

Kenya

Ministry of Education

National Education Sector Strategic Plan, 2018-2022

Draft Appraisal Report

November 2018

1.0 Introduction

The National Education Sector Strategic Plan (NESSP) covers the period 2018- 2022. The plan is based on a comprehensive education sector (diagnosis) analysis. The analyses show the current state of the sector, key trends, and challenges facing the sector. The report also identifies the challenges preventing the sector from effectively contributing to and impacting on national development. This Plan follows the implementation of the previous plan (NESP), which covered the period 2014-18.

The draft NESSP anchors on Kenya’s Vision 2030 and attendant Medium Term Plan III. These policy documents have identified the central role education and training will play in national development. Vision 2030 aims at creating “*a globally competitive and prosperous country with a high quality of life by 2030.*” It seeks to transform Kenya into a “*newly-industrializing middle income country providing a high quality of life to all its citizens in a clean and secure environment.*” The Social Pillar of 2030 identifies education and training as one of the sectors for investment so as to transform in this regard.

MTP III provides direction on planning and investments in the period 2018-2022. MTP III builds on the government priorities under Vision 2030. MTP identifies education and training as one of the sectors where the government will invest resources to achieve priorities during the period 2018-2022. The goal of education, training and research is built on the aspirations of Vision 2030. MPT III identifies the strategic goal of education as “*globally competitive education, training and research for sustainable development.*”

The government’s national development policy clearly places emphasis on education, training and research. The various policy documents envisage education playing an critical role in transforming Kenya into a middle-income county by 2030. NESSP 2018-2022 will be implemented during the same period as MTP III, 2018-2022.

On account of the need to establish a coherence linkage, NESSP programmes should be anchored on MTP III. NESSP should anchor on the national development policies, priorities, and programmes. The Plan should also be coherent and strategic in targeting the challenges in the sector in order to effectively contribute to realization of objectives of government policies.

This Appraisal Report has been commissioned to:

- Assess the quality of the NESSP preparation process, including analysis of the role of the Government.
- Analyze the coherence between diagnosis, strategies and actions planned in relation to their cost.
- Assess if the issues of quality, equity and efficiency are soundly addressed in the education sector plan.
- Assess the technical and financial feasibility of the NESSP (implementation of major educational reforms envisaged, monitoring and evaluation system)

- Verify if the risks associated with the implementation of the NESSP have been sufficiently assessed, the risks associated with capacity for public financial management, and mitigation measures identified.
- Identify potential areas of action that have not been sufficiently considered in the NESSP.
- Identify areas of vigilance and risk related to the implementation of the NESSP.
- Assess any institutional and human resource capacity gaps and identify whether an institutional capacity development plan and/or plan to mitigate gaps is in place.

1.1 Methodology

The assessment covers these issues and specifically the quality of the preparation process and overall quality of the plan itself. The assessment has employed a mix of methods in order to settle these issues. First, the consultants reviewed relevant documents on education policy in Kenya. These included Vision 2030, MPT (past and present draft), and the lapsed National Education Sector Plan, 2014-2018. The review of documents helped in identifying the current problems facing the sector and which the Plan should respond to during the implementation period.

The consultant conducted limited number of interviews with stakeholders. The interviews focused on the process of developing the plan, the challenges experienced, and the extent to which the views of stakeholders were integrated in the draft document. Owing to limitations of time and scope of the review, it was not possible to interview many players on this subject. The various items under the ToR also did not envisage interviews; they focused on general review of the draft document.

Consultations are on going and aim at getting the required buy in. During the interviews, it was explained that consultations and participation of various players in the development of NESSP are on going. The drafting process is not complete; consultations with some of the players in the sector are yet to be conducted. These include the County governments and in particular the County Executive officers in charge of education; and the national parliament (Senate and the National Assembly). The Ministry is also planning for regional meetings to engage with citizens.

The Plan document does not have a section discussing the plan development process and how the consultations were carried. The design of the preparatory phase, the consultations, and other methods informing the development of the plan are not spelt out. There is a need to discuss the methods used to develop the plan, how the Ministry involved stakeholders at different stages; and how comments by stakeholders were incorporated.

This appraisal report aims at informing the finalization of the draft. It points at areas that require strengthening in order to make the document more

cogent and ensure it achieves the objectives of education sector policies. The appraisal report will be presented to stakeholders for feedback. The consultant expects to continually engage with the Ministry and other players with a view to clarifying any issue.

2.0 Education Sector in Kenya: The Context

2.1 Why a sector plan

Development of the plan requires analysis of education sector. The Guideline for Education Sector Plan Preparation published by International Institute for Educational Planning (IIEP) and Global Partnership for Education (GPE) requires that a sector plan begin by analyzing the situation and describing the present conditions in the sector. This analysis helps in identifying challenges facing the sector; it identifies underlying problems that should be addressed. It answers questions such as ‘where is the sector now’ as well as ‘how did the sector get here’.

Policy formulation follows the analysis. Policy formulation includes setting policy priorities and identifying the key strategies to achieve these priorities. The policies and strategies are based on the understanding of the underlying challenges and are proposed as a way of resolving them. The formulation of policies, therefore, comprises the key strategies that should be implemented to foster change. The policies and strategies, together, help in clarifying the future of the sector. They also provide the means for taking the sector forward; they provide the means to achieve the desired change.

A good Plan should have a coherent and a logical relationship between the situation today; and the proposed policy priorities. It should show how the policy priorities will address the prevailing situation. It should show how the interventions will cause change in the sector. That is, the Plan should show a ‘causal chain’ in the design.

2.2 NESSP 2018-20122

What does the draft NESSP 2018 – 2022 say about “the sector today” and “how did the country get here?” What does NESSP tell us about “where do we want to go?” Does it give a clear vision of where the sector should go in the next five years? And if yes, does the Plan identify the strategies and means of taking the sector “where it should go?” What are these proposed strategies to move the sector forward?

This assessment finds that the draft NESSP 2018-2022 has addressed these questions in a comprehensive manner. It is full with details and evidence supporting the analysis. The sector situation is well analyzed and presented. The Plan shows where the sector should go. There are clear strategies for taking the sector forward.

However, the draft NESSP lacks a clear analysis of “causal chain.” It is not very easy to show how the various interventions interlink to produce the desired change in the sector. All elements are in place (in terms of taking the sector forward) but they lack logic in how they relate and how they will impact on the sector. This problem should be addressed by presenting a diagram on ‘causal chain’ in which relationships between the problem/situation analysis, policies and strategies are clearly sketched out.

2.3 Education sector situation analysis: A summary

Kenya has made some progress in improving the education sector. Enrolment rate in pre-primary education has increased by about 17 per cent between 2013 and 2017; from 2.8 million children in 2013 to 3.3 million in 2013. Primary education have had an improvement but with less margin, 5 per cent, during the period. However, close to 90 per cent of primary school going children are enrolled; only about 9 per cent of children expected in schools are not enrolled.

Close to 50 per cent of children who should be in secondary school are not enrolled in secondary schools; girls fair worse. Important also is girls appear least enrolled at almost all levels although their enrolment in private schools is almost similar to those of boys. Girls are also least enrolled in schools in ASAL areas. The increase in enrolment figures therefore masks certain challenges in the sector. Adult education is also characterized by low access and enrolment rates. Some of these challenges are identified and discussed in the sector analysis report (ESA).

The Sector Plan is built on a comprehensive Draft Education Sector Analysis, September 2018. This sector analysis points at various challenges facing the sector and gaps in some of the interventions. The draft NESSP document has also discussed each of these challenges in the various sub-sectors. This section identifies and discusses these challenges facing the sector and as raised in NESSP. This discussion on problems/current situation is meant to help assess whether proposed strategies effectively targets the underlying problems or not; and whether the strategies are adequate for the problem/challenges.

First, there are internal inefficiencies and disparities in access to education; girls are more disadvantaged in this respect. Drop out rate increases after enrolment in pre-primary such that 1 in every 8 children is able to complete standard 8. The drop out rate continues even at secondary level. Girls are most affected in terms of completion rates; there are more boys than girls completing especially at lower levels. Many factors contribute to declining enrolment and these also vary, notably, from one county to another.

Secondly, there huge disparities in access to education. Drop out rate is higher in especially the marginalized areas of the country – Mandera, Wajir, Turkana, and Garissa, among others; as well as Nairobi. Counties with low drop

out rates include Elgeyo Marakwet, Lamu and Tharaka Nithi. What this implies, therefore, is that ASAL areas – and poor urban areas – have unique challenges that may not be addressed with ease if a generalized intervention is made on the sector.

Thirdly, quality of learning and skills imparted at school is generally low.

Assessments on examination cycles (KCPE and KCSE) show generally weak performance of candidates. Since 2016, the number of candidates obtaining a C+ grade – minimum university entry requirement – has been on decline. At KCPE level, the mean score has remained slightly above 50 per cent. The poor learning outcomes emerging at the end of primary and secondary cycle of education generally start at early grades in primary education. At the university level, there is an additional problem: universities focusing away from science and technical courses that would drive efforts at industrialization. There is an increase in number of those enrolling in humanities and social science. Further, a majority of the staff do not have PhDs.

Fourthly, the sector's governance and institutional inter-linkages remain weak.

There are many institutions in the sector sometimes working as silos and without reference to one another. Furthermore, the 2010 Constitution has introduced the devolved level of government and new county structures. These are weakly coordinated with the national structures. Overlap in mandate and silos approach to implementation of policies characterizes the sector.

Fifth, the situation analysis identifies a number of weaknesses in teacher development and management.

Pre-service training programmes lack adequate reach; it is not effective. There are no adequate facilities in schools to support innovative pre-service programmes at various levels. Short and poorly designed practicums characterized by inadequate supervision pose another challenge in this respect. This is in addition to the problem of teacher absenteeism. Whether teacher absenteeism is authorized or not, it simply leaves the learners with inadequate instruction time. In the ASAL areas, the problem may lead to absence of instruction for long periods owing to logistical challenges of accessing some of these areas.

Sixth is financing of the sector. Sector spending as a share of GDP has been an average of 5 per cent between 2010/11 and 2015/16.

Fluctuations have been marginal but share of education expenditure in total government spending dropped by about 6 per cent. The point nonetheless is that there has been no significant increase in share of allocation as a per cent of GDP for several years. Further, 90 per cent of expenditure is recurrent. The primary education sub-sector is the largest consumer of budget in the sector.

Added to these challenges are gender-based challenges. There are fewer girls than boys who complete school especially at lower levels. The disparities in enrolment of boys and girls have implications for gender equality and tend to impact negatively on the society.

There is also an additional challenge of refugees. The country is host to many refugees who face the problem of access to education. Their numbers also raise significant challenges for provision of quality education.

The challenges of inclusive education and particularly provision of quality special needs education are of concern in the sector. While there is a problem of credible data on this problem, the analysis underlines that learning institutions do not have the infrastructure and relevant devices to attend to their needs. Teachers also lack the appropriate skills to address their needs.

2.3.1 Situation analysis: Assessment

The Sector Plan is based on a comprehensive analysis of the sector. The analysis is based on data from various sources including the Kenya National Bureau of Statistics. Chapter 2 in particular identifies the problems in each sub-sector (pre-primary; primary; secondary; adult and continuing education; TVET; University education and post-training and skills development; among others).

Analysis of challenges facing each sub-sector is comprehensive in some sub-sectors than in others. The analysis does not pick out the evident gender disparities and inequalities in some sub-sectors. The draft should elaborate on challenges facing primary education; adult and continuing education; and identify the key gender disparities by sub-sectors.

The situation analysis has identified many factors constraining the sector from effectively contributing to national development. However, it is not apparent why quality education remains low. Standards guiding provision of quality education have been in place but quality, access and gender disparities remain a challenge. Reasons responsible for this are not well articulated.

Issues not adequately covered in this analysis include weak enforcement of standards, weak accountability, and poor governance of quality assurance. The governance structure and issues of accountability and how accountability in education sector is enforced or not are issues that need spelling out. It is recommended that the draft identifies weaknesses in governance and accountability systems as factors contributing to weak performance of the sector.

The challenges of policy continuity; and continuity in implementation are not very apparent. There are instances where implementation of policies is interrupted owing to changes in priorities, shuffling of policy leaders, or external dynamics. Informal factors such as pronouncements by influential players may also halt the pace of implementation. Intermittent disbursements, transfers of policy leaders and staff, though small issues, may have momentary impact on continuous implementation of programmes.

It is recommended that formal and informal factors – rules of the game – contributing to the above situation in the sector be discussed. An analysis of

the informal factors, institutions, and values that contribute to weak performance of the sector should be included.

Chapter two lacks a conclusion on the key challenges facing the sector; and the proposed policy formulation to address the underlying challenges. The chapter should end with a summary of policy priorities and proposed strategies. The conclusion should show the key interventions that should help address the challenges.

2.4 NESSP: Vision and Mission

It is expected that NESPP anchors on national government policies and plans. In this regard, NESSP is expected to explicitly sit on MTP III. The vision statement both in MTP III and NESSP, however, differ in terms of wording and the mental ‘picture’ they create may be different. MPT III has the vision of “*a globally competitive education, training, research and innovation system for sustainable development.*” Draft NESSP vision statement is “*Quality and inclusive education, training and research for sustainable development.*” NESSP differs from MTP III (and Vision 2030) by adding ‘quality’ and ‘inclusive education’ in the vision statement.

2.4.1 Vision statement: assessment

Having two slightly different vision statements on the same sector and in policy documents may demonstrate lack of coordination and synergy. It may pose the challenge of monitoring progress in the education sector if these are not synchronized.

It is recommended that NESSP adopt the MTP III phrasing of the vision. “Quality” and “inclusive education” are achievable in a ‘globally competitive education. “Quality” and “inclusive education” should be captured through sub-sector objectives.

The above notwithstanding, the sector strategies and priorities are aligned with MTP III. The priorities outlined in the sector plan are consistent with the priorities of MTP III. The costs and expenditure projections for this plan are aligned to the Kenya Medium Term Plan III, which runs in the same period 2018-2022.

2.4.2 Mission statement: assessment

There is a slight variation in the mission statements in MTP III and draft NESSP. NESSP mission statement is “*to provide, promote and coordinate competence based equitable learner centred education and training and research for sustainable development.*” MTP III mission statement on education and training is “*to provide, promote and coordinate quality education and training for sustainable development.*” It is important to synchronize the mission statements in both MTP

III and NESSP. These should be synchronized without compromising the overall purpose of key interventions in the sector.

NESSP mission statement does not show ‘how’ the mission will be carried out. NESSP emphasizes competence based equitable learner education. This is based on the situation analysis and the agreed need to focus on competence based equitable learner centred education.

NESSP mission statement should show the means through which competence based equitable learner-centred education will be achieved. The mission may read, for example, *“to provide, promote and coordinate competence based equitable learner centred education, training and research for sustainable development (e.g. through quality and relevant approaches).”*

3.0 Technical Assessment

This section examines the draft NESSP using the criteria of the GPE Guidelines for Education Sector Appraisal. It should be mentioned that this appraisal is based on a draft Plan document and was carried out at a time when consultations were going on. These consultations should have ended a while back but the last quarter of 2017 experienced a prolonged electoral period and disruptions that impacted on planning in many sectors. These effects spilled over to affect national planning and programming process.

This appraisal focuses on a number of issues. These include:

- Leadership and participation
- Soundness and relevance
- Equity, efficiency and learning in basic education
- Coherence
- Feasibility, implementation and ‘monitorability’

3.1 Leadership and participation

Leadership and participation:

- Has the plan preparation process been country-led, participatory, and transparent?
- Leadership and Ownership: To what extent is national leadership and partners’ ownership reflected in the ESSP?
- Participatory Process: What is the level of involvement among the local stakeholders and development partners?
- Capacity Development: To what extent was the plan preparation used as an opportunity to develop national capacities in education policy and planning?

Consultations and participation: The Ministry of Education led the preparatory process in a highly participatory and consultative manner. Some of the preparatory activities were carried out in late 2016. The ministry held internal meetings with senior staff in 2016 but the main consultations, organized by the

Ministry, began in earnest in the first half of 2017. The Ministry also established a leadership and technical structure to steer the development of the plan. This comprised the Steering Committee; the Technical Committee; and a Coordination Team. A drafting team was also put in place and had a clear mandate, responsibility and mechanism of coordination. The consultations included other ministries and departments. The National Treasury and Planning were provided inputs on macro-economic data and information on budget assumptions and sector projections.

Leadership and ownership: The national government has led the process by convening meetings, drafting the document, receiving comments and integrating feedback, and providing general direction on the development of the plan. On the other hand, partners and other stakeholders were and continue to be involved in the preparation process. Development partners continue to liaise with the Ministry and to provide support in various ways. National stakeholders including civil society groups have been part of the consultations. Indeed some of them point out that they have been consulted and have participated in the drafting process. They have provided inputs at different stages.

Capacity development: The Technical Capacity of staff in the Ministry has improved considerably over time. This began with initial training in mid-2017. This training focused on preparatory process, how to conduct the sector analysis and how to prepare the plan. The International Institute for Educational Planning facilitated this initial support. From then on, officers in the ministry have led the process without much reference to external consultants. Other stakeholders have continued to provide the required inputs through the ministry. The policy issues that have come out are the result of this interaction between the stakeholders and the staff in the ministry.

Consultations are on going. The Plan development process has involved wide consultations in order to get the required buy-in and ensure adequate ownership of various stakeholders. Of concern here is that the relevant parliamentary committees (National Assembly and the Senate), the County Governments (County Executive Committee) and the County Assemblies Forum members are yet to be consulted. They are yet to give feedback. Further, the Ministry is planning to hold regional consultations to ensure ordinary citizens participate in the process. Indeed, participation of the public is an important constitutional requirement and may need a robust approach both now and during implementation.

It is important that these consultations are held before finalization of the document. Participation of stakeholders is key to the successful implementation of the Plan. Meaningful participation of stakeholders will help in building a sense of national ownership of the document when it is finally launched. There are guidelines developed by the Ministry of Devolution on how to facilitate public participation. It is recommended that the Ministry adopt these guidelines to reach out to citizens at different stages of implementing the Plan.

3.2 Soundness and relevance

Soundness and Relevance:

- Does the plan constitute a solid corpus of strategies and actions addressing the key challenges of the education sector?
- Evidence-based education sector analysis: What empirical evidence was available and was it used effectively?
- Relevance of Policies and Programmes:
- Soundness of the financial framework
- Soundness of the action plan

Relationship between strategies and actions: Section three of the report identifies the key strategic objectives, sub-sector priorities and programmes that will be implemented to achieve the vision. The ‘causal chain’ and relationships that will produce the desired change in the sector are not easy to follow. All elements of a good strategy are in place but it is difficult to establish their relationships in the programme design.

First, there are six strategic objectives presented under Section 3. These are many for purpose of monitoring and learning. Some of the objectives tend to overlap. Secondly, the strategic objectives do not coherently link to the four themes proposed under section 3.1. These themes are:

- (i) Access, retention and equity;
- (ii) Quality and relevance;
- (iii) Education management, governance and accountability; and
- (iv) Labor market relevance.

Fewer objectives will ease monitoring and ensure close follow up. To make the programme design cogent and solid, and to follow how interventions are contributing to impact, the Strategic Objectives should be reviewed and reduced to four. The revision should reflect the proposed themes under section 3.1.

The following may be considered (just as an example) as revised **strategic objectives**:

- i. To enhance access and equity in education, training and research;
- ii. To provide quality and competence based education, training and research
- iii. To enhance relevance and capacities for Science, Technology and Innovation (ST&I) in education, training, and research for labour markets
- iv. To Strengthen management, governance and accountability in education, research and training

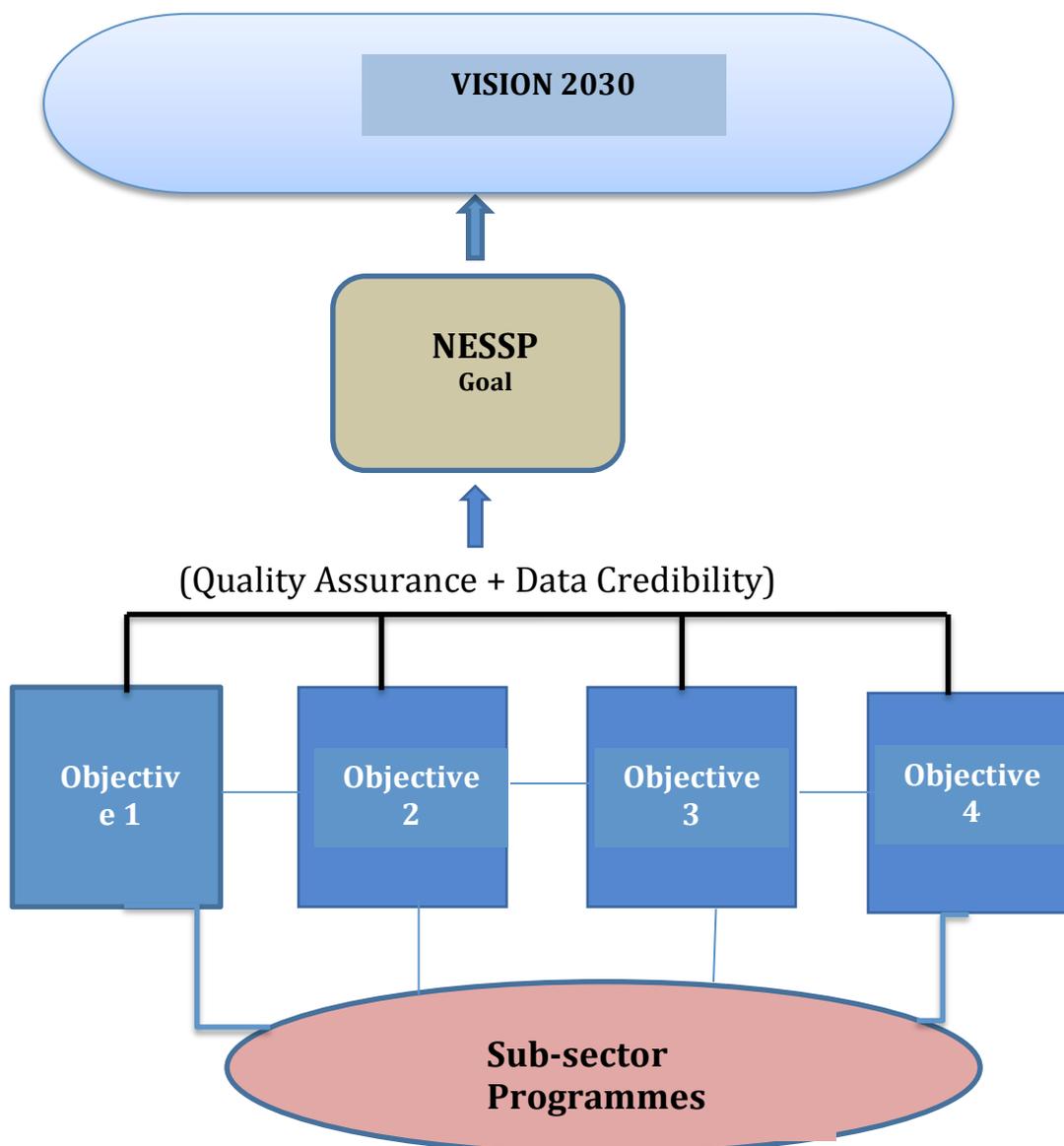
Some of the present strategic objectives may be turned into outputs to be achieved under each sub-sector. Improvement of data quality and sharing; integration of ICT; and commercialization of research findings may be turned into outputs to be achieved by interventions under each level of education.

Addressing gender disparities should stand as key a key out put under each level of education.

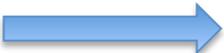
It is proposed that a schematic diagram/framework of 'programme' design - illustrating causal chaing - be presented. The diagram should show the relationships between the various priorities and the overall goal of the Plan. The diagram will also present the key elements required for the 'results framework'. In other words, the design of NESSP should show 'Causal Chain'. It should be presented in a manner that shows the inter-linkages between the problem in the sector, the proposed sector strategies, and the expected outcome of these strategies. It should also illustrate how the Plan relates to Vision 2030 as the ultimate end.

In addition, a matrix showing each strategic objective and attendant sector outputs and outcomes should be developed. This is important because it will show how interventions under each level of education will contribute to the strategic objectives. It should show the interventions to be carried out under each level of education to produce the desired result or outcome.

One possible NESSP Framework (causal chain components to change depending on consensus on strategic objectives etc)



The table shows how NESSP Results Framework may look like for purposes of monitoring

Goal: Globally competitive and 'inclusive' education, training, and research for sustainable development				
 Logical flow				
Assumptions	Activities (present programmes and interventions) For each sub-sector	Outputs For each sub-sector	Intermediate Outcomes	Outcomes

Evidence-based analysis: The above weakness notwithstanding, this appraisal finds that the content presented is based on solid evidence. The sector analysis report itself has assembled evidence on “where we are today”. The gaps on this have already been mentioned in the preceding sections of this report. The data used is consistent and was sourced from key documents by government, partners and non-state actors. The sector analysis covers all subsectors from pre-primary to tertiary level. The analysis addresses all areas of access, internal efficiency, participation, equity, quality, management, costs, and financing. The vulnerability of the education system to political, economic, social, and environmental risks have been analyzed but may require further analysis of the informal institutions that impact on performance of the education sector.

Relevance of policies and programmes: The policies and programmes proposed are relevant in terms of addressing the challenges presented under the situation analysis. Further, each sub-sector of education is presented with clear interventions to contribute to the desired change. The programmes and policies have the potential to address the identified problems. However, this will be possible if they are logically inter-linked as observed above. The proposed policies and programmes are based on the evidence generated from the sector diagnosis and informed by lessons learned from previous actions and reviews in the education sector in Kenya. The risks in policies and programmes have been identified and mitigation measures provided but these may again require enhancing after an analysis of contextual factors that affect performance.

Financial framework: There are clear and coherent assumptions guiding the financing framework. NESSP projects economic growth at an average of 5 per cent per annum during the period. This is realistic give the fluctuating growth in the last two decades. Rarely has growth surpassed this level. Projections for each sub-sector are well thought out and well quantified. The presentation on costs is also comprehensive and ambitious. It is ambitious also because NESSP expects to increase enrolment rates at all levels of schooling by 2022. Finally, the quantifiable scenarios are consistent with the sector strategies and programmes identified under Section Three.

Action plan: An action plan for the Plan has been developed and comprises comprehensive activities and costs. All activities are costed and resources identified for all of them. The indicators are clearly linked to outputs. However, it is recommended that the action plan be revised after the NESSP is finalized and after the programme design is completed. There will be a need to review the action plan especially if the programme design were to consider recommendations made in this appraisal report.

3.3 Equity, Efficiency, and Learning in Basic Education:

Equity, efficiency, learning in Basic Education

- Are the key dimensions of equity, efficiency, and learning soundly addressed to increase sector performance?
- Robustness and relevance of the strategies: Do the proposed priorities and programmes form a relevant response to the challenges?
- Change strategies: Is the financial framework adequate and credible?
- Results Framework: Does the action plan provide a sound operational framework?

Equity, efficiency and learning: NESSP has clearly identified equity, efficiency and learning as some of the priority areas on which to concentrated investments during the period. These are also issues coming out from the situation analysis: disparities in access, drop out rates, and challenges in learning especially in basic education are identified as key problems to address.

Every sub-sector has identified a number of strategies that will address these challenges and improve the subsector. On account of this, the strategies are relevant in terms of responding to the identified challenges

A point worth emphasis here is that the county governments are responsible for pre-primary education. Although they implement national policies on pre-primary education, they are in control of the sub-sector. They are responsible for the management of the sector as well as provision of services relating to this sub-sector. It is important, therefore, that the consultations with the county governments address how the budgets will be developed. For the pre-primary sub-sector to achieve the objectives under NESSP, the county government will be required to give the sub-sector a priority in terms of allocation of resources.

Results framework: The results framework for NESSP is generally weak; the 'causal chain' framework does not show how different components will be contributing to the goal of NESSP. The causal chain should be presented in a diagram to show how change will take place during the period; the strategies that will be used to foster change; and the priority areas of focus the NESSP will invest in to produce results. The current monitoring framework will need revision after the design of the proramme is completed.

3.4 Coherence

The preceding discussion has noted that the strategies proposed for each sub-sector draw from the sector analysis and that they have potential achieve the overall objective of NESSP. The narrative presentation is comprehensive and is backed by quantitative data drawing from various sets of data. The main challenge, however, is the failure to show causal linkages in a manner at the overall level. This can be addressed by presenting a diagram on 'causal chain'. this will help in aligning all interventions to their relevant programs; and programmes to strategies. This will also help in clarifying the Results Framework.

The costing is well aligned with the budget. Both draw from feasible projections and analysis of key trends in the country and dynamics in the sector. The projections are based on the assumption that enrolment figures will continue to grow over time and that the economic growth will remain at current level of about 5 per cent per annum during the period.

The M&E indicators are also aligned to proposed interventions and reflected the proposed sector priorities. However, these need to be reviewed once the programme design is presented in a causal chain manner. The presentation with a focus on sub-sector should show what each sub-sector is contributing in terms of outputs and outcomes.

3.5 Feasibility, Implementation, and Monitoring

NESSP has proposed an elaborate framework for implementation and monitoring of the activities. Implementation will be through the Ministry of Education where a multi-agency coordination unit will be established. This unit will be answerable to the Principal Secretary. The unit will be responsible for implementation of the results framework. It will also develop and implement the multiyear action plan.

A review of the financial feasibility has been captured in NESSP. It is clear from the diagnostic report that the resources for recurrent expenditure are available and projected to increase by 33 percent in the plan period. However, it is important to observe that this increase of resources will depend on realization of economic growth projections and sustained investment in the education sector at all levels. The growing public debt and tax pressure may impact on expenditure patterns and reduce the resource envelop for this crucial sector.

An analysis of the funding gap - which is a crucial parameter for determining the feasibility of the NESSP - is elaborate; it provides projected costs and expenditure. The sector plan show that the sector is likely to receive cumulative of KES 2.27 trillion in recurrent budget over the 5 year plan implementation period against the plan cost of KES 2.89 trillion. Without commitments from development partners, the immediate resource gap is KES 616.5 billion (USD 6.165 billion). NESSP cautions that since the resources for basic education are likely to be subjected to a vote, the level of funding is likely to

face a deficit of KES 63.6 billion (USD 637 million). An analysis of trend in funding from the development partners would help in determining the projected funding from form partners in the next five years. This is also important for informing strategies for innovation in financing the gap.

The plan has captured well some critical aspects that promote good governance and accountability in all levels of the education sector/sub sectors. It has identified measures that will be undertaken to strengthen governance and accountability- which include strengthening decentralized financial and procurement arrangements that encourage community participation, structure for accountability, capacity development, performance contracting and policy strengthening. A communication strategy will be developed to help in informing stakeholders of their roles and activities the ministry seek to undertake, strategies to address gender imbalances in enrolment and other aspects in the sector and measures to ensure it is done. ,.

The plan spells out the key risks and mitigation measure. The plan proposes to effect implementation of reforms, strengthening accountability and governance structures at national and county levels. These measures will be effective only if there is a clear mechanism for monitoring and enforcement of regulations and standards. It will require constant follow up and feedback at the national and county level. It will require enhanced supervision of interventions at all levels and in all sub-sectors.

An M&E unit will be housed in the coordination unit. The Central Planning and Project Management Unit will be responsible for this function. The staff from the Kenya National Bureau of Statistics will be responsible for collecting and data analysis. A multi-level M&E system will also be employed to collect data from all sub-sectors using a decentralized approach.

This notwithstanding, the M&E system as is does not have a coherent causal chain. This point has already been discussed in the preceding section. It is important that the M&E outputs and outcomes be revised when the programme design is completed. All the same, the indicators for the present M&E system are robust and based on data that would be collected with great ease.

The Logical Framework: this will help to evaluate the plan from the input level to the outcome (impact level). However, this needs to be revised to show a clear logic of how the change will be delivered. This should be designed to show linkages from outcomes, intermediate outcomes, outputs and programs/activities

This approach to implementation is feasible. The challenge of institutions not being effectively aligned in the sector; and the challenge of working in silos will be addressed through the strategic priority on enhancing governance and accountability in the sector. In this regard, the plan proposes a number of policy priorities to address the problems of governance in the sector. These include improving institutional inter-linkages; and enhancing policy formulation and implementation.

A communication strategy will be developed. The proposed Coordination Unit will develop a communication strategy to help promote good governance practices in the sector especially by creating awareness of the stakeholders on NESPP and their roles. Accountability will also be strengthened through use of county boards at the local level. At the national level, however, there is no clarity on how the National Education Board will be involved. This is one issue that will require addressing at the outset before the Plan is finalized.

4.0 Conclusion

Development of Kenya's National Education Sector Strategy Plan (NESSP) has followed a consultative process under the leadership of the Ministry of Education. NESSP is comprehensive and is based on solid evidence. The policy priorities are drawn from the analysis of sector situation; they have potential to produce the desired change. However, there is a need to clarify the 'expected causal-relationships' in a diagram on programme design; and results framework.

The draft will be completed after consultations with additional local education groups. The national parliament, the county governments, and regional consultations will be held to ensure there is a buy-in from all critical stakeholders. This is also important because the law requires development of policies to follow from public participation.

This appraisal report notes that the Vision and Mission of NESSP are phrased slightly different from that of MTP and Vision 2030. It is recommended that these be synchronized to make monitoring of progress towards this vision easy.

The report notes that the 'causal chain' between policy priorities, strategic objectives, and strategies would be better presented in a diagrammatic manner. The narrative contains all the key elements but there is not clarity on causal relations. The Results Framework has a similar challenge; this lack of clarity on causal relations will make it difficult to monitor progress towards key outcomes unless it is aligned to a coherent programme design.

Summary of Recommendations

Several recommendations have been made in the preceding sections. This section provides an overview of the key ones.

1. The document should spell out the plan development process. The discussion should show how the plan was developed and also how the Ministry consulted the stakeholders, how their views were integrated, and how this enriched the process.
2. The Vision and Mission statements in both MTP III and NESSP should be synchronized. This will make it easy to monitor progress in implementation and progress towards achieving national objectives.

3. It is recommended that the discussion on the sector situation includes governance and accountability related factors that impinge on enforcement of quality standards; and provide an analysis of various interests that constrain effective implementation of the policies in the sector.
4. NESSP 'programme' design should be presented in a diagram to show causal linkages between the goals/priorities, strategies, programmes and proposed activities.
5. The Results Framework matrix and diagram should be presented after the programme design; it should show the underlying causal relationships from the goal to the activities.
6. Governance and accountability mechanisms are spelt out but the role of the National Education Board at the national level; and the role of county boards at the county level should be spelt out. Indeed the role of the National Board is not well articulated.