

BASIC EDUCATION SECTOR ANALYSIS REPORT

- KENYA -

AUGUST 2012

**JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
INTERNATIONAL DEVELOPMENT CENTER OF JAPAN INC. (IDCJ)**

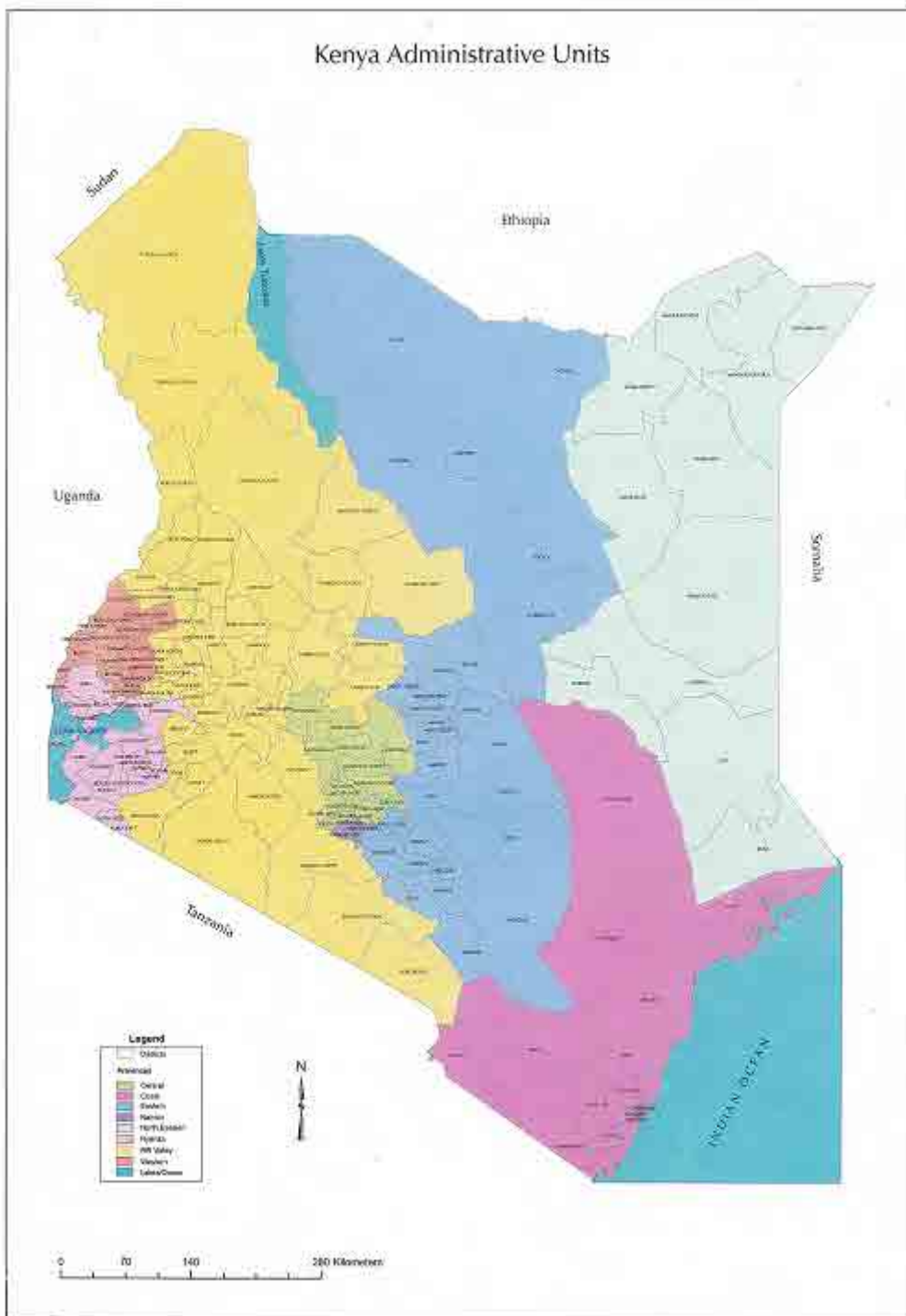
HM
JR
12-068

BASIC EDUCATION SECTOR ANALYSIS REPORT

- KENYA -

AUGUST 2012

**JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)
INTERNATIONAL DEVELOPMENT CENTER OF JAPAN INC. (IDCJ)**



(Source: Kenya National Bureau of Statistics (2010) 2009 Kenya Population and Housing Census. Volume I C. Population Distribution by Age, Sex and Administrative Units).

Map of Kenya

Abbreviations

ACE:	Adult and Continuing Education
AfDB:	African Development Bank
ASAL:	Arid and Semi-arid Land
AUSAID:	Australian Agency for International Development
BOG:	Board of Governors
BOM:	Board of Management
CAT:	Competence Assessment Tests
CBE:	Curriculum Based Establishment
CDF:	Constituency Development Fund
CEB:	County Education Board
CEMASTEА:	Center for Mathematics, Science and Technology in East Africa
CFS:	Child Friendly Schools
CIDA:	Canadian International Development Agency
CSR:	Country Status Report
DEB:	District Education Board
DEO:	District Education Office
DFID:	Department for International Development (UK aid agency)
DGE:	Director General of Education
EAQEL:	East Africa Quality Education Learning
EC:	European Commission
ECDE:	Early Childhood Development and Education
EDCG:	Education Development Partners Coordination Group
EFA:	Education for All
EMACK:	Education for Marginalized Children in Kenya
EMIS:	Education Management Information System
FDSE:	Free Day Secondary Education
FPE:	Free Primary Education
FTI:	Fast Track Initiative
GDP:	Gross Domestic Product
GER:	Gross Enrollment Rate
GNI (PPP):	Gross National Income (Purchasing Power Parity)
GPA:	General Purpose Account
GPI:	Gender Parity Index
HIV/AIDS:	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HOD:	Head of Department
ICR:	Implementation Completion Report
ICT:	Information Communication Technology
IDCJ:	International Development Center of Japan Inc.
INSET:	In-service Education and Training

JFA:	Joint Financing Agreement
JICA:	Japan International Cooperation Agency
KANU:	Kenya African National Union
KCPE:	Kenya Certificate of Primary Education
KCSE:	Kenya Certificate of Secondary Education
KEMI:	Kenya Institute of Management Institute
KESI:	Kenya Education Staff Institute
KESSP:	Kenya Education Sector Support Programme
KICD:	Kenya Institute of Curriculum Development
KIE:	Kenya Institute of Education
KISE:	Kenya Institute of Special Education
KJSE:	Kenya Junior Secondary Examination
KNEC:	Kenya National Examination Council
KNUT:	Kenya National Union of Teachers
LATF:	Local Authorities Transfer Fund
MDG:	Millennium Development Goals
MOE:	Ministry of Education
MOHEST:	Ministry of Higher Education Science and Technology
MTEF:	Medium Term Expenditure Framework
NARC:	National Rainbow Coalition
NEB:	National Education Board
NER:	Net Enrollment Rate
NFE:	Non-Formal Education
NGO:	Non Government Organization
ODM:	Orange Democratic Movement
PCR:	Pupil Classroom Ratio
PDE:	Provincial Director of Education
PEO:	Provincial Education Office
PISA:	Programme for International Student Assessment
PNU:	Party of National Unity
PRESET:	Pre-service Education and Training
PS:	Primary Secretary
PTA:	Parent Teacher Association
PTR:	Pupil Teacher Ratio
PTTC:	Primary Teacher Training College
QASO:	Quality Assurance and Standard Officer
SACMEQ:	The Southern and Eastern Africa Consortium for Monitoring Educational Quality
SAGA:	Semi-Autonomous Government Agency
SbTD:	Schools-based Teacher Development
SCEB:	Sub-County Education Board
SCEO:	Sub-County Education Office

SEP:	School Empowerment Programme
SIDA:	Swedish International Development Cooperation Agency
SIMBA:	Schools' Instructional Materials and Books Account
SMASE:	Strengthening of Mathematics and Science in Primary Education
SMASSE:	Strengthening of Mathematics and Science in Secondary Education
SMC:	School Management Committees
SPRED:	Strengthening Primary Education Development
SWAP:	Sector Wide Approach
TF:	Task Force
TSC:	Teachers Service Commission
TTC:	Teacher Training College
TVET:	Technical and Vocational Education and Training
UNESCO:	United Nations Educational, Scientific and Cultural Organisation
UNICEF:	United Nations International Children's Emergency Fund
UPE:	Universal Primary Education
USAID:	United States Agency for International Development
WS:	Work Shop

Executive Summary

Chapter 1: Outline of the Study

As the target year of the Millennium Development Goals (MDGs) and Education for All (EFA) approaches, non-traditional forms of aid modalities such as SWAPs and general budget support are progressively tested and used in providing aid. In this context, the Japan International Cooperation Agency (JICA) has commissioned a study to carry out a comprehensive and in-depth analysis of the education sector in 13 countries in Sub-Saharan Africa and Latin America¹ so that more strategic and effective programs/projects can be formulated. The purpose of the study is twofold: 1) to gather relevant data and information, analyze them, and to identify priorities in the education sector in each country, and 2) to propose how to improve the quality and the methodologies of JICA's analysis on basic education.

Chapter 2: Political and Socio-economic Situation in Kenya

In Kenya, the National Rainbow Coalition (NARC) won the election in 2002 and President Kibeki took the reins of the government. In 2007, however, the unprecedented violence (2007 Post Election Violence) broke out and many were killed or displaced in the country. It affected the Kenyan society and economy, including the education sector. The major socio-economic indicators are: GNI per capita USD 1,640 (PPP, current international \$) (2010), GDP growth rate 5.6% (2010), life expectancy 56.5 (2010), and adult literacy rate 87% (2009).

Chapter 3: Educational Policies and Reforms

In Kenya, Free Primary Education (FPE) has started since 2003 and Free Day Secondary Education (FDSE) has been implemented since 2008. In 2005, in order to achieve EFA and MDGs, a policy framework called the Sessional Paper No.1 was planned and thus became a basis of the current education system. In the same year, Kenya Education Sector Support Programme (KESSP, 2005-2010) was planned and defined the priority areas with 23 investment programs (IP). The donors including the World Bank, DFID, CIDA, etc. supported KESSP through the pool fund.

To align with the new Constitution established in 2010 and Vision 2030 embarked in 2008, the educational reform to achieve the new education system in new Kenya has been promoted. A new policy framework and an education bill are being drafted. In the education reform, the performance targets such as (1) ensure access, equity and quality across all levels of Basic Education and training by 2020; and (2) eliminate gender and regional disparities in Basic Education and training by 2017 are set. If they are approved by the Cabinet and the Parliament, the new Policy Framework will be established and the next Educational Sector Programme will be developed.

Supervisory authority of the sector is the Ministry of Education (MOE). But it is likely to be

¹ The target countries are Kenya, Ethiopia, Uganda, Rwanda, Malawi, Zambia, Cameroon, Senegal, Mali, Niger, Burkina Faso, Guatemala, and Nicaragua.

integrated with the Ministry of Higher Education Science and Technology (MOHEST) to follow the new Constitution. Currently, regional education administration is managed by provincial education offices and district education offices. It will become the County education offices which are in charge of monitoring of education activities, after the educational reform.

Chapter 4: Status and Challenges of Basic Education Sector Development

[Access] Following the FPE policy (2003), the enrollment rate has steadily increased up until 2011. In 2011, the gross enrollment rate (GER) was 115%, and the net enrollment rate (NER) was 96.7%, both achieving the highest in the past. In the pre-primary education as well, it has grown in the past two decades, and reached 59.3% in GER and 42.1% in NER in 2007. Secondary education has increased after FDSE (2008), from 36.8% in the previous year to 42.5%. In 2011, GER was 48.8% and NER was 32.7%.

[Internal Efficiency] Although cohort survival rate decreased from 91.6% in 2006 to 73.8% in 2007, this is relatively higher than the other African target countries in this study. Repetition rate and dropout rate are the highest in the first (repetition rate 6.5 %, dropout rate 9.12%) and the second (repetition rate 5.84 %, dropout rate 5.88%) grades. Both dropout rate (3.5%, 2007) and repetition rate (9.8%, 2003) achieved the EFA-FTI indicative framework average. Transition rate increased from 46.5% in 2001 to 73.3% in 2011, but in most of the years, boys exceeded girls and thus there is a disparity between boys and girls.

[Equity] Boys have better figures in GER in primary education than girls in most of the last 10 years. After 2003, especially, the difference has been bigger. In secondary education as well, GER has drastically increased for boys but the disparity with girls has become larger. The Gender Parity Index also differs among provinces, with the lowest 0.63 (2007) in the Northeastern Province. The Northeastern and Nairobi Provinces are dramatically low in GER among all provinces in both primary and secondary education.

[Learning Outcomes] The primary completion rate has shifted between 70 to 85% in the past 5 (five) years (74.6% in 2011). The secondary completion rate was relatively higher than that of primary education, 91.8% (2007). Completion rates of girls were lower than those of boys in both levels. In the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SAQMEQ) assessment, Kenya ranked in the top level, with reading ranked the fourth of 15 countries and the result of math ranked the second. However, the National Examination results have remained stagnant and an assessment of reading of English and Kiswahili and numeracy (2011) revealed that many children in Kenya have problems in reading and basic arithmetic calculation.

[Learning Environment] The national average of pupil-classroom ratio (PCR) of primary schools in Kenya was 35.5 in 2007, achieving the national standard of 40. The PCR of the Nairobi Province was the highest (45.6, in 2007).

[Textbook Distribution System] The government of Kenya has constructed a system to purchase and distribute primary school textbooks with donor support. It is decentralized to

school management committees. Textbook pupil ratio of primary standard 1-8 ranged from 1:2 to 1:4. In June 2009, a fraud in the MOE was found in the textbook component of KESSP and a large amount of fund was lost.

[Curriculum] Curriculum is developed by the Kenya Institute of Education based on the policy designed by MOE. The current curriculum was revised in 2003. The on-going education reform aims to convert it to more skill and competency based curriculum.

[Teaching Staff] The number of teachers in Kenya has not increased since 2000 till 2011. It is even decreased if we compare it with the figure of 2003, the FPE inaugural year. Pupil teacher ratio (PTR) for primary education was 42.9 in 2007, which did not reach the national standard (40). There is also a regional difference in PTR. In pre-service and in-service trainings (PRESET and INSET), there are issues of lack of capacity in lecturers, lack of comprehensive framework, and insufficient coordination between PRESET and INSET. In teacher management, since the Teachers Service Commission (TSC) was defined as a constitutional commission in 2010, the roles of the TSC and the MOE have become ambiguous. It is said “power struggle” in some media.

Chapter 5: Public Finance and Administration in the Education Sector

In the education sector in Kenya, MOE is responsible for the overall administration and sector coordination. Other specific responsibilities have been gradually delegated to 8 (eight) provinces and 290 districts. Responsibilities on management and supervision of educational services are delegated to province education offices, whereas development of district education plan and education service delivery are delegated to district education offices.

Regarding the management capacity of MOE, due to the fraud in KESSP, the budget implementation capacity, governance, and efficiency of the education sector are low. In addition, although the current education reform aligns with the new Constitution, the submission of the TF report was delayed and the next phase KESSP has not come out yet. Thus, commitment of the MOE cannot be rated well. Besides, in the decentralization system, the fact that decision making is still concentrated in the central level undermines the independence, decision and self-responsibility of the provincial, district and institutional levels. In the KESSP assessment called Implementation Completion and Results Report, many indicators including access, primary completion rate, and sector management were rated “unsatisfactory.” It may be concluded that the capacity is not sufficient since the MOE does not attend the donor coordination meetings and the truth of the fraud is not disclosed to citizens and donors.

Financial distribution to the education sector has been relatively high, with the budget allocation being 6.2% of GDP (2009/2010) and the share of the education sector as a percentage of the government expenditure being 26.7% (2009/10). However, almost 80% of the education recurrent expenditure is allocated to teacher salary and the share of primary education is as low as 5.4%, whereas higher education is 26.5% and secondary education is 9.4%.

There are two kinds of block grant: FPE and FDSE. The calculated capitation amount of

Ksh1,020 for primary students and Ksh10,265 for secondary students, are directly transferred to school accounts. Apart from the above FPE/FDSE grants, national and provincial secondary schools receive additional subsidy for maintenance, which creates inequality among secondary schools. Besides, a part of funds called Local Authorities Transfer Fund (LATF) and Constituency Development Fund (CDF), which are managed by local authorities and members of parliament, are used for classroom construction and scholarship. It is pointed out, however, that the way of management and reporting of these funds lacks transparency. In future, as the demand for teachers will increase by 6 to 24 % annually (estimate for 2012/13 to 2015/16), the budget required for teacher salary will be Ksh 18.1 billion (2016/17).

Chapter 6: Trends in Donor Assistance

The Education Development Partners Coordination Group (EDCG), a framework of donor coordination in Kenya's education sector, holds regular meetings that pool-fund donors of KESSP and donors/NGOs with project-based assistance participate in. However, the MOE has not attended the EDCG since July 2011. Following the freeze of the fund as a result of the fraud of KESSP, it is not yet clear if a new pool-fund will be established, or donors will fund the next phase KESSP.

Chapter 7: Results of Analysis

From a comparison with basic education sectors in other 10 countries of Sub-Saharan Africa and with the indicators in the EFA-FTI indicative framework, the situation of access, learning environment and internal efficiency of Kenya's education sector are relatively good. However, in terms of policies, management capacities and disparities or mechanisms that are not apparent in the indicators, there are many issues.

Firstly, despite that the educational reform taking place is likely to be reflected in the next phase education sector program, information was limited to the development partners during the process of the reform and some issues written in the TF report and countermeasures were not matched. Besides, the estimated amount of necessary budget has not been validated financially. The roles and responsibilities of the County education office by the MOE and TSC are not clear.

Secondly, as for the issue of equity, gender and regional disparities are huge especially between ASAL and other regions. Though the MOE has implemented various countermeasures, there are still unreachable children. Some factors can be drawn: high levels of poverty; early marriage of girls, lack of a clear institutional framework, challenges of insecurity and inadequate learning institutions, lack of teachers from nomadic background, English as a instruction language, a large number of pupil-teacher ratio, and difficulty of teacher deployment due to the conflict among ethnic groups.

Thirdly, as for the stagnancy of learning achievement of students in Kenya, the decrease in number of primary teachers, low awareness of teachers, high absenteeism of teachers, and issues of PRESET and INSET can be factors behind. On the other hand, the current high-tensed examination system especially in secondary education, which is also related to the assessment

indicators of education officials in provinces and districts, would make it difficult to realize the shift to a competency based curriculum.

Fourthly, as for education finance, the FPE/FDSE block grant system, the teacher salary mechanism based on qualification rather than deployment, and the large amount of subsidy distributed to national secondary schools pressure the recurrent budget of the government and consequently lower the share of budget for primary education. It is required to analyze more efficient management in finance.

In the priorities given by the government of Kenya in the new Policy Framework, access, equity, quality and relevance, education for marginalized groups, curriculum and assessment, governance and management, financing are listed as priority strategies. However, more comprehensive action plan is necessary since there are issues: implementation does not come along with policies; no review is made in the current system to tackle the hindrance factors; and the priorities are too exhaustive and some are not feasible.

The study has given rise to some points of considerations and has identified some of the challenges in conducting a sectoral study in the education sector: 1) it is difficult to obtain the updated education statistics, 2) some statistical data is inaccurate, 3) it is difficult to grasp the progress in the middle of the education reform, 4) too many items to study and too little time to discuss, and 5) the amount of available information varies depending on specific topics and indicators.

**BASIC EDUCATION SECTOR ANALYSIS REPORT
- KENYA -**

Table of Contents

Map	
Abbreviations	
Executive Summary	
CHAPTER 1: OUTLINE OF THE STUDY.....	1
1.1 BACKGROUND.....	1
1.2 OBJECTIVES OF THE STUDY.....	1
1.3 BASIC APPROACHES OF THE STUDY.....	1
1.4 TARGET AREAS/COUNTRIES.....	2
1.5 MAJOR STEPS AND SCHEDULE.....	2
1.6 STUDY TEAM.....	3
CHAPTER 2: POLITICAL AND SOCIO-ECONOMIC SITUATION IN KENYA	4
2.1 POLITICAL SITUATION.....	4
2.2 SOCIO-ECONOMIC SITUATION.....	4
CHAPTER 3: EDUCATIONAL POLICIES AND REFORMS.....	6
3.1 NEW CONSTITUTION AND NATIONAL DEVELOPMENT PLANS.....	6
3.1.1 New Constitution.....	6
3.1.2 Vision 2030.....	6
3.2 RECENT TREND OF EDUCATIONAL REFORM.....	6
3.3 EDUCATION SYSTEM.....	7
3.4 EDUCATION POLICY.....	8
3.5 KENYA EDUCATION SECTOR SUPPORT PROGRAMME (KESSP).....	9
3.6 EDUCATION ACT.....	10
3.7 SUPERVISORY AUTHORITY.....	10
CHAPTER 4: STATUS AND CHALLENGES OF BASIC EDUCATION SECTOR DEVELOPMENT.....	12
4.1 ACCESS.....	12
4.1.1 School Age Population.....	12
4.1.2 Number of Schools and Enrollment.....	12
4.1.3 Enrollment Trend of Pre-primary Education.....	15
4.1.4 Enrollment Trend of Primary Education.....	15
4.1.5 Enrollment Trend of Secondary Education.....	16
4.1.6 Literacy Education.....	17
4.2 INTERNAL EFFICIENCY (QUANTITATIVE INTERNAL EFFICIENCY).....	17
4.3 EQUITY.....	20
4.3.1 Comparative Analysis of Access by Group.....	20
4.3.2 Trend of Special Education for Children with Special Needs and Inclusive Education.....	22

4.4	QUALITY OF EDUCATION.....	23
4.4.1	Situation of Learning Outcome	23
4.4.2	Learning Environment	25
4.4.3	Procurement and Distribution of Teaching Material	26
4.4.4	Definition of Academic Ability	27
4.4.5	Quality Assurance System of Education	28
4.4.6	Curriculum	30
4.4.7	Languages of Instruction.....	32
4.5	TEACHERS.....	32
4.5.1	Number of Teachers.....	32
4.5.2	Teacher Qualification and Placement.....	33
4.5.3	Working Conditions for Teachers	35
4.5.4	Teacher Education System	36
4.5.5	Teacher Recruitment / Management	38
CHAPTER 5: PUBLIC FINANCE AND ADMINISTRATION IN THE EDUCATION SECTOR..		40
5.1	PUBLIC ADMINISTRATION	40
5.1.1	Decentralization of the Education Sector	40
5.1.2	Management Capacity of the Ministry of Education	41
5.2	EDUCATIONAL FINANCE.....	44
5.2.1	Budget of Education Sector.....	44
5.2.2	Flow and Administration of Funds Provided by Donors.....	47
5.2.3	Management System of Education Budget / Public Expenditure	48
5.2.4	Distribution of Grants	48
5.2.5	Private Education Expenditure	49
5.2.6	Unit Cost Analysis	50
5.2.7	Projection of Midterm Demand and Cost for Teachers.....	50
CHAPTER 6: TRENDS IN DONOR ASSISTANCE.....		52
6.1	STRUCTURE OF DONOR COORDINATION.....	52
6.2	TRENDS OF COOPERATION BY EACH DONOR	52
CHAPTER 7: RESULTS OF ANALYSIS		55
7.1	TOP PRIORITIES IN THE BASIC EDUCATION SECTOR	55
7.2	FACTOR ANALYSIS OF TOP PRIORITIES	57
7.3	PRIORITIES OF KENYA'S POLICY	60
7.4	CHALLENGES AND NECESSARY CONSIDERATIONS	61
Annex :		
Annex I	Survey Items and Indicators	
Annex II	Itinerary of the Field Survey	
Annex III	Collected Data	
Annex IV	References	

CHAPTER 1: OUTLINE OF THE STUDY

1.1 Background

To attain the goals of Education for All (EFA) and Millennium Development Goals (MDGs) by the 2015 deadline, the developing countries have been engaged in quantitative and qualitative improvement in basic education in collaboration with the cooperating partners (CPs). For some developing countries, reaching all of these goals by the target year still remains challenging. In the area of basic education improvement, sector-wide approaches (SWAs) have been more emphasized through direct budget support rather than through project-type interventions. There have been growing concerns in the limited capacity of the developing countries in planning, budgeting, implementation, and monitoring and evaluation, which might negatively affect aid effectiveness and transparency.

Japan International Cooperation Agency (JICA) has provided various project-type and/or program-type interventions, including technical assistance, classroom construction, education equipment procurement etc., in line with the education sector program of the developing countries. In order to implement more strategic and effective cooperation in this challenging environment, JICA has decided to conduct the Basic Education Sub-Sector Study (hereinafter, the Study) and to understand the whole picture of the basic education development to formulate more comprehensive and effective programs/projects based on the deepened analysis of the administrative, financial and socio-economic contexts as well as of the educational indicators and statistics.

1.2 Objectives of the Study

The Study, through data collection and analysis of the 13 target countries chosen from the Sub Sahara Africa and the Central America, and comprehensive and comparative analysis, aimed to (1) collect and analyze general information in the basic education sub-sector and identify priority areas for development in target countries and (2) make recommendations for JICA to design and carry out any future sector and/or sub-sector study.

1.3 Basic Approaches of the Study

The Study was conducted with the following basic approaches:

- (1) Information gathering and analysis were to be done from the viewpoints of *equity*; *administrative and financial capacity*; and *internal efficiency*, in addition to *quality* and *access* of the basic education. Key questions, which were identified for each target country through the preliminary document review, were also tackled to find updated information.
- (2) Problems and structural deficiencies of the basic education sector in each target country were to be identified and priority development needs and strategies were to be listed.
- (3) Recommendations for JICA to improve future sector study through comprehensive and comparative analysis of the country analyses results.

1.4 Target Areas/Countries

The following 13 countries were chosen as the target countries, where there were on-going programs/projects in the basic education sub-sector and program/project formulation was to be planned in the near future.

Sub-Saharan Africa (11 countries)	Burkina Faso, Cameroon, Ethiopia, Kenya, Malawi, Mali, Niger, Rwanda, Senegal, Uganda, and Zambia
Central America (2 countries)	Guatemala and Nicaragua

The field survey in Mali was cancelled due to the coup d'état in March 2012. The basic education sector analysis report of Mali was prepared based on the data collection and analysis in Japan.

1.5 Major Steps and Schedule

Information collection and analysis was conducted, according to the standard research items and indicators (Annex 1-1) listed in JICA's "Standard Research Items and Methodology of the Education Sector Analysis" (drafted as of October 2011). Major steps and schedule of the Study were as follows.

<u>February - April 2012:</u>	<u>Formulation of Inception Report</u> <ul style="list-style-type: none">- Analysis of existing documents of the government agencies, international development partners, international organizations etc.- Preliminary information gathering in Japan and discussion with JICA officers in charge of the target countries.
<u>February - May 2012:</u>	<u>Preparation of Field Survey</u> <ul style="list-style-type: none">- Preparation of the field survey schedule and making appointments- Preparation of the field survey plan and strategies- Identification of lacking data and preparation of the questionnaires
<u>March - June 2012:</u>	<u>Conducting of Field Survey</u> <ul style="list-style-type: none">- Information gathering from government agencies, international development partners, international organization, and JICA office etc.- School and project site visits
<u>May - June 2012:</u>	<u>Drafting of Basic Education Sector Analysis Reports by Country</u>
<u>July 2012:</u>	<u>Formulation of Final Report</u> <ul style="list-style-type: none">- Comprehensive and comparative analysis of the country-wise reports and preparation of recommendations- Report preparation

1.6 Study Team

Information gathering, analysis and report writing of the Study were conducted by the Study team as listed in Table 1-1. The field survey and data analysis for Kenya was conducted by Yoko Takimoto, a senior consultant in Recycle One, Inc.

Table 1-1 : Team Members of the Study and the Countries in Charge

Position	Name (Affiliation)	Country in Charge
Team Leader /Comprehensive Analysis of the Basic Education Sector	Yoko Ishida (International Development Center of Japan Inc. (IDCJ))	Malawi, Uganda, Zambia
Administrative and Financial Analysis	Hikomitsu Muta (IDCJ)	Guatemala, Nicaragua
Country-wise Basic Education Sector Analysis 1	Naomi Takasawa (IDCJ)	Cameroon, Niger
Country-wise Basic Education Sector Analysis 2	Emi Ogata (IDCJ)	Senegal
Country-wise Basic Education Sector Analysis 3	Yoko Takimoto (Recycle One)	Ethiopia, Kenya
Country-wise Basic Education Sector Analysis 4	Miko Maekawa (IDCJ)	Rwanda
Country-wise Basic Education Sector Analysis 5	Chie Tsubone (Global Link Management)	Burkina Faso, Mali
Administrative Coordination/ Assistance for Sector Analysis 1	Michiru Yabuta (IDCJ)	
Administrative Coordination/ Assistance for Sector Analysis 2	Mana Takasugi (IDCJ)	

CHAPTER 2: POLITICAL AND SOCIO-ECONOMIC SITUATION IN KENYA

2.1 Political Situation

Kenya was ruled by a single-party, the Kenya African National Union (KANU), since its independence. Although the multi-party system was legalized in 1992, and several political parties were formed, KANU won the elections of 1992 and 1997. In 2002, the National Rainbow Coalition (NARC), a coalition between some members who left KANU and opposition parties won the election, and Mwai Kibaki of NARC was elected the country's third President. When President Kibaki took the reins of the government in 2002, the economy was sluggish with the annual growth rate of 0.6% (WB 2008), but for the next four years, the economy rode on the track of stable recovery and achieved 6.9% annual growth rate in 2007 (Cambridge Education, Mokoro & OPM, 2010).

In 2007, President Kibaki ran for re-election from the Party of National Unity (PNU) and won against Mr. Odinga, the leader of the main opposition party, the Orange Democratic Movement (ODM). However, international observers pointed out that the election was flawed, saying that tally had been manipulated by President Kibaki. An unprecedented violence (2007 Post Election Violence) broke out and 1,200 people were killed and 500,000 people were displaced in the country (Cambridge Education, Mokoro & OPM, 2010, Tsuda, 2010).

After the arbitration process mediated by Kofi Annan, the former UN Secretary General, in February 2008, President Kibaki and the opposition leader Odinga reached an agreement to form a coalition government between PNU and ODM and carry out institutional reforms, including revision of the Constitution centered on the creation of the new post of Prime Minister (which Odinga was appointed). The impact of the violence on the Kenyan society was tremendous. In the education sector, many educational facilities were attacked and burned (Cambridge Education, Mokoro & OPM, 2010, Tsuda, 2010).

2.2 Socio-economic Situation

The socioeconomic indicators of Kenya are shown in the following.

1) Country Name:	Republic of Kenya
2) Area:	583,000 km ² (1.5 times larger than Japan) ²
3) Population:	38.61 million (2009 Census), 35 % increase from 1999 ³
4) Ethnic groups:	Nearly 40 ethnic groups ⁴ (Kikuyu, Luhya, Kalenjin, Luo, etc.) ⁴
5) Languages:	English (official language), Kiswahili (national language) ⁵
6) Religions:	Protestant, Catholic, Traditional religions

² Ministry of Foreign Affairs of Japan Website "<http://www.mofa.go.jp/mofaj/area/kenya/data.html>"

³ Kenya National Bureau of Statistics, 2010

⁴ Embassy of Kenya in Japan Website "http://www.kenyarep-jp.com/faq/faq_j_aboutkenya.html"

⁵ JICA Website Kenya Profile, p1. "<http://www.jica.go.jp/seikatsu/pdf/Africa/Kenya-p.pdf>"

7) Major industries:	Agriculture ⁶
8) GDP:	32,198 million US\$ (2010)
9) GNI per capita	\$ 1,640 (PPP, current international \$) (2010) ⁷
10) GDP growth rate:	5.6% (2010) ⁴
11) Consumer price index (2005=100):	180.1 (2010) ⁴
12) Currency:	Kenya Shilling (Ksh)
13) Exchange rate:	1 Ksh = 0.988 JPY (as of May 2012, JICA rate)
14) Life expectancy:	56.5 (2010) ⁴
15) Adult literacy rate:	Adults 15 years old and above 87% (2009) ⁴
16) Prevalence of HIV (adult) :	6.3% (2009) ⁴

Kenya has 8 (eight) provinces with 290 districts.

Population and its density according to the 2009 Population Census⁸ are shown in Table 2-1. Rift Valley (10 million), Eastern (5.7 million), and Nyanza (5.4 million) were the highly-populated provinces. The percentage of the population under age 15 of North Eastern Province was the highest (51.7%). Regarding population density, Nairobi, Western, and Nyanza Provinces were high, and North Eastern, Coast, and Eastern Provinces were low.

Table 2-1: Population by Province (2009)

Province	Population 2009 (Million)			Population Under Age 15 (%)	Population Density per Square Kilometer	
	Total	Men	Women		1999	2009
Nairobi	3.1	1.6	1.5	30.3	3079.4	4515.0
Central	4.4	2.2	2.2	36.0	281.7	333.0
Coast	3.3	1.7	1.7	42.3	30.0	40.1
Eastern	5.7	2.8	2.9	41.8	30.2	37.0
North Eastern	2.3	1.3	1.1	51.7	7.5	18.2
Nyanza	5.4	2.6	2.8	45.9	350.1	431.5
Rift Valley	10.0	5.0	5.0	45.3	38.3	54.6
Western	4.3	2.1	2.2	47.1	406.4	521.6
Total	38.6	19.2	19.4	42.9	49.3	66.4

(Source: National Coordinating Agency for Population and Development (NCAPD), 2011, Kenya Population Data Sheet 2011

“http://www.ncapd-ke.org/index.php?option=com_docman&task=cat_view&gid=81&Itemid=73”)

⁶ Ministry of Foreign Affairs of Japan Website

“http://www.mofa.go.jp/mofaj/gaiko/oda/seisaku/enjyo/kenya_h.html”

⁷ World Bank Website, World Data Bank (obtained on May 21th, 2012)

⁸ National Coordinating Agency for Population and Development, 2011

CHAPTER 3: EDUCATIONAL POLICIES AND REFORMS

3.1 New Constitution and National Development Plans

3.1.1 New Constitution

In August 2010, Kenya established its new constitution which stated Free and Compulsory Basic Education as a human right to every Kenyan child.⁹ It also stipulated to promote decentralization, dividing the current 8 provinces to 47 counties and to delegate authorities to counties. Pre-primary education is included in county's functions¹⁰. In addition, Teachers' Service Commission (herein after, TSC), formerly a Semi-Autonomous Government Agency (SAGA), is prescribed to be an independent office.¹¹ It is also prescribed that the Cabinet shall consist of not more than twenty-two Cabinet Secretaries,¹² suggesting the need to reorganize ministries and agencies (Constitution of Kenya, 2010).

These new provisions are the main premises of the educational reform discussed below (MOE, 2012a).

3.1.2 Vision 2030

Vision 2030 is a long-term development strategy of the government of Kenya launched in June 2008, modeled after the strategic visions of Asian emerging countries. The aim of the vision is to be "the globally competitive and prosperous country with a high quality of life by 2030," driving Kenya into a middle income economy by 2030 (Ministry of Foreign Affairs of Japan (2010) "ODA Data book by region"). Vision 2030 places a great emphasis on the link between education and the labour market, the need to create entrepreneurial skills and competences, and the need to strengthen partnerships with the private sector. It also sets targets for enhancing adult literacy to 80% by 2012 (MOE, 2012a).

Since the establishment of Vision 2030, Ministry of Education (hereinafter, MOE) has started considering to reform the education system and curriculum and to strengthen ICT. This has led to the current educational reform (2012a).

3.2 Recent Trend of Educational Reform

In Kenya, the Task Force on the Re-alignment of the Education Sector to the New Constitution (hereinafter, TF) was formed in 2011 to realign the education sector with the Constitution 2010 and Vision 2030 (MOE, 2012a). New education aims to "create a globally competitive quality education, training and research for Kenya's sustainable development."¹³ TF consisting of MOE

⁹ Article 53

¹⁰ FOURTH SCHEDULE. p177

¹¹ Article 248

¹² Article152

¹³ Ministry of Planning and National Development , 2008

and consultants supported by UNICEF, USAID developed a draft report (hereinafter, TF report) in February 2012, and held the National Conference on Education to exchange opinions with concerned parties in March. Based on the results of the National Conference, a new Education Bill and a Policy Framework have been developed (as of May, 2012).¹⁴ If they are approved by the Cabinet and the Parliament, the new Policy Framework will be established, and the next Educational Sector Programme will be developed. Through this, the TF report will be implemented from 2013 (interview with MOE, JICA Kenya office, and JICA experts). The main contents of the reform described in TF report are shown in Annex 3-1.

The TF report lists the performance targets of the education sector as follows:(1) ensure access, equity and quality across all levels of Basic Education and training by 2020; (2) eliminate gender and regional disparities in Basic Education and training by 2017; (3) improve the quality of education and training so that Kenya’s measurable learning outcomes in literacy, numeracy, scientific and communication skills are in the upper quartile on recognised international standardized tests by 2017 (MOE, 2012a).

In order to implement the educational reform, it is estimated that the education expenditure will be required as much as Ksh 3,400 billion/year (about 3,359 billion JPY).¹⁵ Since the current educational expenditure is about Ksh 1,600 billion/year,¹⁶ it means three times of more fund will be required. Regarding the funding gap, TF says that it is going to obtain the understandings of the private sector, communities, donors, and churches, although the specific plan is not clearly mentioned (interview with UNICEF and MOE).

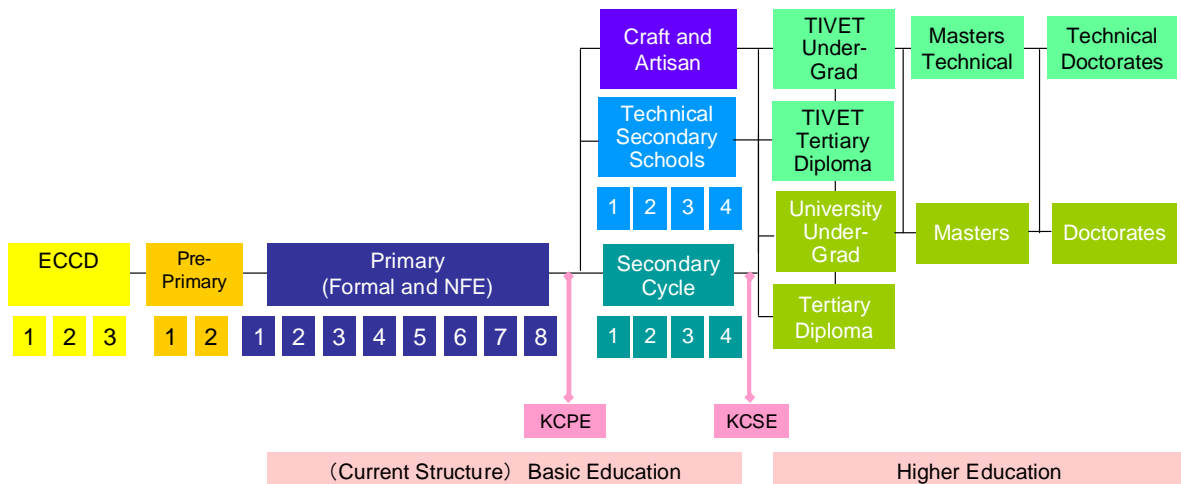
3.3 Education System

The current education structure consists of 8 years of Primary education (age 6 to 13), 4 years of Secondary education (age 14 to 17), and 4 years of Higher education (age 18 to 21 and above). The Kenya Government adopted Free Primary Education (herein after, FPE) Policy in 2003, and Free Day Secondary Education (herein after, FDSE) in 2008, and started to provide block grants per pupil (WB, 2004a).

¹⁴ Kilonzo, Minister of Education, ordered to prepare the above by August, 2012.

¹⁵ Ministry of Education, 2012a. Exchange rate: 1 Ksh = 0.988 JPY (JICA rate, as of May)

¹⁶ Ministry of Education, 2012a



(Developed by the study team in reference to MOE, 2005)

Figure 3-1: Structure of Education and Training in Kenya

School year starts in January and ends in November. The school year is divided into 3 terms: January to March (Term I), May to July (Term II), and September to November (Term III). Schools are in vacation in April (4 weeks), August (4 weeks) and December (5 weeks) (MOE, 2012a).

Students are obliged to take Kenya Certificate of Primary Education (herein after, KCPE) at the end of primary education cycle, and Kenya Certificate of Secondary Education (herein after, KCSE) at the end of secondary education cycle. Students who achieve a certain level in these exams are admitted to go on to the next education stage. The examinations are developed, analyzed, and aggregated by Kenya National Educations Council (herein after, KNEC) (MOE, 2005).

On the other hand, TF proposes the structure of 2 years of pre-primary education, 6 years of primary education, 6 years of secondary education (3 years in junior and 3 years in senior), and 3 years of higher education. TF points out the weaknesses in the current structure and the relevance of the reform such as the failure to incorporate the pre-school cycle as part of the education structure, closed opportunities for learners to pursue further education towards lifelong learning, unhealthy competition caused by overemphasis on examinations-based certification at the end of each education cycle, and lack of harmony with the educational structures of the other East African countries¹⁷ (MOE, 2012a).

3.4 Education Policy

In 2002, the New NARC Administration of President Kibaki announced the Economic Recovery Strategy, and declared FPE and Compulsory Education, which were implemented in

¹⁷ However, there were many opposing opinions regarding the proposed structural reform in the National Conference of Education. The structure is not reflected in the newly proposed education bills and the policy framework.

the school year of 2003 (Ministry of Planning and National Development, 2003, WB, 2004a).

In 2003, the Ministry of Education, Science and Technology (MOEST) started to design the policy framework to cover EFA and MDGs, and the Sessional Paper No1 was developed (approved by the Parliament in 2005). The Sessional Paper is the policy basis for the development of the important plans of sub-sectors. It states that FPE is essential to achieve Universal Primary Education (UPE), and long-term objective of the government is to provide quality of 2 years of pre-primary education, 8 years of primary education, and 4 years of secondary/technical education (WB, 2004a).

As of May 2012, a draft of the new framework aligning with the Constitution 2010 and Vision 2030 are being developed. In the new policy framework, to comply with the new Constitution and for the human right of every Kenyan child to receive education services, the following strategies are stated.

- (1) Enhancing Access, Equity, Quality and Relevance
- (2) Education for Marginalised, Hard-to-reach and Vulnerable Groups
- (3) Curriculum and Assessment Reform and Establishment of National Standards and Quality Assurance Commission
- (4) Information and Communication Technology (ICT), Open and Distance Learning
- (5) Improvement of Governance
- (6) Planning, Implementation Monitoring and Evaluation
- (7) Financing and Resource Mobilization
- (8) Public-private Partnership

This new framework highlights the needs to take necessary measures in order to promote the enforcement of the new Constitution and to provide education that Vision 2030 aims at. In addition, performance targets which TF proposed in the education reform are adopted, the contents proposed by TF are partly stipulated, and the possibility of integration of the MOE and Ministry of Higher Education Science and Technology (herein after, MOHEST) are implied. Performance targets of the new educational policy framework are shown in Annex 3-2.

Examples of the policies stated are: to improve access, quality and equity; to review and implement policies for children of the hard-to-reach groups; to adopt competency based curriculum and assessment; to establish the Education Standards and Quality Assurance Commission (ESQAC); to develop the National Qualification Framework; and to establish the County Education Boards and management committees (MOE, 2012b).

3.5 Kenya Education Sector Support Programme (KESSP)

In July 2005, the MOE established the Kenya Education Sector Support Programme (herein after, KESSP) (2005-10). Educational officials of the government, community organizations, and development partners contributed to the design of the programme. KESSP proposed the

following five priority areas: (1) Access to basic education, (2) Strengthening education management, (3) Ensuring quality primary education, (4) Strengthening and improvement of secondary education, and (5) Investment in Technical and Vocational Education and Training (TVET)/University education. It also stipulated twenty three investment programmes focusing on the priority areas, operation of the programmes, the annual Joint Review of the Education Sector (JRES), and the position of the Budget Workshop incorporated in the budget process of the government (WB, 2004a and 2006).

Although KESSP was developed by the government, it is not mapped directly in the budget of the government. Most of the educational current expenditures are not included in it, such as teacher salaries (WB, 2004a).

According to the KESSP's implementation completion report issued by the World Bank in 2011, due to a fraud in the KESSP pooled fund detected in 2009, the outcome was rated "unsatisfactory." The risk to development outcome was rated "high" and the borrower (government of Kenya)'s performance was rated "unsatisfactory" (WB, 2011). Details are described in Chapter 6 in this report.

As of 2012, KESSP-II draft is being developed but not officially published, since the education reform is in progress (as of May, 2012).

3.6 Education Act

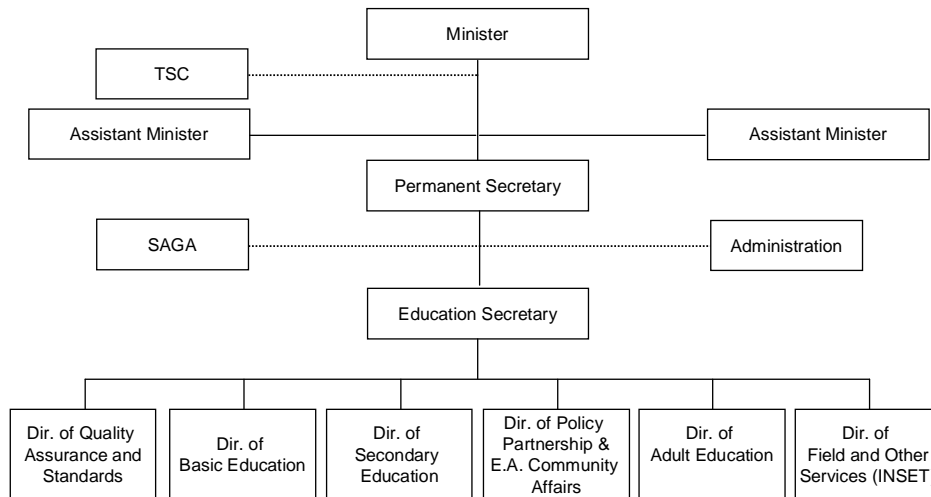
In 1980, the Education Act Cap 211 was established in Kenya, and related clauses were added in 2009. As of May 2012, the Education Bill to align with the new Constitution is being drafted. The Education Bill of 2012 specifies that (1) pre-primary education is included in the definition of the basic education, (2) establishment of the National Education Board as a new consultative body and its functions (3) establishment of the County Education Board and its functions, (4) establishment of the Board of Management and its functions, (5) establishment of the Education Standards and Quality Assurance Council and its functions, and (6) establishment of the education and training fund, etc. (EDUCATION BILL, 2012, DRAFT 2).

3.7 Supervisory Authority

The MOE used to be in charge of the higher education, science and technology sub-sector as well. Since 2008, the MOHEST, and the Ministry of Youth Affairs and Sports have been separated from the ministry. However, MOHEST is likely to be integrated in the MOE again as the new Constitution stipulates reduction of the Cabinet Secretaries from forty to twenty-two (MOE, 2012a, 2012b).

Currently the MOE is in charge of pre-primary, basic, secondary and non-formal education (WB, 2004a). The mission of the MOE is to provide, promote, and coordinate quality education, training and research (MOE, 2012a).

The organization of the MOE consists of the Minister, Permanent Secretary (herein after, PS), and six departments. The Basic Education Department and Secondary Education Department have the function to provide basic education, and the Quality Assurance and Standards Department has the function to assure quality of education (MOE, 2012a).



Note: Dir. = Directorate

(Developed by the study team in reference to JICA Kenya Office (original source: MOE))

Figure 3-2: Ministry of Education Organization Chart (related agencies only)

The semi-autonomous government agencies (SAGA) under the MOE includes the Kenya Institute of Education (KIE) whose function is to develop curriculum and textbooks, the Kenya National Examination Council (KNEC) in charge of National Assessment, the Kenya Institute of Management Institute (KEMI) in charge of capacity development of education managers, the Kenya Institute of Special Education (KISE) in charge of training of teachers for special needs, and the Center for Mathematics, Science and Technology in East Africa (CEMASTE) (MOE, 2012a). They are under the control of the PS of the MOE (interview with the Planning Division of MOE).

As previously noted, the Teachers Service Commission (TSC) is now an independent office to recruit, hire, assign, and transfer teachers, but the MOE handles the Parliament matters.

CHAPTER 4: STATUS AND CHALLENGES OF BASIC EDUCATION SECTOR DEVELOPMENT

4.1 Access

4.1.1 School Age Population

As shown in Table 4-1, the population from the age 4 to 17 which is the school age of pre-primary, primary, and secondary education was approximately 12.985 million in 2000, 14.097 million in 2005 and 15.713 million in 2010. The average annual growth rate during 2005-2010 was 2.2%, which was higher than that of 2000-2005, or 1.7% (UNESCO, 2012). The ratio of the school age population to the total population of 40.513 million in 2010 (UN World Population, 2012) was 38.8%. The estimated school age population in 2020 is 19.523 million, nearly 20 million, assuming that the population will grow with the same average annual growth rates of 2006-2010 based on the data obtained from UNESCO Institute for Statistics (UIS).¹⁸

Table 4-1: Transition of School Age Population (2000-2010) (persons)

	2000	2001	2002	2003	2004	2005
Pre-Primary Age	2,826,878	2,904,338	2,996,145	3,094,219	3,174,764	3,262,541
Primary Age	5,288,648	5,312,512	5,361,576	5,436,240	5,535,984	5,654,977
Secondary Age	4,869,198	4,973,476	5,056,610	5,119,838	5,160,577	5,179,222
Total Population	31,253,701	32,076,186	32,927,864	33,805,301	34,702,176	35,614,576
School Age Population to Total Population (%)	41.5%	41.1%	40.7%	40.4%	40.0%	39.6%
	2006	2007	2008	2009	2010	
Pre-Primary Age	3,375,631	3,492,795	3,606,098	3,692,553	3,781,524	
Primary Age	5,790,105	5,945,924	6,121,256	6,312,644	6,511,297	
Secondary Age	5,183,084	5,206,702	5,255,076	5,325,390	5,420,013	
Total Population	36,540,948	37,485,246	38,455,418	39,462,188	40,512,682	
School Age Population to Total Population (%)	39.3%	39.1%	39.0%	38.8%	38.8%	

(Source: School Age Population: UNESCO Institute for Statistics (UIS), Total Population: UN World Population Projects)

4.1.2 Number of Schools and Enrollment¹⁹

The latest public statistical data is the Education Statistical Booklet of 2007.²⁰ In this report,

¹⁸ Obtained from “Data Centre” of UNESCO Institute for Statistics (UIS) Website on 11th June 2012. (http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=143&IF_Language=eng)

¹⁹ In the current education system in Kenya, basic education includes a total of 12 years, that is primary (8 years) and secondary (4 years) education. In the new Education Act, pre-primary education will be included in the basic education. Therefore, this report covers pre-primary/primary/secondary education as much as possible.

²⁰ In the field survey, the EMIS division was visited, but the official in charge of EMIS was abroad to study for a year, and the database could not be accessed. It was found that statistical data after 2008 had not been compiled. Though recent statistical data are listed in the recent documents such as TF reports, they do not match the data of the Booklet, therefore they are not listed in the tables of this report (referred in the text).

statistical data are compiled and referred to those of the MOE, and Economic Survey 2011 and 2012, issued by the National Bureau of Statistics.

In 2011, the total number of pre-primary education centers (Early Childhood Development and Education: ECDE) was 38,523 (of which 62.2% were public), the number of primary school was 27,489 (public 69.3%), and the number of secondary schools was 7,297 (public 79.8%) (MOE 2005, 2008b, and Kenya National Bureau of Statistics, 2012).

Table 4-2: Number of ECDE, Primary and Secondary Schools by Ownership (Public and Private²¹) and the Share of Public and Private Schools (2003-2011)

		2003	2004	2005	2006	2007	2008	2009	2010	2011*
ECDE	Total	29,455	31,879	32,043	33,121	37,263	37,954	38,247	38,523	39,500
	Public	19,956	21,893	22,479	22,796	23,100	23,783	23,823	23,980	24,588
	% of Total	67.8%	68.7%	70.2%	68.8%	62.0%	62.7%	62.3%	62.2%	62.2%
	Private	9,499	9,986	9,564	10,325	14,163	14,171	14,424	14,543	14,912
	% of Total	32.2%	31.3%	29.8%	31.2%	38.0%	37.3%	37.7%	37.8%	37.8%
Primary	Total	19,554	19,643	19,753	20,229	26,104	26,206	26,667	27,489	28,567
	Public	17,697	17,804	17,807	17,946	18,116	18,130	18,543	19,059	19,848
	% of Total	90.5%	90.6%	90.1%	88.7%	69.4%	69.2%	69.5%	69.3%	69.5%
	Private	1,857	1,839	1,946	2,283	7,988	8,076	8,124	8,430	8,719
	% of Total	9.5%	9.4%	9.9%	11.3%	30.6%	30.8%	30.5%	30.7%	30.5%
Secondary	Total	4,071	4,113	4,339	4,362	6,485	6,566	6,971	7,268	7,297
	Public	3,583	3,622	3,624	3,635	4,245	4,454	5,019	5,296	5,311
	% of Total	88.0%	88.1%	83.5%	83.3%	65.5%	67.8%	72.0%	72.9%	72.8%
	Private	488	491	715	727	2,240	2,112	1,952	1,972	1,986
	% of Total	12.0%	11.9%	16.5%	16.7%	34.5%	32.2%	28.0%	27.1%	27.2%

* Provisional

(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2007-2011: Kenya National Bureau of Statistics, 2012)

There are national secondary schools (boarding school), provincial secondary schools (boarding school), and district secondary schools.²² As of 2012, there are 18 national secondary schools. 100 schools are scheduled to be added (JICA Kenya office). The number of provincial secondary schools was not available.²³

Private schools in the table above include the Catholic private schools, Islamic private schools, and informal schools. There are both types of private schools, those for high-achieving children from wealthy families and those for poor or low-achieving children²⁴ (interview with Nakuru

²¹ Every private school needs to register, and after the registration, is required to comply with the school standards.

²² National schools are placed the highest priority among the three categories of secondary schools (National, Provincial and District) followed by provincial schools, in distribution of teachers and teaching and learning materials (MOE, 2012b).

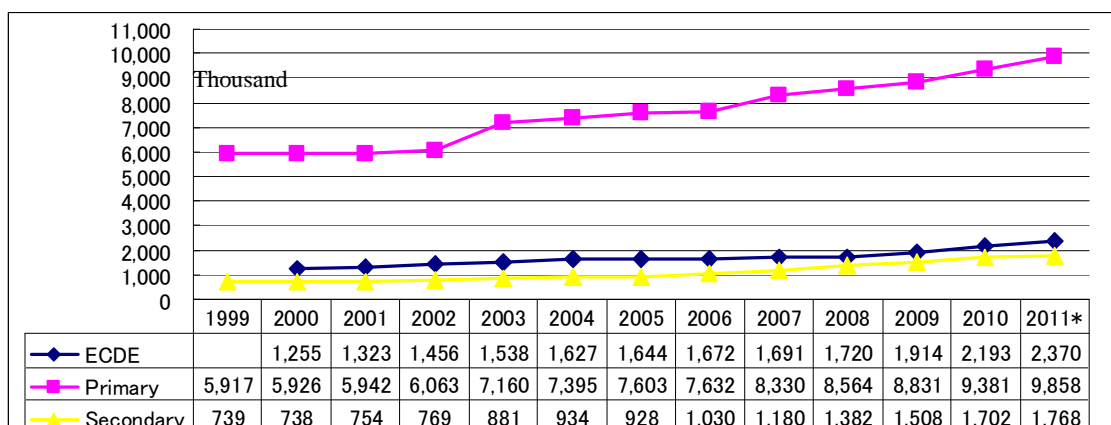
²³ Out of 1503 secondary schools in Eastern Province visited in the field survey, the number of provincial school was 440 (field survey).

²⁴ Application qualification of the schools depends on KCPE or KCSE score. A district secondary school visited in the field survey is for students having scores of 250-300. Students who could not achieve a score above 250 have no choice but to go to neighboring (lower-level) private schools.

Girls Secondary School).²⁵ It is said that the education level of public secondary schools are higher than that of private secondary schools, and wealthy parents tend to send their high-achieving children to national boarding secondary schools (interview with Nakuru Girls Secondary School).

National enrollment trends of pre-primary, primary and secondary education are shown in Figure 4-1. Following the implementation of FPE in 2003, additional enrollment of children who had previously dropped out or never attended school raised the enrollment in public primary schools to 7.5 million in 2004²⁶ (Cambridge Education, Mokoro & OPM, 2010).

Comparing the rate of increase in the number of schools and enrollment at the time of introduction of FPE, the number of primary schools increased by 46.1% during 2003-2011, but the number of public schools increased only by 12.2% (MOE, 2005d and 2008b, Kenya National Bureau of Statistics, 2012). Therefore, it can be estimated that a certain part of enrollment shifted from public to private schools. Secondary enrollment increased by 27.9% since the implementation of FDSE in 2008, but the number of secondary schools increased only by 19.2% (MOE, 2005d and 2008b, Kenya National Bureau of Statistics, 2012). It is estimated that the number of students per school or per classroom has increased.²⁷ Thus, the growth rate in the number of public schools has not caught up with the number of enrollment.



* Provisional (2011 enrollment)

(Source: MOE, 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2007-2011: Kenya National Bureau of Statistics, 2012)

Figure 4-1: Pre-Primary, Primary and Secondary Enrollment (1999–2011) (thousand)

²⁵ There are also high-level private schools for poor children. DFID recognizes Bridge International Academy (low cost secondary schools operated by an American NGO. It operates 60 schools across the country) as a good practice, which has an advantage in the quality of teachers and managements, and achieves higher students' performance than public secondary schools. Therefore, DFID provides grants specifically for students attending low cost private schools.

²⁶ Note that primary enrollment of 2004 was 7.4 million, according to MOE statistics (Figure 4-1).

²⁷ However, the data for the number of students per classroom was not available for secondary.

4.1.3 Enrollment Trend of Pre-primary Education

Before 1980, pre-primary education was exclusively the responsibility of local communities and nongovernmental organizations such as churches, voluntary organizations, local authorities and individual investors. The government changed it in 1980 and has since streamlined the pre-primary program into the government administration. The training of pre-school teachers and preparation of teaching materials are now undertaken by the government. The construction of pre-primary education facilities and teacher salary has, on the other hand, continued to be met by the communities and other nongovernmental agencies (WB, 2004a). Since there has been much discussion regarding the objectives, management structure, and financing of pre-primary education (WB, 2004a), the new Constitution in 2010 stipulated that pre-primary education is to be included in the county's functions. The new education bill and the proposed policy framework express that the government would take actions to expand facilities and improve the quality of teachers (Constitution of Kenya, 2010, MOE, 2012b, EDUCATION BILL, 2012, DRAFT 2).

Pre-primary education has been growing significantly in the past 20 years. The gross enrollment rate (GER) was 59.3% and the net enrollment rate (NER) was 42.1% in 2007 (MOE, 2005d and 2008b). As the constraints to the access to pre-primary education, the MOE pointed out issues of an insufficient number of trained teachers and care givers, an inadequate number of pre-primary and day care centres, limited availability of teaching and learning materials, limited community participation, and inadequate nutrition and health support services (MOE, 2012b).

4.1.4 Enrollment Trend of Primary Education

Kenya's primary education had expanded drastically since independence. However, the decade until FPE was implemented in 2003 had seen a gradual decline in GER (WB, 2004a). GER increased by 16% in 2003, and has been increasing slowly but steadily since then (MOE, 2008). In 2011, the primary GER was 115%, reaching highest in the past ten years (Kenya National Bureau of Statistics, 2012). The NER was 95.7% (Kenya National Bureau of Statistics, 2012), marked the second highest of the 10 African countries covered in this study following Rwanda (according to the data obtained from WB's World Data Bank website). Gender and regional disparities, however, still exist (Cambridge Education, Mokoro & OPM, 2010, WB, 2004a), and enrollment rates of boys was higher than those of girls in most of the years (MOE 2005, 2008b, 2009b, Kenya National Bureau of Statistics, 2012)²⁸. In the Implementation Completion and Results Report of KESSP issued by the World Bank, the result of improvement of equity in access was rated "unsatisfactory," as the target primary NER of 96 % could not be achieved (as of December, 2009) (WB, 2011).

The TF report pointed out the following factors that prevent achieving UPE: burden of the school cost on parents, early marriage and tending livestock preventing children from going to

²⁸ The difference in the GER in 2003 was 4.5 points, but it has increased to 6.3 points in 2007.

school, and the lack of facilities to accept all the children.

Table 4-3: Primary Gross and Net Enrollment Rates (2002-2011) (%)

		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
GER	Boys	88.9	105.0	108.0	109.9	109.3	110.7	112.2	-	-	-
	Girls	87.5	100.5	101.6	104.4	105.5	104.4	107.3	-	-	-
	Total	88.2	102.8	104.8	107.2	107.4	107.6	109.8	110.0	109.8	115.0
NER	Boys	76.5	80.8	82.2	83.8	86.5	94.1	94.6	-	-	-
	Girls	76.3	80.0	82.0	82.6	86.5	89.0	90.5	-	-	-
	Total	76.4	80.4	82.1	83.2	86.5	91.6	92.5	92.9	91.4	95.7

* Source of 2009 to 2011 data is Economic Survey 2012, and data by gender could not be obtained.

(Source: MOE, 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2008: MOE, 2009b, 2009-2011: Kenya National Bureau of Statistics, 2012)

4.1.5 Enrollment Trend of Secondary Education

The secondary (grades 9 to 12) GER was 25.7% in 1999, and it significantly increased to 42.5% in 2008, when FDSE was implemented. The NER also increased from 13.7% in 1999 to 35.8% in 2009 (MOE 2005d, 2008b, and 2009b). According to the EFA Monitoring Report (2012), Kenya is one of the countries where the secondary enrollment has significantly increased, together with Burkina Faso, Burundi, Chad, Congo, Niger, Tanzania, etc.

Those not attending secondary schools are disproportionately drawn from the poorest quintiles²⁹ (Cambridge Education, Mokoro & OPM, 2010). Inadequacies in the provision of educational infrastructure, especially in Arid and Semi-Arid Lands³⁰ (herein after, ASALs), a burden of education cost, and inadequacy in curriculum were challenges that the proposed new Policy Framework of the MOE pointed out. Policies such as providing low cost boarding schools in ASALs and the review of the curriculum are currently planned (MOE, 2012b).

Table 4-4: Secondary Gross and Net Enrollment Rate (2002-2011) (%)

		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
GER	Boys	27.2	29.7	31.7	31.3	34.6	40.4	-	-	-	-
	Girls	24.2	27.4	27.3	27.2	29.9	33.3	-	-	-	-
	Total	25.7	28.6	29.8	29.3	32.2	36.8	42.5	45.3	47.8	48.8
NER	Boys	18.5	18.2	19.7	21.9	24.2	25.2	-	-	-	-
	Girls	17.1	18.9	19.1	19.1	20.9	23.2	-	-	-	-
	Total	17.8	18.6	19.4	20.5	22.5	24.2	28.9	35.8	32.0	32.7

* Regarding 2008 to 2011, the gender disaggregated data could not be obtained.

(Source: MOE, 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2008: MOE, 2009b, 2009-2011: Kenya National Bureau of Statistics, 2012)

²⁹ The lowest level of income quintile.

³⁰ ASALs make up 80% of Kenya's total land area where 25% of the country's population reside (JICA "Community Agricultural Development Project in Semi Arid Lands"

<http://www.jica.go.jp/project/kenya/5155099E0/00/index.html>). ASALs cover most parts of Rift Valley, North Eastern, Eastern and coast Provinces (UNDP "Kenya Natural Disaster Profile" <http://mirror.undp.org/kenya/KenyaDisasterProfile.pdf>).

4.1.6 Literacy Education

Literacy rate is not included in the education statistic of the MOE. According to the Kenya National Adult Literacy Survey conducted in 2007, about 29.9% of the youth aged 15 to 19 years and 49% of adults aged 45 to 49 years were illiterate (MOE, 2012b).³¹ The survey further revealed high regional and gender disparities in literacy achievement, with Nairobi Province recording the highest at 87.1% and North Eastern Province recording the lowest at 8% (MOE, 2012b).

Under such a situation, the Medium-Term Plan for Kenya Vision 2030 sets the target of increasing adult literacy rate to 80% by 2012. The government also established the Directorate of Adult and Continuing Education (ACE) and tried to cope with inadequately trained literacy and adult education teachers, a high turnover of staff and volunteer teachers, and the lack of teaching and learning materials. However, access to ACE and non-formal education (NFE) programmes are still low whilst gender disparities are high. In order to address these challenges, the new Policy Framework includes such measures as development of a strategy and implementation plan of ACE, review of the Adult Basic Education and Training curriculum, review and revision of the ACE policy, establishment of learning resource centres for Life-long learning in every constituency, the capacity enhancement of ACE trainers, and development of strategies to work with other private sector partners and NGOs (MOE, 2012b).

4.2 Internal Efficiency (Quantitative Internal Efficiency)³²

In the Country Status Report of the World Bank, internal efficiency of Kenya's education system was rated low (WB, 2004a). In the EFA Monitoring Report of UNESCO, however, gross graduation rate of Kenya was the highest among the Sub-Saharan 17 countries, thus, internal efficiency of Kenya is showing the signs of improvement compared to other countries.

Several factors were pointed out for dropping out or repetition in the Country Status Report (WB, 2004a). Schools are graded and headmasters are evaluated on overall school performance at KPCE. Therefore, there are incentives for schools to let pupils drop out or repeat the same grade for those who are not expected to perform well in the examinations in grade 7 or grade 8. Poverty in the ASAL regions and slum areas, and the lack of interest in schooling are also important factors of dropping out of school (WB, 2004a). Also there are said to be cases that parents make their children repeat grade to avoid taking KPCE (interview with Kibera Primary

³¹ See Annex 4-3 for adult literacy rate of UNESCO UIS (though the figures are different from those of MOE).

³² Statistical data obtained from the Kenya Education Statistical Booklet and other obtained materials are (1) Survival rate to Standard 5 (not data of each grade), (2) Primary dropout rate (1999, 2003-2007. the latest data of each grade is of 2003), (3) Secondary dropout rate (1999 and 2003 only. No data of each grade) (4) Primary repetition rate (1999 and 2003 only. latest data of each grade is of 2003) (5) Secondary repetition rate (1999 and 2003 only. No data of each grade) (6) Transition rate (1999 – 2008). Survival rate, schooling years per graduate, total number of pupils from whom educational investment resulted in waste could not be figured out.

School).

(1) Cohort Survival Rates

The cohort survival rates in primary education in Kenya are shown in Table 4-5. Until 2006, the rate increased from 70% to around 90%, but the rate decreased to 73.8% (boys 70.9%, girls 73.8%) in 2007 (MOE 2005d, 2008b). In terms of gender comparison, girls marked higher survival rates in most of the years (MOE 2005d, 2008b). The survival rates in Kenya were comparatively high among the 13 target countries in this study (according to the data obtained from WB's World Data Bank website).

Table 4-5: Primary Survival Rate to Standard 5 by Gender (2000-2007) (%)

	2000	2001	2002	2003	2004	2005	2006	2007
Boys	72.8	76.3	74.5	88.9	88.0	90.4	89.9	70.9
Girls	73.6	82.3	78.0	91.3	81.8	90.3	93.4	73.8
Total	73.2	79.2	76.2	90.1	85.0	90.4	91.6	73.8

(Source: 2000-2004: MOE, 2005d, 2005-2007: MOE, 2009b)

(2) Repetition / Dropout Rates

Repetition and dropout rates were the highest in the first (repetition rate 6.5 %, dropout rate 9.12%) and the second (repetition rate 5.84 %, dropout rate 5.88%) grades (World Data Bank, EdStat). The data of Grade 7 and 8 was not available.

Trends of repetition and dropout rates from 1999 to 2007 are shown in Table 4-6. In primary education, repetition rate decreased from 13.2% in 1999 to 9.8% in 2003. Dropout rate also decreased from 4.9% in 1999 to 3.5% in 2007. In terms of gender comparison, repetition and dropout rates of boys were higher than those of girls in most of the years. Secondary repetition rate improved in 2003 compared to 1999, but the dropout rate in 2003 was higher than that of 1999 (MOE 2005d, 2008b, 2009b).

Nonetheless, both dropout and repetition rates achieved the EFA-FTI indicative framework average of "less than 10%,"³³ meaning relatively low level internationally.

³³ World Bank, 2004b

Table 4-6: Primary and Secondary Repetition and Dropout Rates by Gender (1999, 2003-2007) (%)

			1999	2003	2004	2005	2006	2007
Primary	Repetition Rate	Boys	13.5	10.1	—	—	—	—
		Girls	12.9	9.4	—	—	—	—
		Total	13.2	9.8	—	—	—	—
	Dropout Rate	Boys	5.0	2.1	6.1	5	6.8	3.2
		Girls	4.8	2.0	6.9	4.9	5.9	3.7
		Total	4.9	2.0	6.5	4.9	6.4	3.5
Secondary	Repetition Rate	Boys	1.7	1.5	—	—	—	—
		Girls	1.5	1.1	—	—	—	—
		Total	1.6	1.3	—	—	—	—
	Dropout Rate	Boys	5.3	6.9	—	—	—	—
		Girls	5.6	6.2	—	—	—	—
		Total	5.5	6.6	—	—	—	—

(Source: (Primary) 1999: MOE, 2005d, 2003-2007: MOE, 2008b, (Secondary) MOE, 2005d)

(3) Transition Rates

Primary to secondary transition rate increased from 46.5% in 2001 to 73.3% in 2011. In terms of gender comparison, the transition rates of girls exceeded those of boys in 2003 and 2007, but in other years, boys had higher rates than girls (MOE 2005d, 2008b, and 2009b). Reasons can be i) high cost of secondary education, ii) early marriage of girls, and iii) gender disparity in nomadic/pastoral areas preferring to support boys' education if resources are limited (MOE, 2012a).

Regarding the secondary to tertiary transition rate, the percentage of those who were qualified for admission to candidates was 24 to 26%, but the percentage of those who were admitted to tertiary education remained only 5 to 7% (MOE 2005d, 2008b, 2009b).

Table 4-7: Primary to Secondary Transition Rate by Gender (2001-2011) (%)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Boys	47.6%	44.4%	43.6%	47.2%	57.7%	58.3%	56.5%	61.1%	-	-	-
Girls	45.4%	42.7%	49.8%	44.3%	54.2%	56.2%	63.2%	58.5%	-	-	-
Total	46.5%	43.6%	46.4%	45.8%	56.0%	56.3%	59.6%	59.9%	66.9%	72.5%	73.3%

* Provisional

(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2008-2009: MOE, 2009b)

Table 4-8: Secondary to Tertiary Transition Rate (2003-2007) (%)

	2003		2004		2005		2006		2007	
	Number	%	Number	%	Number	%	Number	%	Number	%
Candidates Registered	207,730	100	222,676	100	260,665	100	243,319	100	276,192	100
No. qualified for Admission*	49,870	24.0	58,240	26.2	68,040	26.1	62,926	25.9	74,282	26.9
Candidates Admitted	11,000	5.3	11,000	4.9	16,000	6.1	17,000	7.0	-	-

*C+ and above

(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b)

4.3 Equity

4.3.1 Comparative Analysis of Access by Group

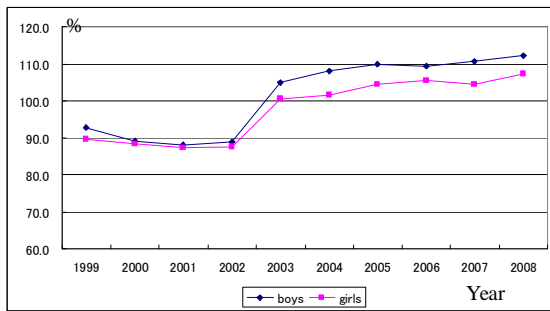
(1) Gender Disparities

In the Sessional Paper No.1 of 2005, achieving gender parity at primary and secondary education by 2015 was set as the target (MOE, 2012a). However, the TF report 2012 points out that gender disparity still exists especially in the ASAL regions and urban slum areas (MOE, 2012a, WB, 2011). The TF report then sets the performance target again to eliminate gender and regional disparities in basic education and training by 2017.

The possible factors of gender disparity are as follows: the lack of equity in the distribution of various resources, especially teachers, who resist to be posted in the ASAL areas; inequitably distributed resources for science education to boys due to cultural and historical biases; high cost of secondary education; gender disparity in nomadic/pastoral areas preferring to support boys education if resources are limited; and early marriage of girls (MOE, 2012a). According to the EFA monitoring report, Kenya is one of the countries that are making good progress in improving gender disparity like Tanzania and Zimbabwe. The gender parity index (GPI) in primary completion rate in Kenya was 0.70, but the index deteriorated to 0.48 in junior secondary and to 0.37 in senior secondary education.

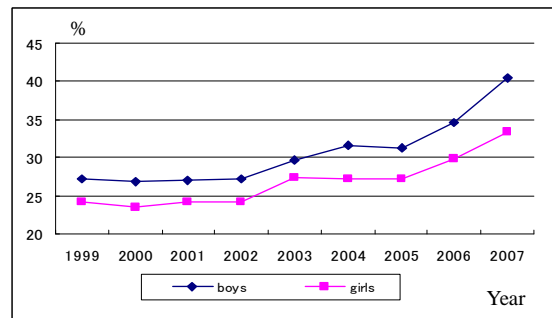
As shown in Figure 4-2, the primary GER of boys exceeded that of girls in most years. Especially after 2003, the gap was enlarged (MOE 2005d, 2008b, 2009b). The possible reasons include the following: Although the MOE have implemented the FPE policy since 2003, households are still burdened by fees for education, which discourage girls' enrollment in poor households (WB, 2011, MOE, 2012a, interview in the field survey); It can be considered that among several siblings in a family, some parents tend to choose boys for schooling and may prefer to keep girls at home for house chore despite of FPE.

Regarding secondary GER (Figure 4-3), while the rate of boys increased from 27% to 40%, that of girls increased only from 24% to 33%, and the gap had been enlarged (MOE 2005d, 2008b, 2009b). Primary to secondary transition rates (Figure 4-4) of boys were higher than those of girls in years other than 2002, 2006, and 2008 (MOE 2005d, 2008b, 2009b). Regarding the number of KCSE candidates (Figure 4-4), the number of male candidates was larger than that of female in all the years (KNEC, 2011).



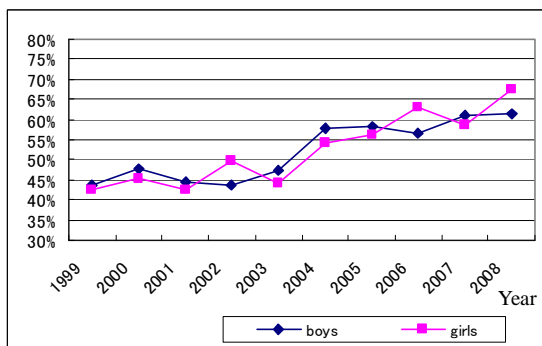
(Source: MOE 2005d, 2008b, 2009b)

Figure 4-2: Primary Gross Enrollment Rate by Gender (1999-2008)



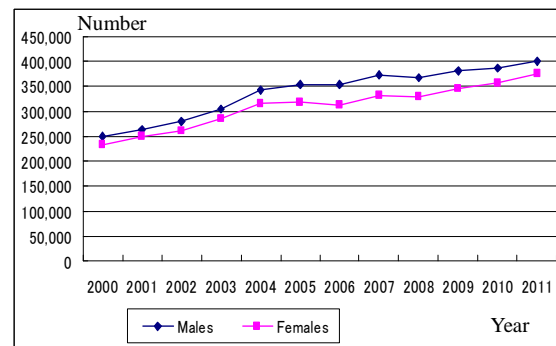
(Source: MOE 2005d, 2008b, 2009b)

Figure 4-3: Secondary Gross Enrollment Rate by Gender (1999-2007)



(Source: MOE 2005d, 2008b, 2009b)

Figure 4-4: Primary to Secondary Transition Rate by Gender (1999-2008) (%)



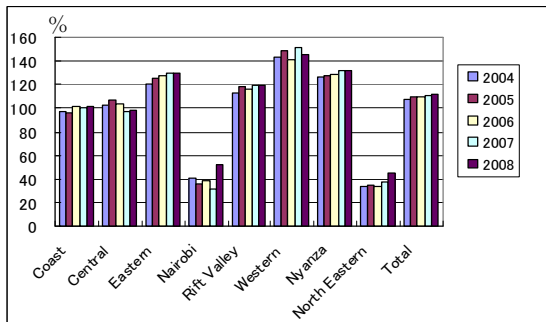
(Source: KNEC, 2011)

Figure 4-5: Number of KCSE Candidates (2000-2011)

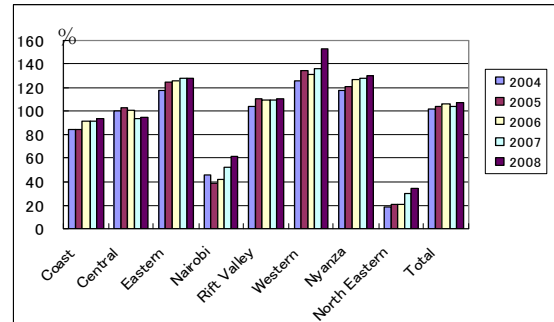
The GPI differs by Provinces. In 2007, while the national GPI was 0.94, the GPI in the North Eastern Province was 0.63, marking the lowest of all the provinces. Improvement had not been seen in the GPI in the North Eastern Province, though there were some changes since 2001 (MOE 2005d, 2008b, 2009b). According to the TF report, the national GPI was 0.97 in 2010 (MOE, 2012a).

(2) Provincial Disparities

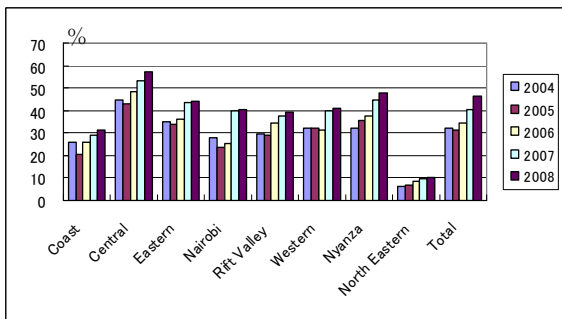
While there has been a steady improvement in access, there exists regional disparity regarding the achievement of EFA, MDGs, and Vision 2030 (MOE, 2012b). As shown in Figures 4-6 and 4-7, primary GER of the Nairobi Province and the North Eastern Province (2004 -2008) were significantly lower than other provinces. In 2008, the GER of both boys and girls of the Eastern, Western, Rift Valley, and Nyanza Provinces exceeded 100%. On the other hand, the GER of boys in the Nairobi Province was 51.8% and 61.8% for girls, and it was 45.2% and 34.7%, respectively in the North Eastern Province. Secondary gross enrollment trend (Figure 4-8, 4-9) shows that the GER of girls of the North Eastern Province was especially low (boys 10.2%, girls 6.4%) (MOE 2005, 2008b, 2009b).



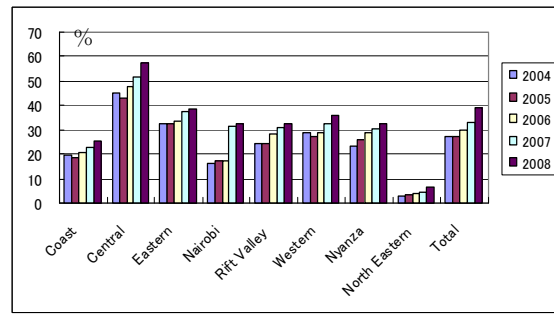
(Source: MOE 2005d, 2008b, 2009b)
Figure 4-6: Primary Gross Enrollment Rate by Province (2004-2008) (Boys) (%)



(Source: MOE 2005d, 2008b, 2009b)
Figure 4-7: Primary Gross Enrollment Rate by Province (2004-2008) (Girls) (%)



(Source: MOE 2005d, 2008b, 2009b)
Figure 4-8: Secondary Gross Enrollment Rate by Province (2004-2008) (Boys) (%)



(Source: MOE 2005d, 2008b, 2009b)
Figure 4-9: Secondary Gross Enrollment Rate by Province (2004-2008) (Girls) (%)

Survival rate to grade 5 in 2007 also differed by province. While survival rates of the Central, Nairobi, and the Nyanza Provinces were 70 to 85%, those of the North Eastern Province were 42.3% and 34.1% for boys and girls, and those of the Coast Province were 50.4% and 53.5%, respectively (MOE 2005d and 2008b, See Annex 4-6).

4.3.2 Trend of Special Education for Children with Special Needs and Inclusive Education

It is estimated that there may be as many as 800,000 handicapped children up to 16 years old (WB, 2004a).³⁴ However, only 14,614 children with disabilities (about 8%) are enrolled in educational programs for special schools while an equivalent number are integrated in regular schools (WB, 2004a). The provision of education and training for this target group through special programs and special schools is still far from adequate (WB, 2004a), and there are only 17 secondary schools for learners with disabilities throughout Kenya (MOE, 2012b).

The following issues are pointed out as the main challenges: the reluctance to implement guidelines on the implementation of the special education policy and inclusive education;

³⁴ See Annex 4-7 for 2007 statistics

inadequate data on the number of children with special needs; inadequate tools and skills for assessing and identifying learners with special needs; and inadequate facilities and teachers (MOE, 2012b).

The proposed new Policy Framework articulates the following strategies: to adopt and implement inclusive education in all institutions, to design and implement programmes that enhance inclusive education in all institutions, to develop and standardize diagnostic assessment tools to facilitate the early identification, assessment and placement of learners with special needs, to implement inclusive education programmes in pre-service and in-service teacher training (MOE, 2012b).

4.4 Quality of Education³⁵

4.4.1 Situation of Learning Outcome

(1) Completion Rates

The primary completion rates of Kenya by gender are shown in Table 4-9. In the past 5 years, the rates were 70 - 85% as a whole. The completion rates of girls were lower than those of boys in all the years (as according to the available data) (boys 88.3%, girls 78.2% (2009)) (JICA, 2011, MOE, 2008b, Kenya National Bureau of Statistics, 2012).

The secondary completion rates were relatively higher than those of primary education. In 2007, the rate was 93.6% for boys and 83.2% for girls. The completion rates of girls were lower than those of boys in all the years in the same way as primary education (JICA, 2011, MOE, 2008b, Kenya National Bureau of Statistics, 2012).

Table 4-9: Primary and Secondary Completion Rates (Primary Standard 8, Secondary Form 4) by Gender (2004-2011) (%)

		2004	2005	2006	2007	2008	2009	2010	2011
Primary	Boys	81.1	82.4	82.2	86.5	85.1	88.3	-	-
	Girls	75.7	72.8	71.5	75.6	74.5	78.2	-	-
	Total	78.4	77.6	76.8	81.0	79.8	83.2	76.8	74.6
Secondary	Boys	91.5	98.2	92.0	93.6	-	-	-	-
	Girls	76.8	81.0	79.8	83.2	-	-	-	-
	Total	89.6	97.1	87.5	91.8	-	-	-	-

(Source: (Primary) 2004-2009: JICA, 2011, 2010-2011: Kenya National Bureau of Statistics, 2012, (Secondary) MOE, 2008b)

Note: Completion rate is the percentage of KCPE candidates to the population of targeted age (age 13) in EMIS.

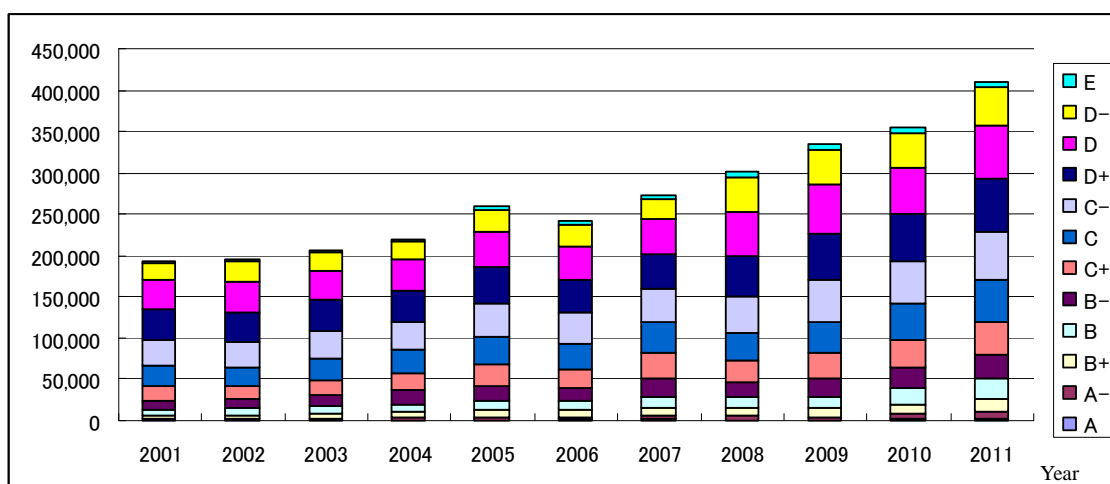
(2) Performance of the National Examination (KCPE, KCSE)

The results of the Kenya Certificate of Primary Education (KCPE) conducted after completing the eighth grade and the Kenya Certificate of Secondary Education (KCSE) conducted after

³⁵ Excluding internal efficiency and teacher policies.

completing the twelfth grade are shown in Annex 4-8 and 4-9. The average score of KCPE ranged from 34.16 (English Composition) to 64.93 (Social Studies) (KNEC, 2011a). The scores of girls exceeded those of boys in English and Kiswahili in both KCPE and KCSE in most of the years, but in Mathematics, Science and Social Studies, the scores of boys exceeded those of girls in all of the three years (KNEC, 2011a and 2011b).

The total number of candidates and trend of the results of KCSE in the past 11 years are shown in Figure 4-10. While the number of candidates had increased 2.13 times during 2001 and 2011, the candidate admitted to the tertiary level (C+ and above) had increased only 1.13 times (scores obtained from KNEC). The students with grade under C+ are to choose to go to TVET or to find a job (interview with KNEC). (For transition rates, see Table 4-8).



(Source: Document obtained from KNEC)

Figure 4-10: KCSE Results (Form 4) (2001-2011) (persons)

(3) Learning Assessment Conducted by UWEZO³⁶

UWEZO,³⁷ a NGO, conducted learning assessment of reading of English and Kiswahili and numeracy in 2010-11, targeting 72,106 households and 171,644 children (134,243 of them were assessed) in 124 districts. The result of the assessment shows that only 27.5% of the third grade students and 51.1% of the fourth grade students could read a second grade story (Figure 4-11) and that only 31.1% of the third graders and 52.5% of the fourth graders could do second grade numeracy (Figure 4-12). Also, the results varied by province. Reading and numeracy levels of children in the ASAL region were much lower than other regions (UWEZO, 2011) (Annex 4-10, 4-11).

³⁶ UWEZO, 2011

³⁷ An Initiative to develop competency in literacy and numeracy of children aged 6-16 in Uganda, Kenya, and Tanzania. Uwezo is supported by Hivos (Humanist Institute for Cooperation with Development Countries, a Dutch NGO) and Twaweza (an East African NGO), as well as international organizations such as Hewlett and Flora foundation, the Ford foundation, and the World Bank.

TABLE 8: CLASS-WISE CHILDREN WHO CAN READ ENGLISH (%)							
Class	Level	Nothing	Letter	Word	Paragraph	Story	Total
1		14.4	49.5	24.7	6.2	4.6	100
2		5.2	31.7	34.1	16.6	12.3	100
3		2.8	15.7	28.5	25.6	27.5	100
4		1.3	5.8	14.1	27.6	51.1	100
5		0.8	3.1	6.2	18.1	71.7	100
6		0.5	1.2	2.7	10.3	85.4	100
7		0.5	0.9	1.3	4.3	93.0	100
8		0.3	0.6	0.8	2.4	95.8	100
AVERAGE		3.5	15.1	15.5	14.8	51.1	100

(Source: UWEZO, 2011)

Figure 4-11: Primary English Reading Level (2011)

TABLE 10: CHILDREN WHO CAN DO NUMERACY CLASS-WISE (%)										
Class	Level	Nothing	Count and Match	Number Recognition (11-99)	Greater than	Addition	Subtraction	Multiplication	Division	Total
1		5.0	35.4	18.4	8.5	13.3	8.4	2.4	3.7	100
2		3.3	14.3	12.1	8.9	26.8	19.2	9.4	12.1	100
3		1.7	5.9	5.7	4.7	17.4	19.2	14.4	31.1	100
4		0.6	1.9	1.8	2.1	10.6	12.8	17.9	52.3	100
5		0.5	1.0	0.8	1.2	5.6	8.1	14.9	68.0	100
6		0.3	0.5	0.4	0.6	3.1	4.4	10.0	79.5	100
7		0.4	0.4	0.2	0.6	1.9	2.7	6.7	87.0	100
8		0.2	0.4	0.2	0.7	1.2	1.6	4.7	91.0	100
AVERAGE		2.3	8.1	5.4	3.8	10.0	10.3	16.8	48.7	100

(Source: UWEZO, 2011)

Figure 4-12: Primary Numeracy Level (2011)

(4) Performance of the International/Regional Assessment

Though PISA³⁸ is not conducted, SACMEQ³⁹ is conducted in Kenya. Kenya ranks in the top level, with the reading ranked the fourth of 15 countries following Tanzania, Seychelles, and Swaziland, and with the result of Math ranked the second following Mauritius. Comparing the results of 2000 and those of 2007, the scores of reading and math decreased by 3 and 6 points, respectively (SACMEQ website, Annex 4-12).

4.4.2 Learning Environment

(1) Pupils per Classroom (PCR: Pupil Classroom Ratio)

The national average PCR of primary schools in Kenya was 35.5 in 2007, achieving the national standard⁴⁰ of 40 (both for primary and secondary schools).⁴¹ The PCR of the Nairobi Province was the highest (45.6, in 2007). Though the rate of the North Eastern Province was 40.2 in 2005 and 44.6 in 2006, exceeding the national standard, the rate improved to 37.2 in 2007 (MOE, 2005d and 2009b, Figure 4-13).

In Kenya, a system of multi-shift and double-shift school is deployed⁴² to expand education at low cost. The number or the percentage of shifted schools, however, could not be obtained at this study. It is pointed out in documents of MOE (MOE 2005a, 2005b, 2008) and donor reports (UNESCO, 2010) that teaching methods applied to the multi-shift schools should be developed in the PRESET⁴³ or in the INSET.⁴⁴

³⁸ PISA=Programme for International Student Assessment

³⁹ SACMEQ=Southern and Eastern Africa Consortium for Monitoring Education Quality

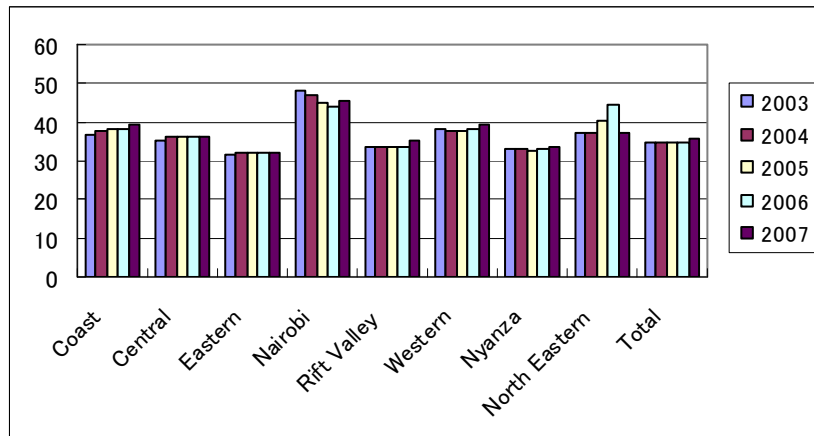
⁴⁰ MOE (2009) Standard of Primary Education

⁴¹ Basic Standard Requirements for Registration of Educational and Training Institutions in the Ministry of Education, April 2011.

⁴² Ministry of Education (2005)

⁴³ PRESET = Pre-Service Training

⁴⁴ INSET = In-Service Training



(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b)

Figure 4-13: Primary Pupil Classroom Ratio in Public Schools by Province (2003-2007)

(2) Teaching Hours

Regarding teaching hours, students in Standards 1-3 take 35 classes per week (30 minutes/class), whereas students in Standards 4-8 take 40 classes per week (35 minutes/class) (JICA, 2011, Table 4-10). It can be calculated that annually, the total subject hours are 682.5 for Standards 1-3 and 910 for Standards 4-8.⁴⁵

Table 4-10: Primary Subject Time Allocation

	English	Kiswahili	Mathematics	Science	Social Studies	Religious Education	Mother Tongue	Creative Arts	Physical Education	Pastoral Programs	Total
Standards 1-3	5	5	5	2	2	2	5	3	5	1	35
Standards 4-8	7	5	7	5	5	3	-	3	4	1	40

(Source: JICA, 2011, Original Source: Primary Education Syllabus, Kenya Institute of Education, April 2002.)

4.4.3 Procurement and Distribution of Teaching Material

The government of Kenya has been implementing a primary school textbook project with donor support (DFID education support program (SPRED III, 2000-2005)) since 2000s to improve the textbook procurement and distribution systems (WB, 2004). Financial decentralization of textbook procurement also took place, and textbook procurement was devolved to school management committees (herein after SMC). SMCs select textbooks from the approved list of textbooks (called Orange Book) issued by the government (KIE), and purchase textbooks using Schools' Instructional Materials and Books Account (herein after SIMBA) (WB, 2004). In order to increase transparency and accountability, each SMC is required to display the amounts of grant received in the accounts, the amounts spent and for what purposes, and the remaining

⁴⁵ Multiplied by the number of annual schooling weeks (MOE, 2012a).

amounts in the accounts (Cambridge Education, Mokoro & OPM, 2010).

In the KESSP (2005-2010), the grant program for primary school instructional materials had been implemented through the pooled fund of donors. However, in June 2009, a fraud and corruption in the KESSP pooled fund was detected.⁴⁶ The total losses in the primary instructional materials grant program might be roughly estimated at a minimum of 22 % of the total expenditure of the program (WB, 2011).

According to the education statistics of 2007, the textbook pupil ratio of primary Standards 1-8 was 1:2 for English, 1:3 for mathematics and science, and 1:4 for Kiswahili (MOE, 2008b, Table 4-11).

According to the Implementation Completion and Results Report of KESSEP, over 60 % of Standard 3 students were sharing a Math or English book with at least three other students in 2009, and the target of 1:1 was not achieved. Therefore, the progress achieved by the FPE instructional materials grant was rated “unsatisfactory.”

Table 4-11: Primary Textbook Pupil Ratio (2007)

Subject/Standard	English	Math	Science	Kiswahili	GHCRC
Standard 1	1:2	1:3	1:3	1:4	1:164
Standard 2	1:4	1:5	1:4	1:8	1:234
Standard 3	1:3	1:4	1:4	1:6	1:273
Standard 4	1:3	1:3	1:3	1:5	1:95
Standard 5	1:2	1:2	1:2	1:2	1:51
Standard 6	1:3	1:4	1:4	1:5	1:53
Standard 7	1:3	1:3	1:3	1:4	1:41
Standard 8	1:2	1:2	1:2	1:3	1:29
Total	1:2	1:3	1:3	1:4	1:71
Lower Primary	1:3	1:4	1:3	1:5	1:207
Upper Primary	1:3	1:3	1:3	1:3	1:49

(Source: MOE, 2008b)

According to the survey of SACMEQ, the textbook prevalence rate differed by province: while the rate was 44.1% for mathematics and 43.7% for reading in the Nairobi Province, it was only 7.5% for mathematics and 16.6% for reading in the North Eastern Province, and 15% for mathematics and 16.6% for reading in the Western Province, falling far below the national average (SACMEQ, 2005, Annex 4-13).

4.4.4 Definition of Academic Ability

Definition of Academic Ability stipulated in the primary education syllabus and secondary

⁴⁶ Unaccounted-for expenditure of Kshs.4.8 billion (US\$60.2 million) was reported. It was initially estimated that the instructional materials grants disbursed to primary schools should have been sufficient to reach the KESSP target of a set of three textbooks for each primary student. But in addition to the fraud and corruption, it was found that due to textbook theft about 10 percent of the book stock in the primary schools was lost (WB, 2011).

education syllabus developed in 2002 is shown below (MOE, 2002a, 2002b, See Annex 4-14 for full text). In the syllabuses, specific objectives for each subject and activity are also set.

Objectives of Pre-Primary, Primary, and Secondary Education in Kenya (extract)

【Pre-Primary Education】

- Provide education geared towards development of the child's mental and physical capabilities
- Enable the child enjoy living and learning through play
- Foster the child's exploratory skills, creativity, self-expression and discovery, etc.

【Primary Education】

- Acquire, numeracy, creativity and communication skills
- Enjoy learning and develop desire to continue learning
- Develop ability for critical thinking and logical judgment, etc.

【Secondary Education】

- Acquire necessary knowledge, skills and attitudes for the development of the self and the nation
- Develop ability for enquiry, critical thinking and rational judgment
- Enhance enjoyment in learning, etc.

(Source: MOE 2002a, 2002b)

In the new Policy Framework of 2012, it is also stipulated that “in order to be internationally competitive and economically viable, Kenya requires an education system that will produce citizens who are able to engage in lifelong learning, learn new things quickly, perform more non-routine tasks, capable of more complex problem-solving, take more decisions, understand more about what they are working on, ..., have better reading, quantitative, reasoning and expository skills” (MOE, 2012b).

4.4.5 Quality Assurance System of Education

(1) Quality Assurance Organization

The MOE has a Directorate of Quality Assurance and Standards, which has the function of establishing, maintaining, and improving quality and standards in all public and private educational institutions other than universities. Other functions are undertaking institutional reviews, organizing and conducting subject mastery and pedagogical skills, capacity development of teachers and tutors, assessment of new institutions for registration, maintaining and disseminating lists of approved learning and teaching materials, supervising and coordinating the implementation of curriculum in all educational and training institutions and coordination of co-curricular activities at all levels (MOE, 2012a).

The current structure entails the following issues: the Directorate reports take long to be acted

upon because of heavy bureaucratic structure; the Directorate faces financial and infrastructural constraints; and Quality Assurance officers are often directly recruited from serving teachers who may lack the necessary skills, knowledge and competence to deliver on standards and quality assurance. Therefore the government is proposing to establish an Education Standards and Quality Assurance Council to maintain quality and relevance in basic education based on the national standard and the laws of Kenya (MOE, 2012a, EDUCATION BILL, 2012, DRAFT 2). When the council is established, it will develop national standards of education institutions of Kenya and regulations regarding quality and relevance. The new education framework also intends to develop the system to transfer Quality Assurance and Standard Officers (hereinafter, QASO) to the County, Sub-County and school levels to strengthen school-based quality assurance (MOE, 2012b).

(2) Situation of Implementing the Promotion/Graduation System

In Kenya, school examinations are conducted⁴⁷ for primary grades 1-8 students and secondary grades 1-4 students, but basically students are promoted automatically (interview with JICA experts, school visits/interviews⁴⁸). When completing the 8th grade of the primary school and 4th grade of secondary school, students need to take KCPE and KCSE, respectively. The exam results and their trends are described in “4.4.1 Situation of Learning Outcome”. Students with good KCPE grades are selected to attend the national secondary schools, and the students with the next level grades can go to the provincial secondary schools (interview with JICA experts). Students not admitted to the national or provincial secondary schools go to district secondary schools, but each district school also has its own baseline KCPE grades. Students with grades lower than the baseline are not admitted to the secondary school even though he/she lives nearby (school visit/interview). The national ranking⁴⁹ is released in the KCPE newsletter by KNEC, and it is said that there are some parents who make their children repeat grade intentionally (to make them achieve a good result in KCPE) (school visit/interview).

It is pointed out that the current assessment system has the following issues: the assessment only at the end of primary cycle does not adequately measure learners’ abilities; there has been widespread malpractice in examinations (MOE, 2012b); since the assessments on a daily basis conducted at primary schools are in the form of writing tests and many of them are done as exercises for the KCPE, the learning over the entire period of primary school is patterned by the evaluation grid of KNEC (UNESCO, 2010).

Though the results of each subject of the KCPE and the KCSE are low every year and “not satisfactory,”⁵⁰ students of Kenya achieve relatively high scores in SACMEQ (See “4.4.1 (4)

⁴⁷ initial, mid-term, and final examinations

⁴⁸ Ndururuno Secondary School, Kibera Primary School

⁴⁹ Standardized score (average 50, standard deviation 15) is used to make comparison of schools easier.

⁵⁰ WB, 2004

Performance of the International/Regional Assessment”). Therefore it is presumed that the KCPE and the KCSE are mainly used as a means of determining who can move to higher education (WB, 2004a).

The government is planning to develop Competence Assessment Tests (hereinafter CATs) in line with the curriculum reform. As the strategies to implement the policy, KNEC shall be renamed the Kenya Education Assessment Council, and schools shall be required to introduce regular cumulative assessment using the CAT items termly and as a final scholastic assessment test (MOE, 2012b).

(3) Quality Assurance and Standard Officer

In Kenya, QASOs are deployed in the Provincial Education Offices (PEO) and the district education offices (DEO). Five QASOs are registered in the education office of the Eastern Province⁵¹ visited in the field survey and there are three QASOs in the education office of the West Embu District.⁵² Each QASO forms a team of 2-3 members including an auditor and visits schools. About two schools are to be visited per day.⁵³ When visiting schools, they inspect facility infrastructure, school infrastructure, school management, way of teaching of teachers, attendance of students/teachers, and the number of textbooks. Though the teaching and learning process should be inspected by subject specialists, in practice, due to the limited number of QASOs, one QASO monitors all the subjects. The results of school visit are compiled in the district, fed back to the heads of schools, SMC, and BOG (Board of Governors),⁵⁴ and are discussed for necessary improvement. The reports are submitted one each to the school and the district, and they are asked to follow them up. One copy of the report is kept in the province, and 3 copies are sent to the MOE (interviews at Eastern PEO and West Embu DEO).

The QASOs of the Eastern Province are confronting the shortage of vehicles and computers. Most of the districts have no vehicle. There are only a few computers shared by several users in the PEO (interviews at Eastern PEO and West Embu DEO).

4.4.6 Curriculum

(1) Capacity of Curriculum Development Agency

The curriculum for basic education, non-formal education, special needs education, and teacher education are developed by KIE based on the MOE policy decisions⁵⁵ (interview with KIE).

⁵¹ In the Province, there are 5,136 primary schools and 1,503 secondary schools.

⁵² In the District, there are 100 pre-primary education centers, 64 primary schools and 32 secondary schools.

⁵³ The district QASO decides schools to visit at the beginning of the year and also decides schools the province QASO visits.

⁵⁴ The school management board of secondary education.

⁵⁵ Based on the report of the national assessments, public opinions, and the result of research, etc. (UNESCO, 2010).

KIE develops the curriculum in the following procedure: (1) the course panel⁵⁶ performs needs assessments and figures out the gap between ideal and reality in specialized subjects and psychological development of students; (2) a report is developed regarding issues to be improved; (3) a road map is developed through discussion on the report; (4) syllabus, learning materials and electronic learning materials are developed; (5) the new curriculum is implemented as pilot cases. If no problem is found, the Academic Committee⁵⁷ approves the curriculum, and it is implemented throughout the country; and (6) monitoring and evaluation are conducted to figure out problems of the new curriculum (interview with KIE) (UNESCO, 2010).

At the curriculum revision, various factors are examined, including: whether the objectives of the curriculum are clear; whether it meets the social needs; whether it is achievable and realistic; whether it does not burden teachers/students heavily; whether there is no unnecessary duplication among subjects; whether physical and human resources are available and appropriate for the effective implementation of the curriculum; whether it considers the issues of HIV/AIDS, gender, environment, and drug and substance abuse, etc. (UNESCO, 2010).

The current curriculum was revised in 2003 to reduce burden on teachers and students and to be in line with the FPE policy⁵⁸ (UNESCO, 2010). A report of monitoring recently conducted by KIE pointed out that students were not prepared with the skills of creativity and social responsibility, etc., though they acquired cognitive domains in writing, reading and numeracy (UNESCO, 2010).

(2) Trend of Curriculum Revision

The on-going education reform includes curriculum revision. According to the new Policy Framework (MOE, 2012b), in accordance with the new Constitution and Vision 2030, the government shall focus on core educational outcomes, based on developing a repertoire of skills and competencies, such as thinking skills, communication skills, observation and investigative skills, social and ethical skills, talent potential development, etc. The Policy Framework also refers to competency-based curriculum and assessment which many East African countries (Tanzania, Uganda and Rwanda) have adopted. It is pointed out that the examination-oriented Kenyan curriculum should be revised, and competencies and skills shall be assessed (MOE, 2012b).

Also it stipulates that KIE shall be renamed the Kenya Institute of Curriculum Development (KICD) and that KICD shall undertake a major curriculum reform and the assessment thereof,⁵⁹

⁵⁶ The panel consists of MOE officials, QASOs of each subject, teachers, college tutors, examination personnel, Kenya National Union of Teachers (KNUT), and religious groups.

⁵⁷ The Academic Committee reviews the current curriculum in the course of developing the new curriculum.

⁵⁸ Subjects examined were reduced in primary and secondary education in this revision.

⁵⁹ This intends to develop a progressive assessment framework which identifies the knowledge, skills and

and learning material development across all levels of education and training including teacher education in order to align it with the Constitution and Vision 2030 (MOE, 2012b).

4.4.7 Languages of Instruction

In Kenya, the Constitution defines English as the official language and Kiswahili as the national language. It is recommended to use local languages⁶⁰ as the language of instruction from pre-primary to primary third grade (lower primary (age 8))⁶¹ and English for the fourth grade and above. Kiswahili is taught as a subject. In the regions where Kiswahili is a means of conversation, Kiswahili is allowed to be used in daily conversation in schools (UNESCO, 2010).

One of the issues with languages is that although local languages are used until lower primary education, textbooks are all published in English. Teachers of each region are not necessarily able to speak local languages, which might make communication with pupils difficult. Science, social studies, and math are especially difficult to teach in this sense (interview with KIE).

At the school visited in the field survey, students use Kiswahili and a local language at home, and many of them are not able to express their opinion in English even at the 12th grade (secondary Standard 4).⁶² Although the government recommends teaching in local language until the third grade, parents want their children to receive education in English⁶³ for the preparation for KCPE. Especially, children from the Somali region cannot use English,⁶⁴ and some ethnic groups cannot pronounce English.⁶⁵ There was also an opinion that the government should introduce a system to gradually increase English teaching classes from the first grade, rather than sifting the language all at once in the fourth grade (interview with UNICEF).

4.5 Teachers

4.5.1 Number of Teachers

Table 4-12 shows the number of teachers in public primary and secondary schools (2002-2011). The number of primary teachers had been scarcely increased during 2000-2011 (MOE, 2005d, 2008b, UNESCO, 2010, Kenya National Bureau of Statistics, 2012), since the government restricted the total number of teachers to 235,000 since 1998.⁶⁶ In 2007, the government lifted the cap on the number, and it is likely that the number of teachers will increase (Cambridge Education, Mokoro & OPM, 2010). Compared to 2007, the number of teachers increased by

competencies that will be assessed at each cycle.

⁶⁰ There are 54 local languages in Kenya (interview in the filed survey).

⁶¹ However, pre-primary education in urban areas is mostly conducted in Kiswahili or English (UNESCO, 2010).

⁶² Interview with the deputy head of Ndururuno Secondary School

⁶³ Interview with KNEC secretary

⁶⁴ Interview with UNICEF

⁶⁵ Interview with Secondary Education Dept. of MOE

⁶⁶ Cambridge Education, Mokoro & OPM, 2010, p46

about 1,000 in primary schools and about 12,000 in secondary schools in 2012. However, compared to 2003 when FPE was implemented, the number of primary teachers rather decreased (MOE 2005d, 2008b, UNESCO, 2010, Kenya National Bureau of Statistics, 2012). According to TSC, as of April 2012, the number of teachers falls short by 70,420 in total, or 37,341 for primary and 33,079 for secondary education (interview with TSC, TSC, 2012).

Table 4-12: Number of Teachers in Public Primary and Secondary Schools (2002-2011)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011*
Primary	172,424	178,622	178,184	171,033	169,311	173,153	170,059	171,301	173,388	174,267
Secondary	38,728	49,780	47,584	47,435	48,924	44,305	43,016	48,087	53,047	56,735

* Provisional

(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b, 2008: UNESCO, 2010a, 2009-2011: Kenya National Bureau of Statistics, 2012)

4.5.2 Teacher Qualification and Placement

(1) Teacher Qualification and Placement

In Kenya, there are four qualifications for teachers: P1, S1 (Diploma), Approved, and Graduate. Qualification conditions and the number of primary and secondary teachers by qualification are shown in Table 4-13, Annex 4-15 and 4-16. Most of the primary teachers are qualified as P1 (58% in 2008) and most of the secondary teachers are S1/Diploma/Graduate/approved (WB, 2004a).

In 2005, the Sessional Paper No.1 articulated that the minimum qualification of teachers be set to Diploma (MOE, 2005c). There is a system that, when a Certificate teacher takes a summer courses provided at public and private universities, he/she will be approved as Diploma. This course, however, is to take two specialized subjects of secondary education and not intended to improve knowledge and skills to teach in primary schools (University of Sussex, 2011). In addition, it is concerned that primary teachers with Diploma might not be satisfied with continuing to teach in primary schools (University of Sussex, 2011). Nevertheless the course will continue to be spread since from the teachers' point of view, when they take the course, their salaries are raised (interview with JICA experts).

Salaries of teachers depend on the qualification. For example, the minimum standard commonly required for primary teachers is P1,⁶⁷ but there are also teachers with Graduate qualification. For teachers with Graduate qualification, salaries are paid based on the Graduate Job group, not on the P1 Job group (WB, 2004a).

⁶⁷ P2 is no longer granted. P3 had been abolished. (Annex 4-15)

Table 4-13: Qualifications of Primary and Secondary Teachers

Qualification	Conditions
Graduate	KCSE grade C+ is required as entrance qualification, and the qualification of Graduate is acquired after completing four years at university.
Approved	This qualification is acquired by experienced teachers of P1 or S1 with good track record upon passing an examination
S1/ Diploma	KCSE grade C+ is required as entrance qualification, and the Diploma qualification is acquired after completing three years at Teacher Training College (TTC).
P1	KCSE grade C is required as entrance qualification, and the Certificate qualification is acquired after completing two years at Primary Teacher Training College (PTTC).
(P2)	The lowest qualification of teachers in the current system. P2 has no longer granted to new teachers. This qualification is acquired by P3 teachers who pass Kenya Junior Secondary Examination (KJSE) (old system).
(P3)	Abolished in the current system. The qualification was acquired by those who completed primary education and receiving two years of education at Primary Teacher Training College (PTTC).

(Source: JICA, 2011 and University of Sussex, 2011)

(2) Number of Pupils per Teacher (PTR: Pupil Teacher Ratio)

In Kenya, the national standard of PTR in primary education is 40:1,⁶⁸ and secondary teachers are deployed based on the calculation from the curriculum of each school⁶⁹ on the basis of one teacher per 27 classes (interview with Quality Assurance and Standards Dept).

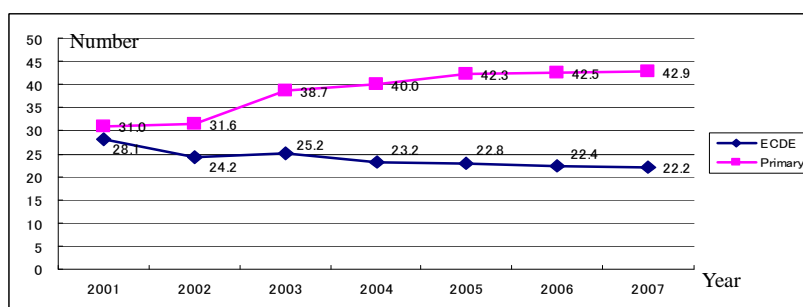
Primary PTR has been increasing since 2003 (38.7) when the FPE was implemented, and in 2007 the ratio was 42.9.⁷⁰ Therefore, the national standard has not been achieved. According to the Implementation Completion Report of KESSP of the World Bank, PTR was 46:1⁷¹ in 2009. The ratio seemed to have increased mainly in the urban slum area and in the ASAL regions. Secondary PTR is not listed in the statistic booklet of the MOE. Calculating from the enrollment (Figure 4-1) and the number of teachers of 2011 (Table 4-12), the ratio was 30.

⁶⁸ Note that according to the document of TSC, it is specified that the current staffing norm for primary schools is one teacher per class plus 2.5% of the total of number of classes in the district (TSC, 2012).

⁶⁹ Called as Curriculum based establishment (CBE) in Kenya (interview with Quality Assurance and Standards Dept)

⁷⁰ Education Statistical Booklet 2003-2007

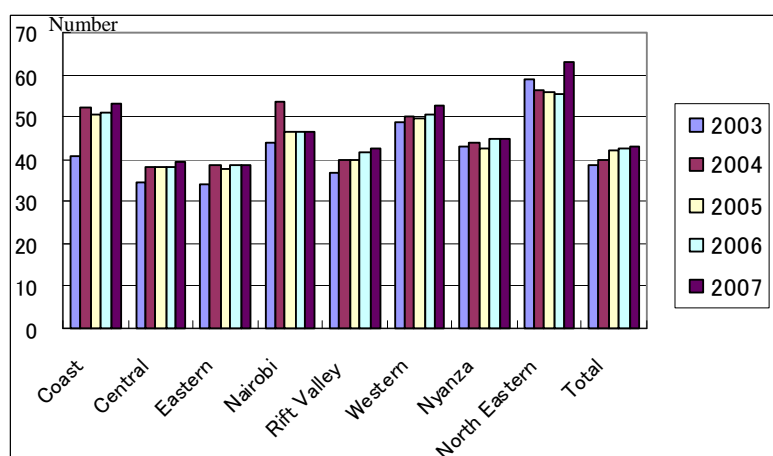
⁷¹ Not included in Figure 4-14 as the sources are different (WB, 2011).



(Source: 2000-2002: MOE, 2005d, 2003-2007: MOE, 2008b)

Figure 4-14: Primary Pupil Teacher Ratio (2001-2007)

There are large disparities among provinces. For example, there are provinces which meet the standard such as the Eastern Province (38.7) and the Central Province (39.4), whereas there are provinces that far exceed the standard such as the Northeastern Province (63.1), the Coast Province (53.2) and the Western Province (52.6). Especially in the Northeastern Province, there has been a significant shortage of teachers since 2003 (Figure 4-15).



(Source: MOE, 2008b)

Figure 4-15: Primary Pupil Teacher Ratio by Province (2003-2007)

4.5.3 Working Conditions for Teachers

The latest salary standard of teachers in Kenya was established in July 2011, which reflected the agreement between the government of Kenya and KNUT in January 2009 (TSC, 2011) (Annex 4-17). There are ranks of teachers called “Job Group” from F to R, and the starting salary of the lowest F rank (P2 teachers) is Ksh 13,750 (about 13,585 JPY),⁷² and the starting salary of the Diploma teacher is Ksh 22,322 (about 22,054 JPY) (document obtained from TSC).

According to the World Bank, the average annual salaries of primary and secondary teachers are “reasonable” compared to the per capita GDP of Kenya. The average annual salary of primary

⁷² Exchange rate: 1 Ksh = 0.988 JPY (JICA rate, as of May)

teachers is 3.5 times of per capita GDP and 5.5 times in secondary education. The total cost of hiring teachers, however, is very high with cumulative costs of various incentives for teachers. When incentives are taken into consideration, the average annual salary of primary teachers is 6 times of per capita GDP and 9 times for secondary teachers. Among several kinds of incentives for teachers, in this report, hardship allowance (an incentive for teachers in disadvantage areas) and responsibility allowance (an incentive for headteachers and deputy headteachers, etc.) are shown in Annex 4-18 and 4-19.

Teacher's salary of Kenya is also relatively high compared to the average teacher's salary of other low-income countries (primary, lower secondary, and upper secondary teachers) (WB, 2004a). Kenya ranks the seventh highest for primary teachers, the sixth for the lower secondary teachers and the eighth for upper secondary teachers among 16 countries (Annex 4-20).

4.5.4 Teacher Education System

(1) Pre-service Training System (PRESET)

Pre-primary education programmes are largely provided by parents, communities and NGOs, and qualifications of teachers are diverse. Most teachers are untrained⁷³, and the quality is not consistent across the country (UNESCO, 2010). In the education reform in 2012, the following measures are planned: pre-primary education will be integrated into the education sector; TSC will administer pre-primary teachers; and grant allocation and quality assurance system will be reviewed and the framework will be developed (MOE, 2012b).

Primary teachers training programme is available at 20 public teacher training colleges, and 103 private colleges (as of 2010) (JICA, 2011). Students with grades of C and above (math D and above, English C- and above) in KCSE are qualified for admission to these colleges.⁷⁴ The course duration is two years, and in the first year of the course, students study the following ten subjects; Mathematics, English, Kiswahili, Science, Religious Education, Social Studies, Education including Special Needs Education, Guidance and Counseling, Creative Arts, Physical Education, and ICT. In the second year, they study five core subjects (English, Kiswahili, Education, Physical Education, and ICT), and Optional subjects (A: Science, Home science, Agriculture, Mathematics or B: Music, Art and Craft, Social Studies, Religious Studies). Teaching practice is undertaken in the first year (KIE, 2012).

Secondary teacher training programmes are available at three Technical Training Colleges (duration: three years, certification: diploma),⁷⁵ or at universities offering bachelor of education programmes (duration: four years, certification: graduate). Students with grade C and above in KCSE are to be admitted, same as primary teacher trainings. Students are trained to obtain

⁷³ According to the MOE (2012a), only about 44% of pre-primary teachers are trained.

⁷⁴ Note that in disadvantage areas, there are cases that students with scores below the standard may be admitted (WB, 2004).

⁷⁵ as of 2010, JICA (2011)

specialized knowledge in two subjects to teach (WB, 2004a, UNESCO, 2010).

The TF report pointed out the challenges of PRESET as follows: (1) majority of trainers at all levels of teacher training education lack the necessary skills and competences to train teachers; (2) teacher training education suffers from low funding especially at the primary level; (3) there is lack of adequate and appropriate tuition, teaching/learning materials and infrastructure (ICT); and (4) over-emphasis on content rather than pedagogical skills (MOE, 2012a). And as previously described, the primary teachers with university degree qualification do not have competence in teaching contents or pedagogical skills at primary level because they are trained in the universities for two secondary education subjects. Even though they are teaching at primary schools, salaries are paid based on the secondary level. It is pointed out that for the efficient use of the limited budget, primary teachers should be required the minimum and optimal qualifications necessary for teaching in primary school, and should be paid by a salary scheme for primary school (WB, 2004a).

(2) In-service Training System (INSET)

In-service trainings for head teachers, education field officers (supervisors) and teachers are offered by KIE, Kenya Education Staff Institute (hereinafter, KESI), the Directorate of Quality Assurance and Standards of MOE (trainings are offered at provincial and district levels), textbook publishers, SMASE (Strengthening of Mathematics and Science in Primary Education) and SMASSE (Strengthening of Mathematics and Science in Secondary Education) (KIE, 2011). The list of training programmes is shown in Annex 4-21.

Since 2003, 93% of the primary teachers and 46.7% of the secondary teachers had taken orientation or in-service trainings by KIE on the new curriculum (KIE, 2011a and 2011b). According to the KIE survey, 55% of the primary teachers and 85.3% of the secondary teachers strongly agreed that the training had enabled them to understand and interpret the syllabus, whereas the following issues were raised: the in-service courses were not frequent enough; the training cost was expensive;⁷⁶ resource persons are incompetent; and the courses were not enough prepared (KIE, 2011a and 2011b). Other challenges found in the survey included: harmonization of the INSET programmes was limited as there are many players; coordination between pre-service/in-service trainings was weak; and all the diverse needs of the teachers were not addressed (MOE, 2009a).

With respect to the secondary in-service trainings, the challenges were pointed out as follows: teachers with pedagogical difficulties hardly seek assistance from head teachers or QASOs, and the skills and knowledge received from the in-service training were not utilized enough (KIE, 2011). As for the SMASE/SMASSE programs supported by JICA since 1998, they are commended that the change of attitudes of teachers changed teaching practice, which improved

⁷⁶ Schools pay transportation fees and meals (interview with the Eastern province and the West Embu District).

students' attitudes towards learning process.⁷⁷ At the same time, it is also pointed out that there is no accreditation framework of INSET services leading to minimal commitment among teachers (MOE, 2009a).

The MOE intends to continue to decentralize education and training services by developing a comprehensive framework and modalities for decentralization of agreed functions, resources, and decision making authority to Provincial and District Education Offices, as well as zonal and school-level education management bodies⁷⁸ (MOE, 2009a).

4.5.5 Teacher Recruitment / Management

Teacher management functions⁷⁹ are carried out by TSC. TSC reviews the standards of education, the demand for and supply of teachers, and advises the MOE on matters relating to the teaching profession. Currently, TSC provides services to 268,060 teachers deployed to over 20,000 primary schools and 6,078 post-primary institutions across the country (TSC, 2012).

The recruitment of primary and secondary teachers is the function of TSC, but the process is partly decentralized to provinces and districts.⁸⁰ DEBs (District Education Boards) and BOGs conduct selection exercise of primary and secondary teachers respectively, and teachers are appointed by the TSC. Provinces supervise the overall selection exercise. When counties are established, the process of assignment, promotion, transfer, discipline, and termination of the employment will be decentralized to counties as field agencies of the TSC.⁸¹ The advantages of decentralized system are expected as follows: provision of opportunities to ASAL areas to retain teachers and selection of teachers by BOGs and DEBs to suite to their specific needs, etc. (interview with TSC, TSC, 2012).

Teacher registration is also conducted by the TSC,⁸² and a teacher registration policy that guides teacher registration has been developed. Due to inadequate funding, the TSC has not

⁷⁷ JICA (2008) Report on Terminal Evaluation Survey on the Strengthening of Mathematics and Science in Secondary Education project Phase II.

⁷⁸ The objectives of primary education INSET investment program (IP) are (1) institutionalize and strengthen the delivery of curriculum through INSET and other professional development processes, (2) harmonize and improve the coordination of INSET provision, (3) strengthen school leadership, management and governance for effective curriculum delivery. To achieve the above objectives, the following strategies will be employed: (1) conduct regular INSET needs assessment, (2) develop a national INSET strategy, (3) develop INSET providers database and catalogue of activities in order to co-ordinate INSET provision, (4) develop INSET accreditation framework, (5) develop targeted INSETs for professional development of teachers in ASAL and hard to reach areas, (6) decentralize INSET program delivery to district, zones, cluster and school level, (7) integrate emerging issues in the INSET programmes, (8) monitor and evaluate the effectiveness and impact of INSET programs.

⁷⁹ To register trained teachers, to recruit and employ registered teachers, to assign, promote and transfer teachers, to exercise disciplinary control over teachers, and to terminate the employment of teachers.

⁸⁰ From the time the teaching posts are advertised until suitable candidates are identified. However, there are issues such as flouting the guidelines leading to discontent from stakeholders, failure by some regions to attract applicants such as ASAL and hard to staff areas (TSC, 2012).

⁸¹ Final approval is made centrally.

⁸² "For accountability and to avoid double registration," according to the document of TSC (TSC, 2012)

been able to register all qualified teachers, nor to sensitize unregistered teachers on the legal requirements (TSC, 2012).

The staffing norm for primary schools is one teacher per class plus 2.5% of total number of classes in the district.⁸³ For post-primary institutions, teachers are deployed based on the curriculum offered in each institution.⁸⁴ In order to ensure equitable distribution and optimal utilization of teachers, the TSC carries out regular teacher rationalization and transfers.⁸⁵

The achievements of teachers are evaluated based on the performance contract concluded by a teacher and a head teacher. The evaluation report is submitted to DEO (District Education Officer), PDE (Provincial Director of Education) and TSC headquarters⁸⁶ (interview with TSC).

Promotion of teachers is based on the existing schemes of service for teachers: availability of vacancies, and budgetary provision. Due to the budgetary limitation, there are only limited posts provided for those eligible for promotion (TSC, 2012).

Teachers of private schools have been required to have teachers' qualifications since the new Constitution of 2010, but the regulations of the TSC do not apply to them. As quality assurance measures, the TSC established the Code of Regulation, standard of education, and the Code of conduct & ethics for teachers (interview with TSC).

The current issue regarding teacher management is that the roles of the TSC and the MOE have become ambiguous since the new Constitution of 2010 which specified the TSC as a constitutional commission (JICA Kenya office). In 2011, TSC submitted its own bill (TSC Bill) and the County Director of Education was appointed by the TSC in April 2012. The TSC also intends to deploy QASOs in the counties (interview with TSC). On the other hand, as part of the decentralization to counties and promotion of the education reform, the MOE also appointed the County Education Directors (Daily Nation, 25th, May, 2012, JICA Kenya office). The series of appointments and legal measures are said to be "the conflict between TSC and MOE"⁸⁷ or "power struggle."⁸⁸

⁸³ Note that according to the interview with the directorate of Quality Assurance and Standards, the standard is 40 students per teacher (interview in the field survey).

⁸⁴ Curriculum Based Establishment (CBE). Based on the syllabus developed by a school, the number of teachers is calculated by dividing the number of classes by 27 (the number of classes per teacher).

⁸⁵ According to TSC, TSC asks teachers to work for at least 5 years at a school, but there are teachers persistently asking for transfers which cause problems for TSC.

⁸⁶ After counties are established, the line will be to head teacher, county, and TSC headquarters.

⁸⁷ Interview with UNICEF

⁸⁸ JICA Kenya office (May, 2012)

CHAPTER 5: PUBLIC FINANCE AND ADMINISTRATION IN THE EDUCATION SECTOR

5.1 Public Administration

5.1.1 Decentralization of the Education Sector

Education sector in Kenya has been decentralized since 1983.⁸⁹ The administrative matters that had been under the jurisdiction of the federal government have been gradually delegated to 8 provinces and especially to 290 districts (Cambridge Education, Mokoro and OPM). For example, in the education sector, after the introduction of the FPE policy in 2003, the authority of schools was increased. In the Sessional Paper No.1 (2005), responsibilities for education service delivery were delegated to DEOs. Responsibilities of each education organization are summarized in Table 5-1.

Table 5-1: Responsibilities of Ministry of Education, Provincial Education Board and District Education Board (current structure)

Institution	Roles
Ministry of Education TSC • KIE • KNEC • KEMI	Exercise administrative and regulatory control over education services, coordinate education sector (MOE) Develop education sector strategy, regulate and manage (MOE, TSC (concerning teachers)) Formulate budget and allocate grants (MOE, TSC (concerning teachers)) Monitor educational activities (MOE) Develop curriculum and materials (other than for Universities) (KIE) Develop and implement national examinations (other than for Universities) (KNEC) Pay salaries of teachers in public schools, recruit and deploy teachers (TIC) and conduct teacher trainings (KEMI)
Provincial Education Board	Manage and supervise provincial educational services Implement, coordinate, and monitor technical training activities ¹ Approve schools' registration in provinces Monitor schools in provinces Monitor examination implementation in provinces Manage human resources in provinces (appointment, transfer, recruitment, and evaluation) ² Manage DEB and BOG
District Education Board	Administrate educational activities in districts Develop educational plan at district level Implement teacher development and support ³ Register schools in districts Monitor schools in districts Monitor examination implementation in districts Manage human resources in districts (appointment, transfer, and recruitment) ⁴
Schools	To be managed by SMC (primary) and BOG (secondary) Construct and maintain primary schools Receive and spend school funds (including FPE and FDSE grants)

⁸⁹ An initiative to promote development plans, built by bottom-up approach (District Focus for Rural Development)

- 1) Courses for school heads, subject mastery trainings, QASO capacity building, student council workshops, and SMASSE workshops for head teachers, etc.
 - 2) In addition to the provincial staff, two staffs from TSC are deployed in each province and are responsible for human resource matters of secondary education. Transfer request from teachers are verified and dealt by those TSC staff. Recruitment interview is conducted by district for primary teachers and by BOG for secondary teachers, and final decisions are made by the headquarters.
 - 3) BOG, HOD (Head of Department), subject teachers, head teachers, QASO, accountants, etc. Since there is no budget at districts, lecturers' fees are paid by publishers and sponsors. Transportation and meals are paid by schools.
 - 4) Human resource management for primary teachers in their districts.
- (Source: Developed by the study team in reference to WB, 2004a, UNESCO, 2010a, Sessional Paper No.1, and field survey interviews)

In the new Education Bill, the MOE has included two major changes (1) to establish the National Education Board (herein after, NEB), and (2) to establish the County Education Boards (herein after, CEB) (in 47 counties)⁹⁰ and to have them oversee the operation and management of pre-primary education (Education Bill, 2012, Annex 5-2). In the new Policy Framework, the MOE also states that they “develop an education sector strategy with short, medium and long-term objectives and rationalize headquarters and county level staffing” (MOE, 2012b). However, these policies are not aligned with current issues and it is not certain how decentralization is enhanced by the establishment of NEB and CEB.

5.1.2 Management Capacity of the Ministry of Education

This study has reviewed the management capacity of the MOE with reference to the Capacity Development Results Framework⁹¹ (CDRF) of the World Bank Institute.

Together with human, financial and natural resources, the CDRF regards sociopolitical, institutional and organizational capacities of program/project implementation agency (government, private sector, or civil society) as potential contributing / hindering factors toward achievement of development goals. To this effect, the CDRF aims to construct plans for capacity assessment and development and to conduct monitoring and evaluation by measuring capacity factors, which express 1) conduciveness of the sociopolitical environment⁹², 2) efficiency of policy instruments⁹³ and 3) effectiveness of organizational arrangements⁹⁴ (WB,

⁹⁰ Current 8 provinces are to be divided into 47 counties. Therefore, it is expected that there are 6 counties per province, on average. Therefore, counties are smaller than current provinces, but bigger than districts (currently 290).

⁹¹ A framework created and adopted by the World Bank to design, enforce, monitor, manage and evaluate development programs and projects aimed at capacity development.

⁹² Factor composed of the political and social forces that determine priorities of development goals set by the government, the private sector, and civil society. Indicators for this factor include leadership commitment, consistency with social norms, participation of stakeholders in decision making, status of accountability of public institutions, and transparency (WB, 2009).

⁹³ This refers to the mechanisms used to guide stakeholder actions to achieve each development goal, which include administrative rules, laws, regulations, and standards. Indicators for this factor include clarity of policy documents, clarity of stakeholders' rights and role, legality and relevance with upper goals of policy documents, feasibility against the current administrative procedure, flexibility of policy documents, and resilience against corruption (WB, 2009).

2009).

The study team considers the above factors to be linked with the interests of this study in the following ways. While conduciveness of the sociopolitical environment is related to relevance or validity of the sociopolitical environment in basic education, the efficiency of policy instruments is considered to have close ties with the efficiency of conducting improvement plans on basic education, and effectiveness of organizational arrangements links with the effectiveness of identifying how the Ministry interacts with stakeholders and makes use of resources to achieve development goals.

As there is a limit to adopt the CDRF rigorously in this study within a given timeframe for this assignment, in this report, a similar framework learning from CDRF to review the management capacity of MoE is used, as shown in Table 5-2. The frame has utilized the basic concepts of the CDRF while using the terms relevance, efficiency and effectiveness in place of the capacity factors of the CDRF. (However, their definitions basically followed those of the CDRF). The frame has chosen possible indices from the CDRF indices that are reviewable in this study based on the information gathered through the study.

Table 5-2: Frame to Review the Management Capacity of the Ministry of Education

3 review points	Relevance	Efficiency	Effectiveness
Viewpoints in the reviewing process (Possible indices)	<ul style="list-style-type: none"> • Is the MoE showing commitment? • Are stakeholders able to participate in the process of formulating sector plans and policy related documents? • Is the MoE showing accountability? 	<ul style="list-style-type: none"> • Are the roles of each stakeholder in and outside the MoE clear? • Are plans such as the sector plan compatible with policies of higher order? • Are methods taken to prevent corruption? (Such as an adoption of a monitoring system) 	<ul style="list-style-type: none"> • Are goals in the sector plan achieved? • Are actions taken and budgets used in compliance with the sector plan? • Does the MoE possess enough coordination skills to coordinate with stakeholders?

(Source: Developed by the study team in reference to the CDRF)

Results of the review are as follows.

(1) Relevance

According to the Implementation Completion Report issued by the World Bank in 2011, the strengthening sector management was rated “moderately unsatisfactory” due to considerable loss of funds by the fraud, although the Bank appreciated that the government had consistently

⁹⁴ This factor is composed of cooperation structure including the systems, rules of action, processes, personnel, and other resources that government and non-government stakeholders use to achieve development goals. Indicators for this factor include clarity of development goals, vision and mission, level of achievement of outcomes directly linked with development goals, efficiency to achieve output, financial management capacity and certainty of financial source, trust among stakeholders, and adaptability to change of external environment (WB, 2009).

shown a high level of leadership and ownership of the KESSP.

In addition, although the current education reform should have been more prioritized since it aligns with the new Constitution and Vision 2030, the submission of the TF report delayed for more than one year (interview with JICA Expert). Besides, even it has been more than 1.5 years from the end of KESSP (2010), the new sector program has not been finalized yet.

In terms of planning process of the TF report, information sharing with donors was limited (interview with DFID). Although the National Conference on Education was held in March 2012, too many participants and agendas resulted in insufficient process to reflect their voices.

Moreover, although the assessments of KESSP progress and achievement were planned to be conducted twice, they were not conducted. There were governance risks associated with allowing the MoE to plan, implement and monitor itself. Most components of the governance and accountability action plan and governance strengthening plan were “either only partially implemented or not implemented at all” (WB, 2011).

(2) Efficiency

The new Policy Framework and the draft Education Bill are consistent with the Constitution 2010 and Vision2030. The previous Education Act, the draft Education Bill and Sessional Paper No.1 also state the roles of the MOE, SAGA, SMC, and counties.

However, there are some issues in the progress of decentralization. In the new Policy Framework and the TF report, it is pointed out that since the present Act creates a centralized system of management and decision making at the Ministry headquarters, governance bodies at the provincial, district and institutional levels must refer many cases of decision making to the Ministry headquarters. This undermines their independence, decision and self-responsibility. Also, in the current centralized management structure within the MOE, provincial and districts officers tend to take decision-making matters up to the command rather than directly take action on the ground which could result in censure from the Ministry (MOE, 2012a).

Moreover, the Implementation Completion Report of KESSP pointed out inefficiencies of the KESSP management systems including its insufficient institutionalization in the MOE, and inaccuracy and unavailability of the EMIS data on the performance review⁹⁵ (WB, 2011).

The Corruption Perceptions Index⁹⁶ in Kenya was relatively worse in African region. The loss of education resources caused by the fraud of KESSP further deteriorated the efficiency of the education sector in Kenya.

⁹⁵ “For more recent years, EMIS results were made available informally for only a limited number of indicators because the underlying data have not yet been sufficiently cleaned or stabilized for publication” (World Bank, 2011, p50).

⁹⁶ According to the Transparency International (<http://cpi.transparency.org/cpi2011/>), the Kenya marked 2.2 points in the Corruption Perceptions Index, which ranks the 154th out of 183 countries. This was the 34th of 53 African countries and the lowest in 13 target countries of the present study.

(3) Effectiveness

The education indicators in Kenya show relatively high achievement among the 11 target countries in Africa in this study. In the project indicators of the Implementation Completion Report of KESSP, however, the ratings were not very high: “unsatisfactory” for access, “moderately satisfactory” for provincial equity, “satisfactory” for gender equity, “unsatisfactory” for primary completion rate, and “unsatisfactory” for strengthening sector management. Another indicator, quality and learning achievement was not rated (WB, 2011). Moreover, due to the emerging evidence of the fraud, the pool fund was frozen and the KESSP activities were not implemented as planned. Especially, the percentage of the budget expenditure for the component of enhancing quality and learning achievement was 62% (WB, 2011). The damage to the quality of education in Kenya caused by this low achievement is immeasurable. There is a risk on financial management of the government and the truth of the fraud is not disclosed to citizens and donors.

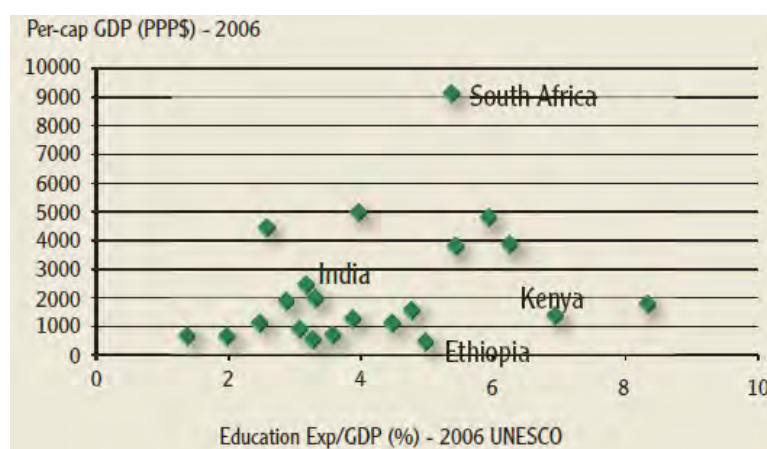
Regarding the coordination capacity of the MOE, it may be concluded not sufficient since the MOE does not attend the donor coordination meetings. Besides, coordination among stakeholders is not enough, as officials are overloaded with responsibilities for both planning and implementing (MOE, 2012a).

5.2 Educational Finance

5.2.1 Budget of Education Sector

(1) Proportion of Education Sector in the National Budget / Expenditure and GDP

Budget for the education sector was 6.2% of GDP in 2009/10 (MOE, 2012a) (Table 5-3). Comparing internationally, it spends more than India and South Africa, whose per-capita income is almost twice as much as that of Kenya (DFID, 2010, Figure 5-1).



(Source: DFID, 2010)

Figure 5-1: Education Expenditure Percentage of GDP (2006)

The share of the education sector in the government finance has been 23-28%, which is higher than the FTI indicative framework indicator (20%) (MOE, 2012a). The government invests in the education sector as the share of recurrent education expenditure in the government recurrent expenditure was 32.7% in 2009/10 (Cambridge Education, Mokoro & OPM, 2010, MOE, 2005c). The percentage of recurrent expenditure in the education sector was 93.1% (2009/10), accounting for most of the budget of the education sector (Cambridge Education, Mokoro & OPM, 2010, MOE, 2012a, Table 5-3).

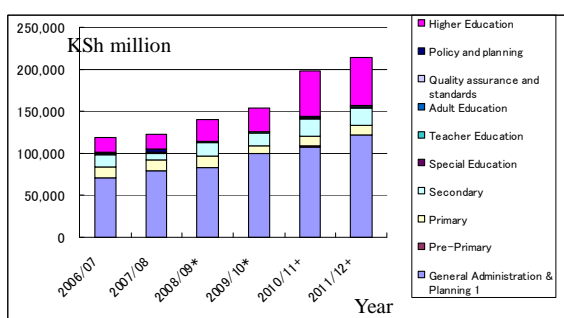
**Table 5-3: Education Expenditure (as a percentage of Government Expenditure)
(2005/06 - 2009/10) (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10
Education as a % of GDP	6.1	6.0	6.2	6.3	6.2
Education as a % of GOK total expenditure	28.0	26.0	23.2	25.0	26.7
Education recurrent as a % of GOK total recurrent	32.1	32.8	31.0	31.7	32.7
Education development as a % of GOK development	10.3	7.4	6.0	7.9	7.8
Education recurrent as a % of total education expenditure	93.0	92.4	91.9	91.0	93.1
Education development as a % of total education expenditure	7.0	7.6	8.1	9.0	6.9

(Source: MOE, 2012a)

(2) Budget by Sub Sector

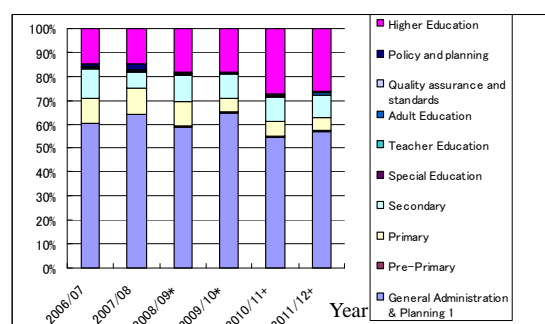
Although the expenditure of the education sector (both recurrent and development) has increased from Ksh. 118.8 billion in 2006/07 to Ksh. 213.2 billion in 2011/12, the allocation to the primary education sub sector has not changed much (Annex 5-2, Figure 5-2). The share of 2011/12 was Ksh. 11.5 billion (5.4%) for primary education, Ksh. 20.1 billion (9.4%) for secondary education, and Ksh. 56.4 billion (26.5%) for higher education. Besides these sub-sectors, there is a budget code called “General Administration & Planning”, which includes teacher salary (except higher education) (Ksh. 121.6 billion in 2011/12, 57.05%) (Kenya National Bureau of Statistics, 2011, 2012, Annex 5-2, Figure 5-2, 5-3).



* Provisional, +Budget Estimates including supplementaries
1: Includes salaries for teachers and all other education personnel

(Source: Kenya National Bureau of Statistics, 2011, 2012)

Figure 5-2: Education Expenditure by Education Sub Sector (2006/07 - 2011/12) (million KSh)



* Provisional, +Budget Estimates including supplementaries
1: Includes salaries for teachers and all other education personnel

(Source: Kenya National Bureau of Statistics, 2011, 2012)

Figure 5-3: Education Sub Sector Expenditures as percentage of Education Expenditure (2006/07 - 2011/12) (%)

(3) Details of Education Budget

As described above, the share of expenditure of the education sector in the national finance has been relatively large. However, 78.8%⁹⁷ (2011/12) of it is spent for teacher salaries (Kenya National Bureau of Statistics, 2011, 2012, Annex 5-3). According to the World Bank assessment of KESSP, in the strengthening sector management component of the KESSP, the primary education's share of the MOE recurrent budget was targeted at least 55% and primary non-salary recurrent expenditure was aimed at 15% of the total primary recurrent expenditure. However, since the primary non-salary recurrent expenditure decreased to less than 11%, it was rated "unsatisfactory" in the report.

(4) Proportion of Domestic Financing and Donor Assistance in Education Budget

According to the TF report of 2012, the share of the amount supported by donors in the education sector expenditure was 3.8% in 2009/10 (MOE, 2012a). In the KESSP (2005-2010), although at the planning stage, 94% was supposed to be covered by the government (Cambridge Education, Mokoro & OPM, 2010), the actual share of the government was 30.3%, whereas the share of donors was 30.6% (WB, 2011).⁹⁸

⁹⁷ Calculate in reference to Annex 5-1. 82% of the recurrent expenditure was teacher salaries in 2007/08 and approximately half of them are allocated to primary education (Cambridge Education, Mokoro & OPM, 2010).

⁹⁸ The total proposed investment amount was Ksh. 543,412 million in the plan (MOE, 2005a), but in the Implementation and Completion Report on KESSP (WB, 2011), the actual amount was USD 1,343 million (approximately Ksh. 115,653 million). It is equivalent to a fifth of the planned amount. The government spent USD 410.86 million and donors contributed USD 414.01 million, thus, the funding gap was USD529.43 million (Annex 6-1).

Table 5-4: Appropriations of Donor Supports as a percent of Education Expenditures (%)

	2005/6	2006/7	2007/8	2008/9	2009/10
Appropriations in Donor Supports as a % of Education Expenditures	5.3	4.8	5.7	4.3	3.8

(Source: MOE, 2012a)

5.2.2 Flow and Administration of Funds Provided by Donors

The flow of the pool fund in Kenya is shown in Annex 5-4 (in the case of KESSP). Each development partner (FTI, WB, UNICEF, DFID, and CIDA) transfers their fund to special account in the Central Bank for Ministry of Finance. Requests for disbursement for activities to be financed from pooled funds will be made on the basis of approved work plans and cash flow projections for eligible expenditures⁹⁹. Replenishment of funds to the Special Account will be made upon evidence of satisfactory utilization of the advance, reflected in the quarterly Financial Monitoring Reports (WB, 2006, Cambridge Education, Mokoro & OPM, 2010).

The fund transferred to the Special Account is moved to the Exchequer Account, the MOE Development Account, and then the MOE Pooled KESSP Account. If requested by the government, the fund can be paid directly to vendors (WB, 2006).

In 2009, the fraud in the KESSP pool fund was discovered and the donor fund was frozen (effective for only 30 months out of 45 months of the Credit periods). The Ministry of Finance also issued a press statement that the Internal Audit Department (IAD) had found evidence of fraudulent and corrupt activities in KESSP.¹⁰⁰ From the IDA and forensic audit, the findings revealed in September 2010, in total of Ksh 8.4 billion (USD 105 million) was spent as ineligible expenditure, and in May 2011, it was found that as much as Ksh 4.8 billion (USD 60.2 million) was unaccounted-for expenditure (WB, 2011).

At the final evaluation of KESSP in 2011, the MOE mentioned that the next phase of KESSP will be delayed for about two years due to the time that it will take to: (i) resolve the fraud and corruption issues; and (ii) revise the next program based on lessons learned (WB, 2011). The World Bank's next education assistance would be decided according to the results of the forensic audit conducted by IAD and how the government of Kenya would respond to it (WB, 2011, interview with WB).

In the Policy Framework in 2012, the MOE referred that they will institutionalize financial tracking and auditing in all educational institutions at the national level and will develop regulations which hold management bodies individually and collectively liable for any loss, misuse or embezzlement of funds under their dockets (MOE, 2012b). It is not certain, however,

⁹⁹ In the case of KESSP, disbursements were made three times a year.

¹⁰⁰ The Ministry of Finance announced that the Government had initiated a series of actions: initiating the suspension of staff implicated, instructing the Attorney General to freeze the project accounts, and referring the IAD report to the Kenya Anti-Corruption Commission (KACC).

whether the World Bank and DFID would be convinced with above settlements.

5.2.3 Management System of Education Budget / Public Expenditure

The government budget in Kenya is managed with the cycle shown in Annex 5-5. The government prepares “Budget Outlook Paper” and sets a tentative sector ceiling. The budget cycle also includes budgeting based on programs, preparation of rolling three-year medium-term expenditure frameworks (MTEFs), and annual public expenditure reviews (PERs) by each ministry. After sector working groups submit their budget proposals to the Ministry of Finance and stakeholder consultation and sector hearing are conducted, the final budget is decided and disbursed (Cambridge Education, Mokoro & OPM, 2010).

5.2.4 Distribution of Grants

The FPE grant distributed to each school in Kenya is transferred to school accounts directly, calculated by capitation amount multiplied by the number of students in the schools. The capitation amount is fixed nationwide (FPE: Ksh1,020, FDSE: Ksh10,265. MOE, 2012a, Annex 5-6). According to the TF report of 2012, it is recommended to increase the FPE and FDSE grants to Ksh 9,739 and Ksh14,614, respectively.

The initial successes of the FPE policy were reported in a 2005 expenditure tracking survey which referred to a large impact on the poor children and effective delivery mechanisms (WB, 2011). Although it can be said that this grant maintains equity in that the universally equal amount is distributed, there is an inequity among national, provincial and district secondary schools, since the national secondary schools receive huge amount of subsidy for their facility maintenance.¹⁰¹

The FPE and FDSE grants are managed by SMC and BOG. Financial management by SMC and BOD are supported by the government through audits. Schools have general purpose account (here in after, GPA) in addition to SIMBA (WB, 2003, Cambridge Education, Mokoro & OPM, 2010).¹⁰²

Financial management methods are summarized in the FPE and FDSE guidelines. Implementation and enforcement systems including procurement at school level need to be closely monitored (MOE, 2012a). According to DFID, 10% of the grants are not traceable (interview in the field survey). The MOE describes in the TF report that they should enhance the performance monitoring system to better track the number of audits being performed and scope covered; the time spent on these audits; the audit recommendations; the responses by schools;

¹⁰¹ The Nakuru Girls Secondary School (national school) visited in the field survey received Ksh 48 million. The amount varies depending on the size and durability of 18 national schools. 30 additional national schools will receive Ksh 25 million per school (Interview with Nakuru Girls Secondary School.)

¹⁰² This account system is the inheritance of the past project, Strengthening Primary Education Development III (SPREDIII (2000-2005)) assisted by DFID. It was aimed to delegate responsibilities and decision making to SMC for their textbook management (Cambridge Education, Mokoro & OPM, 2010).

and the follow up to ensure audit recommendations are implemented (MOE, 2012a).

Delay of disbursement of the fund was an issue reported by some schools in the field survey. In some cases, the school received almost at the end of academic year (Ndururuno Secondary School). Schools try to deal with the delay, by asking book shops to wait the payment,¹⁰³ or to manage from the balance brought forward from the previous year or other expense items.¹⁰⁴

Apart from the above FPE/FDSE grants, national and provincial secondary schools receive additional subsidy for maintenance. The amount varies by the size of schools. A national school visited in the field survey received Ksh 48 million (approximately JPY 47 million). Newly upgraded 30 national schools receive a fixed amount of Ksh 25 million (JPY 25 million) each (interview with Nakuru Girls Secondary School).

On the other hand, 5% of the national budget is allocated to funds called the Local Authorities Transfer Fund (herein after, LATF), which is managed by local authorities, and the Constituency Development Fund (herein after, CDF), which is managed by members of parliament. A part of these funds are used for classroom construction and scholarship. It is pointed out, however, that fiduciary risks with LATF and CDF are high as they are not related to the recurrent expenditure of the government and therefore not subject to clearly defined control, reporting and accountability procedures like other public funds (Cambridge Education, Mokoro & OPM, 2010).

5.2.5 Private Education Expenditure

Not only the government, but also households pay substantial amount of educational expenditure.¹⁰⁵ They pay PTA charges, examination fees, sports fees and boarding fees, which constitute all off-budget spending so that the data is rarely available (MOE, 2012a).

Table 5-5 is a list of payment made by households to schools (the data before the introduction of the FPE/FDSE grants). In a primary school¹⁰⁶ visited in the field survey, they collect Ksh150 per year (only to supplement pupils' lunch), whereas in a district secondary school,¹⁰⁷ they collect Ksh 4,100 per year (Ksh 1,800 for lunch and Ksh 2,300 for construction of a dining hall), in addition to uniforms and transportation fees of students. It is more expensive in a national secondary school,¹⁰⁸ in total as much as Ksh 57,000 per student was collected annually for boarding, meals, infrastructure maintenance, and operation, in addition to uniforms and transportation.

¹⁰³ Ndururuno Secondary School

¹⁰⁴ Kibera Primary School and Nakuru Girls Secondary School

¹⁰⁵ Although it was basically prohibited to collect school fees from parents after introduction of the FPE grant, if it is approved by the MOE, schools can collect them. But it is prohibited to expel children because of non-payment of fees (WB, 2011).

¹⁰⁶ Kibera Primary School

¹⁰⁷ Ndururuno Secondary School

¹⁰⁸ Nakuru Girls Secondary School

Table 5-5: Components of Household Education Expenditures (Ksh, per child annually)

	Primary level	Secondary level
School fee	589	7,357
Uniform	217	703
Textbooks	253	503
Transportation	28	265
Food (primary) / Boarding (secondary)	25	825
Harambee contribution	99	245
Total	1,210	9,898

(Source: WB, 2004a, Original source: Welfare Monitoring Survey, 1997)

5.2.6 Unit Cost Analysis

Table 5-6 shows the unit public spending by education level (primary, secondary and tertiary). In 2008, the spending per primary school pupil was Ksh 7,781 and the spending per secondary school student was 7.5 times more at Ksh 58,585, whereas the spending per tertiary level student was 17.7 times more than primary level at Ksh 137,707 (MOE, 2012a).¹⁰⁹ Since children from high-income households usually benefits from secondary and tertiary education (MOE 2012a, Annex 5-7, 70.7% of tertiary students are from the richest quintile), it can be concluded that there is an inequity of public spending in the education sector.

Table 5-6: Unit Public Spending by Level, 2005 – 2008 (KSh)

	2005	2006	2007	2008
Primary	6,251	6,862	7,457	7,781
Secondary	20,783	24,918	29,485	58,585 (7.5 times of primary)
Technical	24,651	32,302	43,474	55,318 (7.1 times of primary)
Tertiary	113,867	143,353	138,417	137,707 (17.7 times of primary)

(Source: MOE, 2012a, Original source: Economic survey, etc.)

5.2.7 Projection of Midterm Demand and Cost for Teachers

TSC manages 330,000 teachers in 2011/12, including NFE and mobile schools,¹¹⁰ increased by 10% from 300,000 teachers in 2010/11. The projection of 2012/13 has the highest growth rate at 23.7%, of which secondary education is the highest at 25%, whereas primary education growth rate is 18% (a document obtained from TSC).

¹⁰⁹ Estimation by Unit Public Spending by Level, in 2008 (Ministry of Education, 2012a)

¹¹⁰ A school system that is suited to the lifestyle of children in the nomadic communities, who work for stock raising, which allows learning to take place uninterrupted (Ministry of Education (2009) *Policy for Alternative Provision of Basic Education and Training*. Ministry of Education (2010) *Policy Framework for Nomadic Education in Kenya*)

Table 5-7: TSC Projected Teachers Establishment (2011/12 - 2016/17) (persons)

	2010/11	2011/12	Projection 2012/13	Projection 2013/14	Projection 2014/15	Projection 2015/16
ECDE	49,389	59,212	70,706	84,153	99,887	118,295
Primary	177,188	191,048	225,056	231,404	238,831	247,521
Post Primary	67,812	72,012	103,424	109,047	115,627	123,325
Non-Formal	7,500	8,992	10,737	12,779	15,168	17,964
Mobile Schools	400	480	573	682	809	958
Total	302,289	331,744	410,496	438,065	470,322	508,062
Year-on-year growth rate		109.7%	123.7%	106.7%	107.4%	108.0%

(Source: Documents obtained from TSC)

Based on the number of teachers listed above, if we calculate the necessary teacher salary budget by 2016/17, it will be as much as Ksh 18.1 billion (increased by 51% compared to 2012/13) (Table 5-8, a document received from TSC).

Table 5-8: TSC Projection for Teachers Wage Bill (2011/12 - 2016/17) (million KSh)

	Projection 2012/13	Projection 2013/14	Projection 2014/15	Projection 2015/16	Projection 2016/17
ECDE	14,166	16,574	19,392	22,688	26,545
Primary	64,192	75,618	77,751	80,247	83,166
Post Primary	38,886	55,848	58,885	62,438	66,595
Non-Formal	2,151	2,516	2,944	3,445	4,031
Mobile Schools	114	134	157	183	214
Total	119,510	150,693	159,130	169,003	180,553
Year-on-year growth rate		109.7%	123.7%	106.7%	107.4%

* Baselines of annual teachers' wages are Ksh224-239,000 (ECDE, Non-Formal, and Mobile Schools), Ksh 336,000 (Primary), and Ksh 540,000 (Post Primary) (TSC).

(Source: Documents obtained from TSC)

In the Sessional Paper No.1 of 2005, the government stated that they will provide targeted instructional materials and teacher salary to needy public secondary schools, while encouraging parents and communities to provide infrastructure and operational costs. It also says that mobilization of adequate resources for the expansion of secondary education is a major determinant of the envisaged increase in transition from primary education (MOE, 2005).

CHAPTER 6: TRENDS IN DONOR ASSISTANCE

6.1 Structure of Donor Coordination

The framework for donors' coordination in Kenya's education sector is the Education Development Partners Coordination Group (hereby EDCG). Bilateral and multi-lateral aid agencies, financial institutions, and international and local NGOs can participate in EDCG (EDCG, 2005). Both the KESSP pool-fund donors such as World Bank (IDA), EFA-FTI, UK (DFID), Canada (CIDA), and UNICEF and program/project based donors such as AfDB, US (USAID), Japan (JICA), Australia (AUSAID), and France (AFD) have participated (a document received in June, 2012).

Each donor was required to agree on "Partnership Principles for the Support to the Education Sector in Kenya," which outlines the key roles and responsibilities of both Development Partners and the MOE in the successful implementation of the KESSP over the five years. The pooled funding donors were required to sign on "Joint Financing Agreement (JFA)" (EDCG, 2005).

On the other hand, the government of Kenya has not attended the EDCG since July 2011.¹¹¹ The regular meeting between the PS and donors to be held quarterly has been held only once in the last 1.5 years (as of April 2012). After the fraud and the freeze of the pooled fund of KESSP, there is no prospect for construction of a new pooled-fund or donor financing of the next program like KESSP. Both the World Bank and DFID express that they would not finance it through the MOE unless the government of Kenya improves their financial management capacity and they can be sure that the fund can be properly managed (interview with the WB and DFID).

6.2 Trends of Cooperation by Each Donor

Although the only pooled-fund in the Kenyan education sector, KESSP, started from 2005 and was supposed to be continued until 2010, the donors froze the fund in 2009. The pool funders are listed in the Annex 6-1. According to the Implementation and Completion Report of 2011 by the World Bank, the outcomes of the KESSP can be described as shown in Annex 6-2. The overall project outcome was rated "unsatisfactory," whereas the risk to the development outcome was "high" and the borrower's performance was rated "unsatisfactory." The outcome of ensuring equity of access was "unsatisfactory," due to the unachieved NER. The NER of the Northeastern Province was "moderately satisfactory." The Gender Parity Index was "satisfactory" since it exceeded "1.00." The completion rate was "unsatisfactory" due to the unachieved target. Moreover, since there was no improvement in education finance, it was rated

¹¹¹ Based on the interview with MOE in the field survey. "The reason why MOE does not attend is that the World Bank and DFID continuously criticized them regarding the fraud of KESSP. Thus, we made it "cold war" between us."

“unsatisfactory” (WB, 2011, Annex 6-2).

Table 6-1 shows the outlines of donors’ assistance. After the freezing of the KESSP pooled fund, the World Bank has implemented a study to improve teacher performance and student learning, as well as to improve accountability. DFID, another KESSP ex-funder, shifted their assistance to access improvement in the Northeastern area, financial assistance to low-cost private schools, and development of teaching materials and TV programs with the private sector.

Table 6-1: Donor Agencies and Outlines of Supports (2012)

Donor	Support areas
African Development Bank	Education III Project. Construct classrooms (secondary and multi-purpose classrooms), supply laboratory equipment, and construct centers for NFE and special needs educational. (about 48 million USD)
World Bank	(1) Implement Public Expenditure Tracking Survey (PETS)/ Service Delivery Indicators (SDI) survey (300,000 USD), ¹ (2) Teacher performance and student learning (additional funding of 250,000 USD), ² (3) Improve Education Data Management for Planning and Accountability (in the next 18 months), ³ (4) System Assessment and Benchmarking for Education Results (SABER) (2012 – 13), ⁴ (5) Review of the national strategy for special needs education, (6) Present Policy Note for New Government
USAID	(1) Reading/Literacy in early primary school grades (9 million USD/year), (2) Access & community participation in ECDE & primary schools (2 million USD/year), (3) HIV/AIDS & Life Skills Education (2 million USD/year), (4) Pre-service teacher education (2 million USD/year), (5) Decentralized management training (3.5 million USD (2011-12))
JICA	Secondary SMASSE, Primary SMASE (117 million KSh)
CIDA	(1) Educational Expenditure Public Expenditure Tracking Survey (Ed PETS), (2) ABE, (3) Improving Equitable Access to Quality Education among Vulnerable Children in Kenya, (4) Designing another directive process on quality of education in Kenya
UNICEF ⁵	(1) Programmes to improve access to quality basic education for marginalized children, (2) NoKET ⁶ scholarship for nomadic girls, (3) support development of Enrollment action plan of rural districts, (4) quality assurance functionalization of Child Friendly School, (5) increase awareness at policy level, (6) utilization of School Readiness Assessment Tool at ECDE, (7) ECDE mainstreaming manual to County Government, (8) Pre-service Training for smooth transition from ECDE to Primary, etc.
DFID	(1) Construct and expand low cost boarding schools, introduce shift system, supply toilet in northern Kenya, (2) scholarship for children who are not going schools in northern Kenya, (3) Cash transfer for children who are attending low-cost private schools, (4) Infrastructure improvement such as toilets, support such as scholarships, social awareness raising for girls, (5) Develop program to add grant information to existing school mapping to improve accountability, support capacity improvement of community to pursue accountability (i.e. Drive Accountability), (6) Support Monthly Educational Magazine (NGO), Teachers Guidebook publisher (NGO), Know Zone TV programme (private), (7) Technical support for MOE’s Financial Management Information System (FMIS) and KESSP-II (GBP 63 million over 4 years 2011/12-2014/15 = about 97 million USD).

(Source: Database obtained from JICA Kenya office, June, 11, 2012)

Notes *1: With the ministries of education and planning, benchmark the government’s service activities and survey what teachers do in a typical day, their levels of knowledge and skills, and how teachers

perform their teaching activities.

*2: Additional qualitative survey as part of the SDI work, conducted to more fully understand teachers' service delivery in the classroom, and what is happening in classroom practice.

*3: Reconcile various databases (i.e. develop a master facilities list of the TSC, EMIS, KNEC, and school mapping), publish and enhanced the quality and relevance of education data made available via the Government of Kenya open data website, develop a feedback system for social accountability, develop MOE's capacity to maintain the databases, mine the data, and use the data and feedback to update policy decisions.

*4: Develop diagnostic tools to benchmark education policies according to evidence-based global standard and best practice, and improve the quality of education systematically

*5: Source: Education and Young People Program Overview and Outline of Work Plan in 2012 (document obtained at UNICEF).

*6: NoKET=Northern Kenya Education Trust

CHAPTER 7: RESULTS OF ANALYSIS

7.1 Top Priorities in the Basic Education Sector

The research and analysis conducted in the Study of Kenya identified various problems that the sector faces. For example, despite significant improvement of access to basic education induced by policies set forth by the government of Kenya, there are still children who cannot access the education opportunity. The achievement level of students' learning has remained low thus raises issues in the quality of learning.

For a better understanding of the challenges faced by the basic education sector of Kenya, Table 7-1 compares Kenya to other countries in Sub-Saharan Africa in terms of access (primary NER, secondary GER, and net intake rate (NIR) of primary education), internal efficiency (repetition rate of primary education), learning outcome (completion rate of primary education), teachers (PTR of primary education) and inputs (percentage of education sector expenditure in government expenditure).

Among the countries compared, Kenya ranked third in primary NER after Rwanda and Cameroon, while it also had the third highest primary education completion rate after Zambia and Cameroon. In addition, Kenya's secondary GER was the fourth among 11 countries, whereas repetition rate was relatively low (the third lowest).

Table 7-1: Comparison of Education Indices of Kenya and 10 Neighboring Countries (2010)

	Primary NER	Secondary GER	Primary NIR	Primary Repetition rate	Primary Completion rate	Primary PTR	Education sector expenditure (% of government expenditure)
Kenya	91.4 ^{*1}	47.8 ^{*1}	-	6.02 ^{*2}	76.8 ^{*3}	42.9 ^{*4}	17.2 ^{*5}
Zambia	91.4	33.4 ^{*6}	50.6	6.0	103.3	58.0	19.9 ^{*6}
Ethiopia	81.3	35.7	68.4	3.9	72.2	54.1	25.4
Uganda	90.9	28.1	67.8	10.8	57.2	48.6	15.0 ^{*7}
Rwanda	98.7	32.2	86.4	13.8	69.6	64.6	18.2
Malawi	-	32.1	80.6	19.0	66.8	79.3	12.1
Senegal	75.5	37.4	-	6.3	59.2	33.7	24.0 ^{*3}
Burkina Faso	58.1	20.7	19.4	10.1	45.1	47.8	-
Mali	62.0	37.7	19.3	12.9	54.8	50.4	22.0
Cameroon	92.4	42.2	58.9 ^{*3}	13.1	78.7	45.5	17.9
Niger	57.2	13.4	64.4	4.4	41.2	38.6	16.9

(Source: World Bank Website "World Data Bank" (May 28, 2012))

Notes*1: Figures are from Economic Survey 2012, as data could not be obtained from the World Data Bank.

*2: The figure is that of 2005, as the figure of 2010 could not be obtained from the World Data Bank (downloaded on May 23, 2012).

*3: Completion rate of the primary 8th grade from Economic Survey 2012, as data could not be obtained from the World Data Bank.

*4: The figure is of 2007 from the Education Statistical Booklet (2003-2007), as data could not be obtained from the World Data Bank.

*5: According to MOE (2012a), the figure is 26.7% (2009/10).

*6: The numbers correspond to data from the education sector program (NIF III) as well as statistical data from the MoE, as data regarding secondary education GER and the education sector expenditure to government expenditure ratio could not be obtained from the World Bank website. However, the figure under the education sector expenditure to government expenditure ratio for Zambia corresponds to the education sector budget to general budget ratio.

*7: Figure of 2009 from the World Bank Database Website.

From Table 7-1, it can be said that Kenya provides relatively better access to primary education and has better results on completion/repetition rates than many of its neighboring countries.

Table 7-2 compares benchmark indices of the FTI Indicative Framework and educational indices from this study to examine Kenya's performance in the education sector compared to countries that have shown positive performance en route to achieving EFA.

Intake rate or the indicator for access was not available. The primary education completion rate and repetition rate as indicators for internal efficiency and PTR reached an average of the FTI Indicative indicators. Indices regarding financial input (No.1 and 2) were relatively high, although non-salary spending of the recurrent education spending was far below the average (33%) at 11%. Besides, the total hours of instruction of Grades 1-3 were sufficiently lower than the average.

Table 7-2: Comparison of EFA-FTI Indicative Framework Indices

Index	Average of countries showing positive performance in achieving EFA	Kenya (National Figure)
1. Percentage of the government revenue allocated to the education sector	20%	17.2% (2010) ^{*1}
2. Percentage of education sector budget allocated to basic education	42 - 62%	46.6% (2009/10) ^{*2}
3. Intake Rates	100%	n/a ^{*3}
4. Primary education completion rate	100%	76.8% (2010) ^{*4}
5. Primary education repetition rate	Less than 10%	6.02% (2005) ^{*5}
6. Pupil teacher ratio in public schools	40: 1	42.9: 1 (2007) ^{*6}
7. Percentage of non-salaries spending in the recurrent education spending	33%	11% ^{*7}
8. Annual hours of instruction	850 - 1,000 hours	Grades 1-3: 682.5 hours Grades 4-8: 910 hours ^{*8}

(Source: WB, 2004)

Notes*1: World Data Bank. According to MOE (2012a), the figure is 26.7% (2009/10).

*2: MOE (2012a).

*3: Data could not be obtained from the World Data Bank or MOE Education Statistical Booklet (2003-2007).

*4: Economic Survey 2012.

*5: World Data Bank (downloaded May 23, 2012).

*6: Education Statistical Booklet (2003-2007).

*7: Number is of expenditure other than teachers' salary as percentage of primary recurrent expenditure obtained from the World Bank (2011).

*8: Multiplying weekly instruction hours (JICA, 2011) by annual schooling weeks (MOE, 2012a).

7.2 Factor Analysis of Top Priorities

As mentioned earlier, when comparing education indices of the EFA-FTI Indicative Framework of Kenya to that of other countries in Sub-Saharan Africa, indices of access and internal inefficiency were relatively high. On the other hand, as many findings of this study revealed, there are issues that need to be dealt with as the top priority, in terms of policies, inequity, and quality of education, which are not explicitly shown in the above indicators. Below are the issues and factors behind.

(1) Policies (Process and Contents of the Educational Reform)

The current educational reform is likely to be reflected in the next phase education sector program, designed accordingly and realized, since the most contents of the TF reports except for education system, school calendar, and FPE/FDSE block grant amount were included in the new Policy Framework.

However, during the process of the reform, information sharing was limited to the development partners (interview with DFID), too many educational stakeholders were involved (interview with UNICEF), and some issues written in the TF report and countermeasures did not match. Besides, although it is estimated that the MOE will need Ksh 340 billion for the implementation, the validation of financial sources is not enough. The County Education Office to be established in order to promote decentralization will take over the current roles and responsibilities of provincial education office. However, the division of works between the County Education Director who is deployed by TSC and County Director of Education who is deployed by MOE is not clear (Daily Nation, May 25, 2012, and JICA Kenya Office).

Although the new Policy Framework is aimed at starting implementation from September 2013, there are still rooms to be discussed and validated.

(2) Equity

1) Gender Disparity

Although the access to education in Kenya has been improved, there is a gender disparity in some equity indicators. Especially, the figures of boys in the secondary GER, the number of candidates of KCSE, and completion rate are different from those of girls. In the Northeastern area, the disparity is bigger than other areas (4.3.1 (1) By Gender).

Despite the fact that the MOE have implemented the FPE policy since 2003 and the FDSE policy since 2008 to improve access, equity and quality of education, households have still been burdened by fees for education.¹¹² It also discourages girls' enrollment in poor households (WB, 2011, MOE, 2012a, interview in the field survey). Regarding the gender disparities on GER in secondary education, one factor can be the low achievement of girls' KCPE scores. Since girls

¹¹² Maintenance of school infrastructure, lunch, etc.

are relatively lower scores than boys, they cannot enter neighboring secondary schools, thus may give up enrolling a secondary school at the end.

2) Disparities between ASAL Area and Other Areas

There is a regional difference in GPI and GER of primary and secondary education between ASAL and other areas. This tendency is especially apparent in indicators of girls (4.3.1 (2) By Province).

The government has already tried to respond to the issue by preparing low-cost boarding schools for nomadic children, providing special scholarships and scholarships for girls (UNICEF project), and introducing feeding program and mobile schools (MOE, 2012a). There remain, however, children who cannot access education.

There are several factors behind this issue: not having a clear institutional framework to oversee the development of policies and strategies; having religious obligations which require children to attend Madrassa/Duqsi schools; high levels of poverty; challenges of insecurity and inadequate educational institutions; inappropriate learning materials; lack of teachers with a nomadic background; and cultural practices of early marriages (MOE, 2012b).

In addition, issues that children from the Somali are which belongs to the Northeastern area cannot speak English¹¹³ (4.4.7 Languages of Instruction) and that the areas have high PTR (4.5.2 Number of Pupils per Teachers) also contributes to the factors of internal inefficiency. Although the TSC sets the hardship incentives to increase teachers deployed in the ASAL area, the conflict among ethnic groups after the 2007 Post Election Violence may still affect the teachers' deployment.

(3) Quality of Education

As shown in UWEZO (2010), the dismal level of reading of English and Kiswahili and numeracy at lower levels (WB, 2011) raised a question to the Kenya's education and examination system. Some factors can be analyzed.

Firstly, the number of primary teachers has decreased (compared to that of 2003, the year the FPE policy started), whereas the number of teachers in secondary education has increased (4.5.1 (1) Number of Teachers). Secondly, teachers tend to put responsibilities of students' low achievement level to other factors such as lack of parents' understanding, lack of children's practice, and lack of facilities and teaching and learning materials. Many teachers and educational officials tend not to connect the students' achievement with their way of teaching (interview in the field survey). Besides, issues such as a high rate of absenteeism or teachers' not coming to classrooms on time (interview with DFID), the low quality of instructors and less weight on pedagogy in PRESET (4.5.4 Teacher Education System), INSET which is not aligned

¹¹³ Interview with UNICEF

with the need of teachers (KIE, 2011), textbooks issued in English although local language is accepted to be used as languages of instruction from Grade 1 to 3, and insufficient hours of instruction can be also factors that deteriorates the quality of education.

On the other hand, the national examinations especially KCSE are positioned as a critical boundary moment to determine the possibility to advance to higher education and to determine which schools to enter. When asked about leaning achievement, most head teachers only make reference to improved mean scores, which may just mean systematic drilling of children at the expense of lifelong learning (WB, 2011). Guidebooks for KNEC examinations are circulated (interview with JICA Expert). Parents intentionally let children repeat grades to have higher scores (interview with Kibera Primary School). There are even children who commit suicide in despair over the examination results (interview with UNICEF).

Currently, the curriculum is planned to be shifted from an exam-oriented curriculum to a competency based one along with the educational reform and the new Constitution and Vision 2030. The system of national examinations also should be aligned. However, as a background of the current high-tensed examination system, it can be noted that the grades of KCPE and KCSE are one of the assessment indicators of education officials in provinces and districts (interview with KNEC). Therefore, as students' grade (average) improves, the rating assessment of education personnel gets higher (WB, 2011), and it accelerates the examination-oriented learning. As long as the way of education officials' assessment does not change, the shift to competency based curriculum after the education reform would be difficult.

(4) Management of Educational Finance

Although the budget amount has been increasing, the share of primary education sub-sector is lower than that of secondary and higher education and teacher salary (5.2.1 Budget of Education Sector). The education system with three ministries/independent organizations, namely, MOE, MOHEST and TSC, in charge might be one of the factors not to be able to prioritize key issues, since these organizations may compete to get as much budget as possible. The FPE/FDSE block grant to all students might be another factor which pressures the recurrent budget of primary education (WB, 2011).

According to the Implementation and Completion Report of KESSP, whether the FDSE policy was the most cost-effective way to enhance equity in access to secondary education is a pertinent question. Although a slightly larger proportion of low-income students were able to attend secondary education, this result might have been achieved with significantly lower expenditure through an expanded and better targeted bursary program. The other factors to pressure the educational finance may be (i) the teacher salary mechanism based on qualification rather than the post deployed (since there are many primary teachers who have the graduate qualification and to be paid as secondary teachers) and (ii) the large amount of subsidy distributed to the national secondary schools.

7.3 Priorities of Kenya's Policy

In the new Policy Framework, the following priorities are listed in order to achieve the goals of the Constitution of Kenya and to provide free and compulsory basic education to every child in Kenya.

- (1) Enhancing access, equity, quality and relevance
- (2) Education for marginalized, hard-to-reach and vulnerable groups
- (3) Curriculum and Assessment and Standards and Quality Assurance (QAS)
- (4) Information and Communication Technology (ICT), open and distance learning (ODL) in education and training ICT
- (5) Governance and management
- (6) Planning, implementation, monitoring and evaluation
- (7) Financing and resource mobilization
- (8) Public-private partnership

If (2) and (3) underlined above are to be implemented, enrollment of the hard-to-reach children in the ASAL and slum areas can be achieved, as well as regional equity. As for the examples of these policies in the ASAL area, the government tries to implement the framework of nomadic education plan, to involve Madrasah Islamic schools into public education, and to introduce open and distance learning, etc. (MOE, 2012a). However, although the nomadic education policy was planned (in 2010 with UNICEF), since legal measures to alleviate registration conditions to be a school have not come along with, it has not been implemented yet (interview with UNICEF). Besides, some possible factors such as languages of instruction and textbooks inhibiting their enrollment have not even been indicated in the Policy Framework. If the government seriously tackles the issue of regional disparities, as already described above, a comprehensive action plan including a reconsideration of the FPE block grant, the way of recruiting teachers in the ASAL area, readjustment of curriculum and languages of instruction/textbooks, along with the legal alignment must be designed carefully.

The paradigm shift from exam-oriented education to competency-based education may be achieved if (3) above takes place. However, if the new examinations are filled with questions to test whether or not students memorize their knowledge, the original drilling methodology might be effective and thus the lessons cannot promote students' way of thinking. Therefore, in future, it is pointed out that the things to be measured in Kenya's examinations should not be on whether he/she has specific knowledge or not, but should be the one to question the way of applying the knowledge (interview with JICA Expert).

In terms of (6) governance and management, it is expected to improve the quality of education by developing a comprehensive framework of teacher education and by making the Continuing Professional Development (CPD) function. On the other hand, it is necessary to review the upgrading system which provides teachers with unnecessary subject matters for teaching in

primary education (University of Sussex, 2011). The MOE must utilize the assessment of learning outcomes to shape new focus on teachers, materials, environments, contents and methods (WB, 2011).

If the educational finance is regularly reviewed by implementing (7) above, along with integration of the MOE and the MOHEST and a possible mobilization of private finances as shown in (8) above, the burden of secondary and higher education finance on the government which requires expensive infrastructure and facilities may be alleviated and consequently may increase the share of primary education finance. However, things written in the new Policy Framework are so exhaustive that it is impossible to implement everything within the limited resources. Besides, even though the TF report recommends abolishing the collection of education fee from poor households (MOE, 2012a), there is no financial perspective (interview in the field survey). It is expected that implementation of these financial policies would be very difficult.

It is necessary (i) to review the amount of the FPE/FDSE block grants and necessity of equal distribution; (ii) to review the framework of teacher salary (matching between “qualification” and “deployment”); (iii) to improve inequality of subsidies among national, provincial and district secondary schools; (iv) to validate the effectiveness of budget allocation; and (v) to increase the share of primary education sub-sector. It is also an urgent issue to strengthen financial management of the government of Kenya and the MOE because the fraud of the KESSP pooled-fund caused the delay of development in the Kenyan education sector.

7.4 Challenges and Necessary Considerations

The study has given rise to the following challenges and points for consideration when conducting an analysis of the basic education sector.

(1) Difficulty of Obtaining Educational Statistics and Inaccuracy of Statistical Data

In Kenya, the MOE has not been functioning since 2009 due to the fraud. Thus, data management has not been updated since then (JICA Kenya Office). Although the study team requested for EMIS data, the only person in charge was not in the office and the remaining staff cannot access the server. Besides, there was an issue of inaccuracy and reporting capacity since there were many inconsistent figures across several documents of the government as well as data without the sources. Therefore, it was hesitated to refer to some government documents in this study. Under these circumstances, the process to review the current education sector was difficult and inefficient.

(2) Difficulty of Producing the Report in the Middle of the Educational Reform

In the situation where the education reform is in progress, when asked about the planned actions, many interviewees put their own future measures on the shelf and instead indicated that “it depends on the reform.” Besides, the information has become huge and made it difficult to meet

the limitation of the number of pages of the present report, since it was necessary to describe both the current system and the future direction. Moreover, since many of the references were written before the educational reform, it was difficult to refer to them directly. So there was no other choice but to analyze by the team.

(3) Too Many Items to Research, Too Many Directorates/Organizations to Visit

In this study, information to be collected and the number of directorates/organizations to visit were huge within a short period. Since in each interview, the time was limited within 1-1.5 hours, there were cases that all information or cases were not captured or deeper discussion was impossible in exchange for the basic data collection. For example, in the Directorate of Quality Assurance and Standards, the interview achieved to confirm the contents of supervisors' monitoring and school evaluation but could not obtain their opinion for improvement of education, nor measure their capacity.

(4) Unbalanced Information

There was a sufficient amount of data for certain survey items such as the number of enrolled students, the number of schools, repetition rates and dropout rates, which could be obtained from the educational statistics and reports. However, descriptions on "why it increased this year" or "why it was decreased" were little. Besides, despite their importance in comprehending the underlying structural problems of the education sector, there was a lack of information about the curriculum, teacher training programs, educational administration and public finance and capacity of the government. Past reports were full of general information, and there were not many reports which included a specified analysis of these topics. As researches have been conducted on capacity in some countries, it may be effective to refer to methods and perspectives from these studies.

ANNEX

I. Survey Items and Indicators

1-1 Standard Research Items and Indicators for the Basic Education Sector Analysis

Main Grouping		Sub Grouping		Items and Indicators
1	Population projection	1-1	Current situation and projection	Current situation of school age population
				Projection of school age population
				Regional distribution of population density
2	Educational development trend	2-1	Trend of improvement policy on education sector	Education system
				National development policy
				Education development policy
				Education sector program
				Education act/law
3	Donor assistance	3-1	Trend of donor assistance Extent of adopting the global aid framework	Amount and contents of assistance and aid modality
				Donor coordination
				Adoption of the aid framework
4	Access	4-1	Enrollment trend Projection of enrollment rate	Net enrollment rate (Primary/Secondary)
				Gross enrollment rate (Primary/Secondary)
				Net intake rate (Primary/Secondary)
				Gross intake rate (Primary/Secondary)
5	Literacy, non-formal education	5-1	Literacy rate	Adult literacy rate
6	Internal efficiency	6-1	Quantitative internal efficiency	Promotion rate by grade
				Repetition rate by grade
				Dropout rate by grade
				Transition rate
				Cohort survival rate
				Schooling years per graduate
				Total number of pupils from whom educational investment resulted in waste.
7	Equity	7-1	Comparative analysis of access by group	Repetition Rate by Group
				Survival Rate by Group
				Promotion Rate by Group
				Transition Rate by Group
		Gender Parity Index		
7-2	Special education for pupils with special needs and inclusive education	Education policy and current situation of special education		
8	Quality	8-1	Situation of learning outcome	Completion rate
				Performance of the national examination
				Performance of international student ability assessment such as PISA, SACMEQ etc.
		8-2	Analysis of learning environment	Pupils per class by region
				Pupils per class by group
				Number of schools introducing shift system Teaching hours
		8-3	Procurement and distribution system of teaching material	Analysis on procurement system of teaching material Efficiency of distribution system of teaching material
		8-4	Definition of academic ability	Definition of academic ability to achieve
		8-5	Quality assurance system of education	Existence of national pupil/student ability standards
				Contents of national pupil/student ability standards
				Pupil/student ability assessment system
How to put the results of pupil/student ability assessment open to the public				
8-6	Curriculum	School inspector system		
			Capacity of curriculum development agency Curriculum updating	

Main Grouping		Sub Grouping		Items and Indicators
		8-7	Medium of instruction	Medium of instruction (languages)
9	Teachers	9-1	Teacher qualification and placement	Number of Pupils Per Teacher (Regional distribution)
				Number of Pupils Per Teacher by Type (Regional distribution)
		9-2	Analysis on teacher education system	Teacher training System (pre-service and in-service)
				Appropriateness of teacher training curriculum
				Appropriateness of proportion of material knowledge, pedagogy, and educational psychology
9-3	Analysis on teacher salary	Level of teacher salary		
9-4	Analysis on teacher recruiting and management	Teacher recruiting and removing agency Regulations of recruiting and removing teachers		
10	Educational administration system	10-1	Analysis of structure and function of devolution	Situation of devolution among education administration
				Capacity of each level
Mechanism of devolution and financial distribution				
Situation of devolution process				
		10-2	Management of Ministry of Education (MoE)	Management capacity of MoE
11	Analysis of educational finance	11-1	Percentage of education sector in the total government budget and expenditure	Percentage of government education budget and expenditure of education sector comparing to GDP
				Percentage of government education expenditure in total government expenditure
		11-2	Percentage of education sub-sectors in the government education budget and expenditure	Percentage of education sub-sectors in the government education budget and expenditure
		11-3	Percentage of education sector in the total government working budget	Percentage of education sector in the government working budget and expenditure
		11-4	Analysis of recurrent budget and expenditure	Percentage of teacher salary in the education recurrent budget
		11-5	Percentage of donor assistance in MoE budget	Percentage of donor assistance in MoE budget
		11-6	Analysis on flow and management of donor's fund	Flow of donor's fund
				Management system
		11-7	Analysis of private spending on education	Percentage of spending of beneficiaries and households in education expenditure
		11-8	Analysis on unit cost	Government education expenditure per pupil/student by each education stage
11-9	Mid-term needs projection of teachers and expenses	Number of teachers to be needed in the mid-term period		
		Projection of expenditure needed in the mid-term period		
11-10	Analysis of management system of education budget and government expenditure	Mechanism of public finance management system in education sector		
		Appropriateness of the existing mechanism		
12	Public-private partnerships	12-1	Situation of public-private partnership (PPP)	Comparison of enrollments by school type Factor analysis on which groups go to which school types

(Source: JICA "Standard Research Item and Methodology of the Education Sector Analysis" (Draft as of October 2011))

II. Itinerary of the Field Survey

No.	Date		Activities
1	25-Mar	Sun	Departure from Tokyo
2	26-Mar	Mon	Arrival to Nairobi
3	27-Mar	Tue	9:00 Meeting with JICA Kenya Office 13:00 Meeting with a local consultant 15:00 Data Collection (Bureau of Statistics) 16:30 Meeting with JICA SMASE Expert
4	28-Mar	Wed	8:30 School visit (Ndururuno Secondary School) 13:00 School visit (Kibera Primary School)
5	29-Mar	Thu	10:30 Meeting with DFID 15:00 Meeting with UNICEF
6	30-Mar	Fri	10:30 Meeting with MOE: Department of Basic Education 11:00 Meeting with MOE: Department of Secondary Education 15:00 Meeting with MOE: Department of Statistics (EMIS related organization)
7	31-Mar	Sat	All day : School visit (Nakuru Girls Secondary School)
8	1-Apr	Sun	Documentation
9	2-Apr	Mon	8:30 Meeting with Kenya Institute of Education(KIE) 11:00 Meeting with Kenya Education Staff Institute (KESI) 15:00 Meeting with Kenya National Examination Council (KNEC)
10	3-Apr	Tue	10:00 Meeting with Teacher's Service Commission (TSC) 13:00 Meeting with MOE: Finance Department 15:00 Meeting with MOE: FS Department
11	4-Apr	Wed	13:00 Meeting with Provincial Education Office(PEO) 15:00 Meeting with District Education Office (DEO)
12	5-Apr	Thu	8:30 Meeting with JICA SMASE Expert 11:00 Meeting with MOE: Department of Quality Assurance and Standards 12:00 Meeting with MOHEST: Dr. Kilemi 13:30 Meeting with World Bank 15:00 Meeting with JICA Kenya Office
13	6-Apr	Fri	Documentation
14	7-Apr	Sat	Departure from Nairobi Arrival to Addis Ababa (Ethiopia)

III. Collected Data

Chapter 3

3-1 Contents of the Reform Proposed by the Task Force

- (1) Change the structure of education system (the 8-4-4 structure → the 2-6-3-3-3 structure)¹¹⁴
- (2) Change the school calendar (January to November → September to July)
- (3) Revise curriculum and assessment (transition to competency-based curriculum and assessment)
- (4) Improve access and equity
- (5) Establish a quality assurance and standard agency, improve capacity building, hiring method, environment for quality assurance and standards officers
- (6) Change the national assessment system and the national qualification framework
- (7) Change in financing (change FPE, FDSE grants, strengthen audit systems)
- (8) Ministerial Re-organization (merge MOE and MOHEST, change functions of each Ministry)
- (9) Re-organization of education boards (County Education Board (CEB), Sub-County Education Officers (SCEO))
- (10) Change the management bodies of primary and secondary schools
- (11) Review human capacity development (training system, promotion system, disciplines, evaluation system, etc.)
- (12) Strengthen ICT

(Source: MOE, 2012a)

3-2 Performance Targets of the New Education Policy Framework (Abstract)

- (a) Ensure access, equity and quality across all levels of Basic Education and training by 2020.
- (b) Eliminate gender and regional disparities in Basic Education and training by 2017.
- (c) Improve the quality of education and training so that Kenya's measurable learning outcomes in literacy, numeracy, scientific and communication skills are in the upper quartile on recognised international standardized tests by 2017.
- (d) Equip schools to ensure that all primary and secondary schools meet minimum quality standards of teaching and learning
- (h) Require all Primary Schools to have a functioning ECDE section, with admission not subjected to entry interviews or examinations by 2015.
- ...

(Source: MOE, 2012b)

¹¹⁴ 8 years Primary, 4 years Secondary, 4 years University → 2 years Pre-primary, 6 years Primary, 3 years Junior secondary, 3 Senior Secondary and 3 years University.

Chapter 4

4-1 School Age Population (2009) (person)

Age	National			Rural			Urban		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
4	618,171	599,641	1,217,812	449,533	434,267	883,800	168,638	165,374	334,012
5	600,714	579,082	1,179,796	437,634	420,286	857,920	163,080	158,796	321,876
6	590,310	577,107	1,167,417	439,149	425,335	864,484	151,161	151,772	302,933
7	541,370	528,350	1,069,720	396,641	384,812	781,453	144,729	143,538	288,267
8	561,120	553,788	1,114,908	420,732	410,703	831,435	140,388	143,085	283,473
9	539,155	526,720	1,065,875	396,040	382,099	778,139	143,115	144,621	287,736
10	612,711	585,911	1,198,622	462,383	436,772	899,155	150,328	149,139	299,467
11	418,412	424,178	842,590	307,303	308,411	615,714	111,109	115,767	226,876
12	567,671	532,930	1,100,601	426,985	391,720	818,705	140,686	141,210	281,896
13	487,708	475,577	963,285	359,022	342,464	701,486	128,686	133,113	261,799
14	478,811	450,946	929,757	359,182	327,942	687,124	119,629	123,004	242,633
15	459,517	436,317	895,834	344,713	313,970	658,683	114,804	122,347	237,151
16	434,776	421,622	856,398	323,323	296,841	620,164	111,453	124,781	236,234
17	423,615	400,013	823,628	304,443	269,903	574,346	119,172	130,110	249,282

(Source: Kenya National Bureau of Statistics, 2010)

4-2 ECDE Gross Enrollment Rate and Net Enrollment Rate by Gender (1999–2007) (%)

			1999	2000	2001	2002	2003	2004	2005	2006	2007
ECDE	Gross Enrollment Rate	Boys	46.9	46.3	48.8	53.4	58.5	58.9	59.6	60.6	58.8
		Girls	45.8	43.4	45.7	50.1	55.1	56.3	56.2	56.9	61.1
		Total	46.4	44.9	47.2	51.8	56.8	57.6	57.9	58.8	59.3
	Net Enrollment Rate	Boys	n/a	n/a	n/a	n/a	31.3	33.4	32.9	33.6	43.1
		Girls	n/a	n/a	n/a	n/a	30.7	32.4	25.6	33.6	41.1
		Total	n/a	n/a	n/a	n/a	31	32.9	32.9	33.6	42.1

(Source: 1999-2002: MOE, 2005d, 2003-2007: MOE, 2008b)

4-3 Literacy Rate, 2009 (%)

		2009
Adult (15+)%	Total	87.0*
	Male	90.5*
	Female	83.5*
Youth (15-24)%	Total	92.7*
	Male	91.9*
	Female	93.6*

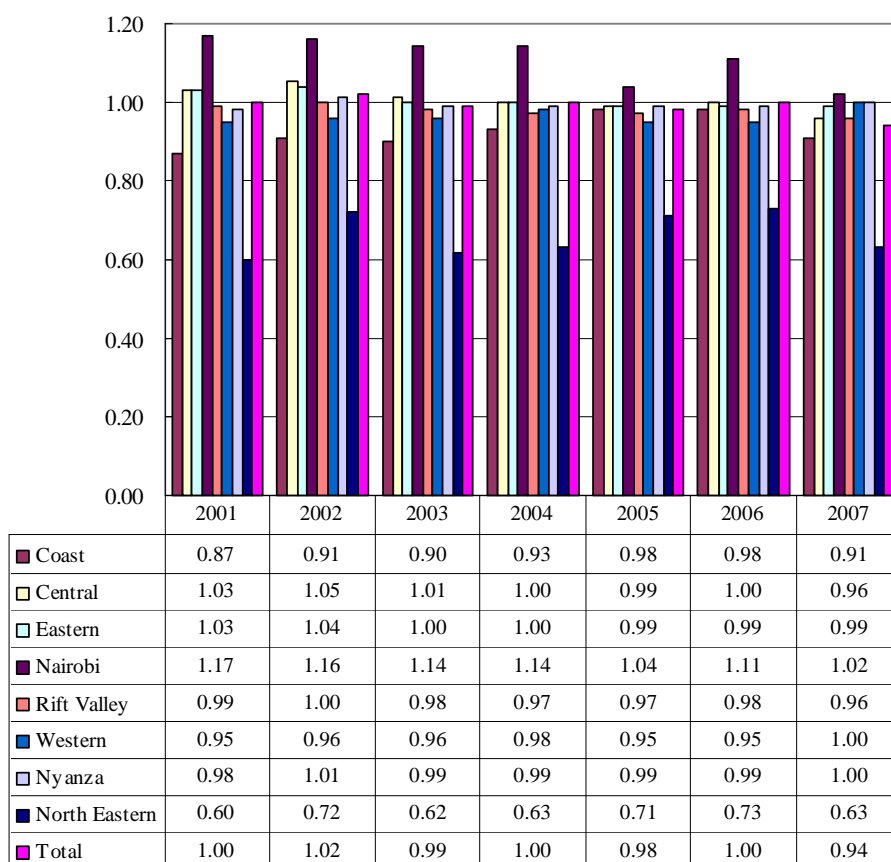
(Source: UNESCO Institute for Statistics)

4-4 Primary Repetition Rate and Dropout Rate by Grade and Gender (2005) (%)¹¹⁵

	Repetition Rate			Dropout Rate		
	Boys	Girls	Total	Boys	Girls	Total
Grade 1	6.76	6.23	6.50	9.88	8.31	9.12
Grade 2	6.08	5.58	5.84	6.59	5.13	5.88
Grade 3	5.82	5.15	5.49	-	0.92	0.48
Grade 4	6.16	5.58	5.88	4.25	3.77	4.02
Grade 5	5.51	5.95	5.72	-	-	3.49
Grade 6	5.51	5.17	5.35	-	-	-
Grade 7	-	-	-	-	-	-
Grade 8	-	-	-	-	-	-
Total	5.83	5.63	6.02	-	-	-

(Source: World Data Bank. Education Statistics)

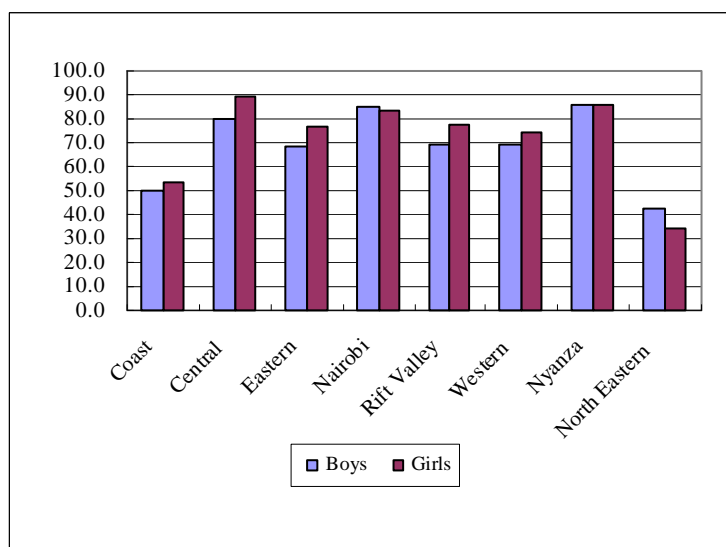
4-5 Primary Gender Parity Index (2001-2007) (Ratio)



(Source: MOE, 2005d, 2008b, 2009b)

¹¹⁵ Since there were data of only 2003 obtained from statistical data of Ministry of Education, the data from World Data Bank are described as the most recent data.

4-6 Primary Survival Rate to Grade 5 by Gender and Province (2007) (%)



(Source: MOE, 2008b)

4-7 Enrollment in Special Needs Education Institutions by Category (2003 and 2007) (person)

	2003			2007		
	Boys	Girls	Total	Boys	Girls	Total
Special Primary	7,363	5,545	12,908	19,562	15,649	35,211
Special Secondary	3,822	294	4,116	5,571	4,457	10,028
Special Technical/Vocation	757	611	1,368	1,468	1,182	2,650
Primary Units/Integrated	31,276	41,601	72,877	66,614	93,258	159,872
Total	43,218	48,051	91,269	93,215	114,546	207,761

(Source: MOE, 2008b)

4-8 KCPE Score (Grade 8) by Subject (2008, 2009 and 2010) (%)

	2008			2009			2010		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
English	41.72	41.40	41.58	45.66	45.86	45.76	48.74	49.54	49.12
English composition	38.98	42.15	40.48	39.23	41.85	40.48	32.86	35.58	34.16
Kiswahili	56.66	56.56	56.60	56.96	57.62	57.28	52.64	52.88	52.76
Kiswahili composition	44.45	47.74	46.00	51.58	56.00	53.68	38.46	42.16	40.24
Mathematics	49.58	44.44	47.16	51.98	46.88	49.56	56.06	51.34	53.80
Science	58.00	52.16	55.24	62.82	56.70	59.92	63.30	55.66	59.64
Social Studies	63.92	58.48	61.35	65.62	58.87	62.42	67.73	61.88	64.93
Religion	61.56	58.90	60.41	62.51	60.10	61.60	60.70	59.40	60.07

(Source: Kenya National Examination Council, 2011a)

4-9 KCSE Score (Form 4) by Subject (2009 and 2010) (%)

	2009			2010		
	Boys	Girls	Total	Boys	Girls	Total
English	39.33	39.18	39.26	38.61	39.26	38.90
Kiswahili	38.36	38.82	38.57	43.06	44.34	43.63
Mathematics	23.63	18.11	21.13	25.75	19.71	23.06
Maths Alt. B	-	-	-	20.20	17.94	19.07
Biology	29.08	25.15	27.20	31.24	26.99	29.23
Physics	31.88	29.93	31.33	35.76	33.46	35.13
Chemistry	20.43	17.56	19.13	26.62	22.80	24.91
Biology for Blind	21.63	14.07	18.43	15.85	11.45	14.26
Science	-	-	-	13.47	12.07	12.76
History	48.87	42.03	45.87	48.95	41.73	45.82
Geography	40.52	34.04	38.89	39.95	33.86	37.53

(Source: Kenya National Examination Council, 2011a)

4-10 Primary English Reading Level by Province (2011)

Province	Boys	Girls	All
Nairobi	85.4	88.6	87.3
Central	70.8	74.7	72.7
Coast	59.4	57.8	58.7
RiftValley	49.6	52.9	51.2
Eastern	46.0	54.1	49.9
Nyanza	44.4	55.2	49.6
North Eastern	47.4	44.4	46.0
Western	35.9	38.9	37.2
Arid Districts	24.2	23.6	23.9
AVERAGE	50.9	55.5	53.1

(Source: UWEZO, 2011)

4-11 Primary Numeracy Level by Province (2011)

Province	Boys	Girls	All
Nairobi	82.9	78.0	80.0
Central	75.1	77.3	76.3
Nyanza	65.1	70.3	67.6
Coast	63.9	67.5	65.5
RiftValley	61.7	65.1	63.3
Eastern	62.3	63.5	62.8
Western	57.3	59.6	58.5
North Eastern	52.9	52.7	52.6
Arid Districts	24.4	24.3	24.3
AVERAGE	63.3	66.2	64.7

(Source: UWEZO, 2011)

4-12 Score of SACMEQ II and III* (2000 and 2007) (Score)

Countries	SACMEQ II (2000)		SACMEQ III (2007)	
	Reading Score	Math Score	Reading Score	Math Score
Botswana	521	513	534.6	520.5
Kenya	546	563	543.1	557.0
Lesotho	451	447	467.9	476.9
Malawi	429	433	433.5	447.0
Mauritius	536	584	573.5	623.3
Mozambique	517	530	476.0	483.8
Namibia	449	431	496.9	471.0
Seychelles	582	554	575.1	550.7
South Africa	492	486	494.9	494.8
Swaziland	530	516	549.4	540.8
Tanzania	546	522	577.8	552.7
Uganda	482	506	478.7	481.9
Zambia	440	435	434.4	435.2
Zanzibar	478	478	536.8	489.9
Zimbabwe			507.7	519.8
All Countries	500	500	512.0	509.7

* The results have been organized using 500 for the average and 100 for the standard deviation of the 2000 SACMEQ for the consistency of indicators.

(Source: SACMEQ website)

4-13 Primary Textbook Prevalence Ratio (SACMEQ Survey) (2000 and 2007)

Province	SACMEQ I (2000)		SACMEQ II (2007)			
	Reading Textbook Prevalence Ratio		Reading Textbook Prevalence Ratio		Mathematics Textbook Prevalence Ratio	
	%	SE	%	SE	%	SE
Central	23.9	4.33	25.2	5.44	23.4	5.50
Coast	23.8	5.44	23.6	6.19	18.3	5.20
Eastern	21.0	5.51	35.0	8.25	32.4	8.40
Nairobi	57.1	5.92	43.7	6.05	44.1	6.49
North Eastern	22.5	4.48	15.1	6.76	7.5	3.53
Nyanza	26.3	5.12	29.8	8.13	22.8	6.77
Rift Valley	27.2	5.63	24.5	5.00	21.2	4.72
Western	15.4	4.29	16.6	3.48	15.0	3.11
Kenya	24.3	2.14	26.8	2.63	23.4	2.48

(Source: SACMEQ, 2005)

4-14 Definition of Academic Ability to Achieve in Kenya

Objectives of Pre-Primary, Primary, and Secondary Education in Kenya

【Pre-Primary Education】

1. Provide education geared towards development of the child's mental and physical capabilities
2. Enable the child enjoy living and learning through play
3. Develop the child's self-awareness, self-esteem and self-confidence
4. Enable the child develop understanding and appreciation of his/her culture and environment
5. Foster the child's exploratory skills, creativity, self-expression and discovery.
6. Identify the child with special needs and align him/her with existing services.
7. Enable the child build good habits and acquire acceptable values and behaviour for effective living as an individual and member of society
8. Foster the spiritual and moral growth of the child
9. Improve the status of the child's health, care and nutritional needs, and link him/her with health promotion services.
10. Enrich the child's experience to enable him/her cope better with primary school life.
11. Develop the child's aesthetic and artistic skills.

【Primary Education】

1. Acquire, numeracy, creativity and communication skills
2. Enjoy learning and develop desire to continue learning
3. Develop ability for critical thinking and logical judgment
4. Appreciate and respect the dignity of work
5. Develop desirable social standards, moral and religious values
6. Develop into a self-disciplined, physically fit and healthy person
7. Develop aesthetic values and appreciate own and other people's cultures
8. Develop awareness and appreciation of the environment
9. Develop awareness of and appreciation for other nations and international community
10. Instill respect and love for own country and the need for harmonious co-existence
11. Develop individual talents
12. Promote social responsibility and make proper use of leisure time
13. Develop awareness and appreciation of the role of technology in national development

【Secondary Education】

1. Acquire necessary knowledge, skills and attitudes for the development of the self and the nation
2. Promote love for and loyalty to the nation
3. Promote harmonious co-existence among the peoples of Kenya
4. Develop mentally, socially, morally, physically and spiritually
5. Enhance understanding and respect for own and other people's cultures and their place in contemporary society
6. Enhance understanding and appreciation of inter-relationships among nations
7. Promote positive environmental and health practices
8. Build a firm foundation for further education and training
9. Develop ability for enquiry, critical thinking and rational judgment
10. Develop into a responsible and socially well adjusted person
11. Promote acceptance of and respect for all persons
12. Enhance enjoyment in learning
13. Identify individual talents and develop them
14. Build a foundation for technological and industrial development
15. Develop into a self-disciplined individual who appreciates work and manages time properly.

(Source: MOE, 2002a, 2002b)

4-15 Numbers of Primary School Teachers by Qualification (2008 – 2011) (person)

	2008			2009			2010			2011*		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Graduate	658	490	1,148	801	708	1,509	895	778	1,673	3,210	3,052	6,262
Approved	22,003	21,010	43,013	22,404	21,403	43,807	22,388	21,401	43,789	29,801	20,982	50,783
S1/ Diploma	7,054	7,456	14,510	7,133	7,486	14,619	7,109	7,407	14,516	6,439	7,744	14,183
P1	55,241	44,160	99,401	55,235	44,146	99,381	48,862	42,734	91,596	47,965	48,014	95,979
P2	6,802	5,185	11,987	6,801	5,184	11,985	3,847	4,007	7,854	3,209	3,851	7,060
Total	91,758	78,301	170,059	92,374	78,927	171,301	90,186	83,202	173,388	90,624	83,643	174,267

* Provisional (Source: 2008: UNESCO, 2010a, 2009-2011: Kenya National Bureau of Statistics, 2012)

4-16 Numbers of Secondary School Teachers by Qualification, 2008 – 2011 (person)

		2008			2009			2010			2011*		
		Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Trained	Graduate	22,131	12,502	34,633	24,009	15,501	39,510	24,989	15,475	40,464	27,815	16,832	44,647
	Approved	5,135	2,397	7,532	5,329	2,397	7,726	5,297	2,345	7,642	4,677	2,511	7,188
	S1/ Diploma	85	65	150	95	74	169	81	59	140	2,132	1,730	3,862
	Technical	365	187	552	361	192	553	324	165	489	621	244	865
	Contract Teacher	-	-	-	-	-	-	2,435	1,765	4,200	-	-	-
	Total	27,716	15,151	42,867	29,794	18,164	47,958	33,126	19,809	52,935	35,245	21,317	56,562
Untrained	Graduate	87	15	102	76	11	-	75	9	84	6	2	8
	Diploma (Technical)	35	12	47	31	11	-	21	7	28	152	13	165
	Total	122	27	149	107	22	129	96	16	112	158	15	173
Total		27,838	15,178	43,016	29,901	18,186	48,087	33,222	19,825	53,047	35,403	21,332	56,735

*Provisional (Source: 2008: UNESCO, 2010a, 2009-2011: Kenya National Bureau of Statistics, 2012)

4-17 Primary and Secondary Teachers' Salary in Kenya (Monthly) (2011)(Ksh (JPY))

	F	G	H	J	K	L	M	N	P	Q	R
1	13,750 (13,585)	15,093 (14,912)	17,208 (17,002)	22,322 (22,054)	26,323 (26,007)	30,472 (30,106)	35,275 (34,852)	40,835 (40,345)	63,782 (63,017)	77,527 (76,597)	94,235 (93,104)
2	13,851 (13,685)	15,440 (15,255)	17,593 (17,382)	22,768 (22,495)	27,032 (26,708)	31,272 (30,897)	36,542 (36,103)	42,301 (41,793)	66,719 (65,918)	81,811 (80,829)	99,442 (98,249)
3	13,952 (13,785)	15,787 (15,598)	18,363 (18,143)	23,660 (23,376)	28,450 (28,109)	32,872 (32,478)	37,809 (37,355)	43,767 (43,242)	69,656 (68,820)	86,095 (85,062)	104,649 (103,393)
4	14,157 (13,987)	16,134 (15,940)	19,133 (18,903)	24,552 (24,257)	29,868 (29,510)	35,275 (34,852)	39,076 (38,607)	45,233 (44,690)	72,593 (71,722)	90,379 (89,294)	109,856 (108,538)
5	-	16,828 (16,626)	20,289 (20,046)	25,895 (25,584)	31,996 (31,612)	-	42,877 (42,362)	49,636 (49,040)	75,530 (74,624)	98,947 (97,760)	120,270 (118,827)
6	-	17,527 (17,317)	-	-	-	-	-	-	81,404 (80,427)	-	-

(Source: TSC, 2011)

F. P2 teachers

G. P1 teachers

H. Trained Certificate Technical Teacher III, Untrained Diploma Technical Teacher, Approved Teacher IV

J. Graduate Untrained Teacher III, Approved/Ordinary Diploma Teacher III, Trained Diploma Technical III, Trained Certificate Technical Teacher II

K. Graduate Teacher II, Approved/Ordinary Diploma Teacher II, Trained Certificate Technical Teacher I, Trained Diploma Technical Teacher II, Assistant Lecturer, Graduate Untrained Teacher II

L. Graduate Teacher I, Trained Diploma Technical Teacher I, Lecturer, Approved/Ordinary Diploma Teacher I

M. Senior Graduate Teacher, Senior Approved Teacher, Ordinary Diploma Teacher, Senior Trained Diploma Technical Teacher, Senior Lecturer

N. Senior Graduate Teacher, Senior Approved Teacher, Ordinary Diploma Teacher, Senior Trained Diploma Technical Teacher, Senior Lecturer

P. Principal Graduate Teacher I, Principal Lecturer I, Principal Approved Teacher I

Q. Senior Principal Graduate Teacher, Senior Principal Lecturer, Senior Principal Approved Teacher

R. Chief Principal Graduate Teacher, Chief Principal Lecturer

4-18 Hardship Allowance (2009) (Ksh)

JOB Group	Rate
F	3,055
G	3,354
H	3,741
J	4,960
K	5,449
L	6,118
M	7,395
N	7,953
P	9,274
Q	10,203
R	11,037

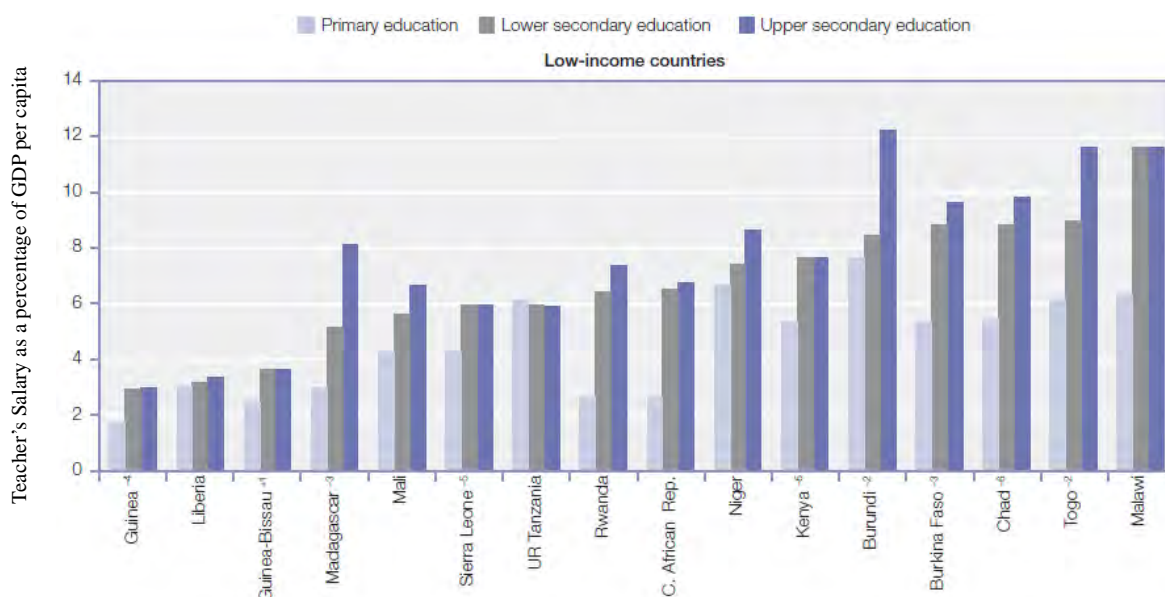
(Source: TSC, 2011)

4-19 Responsibility Allowance (2009) (Ksh)

Streams	Headteachers	Deputy Headteacher	Senior Teacher
Single	750	200	150
Double	1,500	400	300
Triple	2,250	600	300
Four	3,000	800	300
Five	3,750	1,000	300
Six	4,500	1,200	300
Seven	5,250	1,400	300
Eight	6,000	1,600	300
Nine	6,750	1,800	300
Ten	7,500	2,000	300

(Source: TSC, 2011)

4-20 Teachers' Salary Comparison of Low-income Countries (2009)



(Source: UNESCO, 2011)

Note: Number described next to the country indicates the targeted year. For example, -1 refers to 2008; -2 refer to 2007.

4-21 INSET Programmes for Primary Teachers

Programme	Detail
Schools-based Teacher Development (SbTD)	Aimed at strengthening the quality of Mathematics, English and Science teaching. (2001-)
SbTD extension	An extension of the first phase of SbTD, which includes new subject specialism in guidance and counseling and Kiswahili (2005 -)
Development of SbTD specialist social studies module	The materials are complete and printing completed. It is anticipated that this module will be implemented in 18,130 primary teachers in 2009/10.
School Empowerment Programme (SEP)	A blended learning programme focusing on strengthening management and leadership capacity and pedagogic effectiveness in all public primary schools using print and electronic media and local face-to-face support meetings. (2006 -)
ICT training in Primary Teacher Training Colleges	Supported by USAID. (2008 -)
Strengthening of Mathematics and Science in Primary Education (SMASE)	Supported by JICA (2009 -)
Education for Marginalized Children in Kenya (EMACK)	Supported by USAID. (2005 -)
East Africa Quality Education Learning (EAQEL)	Early reading (grades 1-3) initiative that is being piloted in Kwale and Kinango in Coast Province.
Child Friendly Schools (CFS) Programme	Implemented through the Quality Assurance and Standards Directorate supported by UNICEF.

(Source: MOE, 2009a)

Chapter 5

5-1 Functions of Ministry of Education, NEB, CEB, and SCEB (Proposed)

Institution	Functions
Ministry of Education*	Regulation Coordination Policy Planning Curriculum supervision
National Education Board (NEB)	Monitor and evaluate implementation and effectiveness of all education policies and plans and produce periodic progress reports. Advise the Cabinet Secretary and the relevant ministries on policy matters on education, training and research. Collaborate with the proposed ESQAC commission/authority and stakeholders to uphold standards in education and training, etc.
County Education Board (CEB)	Oversee the operationalization of pre-primary education, village polytechnics, home craft centres and child care facilities. Plan, promote, develop, and coordinate education, training and research in the county Interpret national policies in education based on the county needs. Initiate proposals for policy reforms. Develop and coordinate education plan at the county level. Collaborate with appropriate authorities in the management of basic schools Coordinate with National Education Board. Register and maintain a data bank of all education and training institutions in the county. Monitor curriculum implementation Monitor the conduct of examinations and assessments Collaborate with TSC on teacher management. Put measures in place to ensure all children and youth of school going age attend and stay in school to complete Basic Education, etc.
Sub-County Education Board (SCEB)	Be a link between the CEB and the Sub County in regards to education matters. Co-ordinate co-curricular activities at the Sub county/constituency. Support BOMs, etc.

(Source: Developed by the study team in reference to MOE, 2012a, Education Bill 2012)

* Establish the position of Director General of Education (DGE) (new title of Education Secretary) responsible for the implementation of education across the sector, and rationalise and refocus the Semi-Autonomous Governments Agencies (SAGAs) responsible for the development and management of various aspects of Education and Training. (MOE, 2012b)

5-2 Expenditure for the Ministries of Education (2006/07 - 2011/12) (million Ksh)

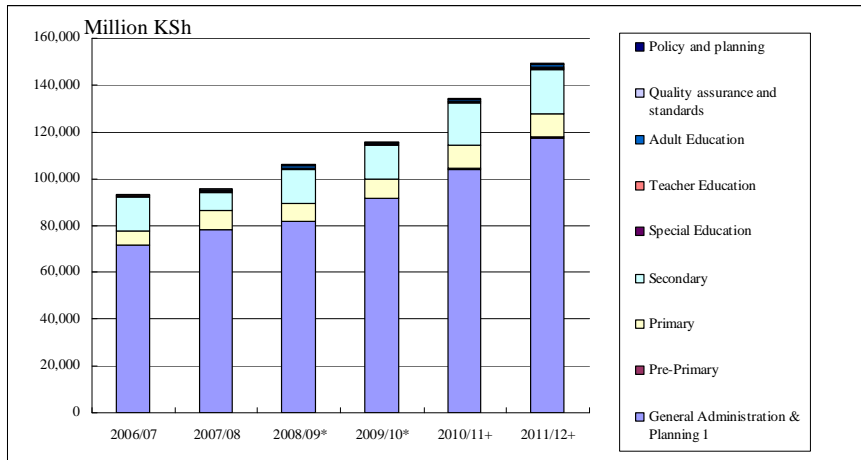
		2006/07	2007/08	2008/09*	2009/10*	2010/11+	2011/12+
Recurrent Expenditure							
Ministry of Education							
	General Administration & Planning ¹	71,277.1	78,338.9	81,841.7	91,606.7	103,875.5	117,408.8
	Pre-Primary	28.7	28.9	182.4	186.3	393.4	383.8
	Primary	6,581.8	7,871.0	7,298.8	7,970.5	9,861.7	9,903.8
	Secondary	14,322.9	8,009.7	14,622.4	14,455.5	17,840.5	19,109.1
	Special Education	450.4	441.1	506.3	279.3	551.4	444.2
	Teacher Education	206.7	187.7	210.6	197.4	197.1	215.2
	Adult Education	40.0	554.0	739.8	576.7	956.6	1,047.3
	Quality assurance and standards	147.4	149.4	171.1	160.6	253.2	270.0
	Policy and planning	241.1	165.0	161.4	167.2	182.0	253.0
	Subtotal	93,296.1	95,745.7	105,734.5	115,600.3	134,111.4	149,035.2
Ministry of Higher Education, Science and Technology							
	Subtotal	16,901.6	15,919.8	20,356.2	23,244.7	43,931.7	41,095.2
Recurrent, Sub-Total		110,197.7	111,665.5	126,090.7	138,845.0	178,043.1	190,130.4
Development Expenditure							
Ministry of Education							
	General Administration & Planning	390.0	471.8	626.6	8,382.1	4,219.4	4,234.3
	Pre-Primary	-	-	23.5	17.0	52.1	25.5
	Primary	5,541.8	5,453.5	7,284.7	1,210.4	2,524.8	1,603.7
	Secondary	844.8	165.0	750.0	823.8	2,876.8	1,020.8
	Special Education	-	-	-	-	-	10.0
	Teacher Education	50.0	19.0	180.0	50.0	99.4	93.2
	Adult Education			5.8	20.0	20.0	268.0
	Quality assurance and standards	-	-	-	57.9	94.6	187.3
	Policy and planning	1,009.0	2,985.6	150.5	91.7	26.7	387.0
	Subtotal	7,835.6	9,094.9	9,021.1	10,652.9	9,913.8	7,829.8
Ministry of Higher Education, Science and Technology							
	Subtotal	733.5	2,108.9	4,767.0	4,908.0	10,139.0	15,319.5
Development, Sub-Total		8,569.1	11,203.8	13,788.1	15,560.9	20,052.8	23,149.3
Total		118,766.8	122,869.3	139,879.8	154,405.9	198,095.9	213,279.7

(Source: 2006/07-2010/11: Kenya National Bureau of Statistics, 2011, 2011/12: Kenya National Bureau of Statistics, 2012)

* Provisional, + Budget Estimates including supplementaries

1: Includes salaries for teachers and all other education personnel

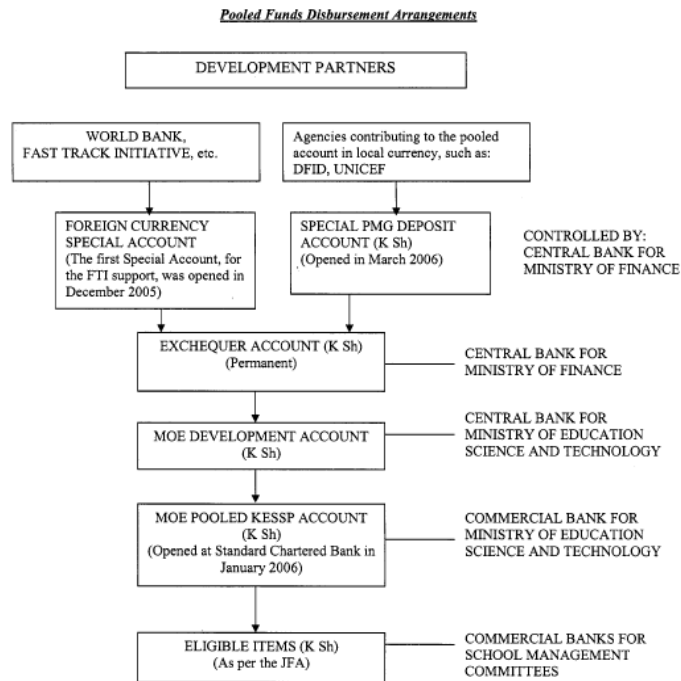
5-3 Share of Subsectors in Expenditure for Ministry of Education (2006/07-2011/12)
(million Ksh)



(Source: Kenya National Bureau of Statistics, 2011, 2012)

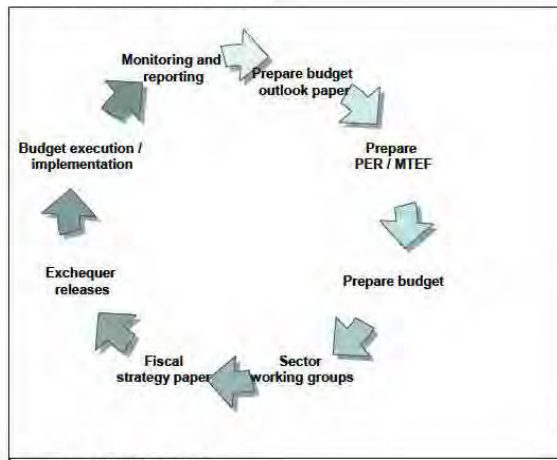
*1: Includes salaries for teachers and all other education personnel

5-4 Pooled Funds Disbursement



(Source: WB, 2006)

5-5 The Budget Cycle in Kenya



Source: KIPPRA / OPM.

(Source: Cambridge Education, Mokoro & OPM, 2010)

**5-6 Current (under 2003 programme) and Proposed Grants for FPE and FDSE
(Per Capita /Ksh)**

FPE			FDSE		
Item	Current	Proposed by TF	Item	Current	Proposed by TF
SIMBA (School Instructional Materials Bank Account)					
- Text books	360	952	- Text books, Exercise Books	2,185	2,622
- Exercise Books	210	350	- Laboratory (infrastructure) Equipment	728	1,000
- Pens and pencils	15	50	- Teaching and learning materials	300	360
- Teachers Guides and Reference materials, dusters, white boards and registers	55	182	- ICT Infrastructure and materials	—	500
- Charts and wall maps	10	--	- Reference materials (Kamusi, Dictionary, Atlas etc.)	70	84
- ICT Infrastructure and materials	--	500	- Teachers guides	113	136
- Environment and sanitation	--	250	- Chalk, dusters and registers (stationery)	5	60
- Science and applied technology	--	100	- Assessments and Examinations	—	800
- Assessment and Examinations	--	500	- Repairs, Maintenance and Improvement	199	239
- Sub-Total	650	2,884	- Local Transport and Travel	800	960
GPA (General Purpose Account)			- Administration Costs	400	400
- Support Staff Wages	112	1,000	- Capacity Building of BOM	--	100
- Repairs, Maintenance and Improvement	127	200	- Electricity, Water	500	600
- Lunch	--	4,500	- Environment and Sanitation	--	250
- Quality Assurance	29	60	- Science and Technology	--	200
- Local Travel and Transport	21	100	- Lunch Component	--	5,799
- Activity	43	100	- Activity Fees	500	600
- Electricity, Water and Conservancy	10	200	- Personal Emoluments	3,965	4,758
- Telephone/Box Rental and Postage	22	50	- Student Health and Safety	300	360
- Sanitary Pads (age 10 years)	--	585	- Sanitary Pads for Girls	--	585
- Capacity Building of BOM	6	60			
- Sub-Total	370	6,855			
- Total	1,020	9,739		10,265	14,614

(Source: MOE, 2012a)

5-7 Benefit Incidence of Public Spending on Education (2005-2008) (%)

	Primary	Secondary	Tertiary
Poorest Quintile	24.7	9.5	1.9
Quintile 2	25.2	15.9	2.0
Quintile 3	21.6	21.9	7.0
Quintile 4	18.2	25.5	19.1
Richest Quintile	10.2	27.2	70.0

(Source: MOE, 2012a, Original Source: Demery and Gaddis, 2009 based on the KIHBS dataset of 2005/06.)

Chapter 6

6-1 KESSP Financing (Project total) (USD)

Source of Funding	Type of Cofinancing	Appraisal Estimate (million USD)	Actual/Latest Estimate (million USD)	Percentage Of Appraisal
Gov. of Kenya	Pooled	616.00	410.86	66.7
IDA	Pooled	80.00	56.65	70.8
Other Multilateral & Bilateral Agencies	Pooled	388.00	236.36	75.0
FTI-Catalytic Fund	Pooled	73.00	121.00	165.8
Financing Gap		197.30	529.43	193.5
Total		1,354.30	1,354.30	

(Source: WB, 2011)

6-2 Indicators and Achievement of KESSP Objectives (as of December 2010)

Objective	Indicator (excerpt)	Actual Value Achieved (excerpt)
1. Ensuring equity of access to basic education	(Date to be achieved: 12/31/2010) NER 100% (at least 96%) (Baseline: 83%) North Eastern NER: 40% (Baseline: 23% (MoE), 49.5% (Census)) Gender Parity Index: GPI=1 (Baseline: 0.988 (MoE), 1.03 (Census)) Primary Completion Rate (PCR): at least 92% (Baseline: 80%)	NER: 92.9% (MoE), 83% (Census) (2009) → Rated as: Unsatisfactory North Eastern NER: 32% (Census), 53.4% (MoE) → Moderately satisfactory GPI: 0.96 (MoE), 1.031 (Census) → Satisfactory (Consistent with the decision rule of giving greater weight to Census) PCR: 83% → Unsatisfactory
2. Enhancing quality and learning achievement	Improved Scores in Learning Achievement (NASLA)	NA (Progress achieved toward attainment of higher learning achievement is not rated due to lack of data.)
3. Providing opportunities for further education and training (TVET)	Increase the Secondary School Transition Rate (the percentage of youth who passed the KCPE examination who enrolled in secondary school the following year): 70%	54% (2005) → 67% (2009) → Satisfactory
4. Strengthening education sector management	Primary Education's share of the MoE recurrent budget at least 55% (baseline) Sustain primary non-salary recurrent expenditure at 15% of total primary recurrent expenditure	Primary's share of recurrent education expenditure: 48.7%, Non-salary expenditure: dropped to 11% → Unsatisfactory

(Source: WB, 2011)

* KESSP performance indicators use different data sources, including Kenya Integrated Household Budget Survey (KIHBS) (2005) and Demographic and Health Survey (DHS) (2008) (Shown as "Census" here), since there was general agreement that the accuracy of the EMIS data has been questioned throughout the KESSP implementation period and survey and census data have greater credibility.

IV. References

- Cambridge Education, Mokoro & OPM (2010) *Mid-Term Evaluation of the EFA Fast Track Initiative. Cambridge Education, Mokoro and OPM, February 2010.*
- DFID (2010) *Ethiopia Education Public Expenditure Review.*
- EDCG (2005) *Kenya Education Development Partners Coordination Group (EDCG). Terms of Reference.*
- The Constitution of Kenya (2010) *Revised Edition 2010*
- Kenya Institute of Education (2011a) *Report on Summative Evaluation of the Primary School Education Curriculum.*
- Kenya Institute of Education (2011b) *Report on Summative Evaluation of the Secondary School Education Curriculum.*
- Kenya Institute of Education (2012) *Primary Teacher Education –Overview-.*
- Kenya National Bureau of Statistics (2010) *2009 Kenya Population and Housing Census. Volume I C. Population Distribution by Age, Sex and Administrative Units.*
- Kenya National Bureau of Statistics (2011) *Economic Survey 2011.*
- Kenya National Bureau of Statistics (2012) *Economic Survey 2012.*
- Kenya National Examinations Council (2011a) *The Year 2010 KCPE Examination Report with Question papers & Answers to the Objective Questions.*
- Kenya National Examinations Council (2011b) *The Year 2010 KCSE Examination Report with Question papers & Answers to the Objective Questions.*
- Ministry of Education (2002a) *Primary Education Syllabus. Volume two.* Kenya Institute of Education
- Ministry of Education (2002b) *Secondary Education Syllabus. Volume two.* Kenya Institute of Education
- Ministry of Education (2005a) *Kenya Education Sector Support Programme, 2005-2010. (KESSP).*
- Ministry of Education (2005b) *Education Sector Report, 2005.*
- Ministry of Education (2005c) *Sessional Paper No.1 as of 2005: A Policy Framework for Education, Training and Research.*
- Ministry of Education (2005d) *Education Statistical Booklet 1999-2004.*
- Ministry of Education (2008a) *Education for Sustainable Development. Implementation Strategy.*
- Ministry of Education (2008b) *Education Statistical Booklet 2003-2007.*
- Ministry of Education (2009a) *Kenya Education Sector Support Programme 2010-2015, Delivering Quality Education and Training for Vision 2030. October, 2009, 1st Draft.*
- Ministry of Education (2009b) *Education Facts and Figures (2002-2008).*
- Ministry of Education (2012a) *Towards a Globally Competitive Quality Education for Sustainable Development. Report of the Task Force.*
- Ministry of Education (2012b) *A Policy Framework for Education. Aligning Education and Training to the Constitution of Kenya (2010) and Kenya Vision 2030 and beyond. Draft 11th May, 2012.*

Ministry of Planning and National Development (2003) *Economic Recovery Strategy for Wealth and employment Creation 2003 – 2007*.

Ministry of State for Planning (2008) *Vision 2030*.

National Coordinating Agency for Population and Development (2011) *STATE OF KENYA POPULATION 2011*

SACMEQ (2005) *The SACMEQ II Project in Kenya: A Study of the Conditions of Schooling and the Quality of Education. Kenya Working Report*.

TSC (2011) *Implementation of the Third Phase of the Negotiated Teachers Salaries. June 2011*.

TSC (2012) *Issues and Challenges on Recruitment and Management of Teachers*.

UWEZO (2011) *Are Our Children Learning?. Annual Learning Assessment Report. Kenya 2011*.

UNESCO (2010a) *National Education Support Strategy (UNESS) for the Republic of Kenya 2010-2011*.

UNESCO (2010b) *World Data on Education. 2010/11*.

UNESCO (2011) *GLOBAL EDUCATION DIGEST 2011*.

University of Sussex (2011). *Learning to Teach Reading and Mathematics and Influences on Practice: A Study of Teacher Education in Kenya. Teacher Preparation and Continuing Professional Development in Africa (TPA). Country Report 2011*.

World Bank (2003) *Project Appraisal Document on Free Primary Education*.

World Bank (2004a) *Strengthening the Foundation of Education and Training in Kenya. Opportunities and Challenges in Primary and General Secondary Education*.

World Bank (2004b) *Education for All (EFA) - Fast Track Initiative Progress Report*.

World Bank (2006) *Project Appraisal Document on KESSP*.

World Bank (2011) *Implementation Completion and Results Report. EDUCATION SECTOR SUPPORT PROJECT*.

World Bank Institute (2009) *The Capacity Development Results Framework, A strategic and results-oriented approach to learning for capacity development*.

<Sources written in Japanese>

JICA (2011) *Report on Preparatory Survey on the Project for the Upgrading and Refurbishment of the Centre for Mathematics, Science, Technology Education in Africa (CEMASTEA) Training Facilities in the Republic of Kenya (Africa Risuka, Gijutsu Kyoiku Center Kakuju Keikaku Junbi Chosa Hokokusho)*.

Ministry of Foreign Affairs of Japan Website (<http://www.mofa.go.jp/mofaj/>)

Ministry of Foreign Affairs of Japan (2010) *ODA Data book by region [12 Kenya] (Kunibetsu Data Book)*

Tsuda (2010) *Africa Report No.50. Kenya, after "post-election violence in 2007" - Establishment of the interim constitution framework of and its issues ("2007-nen Senkyo-go Boryoku" go no Kenya: Zantei Kenpo Wakugumi no Seiritsu to Kadai)*.