16	Mandera	Mandera Central
17		Mandera West
18		Kutulo
19		Banisa
20		Mandera North
21		Kiliweheri
22		Mandera East
23		Arabia
24		Lafey
25	Marsabit	Marsabit Central
26		Laisamis
27		Loiyangalani
28		Chalbi
29		North Horr
30		Moyale
31		Sololo
	<b>COUNTY</b>	<b>Sub-County</b>
32	Samburu	Samburu East
33		Samburu Central
34		Samburu North
35	Tana River	Tana River
36		Tana Delta
37		Tana North
38	Turkana	Turkana South
39		Turkana East

40		Turkana Central
41		Loima
42		Turkana West
43		Turkana North
44		Kibishi
45	Wajir	Tarbaj
46		Wajir East
47		Wajir West
48		Eldas
49		Habaswein
50		Wajir South
51		Wajir North
52		Buna
53	West Pokot	North Pokot
54		Pokot South
55		West Pokot
56		Central Pokot
57		Kipkomo

### ANNEX 3: ECONOMIC ANALYSIS

1. The economic analysis for the Kenya GPE COVID-19 Learning Continuity in Basic Education Project aims to evaluate the benefits and costs associated with the Project, given the expected impacts of the COVID-19 outbreak in the education sector. On March 15, 2020, President Uhuru Kenyatta ordered for the closure of all educational institutions in the country after the first COVID-19 case was reported. As of April 26, 2020, school closures have been extended by another month. Due to the current level of uncertainty this economic analysis is based on possible scenarios and evidence from other countries' experiences with the Ebola outbreak.

2. The COVID-19 outbreak will negatively impact long-run growth and development. Low-income countries are expected to feel the impact, as current estimates suggest that a one percent decline in developing countries' growth rates traps an additional 20 million people into poverty. Post-COVID fiscal constraints could also be very tight, so greater focus on effectiveness in improving outcomes and equity will help to meet system goals in the medium term. Countries can act to mitigate the COVID-19 damage and then turn recovery into new opportunities through coping strategies during the school closures (such as remote learning interventions); managing continuity as schools reopen (recovery strategies for students, teachers, classrooms, schools, and system); and improvement and acceleration ('building back better'-recovery, without replicating the past, but building an inclusive system).

3. The technical design of the project is informed by the focus areas of ongoing key interventions in basic education, and emerging strategic direction that aims at mitigating the impact of COVID-19 in the education sector and planning for recovery and continuity. The COVID-19 crisis threatens education and human capital accumulation. The learning crisis is likely to deepen, as more children may drop out of school, and the opportunity gaps between rich and poor will become even larger. The immediate priority is to protect the welfare and potential of students during



the crisis—keep them safe and healthy and ensure that they remain engaged in school and continue to learn. As schools plan to reopen, there is need to plan for and manage continuity through appropriate recovery strategies.

4. The education system is already facing a learning crisis. If governments and development partners do not respond well, the COVID-19 outbreak is highly likely to further deepen the learning crisis and widen gaps between rich and poor in access to quality and equitable education - learning poverty will increase. The impact will be the greatest for poor and marginalized students. Student dropout rates are likely to rise, especially for the most disadvantaged, and households are likely to spend less on education inputs and school fees particularly for families hit by COVID-19 through illness and job losses.

5. It is expected that medium-term economic growth will be impacted, as the restrictions imposed to contain the spread of COVID-19 affect both production and consumption across all sectors. Cuts in education investments by the Government could worsen quality of education and deepen the already existing crisis in terms of quantity and quality of teachers. Over one third of Kenyans are vulnerable and this crisis can have long-term implications due to reduced spending on food, education, and health. Even if governments respond well, recovery will be necessary to mitigate the impact of school closures, economic shock, and possible permanent effect on human capital.

6. The PDO is to enhance access to online and distance learning for all students in primary and secondary schools and facilitate a smooth transition when schools reopen. These objectives will be achieved through two main strategies. First, by expanding existing remote learning opportunities for sustained high-quality learning continuity for all students in basic education, including students from pre-primary to grades 1 to 12, and training teachers in remote learning methods. Second, by enhancing retention of most vulnerable students, especially girls, when schools reopen. This will include supporting the national school meals program, and online-based psychosocial support services. The main goal is to ensure learning continuity and mitigate the negative effects that academic inactivity can have on access and learning, particularly for children and youth from more disadvantaged socioeconomic background.

#### *Expected Impacts*

7. Experience from other countries that have faced a wide spread of COVID-19 before Kenya shows that education systems can be significantly impacted. Previous gains in terms of access and learning are at risk when students are left out of school. This has the potential to lead to learning losses, increased dropouts, and higher inequality. The economic impact of the pandemic also affects households, with negative impacts on education demand – for instance, inability to pay school fees and inputs, particularly at secondary level - and long-term human capital and wellbeing costs. Thus, this economic analysis evaluates how increased preparedness and mitigation measures can reduce expected education losses related to the COVID-19 crisis.

8. Experience from the Ebola outbreak, which killed more than 11,000 people in West Africa between 2014 and 2016 showed that school closures, restrictions on gatherings, and loss of family income have impacts beyond the illness itself. For school age children, prolonged school closures increase the risk of dropouts and can contribute to increased rates of sexual abuse and exploitation of children. Particularly for young girls, the social distancing and quarantine recommendations, in addition to increased economic stress and uncertainty, exacerbate GBV risks. Increased numbers of teenage pregnancy would likewise increase girls' likelihood to dropout from school. The current crisis can also exacerbate inequalities, as children and youth from poorer and marginalized households have lower access to resources – hygiene supplies, food, parents' support, and distance learning alternatives.

**Box 3.1. Sierra Leone experience with Ebola**

Children in Guinea, Liberia and Sierra Leone were deeply affected by the Ebola outbreak which started in 2014. Estimates reported more than 17,300 children lost one or both parents to the disease, over 33 weeks of education, and there was a 30 percent decline in childhood vaccination coverage – due either from funds being redirected to fight the outbreak or postponed in order to avoid gatherings.

In Sierra Leone, schools were closed for 8 months, which represented a lost year of schooling. Among measures to support students and communities, the Government used radio to reach students, invested in the safety and health of the learning environment, and closely monitored radio/TV programs and the school reopening process.

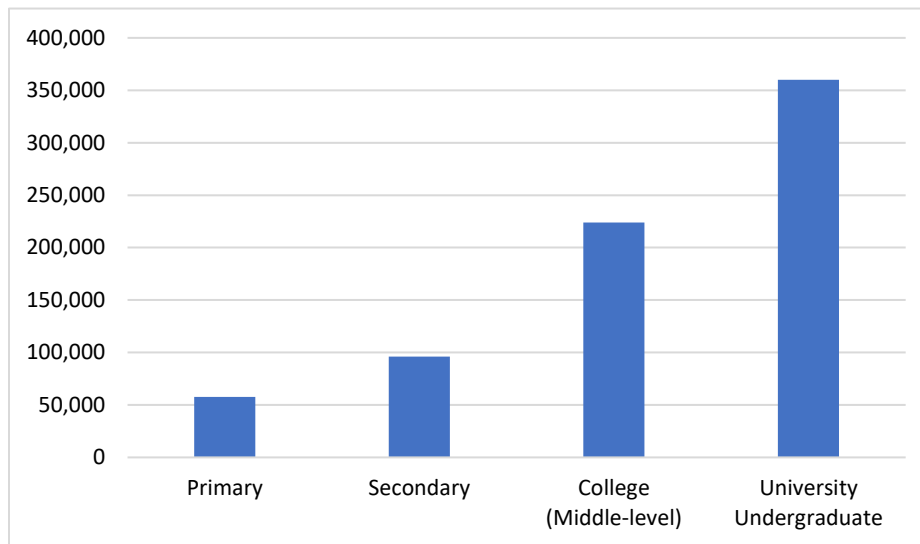
Experience showed that education radio programming was important to keep the link with education. It covered content from the primary and secondary levels, in core subjects, 5 days a week, where listeners could call in with questions. A safe and secure learning environment was crucial for children’s reenrollment in schools. Schools were cleaned up and maintained, and WASH and hygiene kits were provided. Monitoring of school re-opening was important to increase trust, and data showed students’ enrollment was comparable to pre-crisis levels. Additional measures included shortened academic years, with accelerated syllabus and psychosocial support to special needs of survivors, orphans, and alternative education for pregnant or mothering girls.

*Cost-Benefit Analysis*

9. This Project will support mitigating the adverse effects the COVID-19 pandemic can have on education outcomes, which are a critical component of human capital. As the nature of work evolves in response to rapid technological change, investing properly in human capital is considered not only desirable but necessary in the pursuit of economic development and wealth. Education is a major component in human capital accumulation, and Africa is the region where economic return to education are the highest. The current pandemic represents a risk to any gains associated with education and, therefore, the importance of this Project to mitigate this risk.

10. Private returns to education are high in SSA, where one additional year of education represents on average a 12.4 percent increase in expected income, higher than the global average of 9.7 percent. These returns also increase with education level. For higher education the regional average is 21 percent, while the returns to primary and secondary education are 14.4 and 10.6 percent, respectively. As shown in the figure below, in Kenya, the average expected income also increases according to the highest education level attended.

**Figure 3.1. Median annual wage of paid employees (main job), 15-64 years old, by highest education level attended**



Source: KIHBS 2015/16.

11. Beneficiaries from this project include about 70 percent of primary and secondary school students accessing online and distance learning. An estimated 150,000 teachers will benefit from training in online and distance learning. In addition, students will benefit from online-based psychosocial support services and about 2.5 million learners will benefit from the school meals program. The expected positive outcomes are therefore higher retention rates, as the pandemic might increase dropouts, affecting particularly harder children from poorer households and young girls. Costs are equivalent to the total cost of the Project, which will disburse US\$14.8 million over a period of 18 months.

12. The analysis assumed that without the project, a share of students currently enrolled in either primary or secondary education would drop out. Due to the current uncertainty regarding treatments/vaccines, duration of the lockdown, economic impacts on households' income, and students' dropouts and learning outcomes, a few different scenarios were considered. It was assumed that those households in the bottom quintiles (the poorest 40 percent) would be the most affected by the COVID-19 outbreak. According to the KIHBS 2015/16, these households account for 49 and 40 percent of the total children and youth currently enrolled in public primary and secondary education, respectively. The three different scenarios considered that 10, 20 and 30 percent of students from primary and secondary school from the poorest households would drop out as a result of COVID-19 in the absence of the Project. The costs and benefits from these scenarios were compared to the case where Project activities result in no additional dropouts, without changes in the current completion and transition rates.

13. In Kenya, primary education lasts eight years, from ages 6 to 13, while secondary education lasts 4 years, from ages 14 to 17. The transition rate from primary to lower secondary was 83.3 percent in 2018, and the completion rate for secondary education was 42.32 percent, in 2014. It was also assumed that students would join the labor market the year after graduating and work for 35 years. Finally, the discount rate used to calculate the present value of costs and benefits was 7.25 percent.<sup>17</sup>

<sup>17</sup> [centralbank.go.ke](http://centralbank.go.ke).

14. The economic analysis confirms the feasibility of the project, with net present values (NPV) ranging from US\$99.4 million to US\$324.7 million, and internal rates of return (IRR) of 7.7 percent. The following table provides the economic evaluation under the three different scenarios considered. It is important to emphasize however that they do not exhaust all the possibilities under the uncertainty of the current COVID-19 pandemic.

**Table 3.1. Project expected returns**

<b>Scenario</b>	<b>NPV</b>	<b>IRR</b>
4. 10 percent of primary and secondary students drop out	US\$ 99,407,149	7.65%
5. 20 percent of primary and secondary students drop out	US\$ 212,062,955	7.68%
6. 30 percent of primary and secondary students drop out	US\$ 324,718,760	7.69%