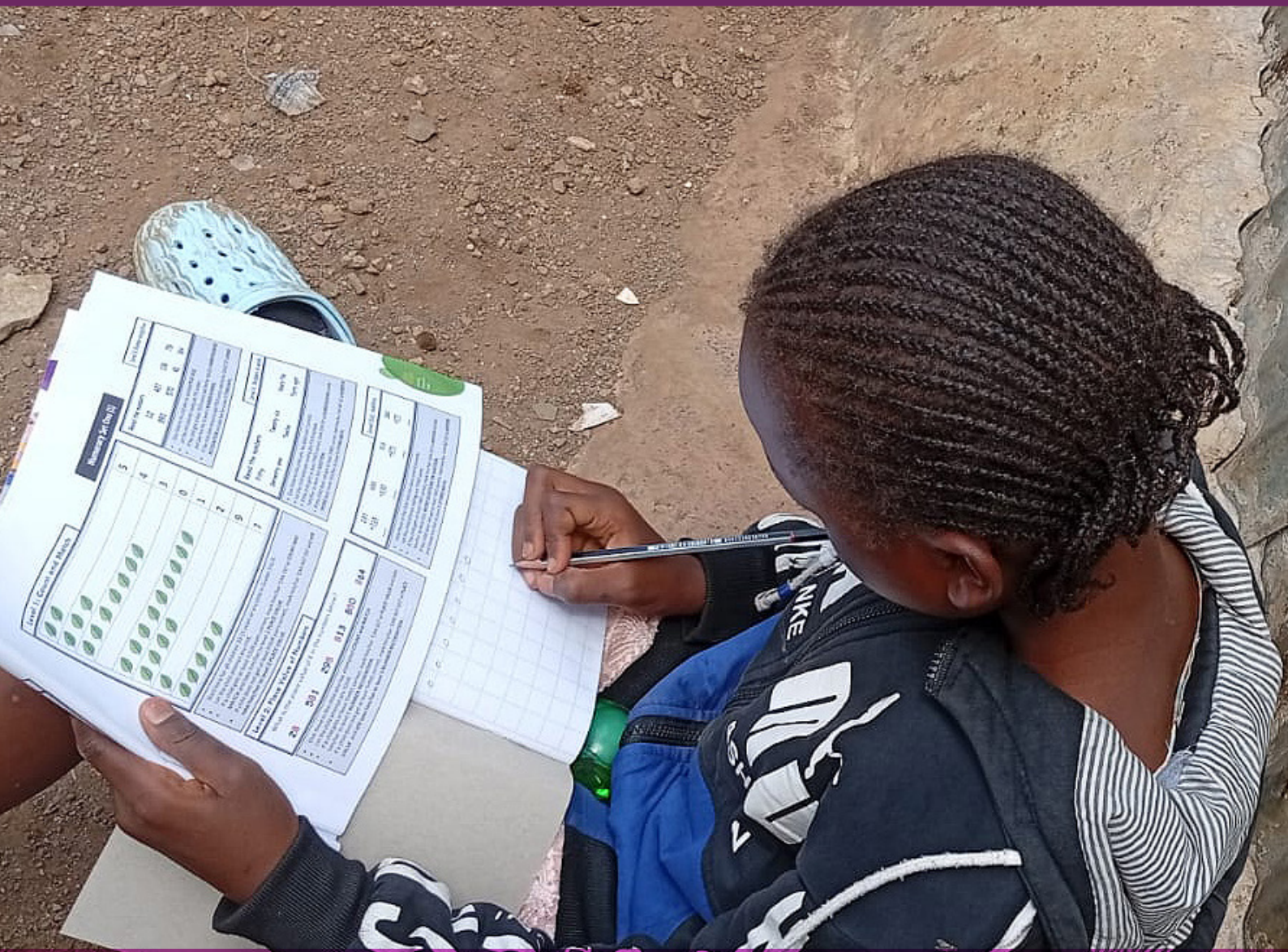
# THE FLANA REPORT



# Are ALL Our Children Learning?

***Facts and figures for education transformation in Kenya and beyond!***

2nd Foundational Literacy and Numeracy Assessment Report | 2026


USAWA AGENDA
Evidence | Innovation | Engagement

echidna giving

Wellspring Philanthropic Fund

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# Foreword

## Maintaining focus in the face of domestic and global uncertainty to deliver on our promise to the next generation!

The FLANA 2025 report is published at a moment of wide and deep conversations about the future of education—not only in Kenya, but across Africa and globally. It is the third report by Usawa Agenda since we began the countdown to the final decade of two critical national and global education aspirations, both now with fewer than five years remaining. It is also the second report since our rebranding—from Uwezo to FLANA—reaffirming our unwavering commitment to foundational literacy and numeracy within an expanded understanding of foundational learning. Notably, this is our first report since the launch of the African Union's Continental Education Strategy for Africa (2026–2035).

This report comes at a pivotal time: the world is approaching the final stretch of Agenda 2030, whose educational ambition is articulated in SDG 4; Africa is concluding the first decade of Agenda 2063, where education is a central enabler; and Kenya is counting down the last decade of its Vision 2030, in which education remains a cornerstone of national development.

It also follows closely on the heels of Africa's Year of Education, themed: *"Educate an African fit for the 21st Century: Building resilient education systems for increased access to inclusive, lifelong, quality, and relevant learning."*

Globally, the report is released amid intensifying conversations around SDG 4 indicator 4.1.1a and the capacity of countries in the Global South to generate the data required to sustain its Tier One status. At the same time, there is growing apprehension about the future of education funding—domestically, regionally, and globally. These conversations, both individually and collectively, carry profound implications for the advancement of education in this region.

In Kenya, the country continues to grapple with the transition to Competency-Based Education (CBE), a reform that appears to demand resources beyond what is currently available. Yet, underinvestment risks derailing this well-intentioned transition, with potentially far-reaching consequences for future generations. Meanwhile, global shifts in education financing are disrupting plans for the post-2030 education agenda. The transition of the first CBE cohort into senior school has further intensified debate—shifting from questions of technical design to concerns about resource adequacy and implementation quality, both of which could determine the success or failure of the reform.

This report presents findings from the third independent assessment of learning in Kenya since the COVID-19 pandemic, which led to a nine-month school closure. It contributes to three critical discourses. First, it offers insights into learning achievement in the CBE era, helping to reorient debate toward the core objectives of curriculum reform. Second, it provides a reflective lens on Kenya's progress toward SDG 4 and Vision 2030 goals. Third—and most importantly—it delivers rigorous evidence to bridge information gaps that hinder effective interventions aimed at accelerating progress toward national, regional, and global education goals.

It is my great honour and privilege to invite all readers to engage with this report thoughtfully and critically. The rich dataset underpinning this report will be shared once we complete the necessary processes to ensure compliance with Kenya's data protection laws. We encourage academics, graduate students, and researchers to utilise this data for non-profit purposes—to deepen engagement, generate insights, and expand its impact.

It is my sincere hope that this report, and the data to follow, will provide a strong foundation for advancing a critical conversation: the need to transition from a global equity and inclusion agenda toward a more transformative education justice agenda.

***A just education is the foundation for just societies. A just society is the conerstone for sustainable global peace and prosperity!***

**Emmanuel Manyasa**

***Executive Director – Usawa Agenda***

# Acknowledgement

The completion of this report is the culmination of the dedicated efforts of a wide range of individuals and institutions, including Usawa Agenda staff, volunteers, consultants, and partners. We extend our deepest gratitude to everyone who generously gave their time, expertise, and resources to support the successful implementation of the 2025 Foundational Literacy and Numeracy Assessment (FLANA) in Kenya. We sincerely apologise in advance for any omissions.

The following individuals and groups stand out for their exceptional contributions to the 2025 assessment and report production:

- **The Usawa Agenda Founders**, Dr. Martin Ogola and Dr. Everline Wanzala—thank you for your steadfast vision, guidance, and stewardship.
- **The Usawa Agenda Board Members:** Dr. Henry Kilonzo (Chairman), Prof. Gituro Wainaina, Mr. Naman Owuor, Ms. Florence Syevuo, Dr. Wilson Wasike, Mrs. Esther Wairimu, and Ms. Ashina Mtsumi—your commitment and sacrifice are truly extraordinary.
- **The Usawa Agenda Secretariat:** Emmanuel Manyasa, Zachary Kwena, Celina Mutie, Stephene Maende, Lucky Nzioki, Carol Onsomu, Robin Toskin, Claudia Lagat, Boaz Ochi, Cycus Barasa, Brenda Onyango, Esther Gad, David Lutta, Catherine Peter, Faith Atieno, Wilson Shiroya, Habil Ondiek, Edwin Kibet, Fred Ogachi, Vivian Akinyi, and Whitney Abonyo—keep going!
- **The Usawa Agenda Consultants:** Hellen Inyega, Peter Courtney, James Ciera, Moses Oyagi, William Odidi, and John Macharia—thank you for your invaluable expertise.

We are heavily indebted to the over 49,000 children who diligently took the tests with resilience and determination. We hope, and will continue working to ensure that your struggles lead to transformation of education systems in ways that guarantee you and future generations just access to quality education.

We are especially grateful to Ms. Evelyn Owoko and Mr. Joseph Wambua from the Ministry of Education—Directorate of Quality Assurance

and Standards, alongside the over 150 Quality Assurance and Standards Officers and Teacher Training College Tutors who conducted lesson observations across the country.

Our appreciation further goes to:

- **The FLANA 2025 Test Panellists** Grace Mwathe, Anthony Maina, Fredrick Maoga, Kennedy Kyeva, Vincent Oketch, Bancy Malandi, Agnes Kiteme, Punnet Igoki, and Catherine Kiyiapi for their critical role in test development.
- **The 49 County Partners** who worked tirelessly with local leaders and volunteers to ensure full coverage.
- **The 55 Trainers** who traversed the country strengthening the capacities of coordinators and volunteers.
- **Over 2,200 Volunteers and Village Coordinators**, the true heroes and heroines of this effort, whose commitment brought this assessment to life.
- **Over 2,100 Chiefs, Assistant Chiefs, and Village Elders** who facilitated community entry and trust.
- **More than 41,000 Household Heads** who opened their homes and participated with generosity.
- **Over 1,500 School Heads** who welcomed us into their schools.
- **Over 1 million learners** whose learning environments we observed with humility and respect.

We extend our sincere thanks to our partners—RELI Kenya, PAL Network, National Parents Association (NPA), Kenya Primary School Heads Association (KEPSHA), and the teachers' unions, especially KNUT—whose collaboration continues to shape the future of education research, policy, and practice.

We are deeply grateful to the Ministry of Education (national and county levels), the Kenya National Examinations Council, and the Kenya Institute of Curriculum Development for their unwavering support. We particularly appreciate the Kenya National Bureau of Statistics for support in sampling and mapping, and the National Commission for Science, Technology and Innovation (NACOSTI) for the timely authorisation of the survey.

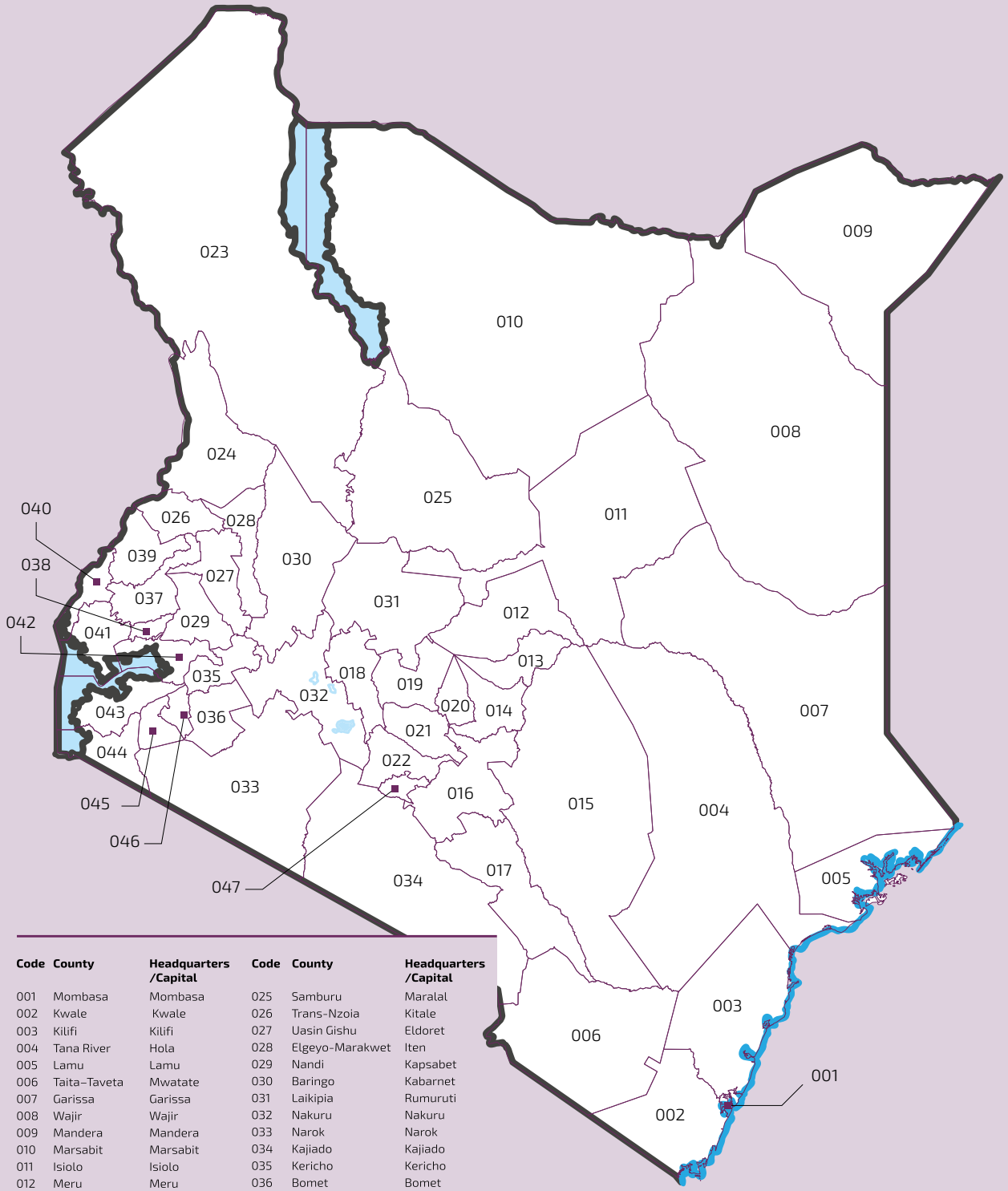
Our gratitude extends to the 47 County Commissioners and their deputies for their administrative and security support, and to the Teachers Service Commission for their role in enabling this evidence to be generated and shared.

To our development partners, Echidna Giving and Imaginable Futures, we are profoundly thankful for your trust and continued investment. We remain committed to ensuring that every resource entrusted to us delivers meaningful impact.

The 2025 FLANA survey was uniquely ambitious, incorporating new components such as large-scale lesson observations and, for the first time, learning assessments in refugee communities. We are especially grateful to the Gates Foundation and the International Rescue Committee for their partnership and support in making these possible.

Finally, to all those whose names are not listed here, please accept our heartfelt gratitude. Your contributions—whether visible or behind the scenes—are deeply valued. We remain inspired by all who work tirelessly, in big and small ways, to secure a better future for children through education. You are changing the world in profound and lasting ways.

# Counties Map




| Code | County | Headquarters /Capital | Code | County | Headquarters /Capital |
|---|---|---|---|---|---|
| 001 | Mombasa | Mombasa | 025 | Samburu | Maralal |
| 002 | Kwale | Kwale | 026 | Trans-Nzoia | Kitale |
| 003 | Kilifi | Kilifi | 027 | Uasin Gishu | Eldoret |
| 004 | Tana River | Hola | 028 | Elgeyo-Marakwet | Iten |
| 005 | Lamu | Lamu | 029 | Nandi | Kapsabet |
| 006 | Taita–Taveta | Mwatate | 030 | Baringo | Kabarnet |
| 007 | Garissa | Garissa | 031 | Laikipia | Rumuruti |
| 008 | Wajir | Wajir | 032 | Nakuru | Nakuru |
| 009 | Mandera | Mandera | 033 | Narok | Narok |
| 010 | Marsabit | Marsabit | 034 | Kajiado | Kajiado |
| 011 | Isiolo | Isiolo | 035 | Kericho | Kericho |
| 012 | Meru | Meru | 036 | Bomet | Bomet |
| 013 | Tharaka-Nithi | Kathwana | 037 | Kakamega | Kakamega |
| 014 | Embu | Embu | 038 | Vihiga | Mbale |
| 015 | Kitui | Kitui | 039 | Bungoma | Bungoma |
| 016 | Machakos | Machakos | 040 | Busia | Busia |
| 017 | Makueni | Wote | 041 | Siaya | Siaya |
| 018 | Nyandarua | Ol Kalou | 042 | Kisumu | Kisumu |
| 019 | Nyeri | Nyeri | 043 | Homa Bay | Homa Bay |
| 020 | Kirinyaga | Kerugoya | 044 | Migori | Migori |
| 021 | Murang'a | Murang'a | 045 | Kisii | Kisii |
| 022 | Kiambu | Kiambu | 046 | Nyamira | Nyamira |
| 023 | Turkana | Lodwar | 047 | Nairobi | Nairobi |
| 024 | West Pokot | Kapenguria | | | |

# Introduction

Kenya continues to face significant foundational learning challenges. Evidence from both the 2021 Uwezo learning assessment and the 2023 FLANA report reveals persistent gaps in literacy, numeracy, access, and equity.

In 2021, only two in five Grade 4 learners were achieving foundational English literacy proficiency (Usawa Agenda, 2021). Learning outcomes were strongly associated with household background: children whose mothers had tertiary education were up to 80 percent more likely to meet reading expectations compared to those whose mothers had only primary education (Usawa Agenda, 2021). Inequalities extended beyond learning outcomes to participation and progression. For instance, one in five girls with disabilities had dropped out of school. At the pre-primary level, three in ten children were out of school, while a similar proportion of those enrolled in ECDE were overage (Usawa Agenda, 2021). At the school level, disparities were also evident, with the teacher-to-classroom ratio emerging as a key factor influencing performance in national examinations.

Findings from the 2023 FLANA report indicate that these patterns have largely persisted. Foundational learning levels remain low, and structural inequities continue to shape outcomes. Notably, children attending private schools consistently outperform their peers in public schools (FLANA, 2023). Gender disparities within the education system further reflect systemic imbalances: while women make up the majority of teachers, they remain underrepresented in school leadership positions (FLANA, 2023).

## Key findings in the 2023 learning assessment report

1. 1 in 5 children of school age in households headed by adults without formal education are out of school.
2. 2 in 10 Class 8 learners and 3 in 10 Grade 6 learners could not meet expectations in reading a Grade 3 appropriate English text.
3. 2 in 5 Grade 4 learners are at least meeting expectations in reading a Grade 3 appropriate English text.
4. The gap between the likelihood to achieve better learning outcomes when attending a private primary school and a public primary school is widening in favour of private schools.
5. Women teach in our public primary schools, but men manage them: 6 in 10 teachers are women; 3 in 10 headteachers are women; and 1 in 10 Boards of management (BOM) chairs are women.

FLANA 2025 report surfaces these enduring gaps. It provides household-based, largescale evidence that is representative at the county level, on the status of foundational literacy and numeracy proficiency among children aged 10–15 years

and those in Grades 3 to 9, up to age 17 years. This data supports CBE transition, and guides interventions to ensure all children acquire the competencies needed for successful progression through their education.

## Objectives and Scope

The Foundational Literacy and Numeracy Assessment (FLANA) 2025 was designed to strengthen Kenya's national measurement of foundational learning and to translate this evidence into sustained influence on education policy, practice, and investment for system-wide improvement. FLANA 2025 is the final assessment in a series of three biennial studies conducted since 2021 within the same Enumeration Areas (EAs) across the country. Retaining the same sampled EAs over a six-year period was a deliberate strategy to enable the tracking of changes in education transformation broadly, and foundational learning outcomes in particular.

The assessment sought to enhance the generation of high-quality, reliable, and locally owned data on foundational literacy and numeracy. Its core mission is to make such data available for tracking progress in learning outcomes—especially among out-of-school children who are often excluded from official national assessments.

As in previous rounds, FLANA 2025 adopted a participatory approach, working through county partners, community volunteers, and technical experts to design, pilot, and implement the assessment. This approach serves two key purposes: first, to foster ownership among the communities for whom the evidence is generated; and second, to strengthen the education research ecosystem at the sub-national level, where it is most needed.

In June and July 2025, the assessment was conducted across all 47 counties. The implementation involved 55 trainers, 49 partner organisations, 262 village coordinators, and over 2,058 volunteers working alongside village elders, chiefs, and assistant chiefs to cover 2,056 Enumeration Areas. In total, 41,156 households were visited, reaching 81,074 children, of whom 49,835 met the assessment criteria (children aged 10–15 years, both in and out of school, as well as learners in Grades 3–9 up to age 17).

Additionally, 1,527 primary schools—both public and private—were visited to assess facilities, staffing, leadership, and enrolment. These schools had a combined enrolment of 1,017,910 learners, including 530,704 in primary school, 340,691 in junior school, and 146,515 in Early Childhood Development Education (ECDE). Classroom lesson observations were also conducted as part of the assessment.

The FLANA 2025 tools assessed children's ability to read and comprehend an English passage and to perform basic numeracy tasks benchmarked at Grade 3 level. This report presents learning outcomes for all assessed children aged 10 years regardless of schooling status, as well as for learners in Grades 3 and 4, and Grade 6 learners nearing completion of primary education.

Beyond learning outcomes, the report examines home, school, and classroom factors that influence performance. It highlights observable inequalities and interrogates the underlying drivers shaping both learning outcomes and their distribution across different groups.

### KEY FACTS ON FOUNDATIONAL LEARNING IN KENYA IN 2025

**FACT ONE:** Foundational literacy learning outcomes have marginally improved between 2023 and 2025, while Foundational numeracy learning outcomes have stagnated.

**FACT TWO:** More children of ECDE centre-going age are out of school than any other level of basic education.

**FACT THREE:** Arid and Semi-Arid Lands (ASALs) counties are home to most of Kenya's out-of-school children.

**FACT FOUR:** Children in refugee community schools have significantly lower learning outcomes than their counterparts in public and private schools.

**FACT FIVE:** 35 in 100 Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.

# Key Findings

## Access to School

Access to school is a fundamental pillar of education justice. Key policy interventions such as free primary education, free day secondary education, and the 100 percent transition were introduced to expand access to basic education nationwide. This section presents a detailed analysis of the current patterns in school access.

- 95 in 100 children aged 4 to 17 years are enrolled in school.
- 5 in 100 children aged 4 to 17 years are out of school.

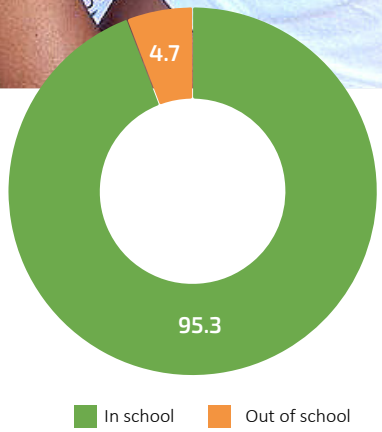
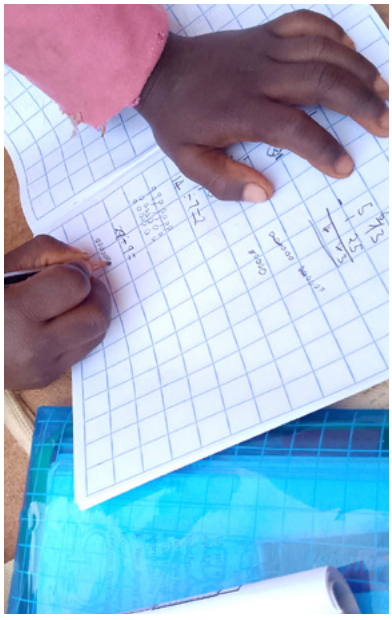



**Figure 1: Most children aged 4-17 years are enrolled in school**



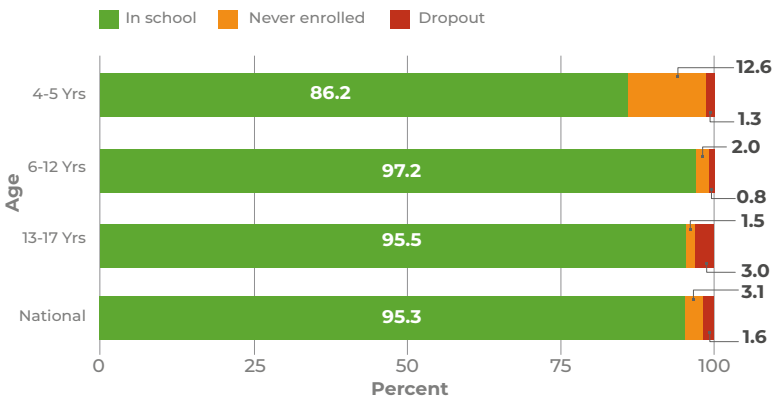



**Figure 2: Children of primary school age cohort (6-12 years) are the most enrolled**

- 14 in 100 children of pre-school age (4-5 years) are out of school.
- 3 in 100 children of primary school age (6-12 years) are out of school.

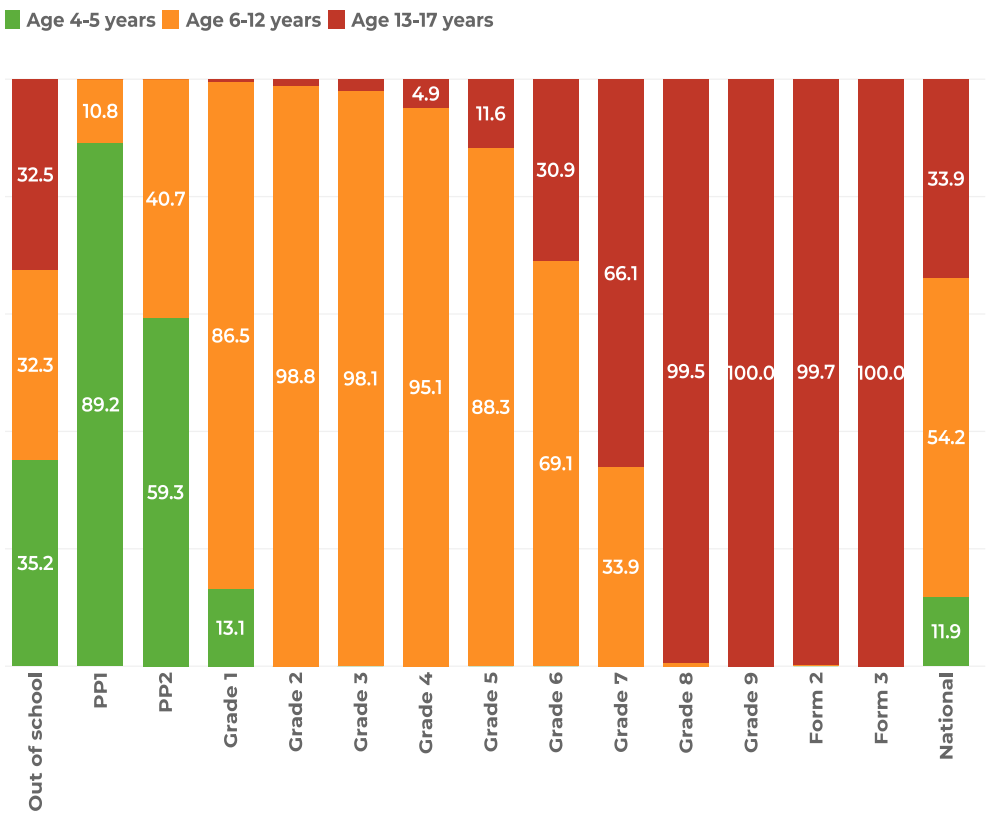



**Figure 3:** **Schooling status of children aged 4-17 years by Grade and age**

- 35 in 100 out-of-school children were of pre-primary school age (4–5 years), yet children aged 4–5 years were only 12 percent of all the children reached.
- 33 in 100 out-of-school children were of senior school age (15 years and above), yet children aged 15–17 years were only 33.9 percent of all the children reached.

- 32 in 100 out-of-school children were of primary school age (6–12 years), yet children aged 6–12 years were 54.2 percent of all the children reached.
- 11 in 100 learners enrolled in pre-primary one (PP1) were overage (5 years or older).
- 41 in 100 learners enrolled in pre-primary two (PP2) were overage (6 years or older).
- 31 in 100 learners enrolled in Grade 6 were overage (13 years or older).
- 31 in 100 learners enrolled in Grade 6 were underage (11 years or younger).

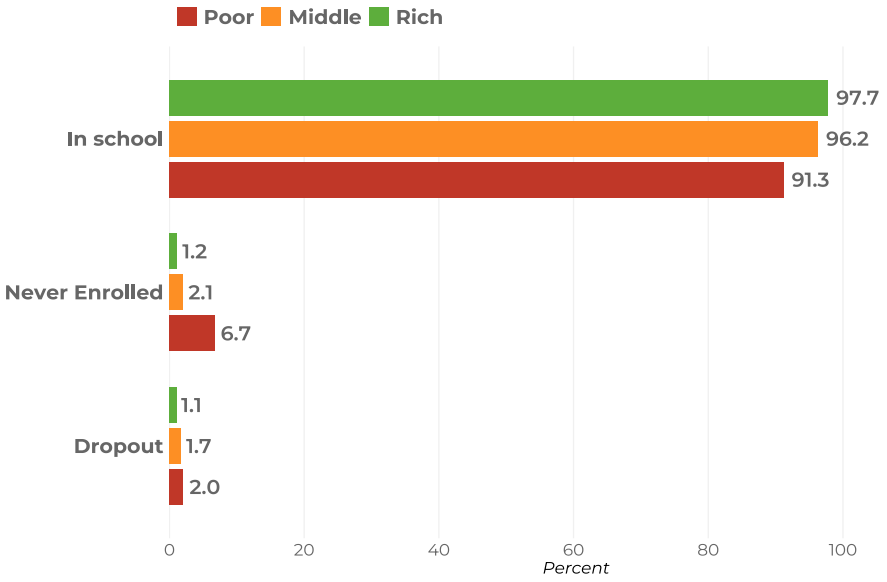



**Figure 4:** **Household poverty drives children's non-enrolment in school**

- A child in a poor household is more than five times likely to have never enrolled in school than a child in a rich household.
- A child in a poor household is almost twice as likely to drop out of school as a child in a rich household.

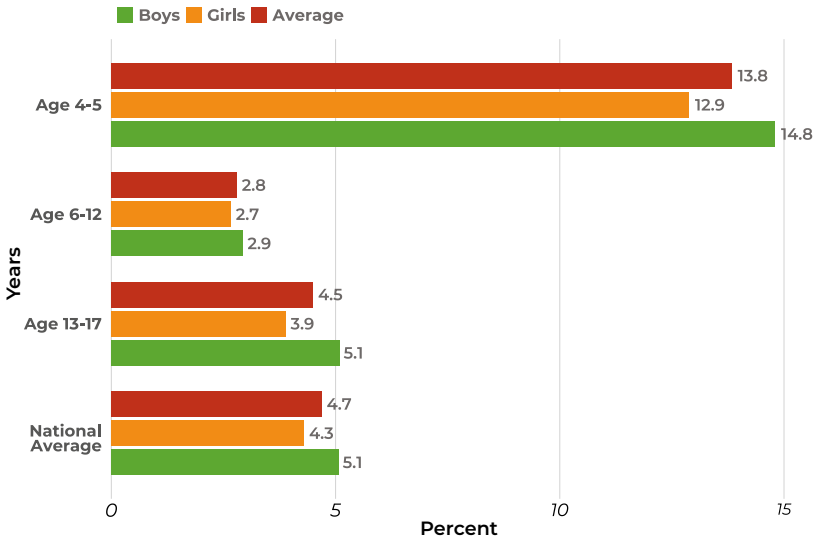



**Figure 5: More boys than girls aged 4-17 years are out of school**

- 14 in 100 children aged 4-5 years are out of school compared to just 3 in 100 children aged 6-12 years.
- More boys than girls are out of school across the three age cohorts.

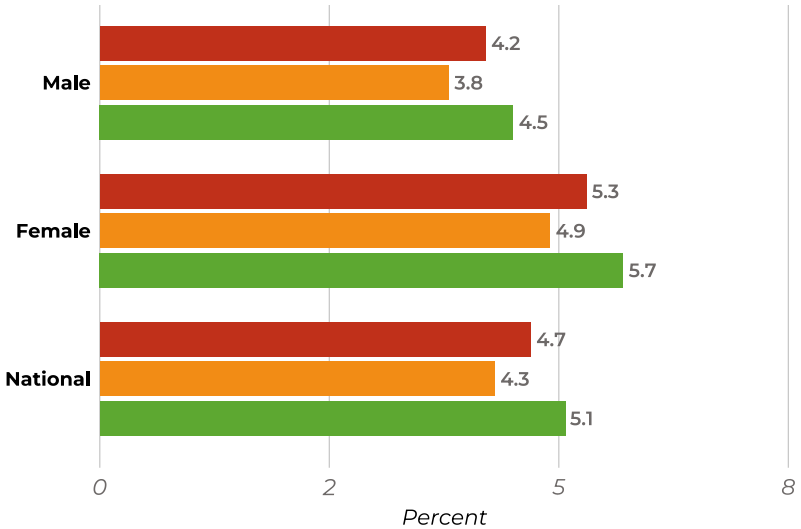



**Figure 6: Children aged 4-17 years in female-headed households are more likely to be out of school than in male-headed households**

- 4 in 100 children aged 4-17 years in male-headed households are out of school.
- 5 in 100 children aged 4-17 years in female-headed households, are out of school.
- More boys than girls are out of school in both male and female-headed households.

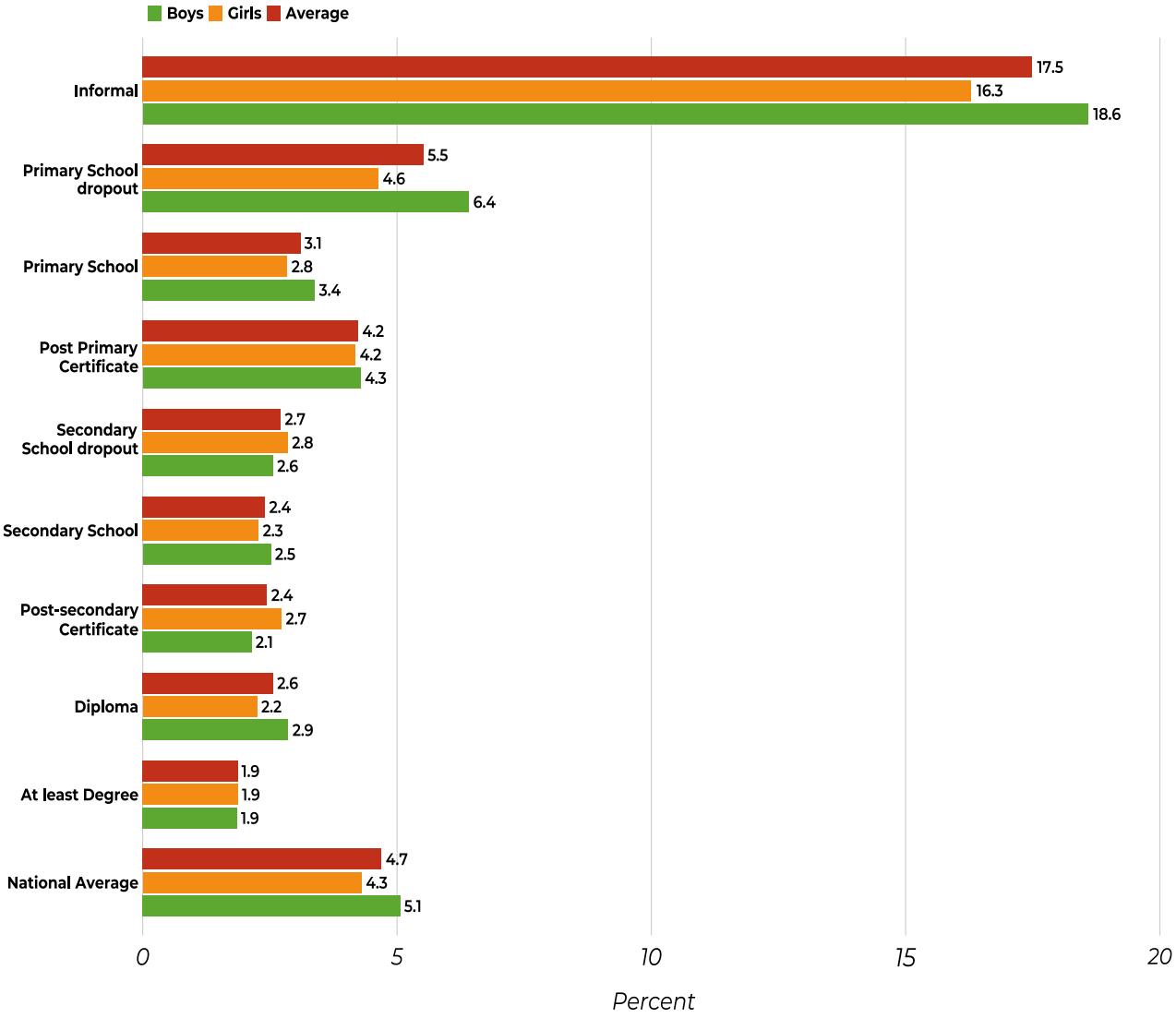



**Figure 7: Children aged 4-17 years in households headed by persons without formal education are the most likely to be out of school**

- 18 in 100 children aged 4–17 years in households headed by individuals with no formal education are out of school.
- A child in a household whose head has no formal education is almost four times as likely to be out of school as a child in an average Kenyan household.
- Overall, the likelihood of being out of school declines as the education level of the household head increases.
- Children in households headed by individuals with no formal education or incomplete primary education are significantly more likely to be out of school than the national average.

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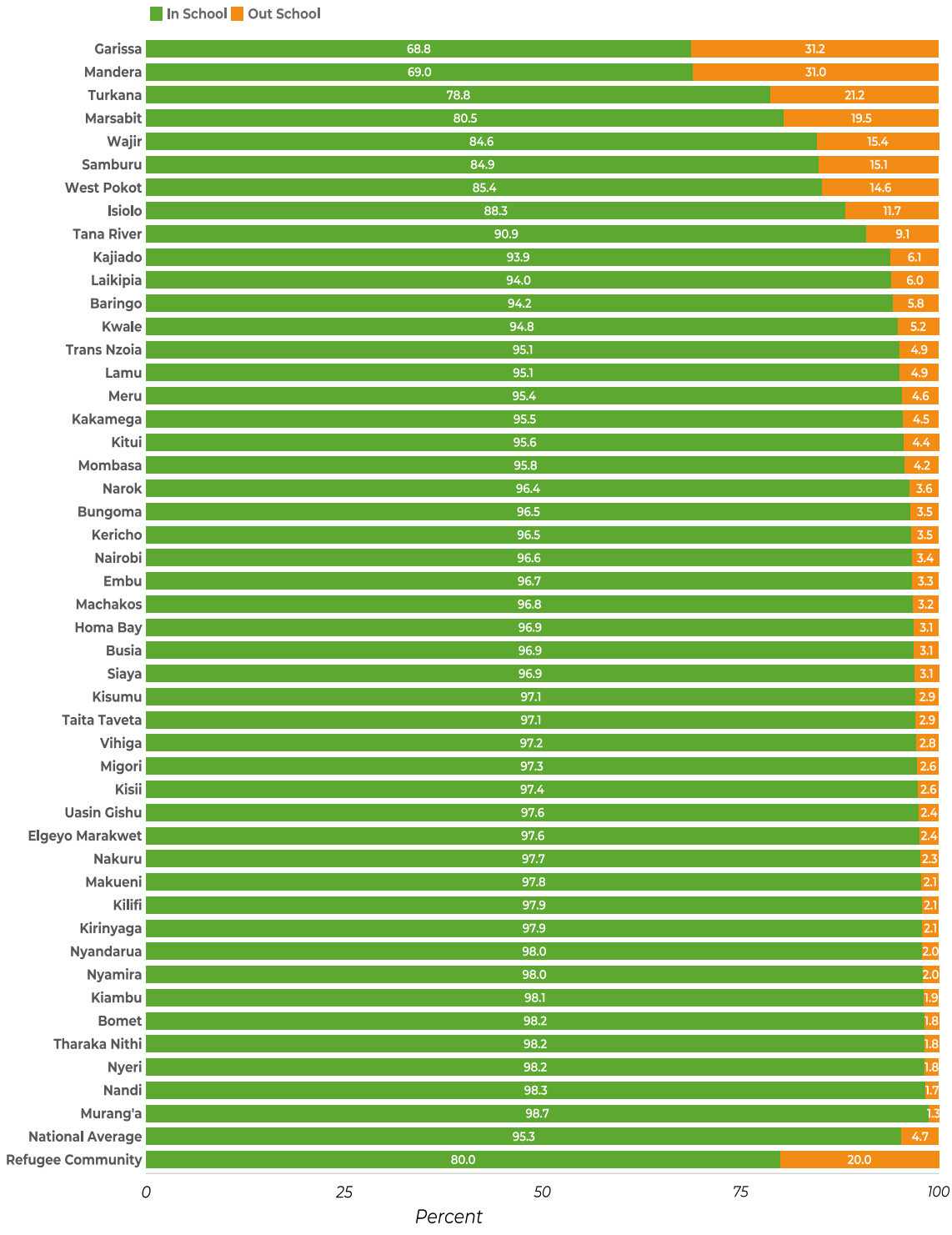


**Figure 8: ASALs Counties have the lowest school enrolment rates**

- Nationally, 5 in 100 children aged 4–17 years are out of school.
- All 10 counties with enrolment rates below the national average are located in the ASAL regions.
- A child aged 4–17 years in Garissa County has a 69 percent chance of being in school, compared to 99 percent for a child in Murang'a County.
- A child aged 4–17 years in refugee communities has an 80 percent chance of being in school, compared to 95 percent for the average Kenyan child.

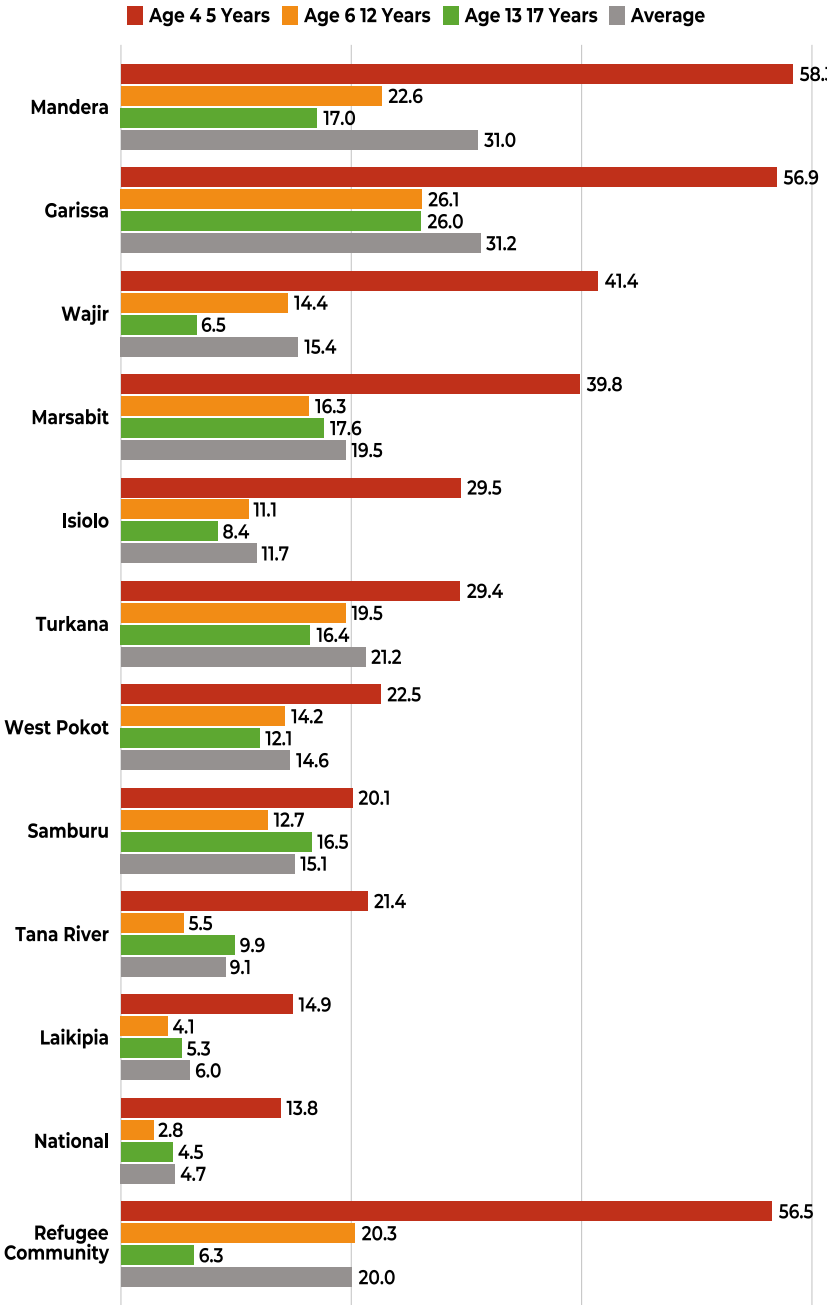


**Figure 9: Ten counties that host most of Kenya's out-of-school children**

- Nationally, a higher proportion of children aged 4–5 years (pre-primary) are out of school compared to older age cohorts.
- 31 in 100 children aged 4–17 years in Garissa County are out of school.
- 30 in 100 children aged 4–17 years in Mandera County are out of school.
- 20 in 100 children aged 4–17 years in refugee communities are out of school.
- Across all counties and in refugee communities, pre-primary-aged children (4–5 years) consistently have the highest rates of non-enrolment.
- Except in Garissa, Mandera, Wajir, Isiolo, West Pokot, and refugee communities, the proportion of out-of-school children is higher among senior school-aged children (15–17 years) than among primary school-aged children (6–12 years).
- A child aged 4–5 years in Garissa County is **more than four times as likely to be out of school** as the average Kenyan child of the same age.

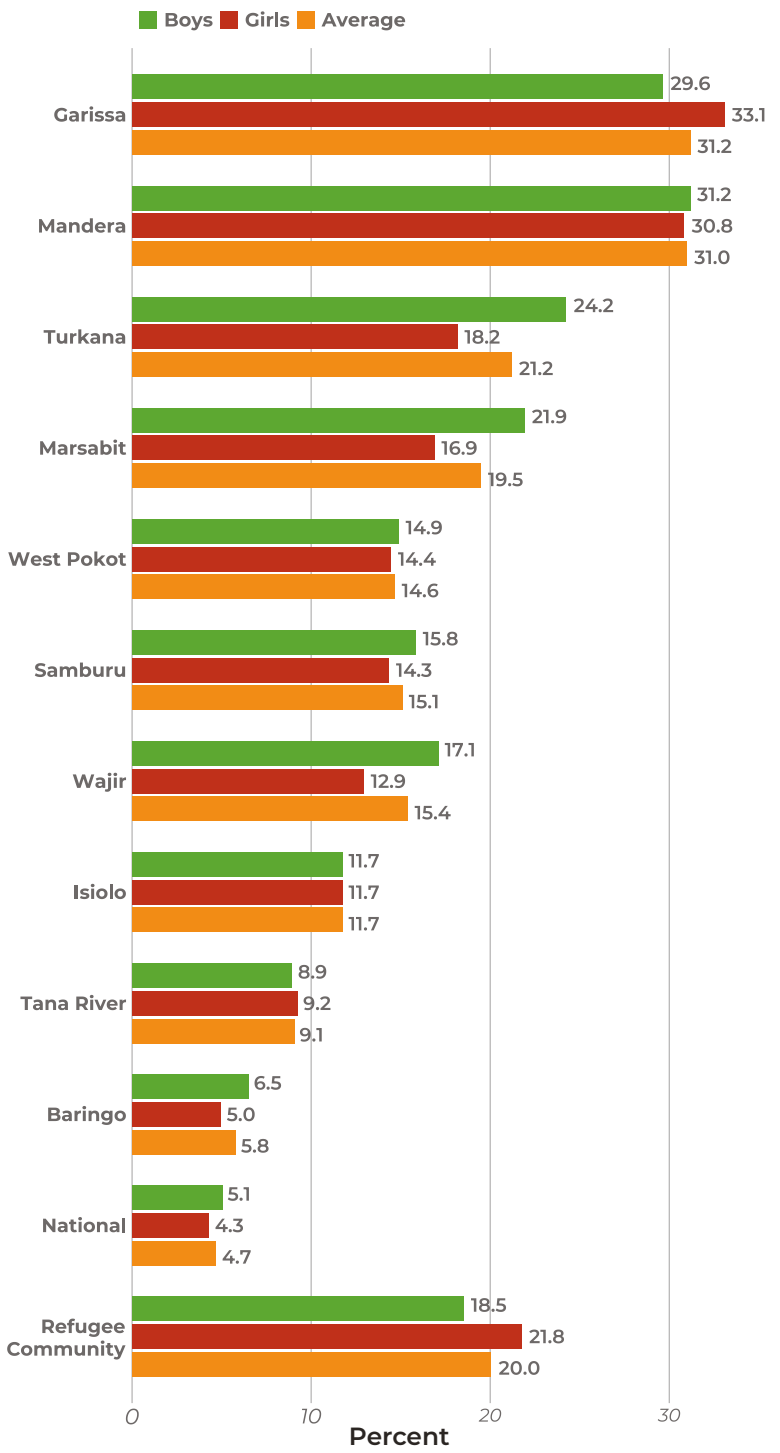


**Figure 10: ASALs Counties host the highest percentage of out-of-school boys**

- Generally, there are more boys aged 4-17 years out of school than girls in the same age group across the country and in the ASALs.
- Garissa and Mandera Counties have the highest overall percentage of out-of-school children aged 4-17 years.
- Garissa County and refugee communities have more girls aged 4-17 years out of school than boys.
- 33 in 100 girls aged 4-17 years in Garissa County are out of school.
- 31 in 100 girls aged 4-17 years in Mandera County are out of school.
- 22 in 100 girls aged 4-17 years in refugee communities are out of school.

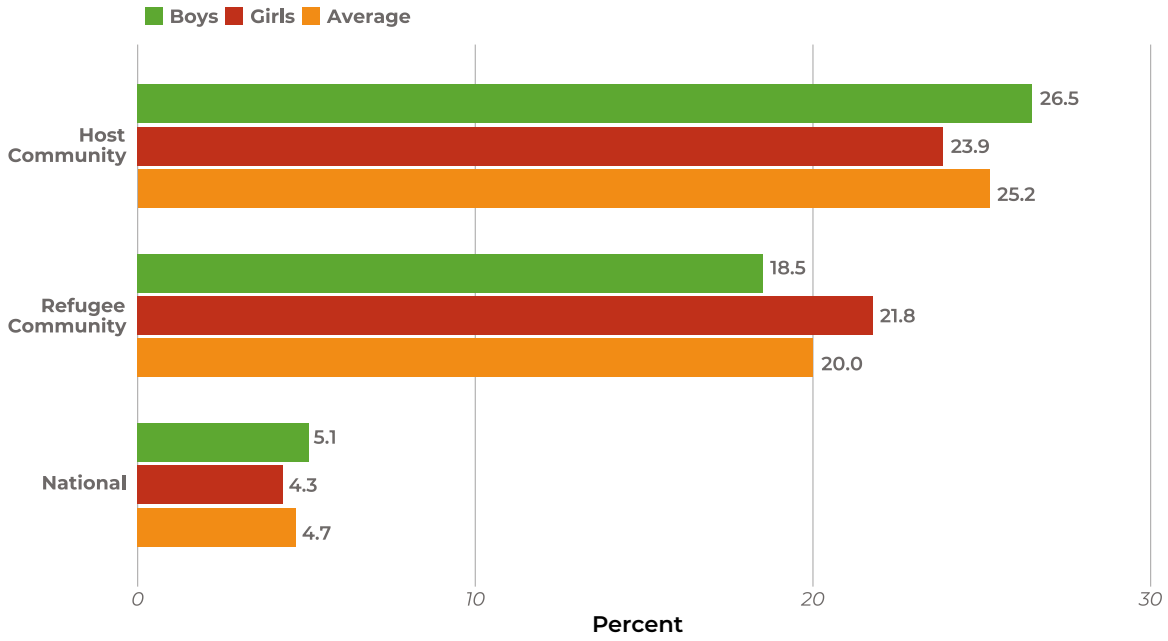


**Figure 11: Host community children are more likely to be out of school than refugee children**

- 1 in 5 children aged 4-17 years in refugee communities is out of school compared to 1 in 4 in host communities.
- More boys than girls are out of school in host communities, while in refugee communities more girls than boys are out of school.
- A child aged 4-17 years in the host communities is more than five times likely to be out of school than an average Kenyan child in the same age bracket.

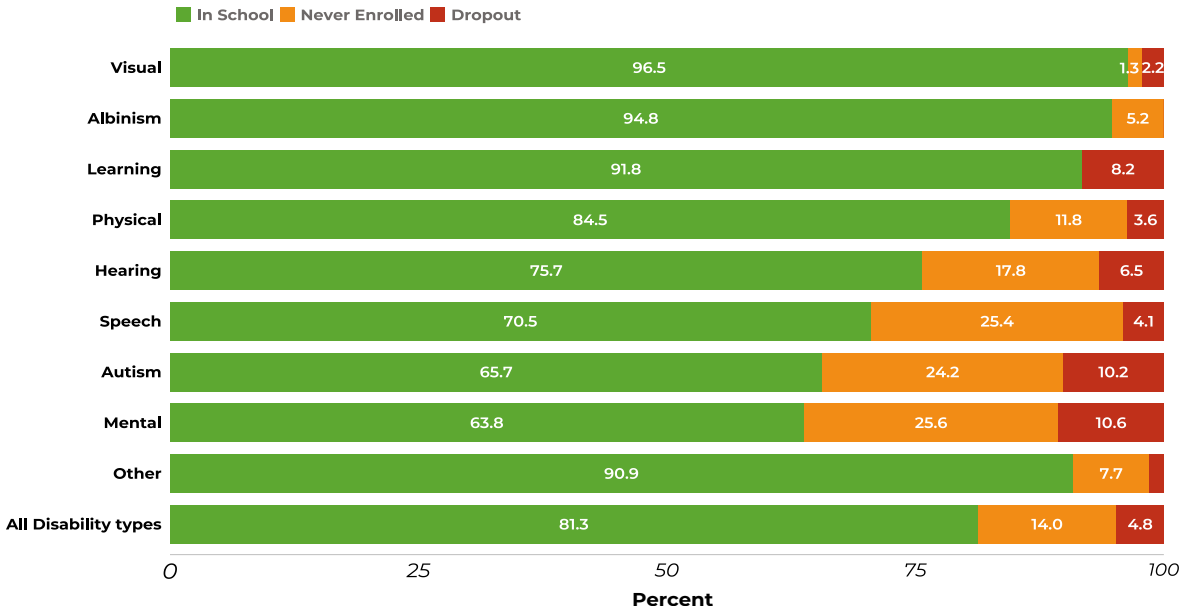


**Figure 12: Living with disability hinders children's enrolment in school**

- 19 in 100 children with disabilities aged 4-17 years are out of school.
- 36 in 100 children with mental disability aged 4-17 years are out of school.
- 26 in 100 children with mental disability aged 4-17 years have never enrolled in school.
- 4 in 100 children with speech impairment aged 4-17 years have dropped out of school after enrolment.
- A child with albinism is least likely to have dropped out of school.
- 9 in 10 children with visual impairment aged 4-17 years are enrolled in school.

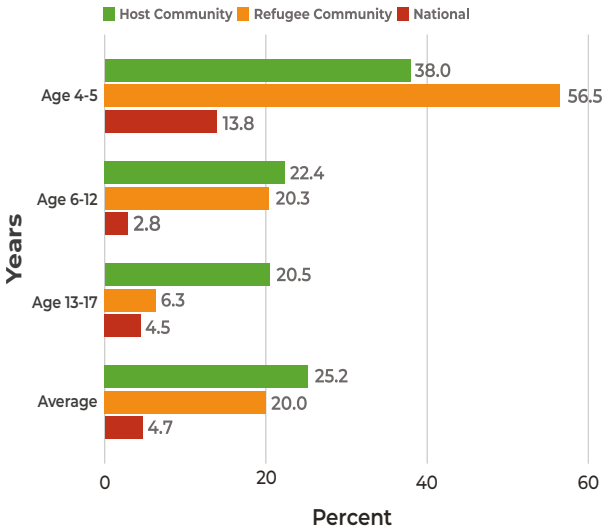


**Figure 13: Refugee communities lead in non-enrolment of children aged 4-5 years**

- 57 in 100 refugee children aged 4-17 years are out of school.
- 38 in 100 host community children are out of school.
- A 13-17 year-old child in the host communities is more than three times likely to be out of school than his/her refugee counterpart.

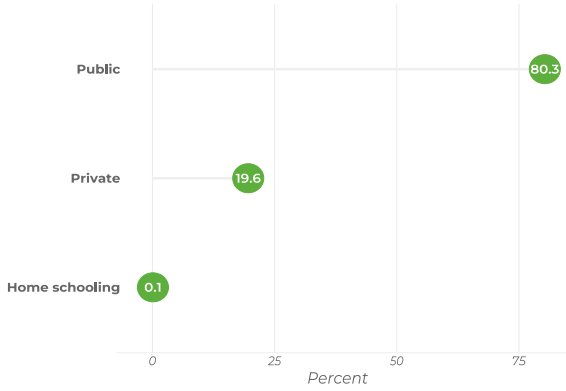


**Figure 14: Majority of children in Kenya attend public schools**

- 8 in 10 children aged 4-17 years in Kenya attend public schools.
- 2 in 10 children aged 4-17 years in Kenya attend private schools.
- 1 in 1000 children aged 4-17 years in Kenya engage in home schooling

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## School Factors and Learning Environment

- A variety of school-level factors affect learning outcomes. In this survey, we visited public, private and refugee community primary schools and surveyed a range of factors about them including leadership, staffing, learner population, sanitation facilities, among others. This section presents the highlights from the findings.

**Table 1: Percentage of schools where diverse learning conditions were observed**

| Learning Conditions | School Type | | | School Location | | National |
|---|---|---|---|---|---|---|
| | Public | Private | Refugee | Rural | Urban | |
| Schools with at least one incident of children learning in the open | 1.8 | 0.0 | 0.0 | 2.3 | 0.7 | 1.7 |
| Schools with at least one incident of shared classroom | 4.3 | 0.9 | 0.0 | 4.6 | 3.1 | 4.1 |
| Schools with at least one incident of learners sitting on the floor | 8.6 | 2.8 | 37.0 | 8.0 | 8.4 | 8.2 |
| Schools with an administation building/ block | 79.3 | 89.0 | 84.8 | 75.0 | 88.5 | 80.0 |
| School with a playing field for children in school | 92.9 | 84.4 | 91.3 | 93.6 | 90.0 | 92.2 |
| Schools with library | 24.1 | 42.2 | 30.4 | 20.9 | 33.2 | 25.5 |
| Schools with a library linked to online resources | 5.7 | 22.9 | 8.7 | 4.9 | 10.4 | 7.0 |
| Schools fully fenced | 71.6 | 87.2 | 76.1 | 68.3 | 80.5 | 72.8 |
| Schools partially fenced | 13.3 | 10.1 | 21.7 | 13.8 | 11.9 | 13.1 |

- There are notable variations in learning conditions across school types, with public schools generally faring worse than private schools.

- Private schools provide a better learning environment across most indicators, except for access to playing fields:
  - 84.4 percent of private schools have playing fields, compared to 92.9 percent of public schools.
- Refugee community primary schools generally offer a better learning environment than public primary schools, except in relation to learners sitting on the floor:
  - 4 in 10 refugee community schools reported incidents of learners sitting on the floor.
  - 1 in 10 public primary schools reported similar incidents.
- Nationally:
  - 1 in 4 schools has a library.
  - 7 in 100 schools have libraries linked to online resources.
  - 8 in 100 schools reported incidents of learners sitting on the floor.
- Overall, urban schools tend to provide better learning environments than rural schools.

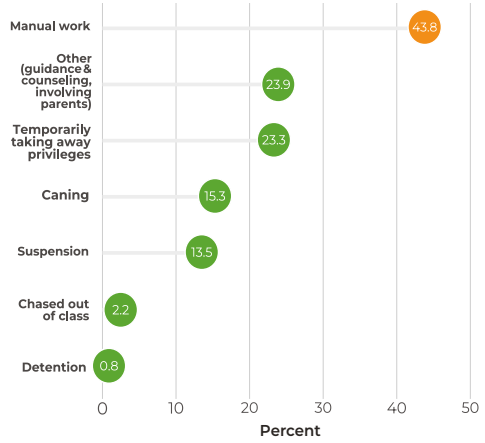


**Figure 15: Most common discipline mechanisms used in primary schools**

- Assigning manual work to learners who violate school rules is the most favoured method of instilling discipline in primary schools in Kenya, mentioned by 44 in 100 school heads.
- 24 in 100 school heads mentioned involving parents, guiding and counselling.
- 23 in 100 school heads mentioned taking away privileges.
- 15 in 100 school heads mentioned caning the learners.
- 14 in 100 school heads mentioned suspending the learners.

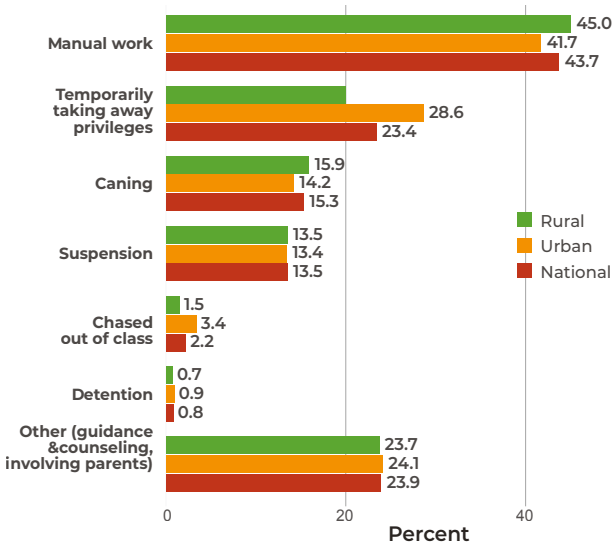


**Figure 16: Preferred discipline mechanisms vary between rural and urban schools**

- Assigning manual work to learner is used more in rural schools than urban ones.
- Temporary withdrawal of privileges is used more in urban schools than rural ones.
- Caning is slightly more prevalent in rural schools than urban ones.
- Counselling and involvement of parents is generally equally used in both rural and urban schools.

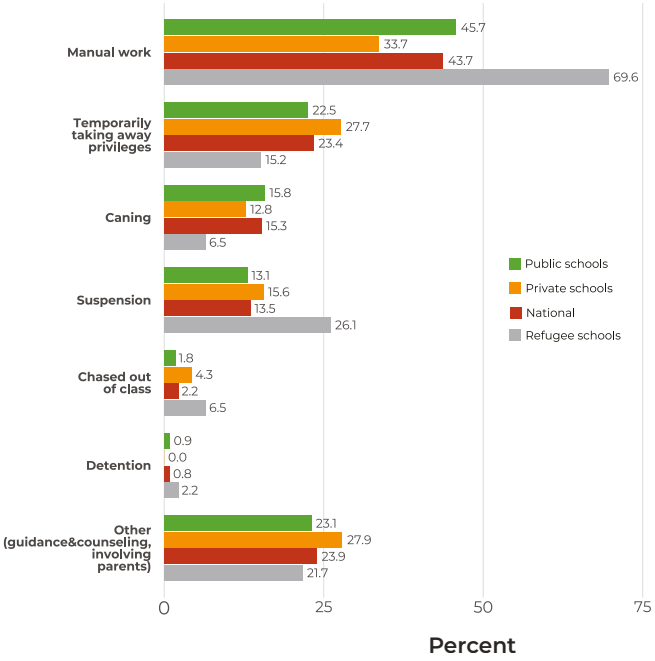


**Figure 17: Preferred discipline mechanisms vary between public and private schools**

- Assigning manual work to a learner is the most prevalent method of discipline across the different categories of schools, but it is used more in some types of schools than others.
  - A child in a refugee community school is more than twice as likely to be disciplined using manual work as the child in a private school.
- Temporary withdrawal of privileges is most used in private schools and least used in refugee community schools.
- Caning is most prevalent in public schools and least used in refugee community schools.
- Suspension is most used in refugee community schools and least used in public schools.
- Counselling and involvement of parents is most used in private schools and least used in refugee community schools.

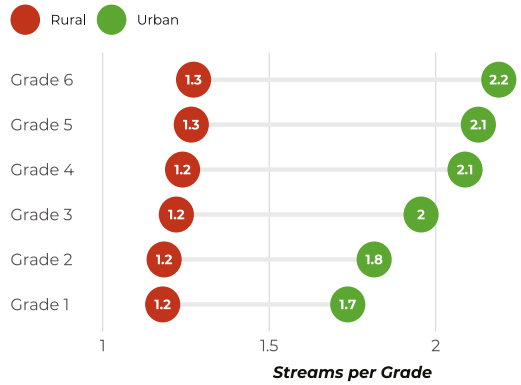


**Figure 18: Urban schools generally have more streams per Grade**

- Urban schools generally have more streams per Grade than their rural counterparts.
- The average number of streams ranges from 1.2 for Grade 1, to 1.3 for Grades 5 and 6 in rural schools, and 1.7 for Grade 1, to 2.2 for Grade 6 in urban schools.

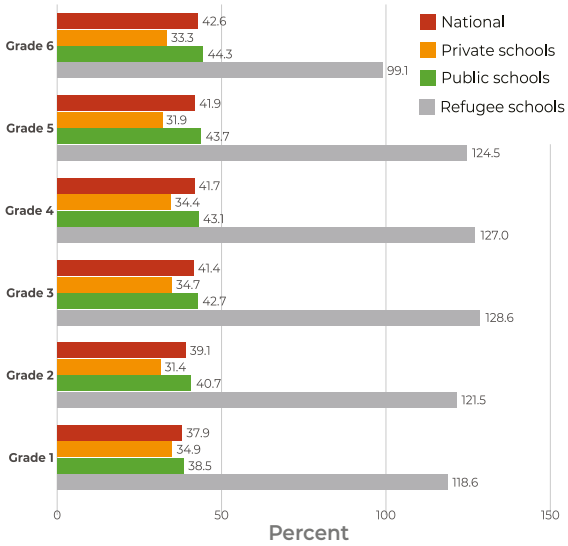


**Figure 19: Refugee learners endure incomparably large class sizes**

- Class sizes are smaller across all grades in private schools compared to public and refugee community schools.
- A typical Grade 6 class in a private school has 10 fewer learners than a comparable class in a public school.
- Refugee community schools have the largest class sizes by a significant margin.
- A typical class in a refugee community school has approximately three times as many learners as an average Kenyan class, and nearly four times as many as a class in a private school.

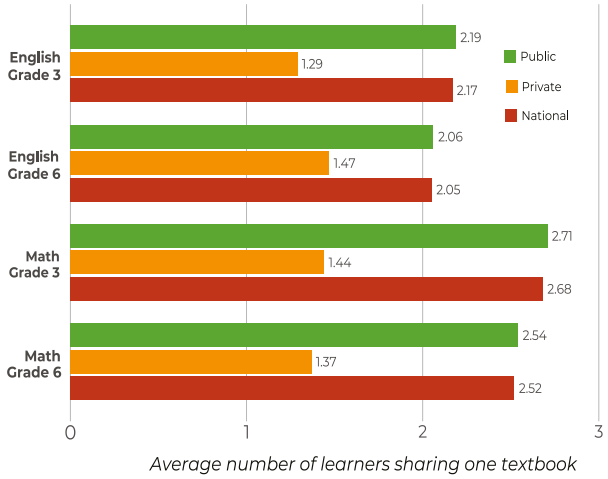


**Figure 20: More learners share a Maths than an English text book across Grades**

- 2 Grade 3 learners share one English text book.
- 2 Grade 6 learners share one English text book.
- 3 Grade 3 learners share one Maths text book.
- 3 Grade 6 learners share one Maths text book.
- Private schools are closer to achieving the ratio of one learner per text book across subjects and Grades than public schools.

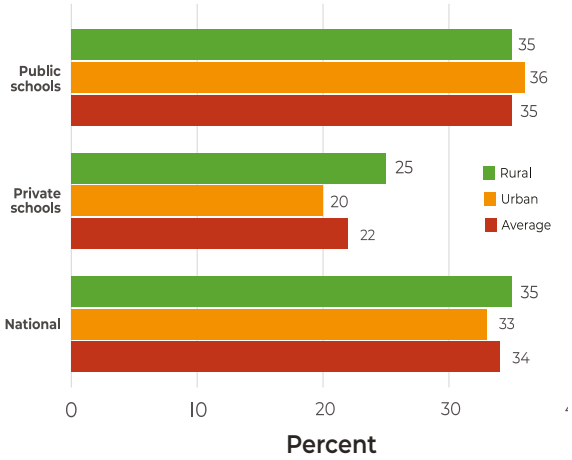


**Figure 21: ECDE teachers in different types of ECDE centres handle varied numbers of learners in both rural and urban areas**

- Nationally, rural ECDE centres have a learner-to-teacher ratio of 35:1, while urban ones have a learner-to-teacher ratio of 34:1.
- On average public ECDE centres have 35 learners per teacher, while private ones have 22 learners per teacher.

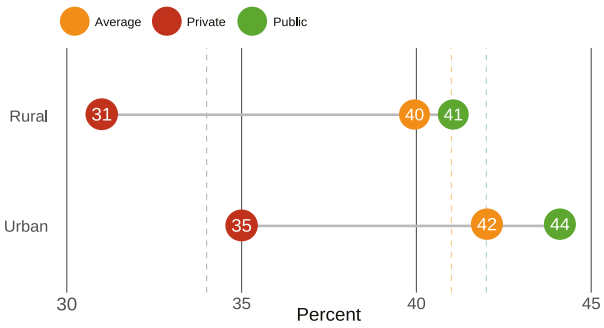


**Figure 22: Private schools have smaller learner-to-teacher ratios in both urban and rural areas**

- Nationally, there are 41 learners per teacher in primary schools.
- Public primary schools have a higher learner-to-teacher ratio of 42 learners to one teacher compared to private schools with 34 learners to one teacher.
- Urban public schools have the highest learner-to-teacher ratio (44:1) while rural private schools have the lowest learner-to-teacher ratio (31:1).

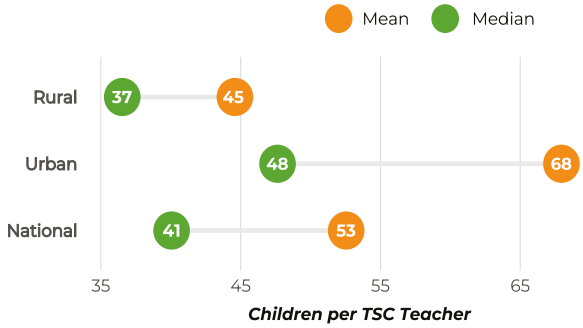


**Figure 23: Majority of public primary schools have smaller learners to TSC (P&P) teacher ratio than the average across locations**

- There are more learners per permanently employed TSC teacher in urban schools than in rural schools.
- In rural public primary schools, there is one permanently employed TSC teacher for every 45 learners.
- In urban public primary schools, there is one permanently employed TSC teacher for every 68 learners.
- Nationally, there is one permanently employed TSC teacher for every 53 learners in public primary schools.
- There are wide gaps between average (mean) learner–teacher ratios and the most commonly observed (median)

school-level ratios in both rural and urban public primary schools.

- In both rural and urban public schools, the median learner–teacher ratios are lower than the location-level averages, indicating uneven distribution of teachers across schools.
- For example, in urban public primary schools, the average ratio is 68:1, while the most commonly observed school-level ratio is 48:1.

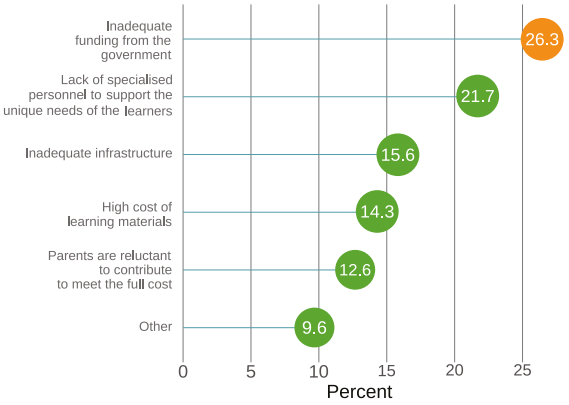


**Figure 24: Reasons primary schools struggle to deliver quality education to learners with special needs**

- 3 in 10 headteachers point to inadequate government funding as the most pressing barrier to delivering quality education for learners with special needs.
- 2 in 10 headteachers cite a shortage of specialised personnel required to support these learners.
- 16 in 100 headteachers highlight inadequate infrastructure as a key challenge.
- 14 in 100 headteachers identify the high cost of learning materials as a major constraint.
- 13 in 100 headteachers point to parents' reluctance to contribute towards the full cost of quality education for learners with special needs.

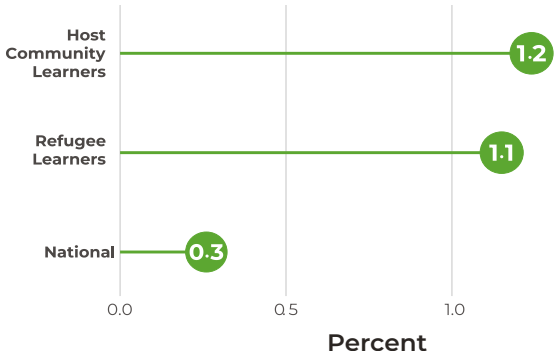


**Figure 25: Host community children exposed to higher risk of sexual violation than an average Kenyan child**

- 0.26 percent of surveyed children reported experiencing sexual violation.
- Higher prevalence is reported in communities hosting refugee camps, where 1.24 percent of children reported such experiences.
- Similarly elevated rates are observed in refugee communities, where 1.15 percent of children reported sexual violation.

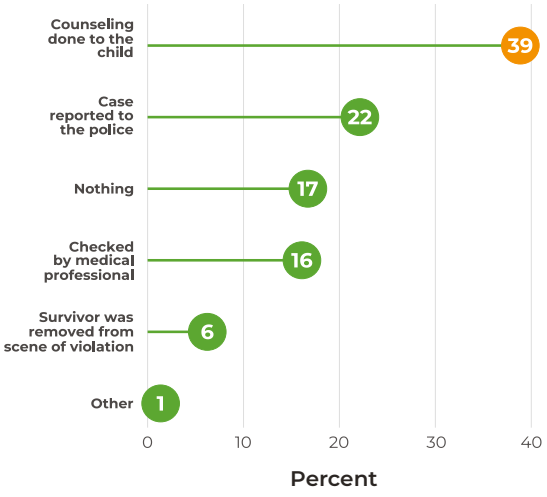


**Figure 26: The preferred response to reports of a child's sexual violation is counselling**

- 4 in 10 children who report sexual violations receive counselling support.
- Only 22 in 100 children who report sexual violations have their cases reported to the police.
- 17 in 100 children who report sexual violations no action is taken.
- Only 16 in 100 children who report sexual violations are examined by a medical professional.

## School Leadership and Staffing

The number, competency, and motivation of teachers and school leaders are critical determinants of school performance in national examinations, as well as of learning outcomes. This section presents an analysis of these factors.

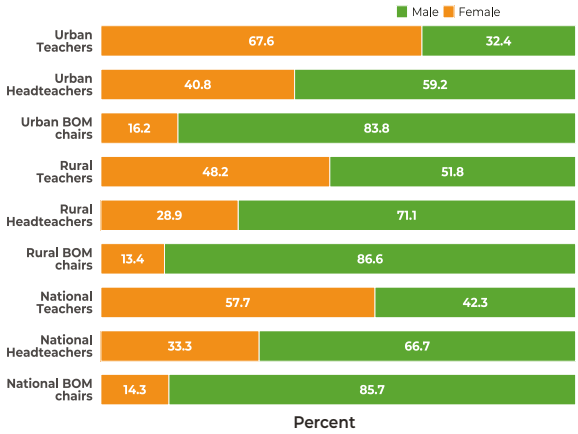


**Figure 27: Women teach in public primary schools, men lead them**

- 6 in 10 teachers in public primary schools are women.
- 3 in 10 school heads in public primary schools are women.
- 14 in 100 Board of Management (BOM) chairpersons in public primary schools are women.
- In urban public primary schools:
  - 7 in 10 teachers are women.
  - 4 in 10 school heads are women.
  - 2 in 10 BOM chairpersons are women.

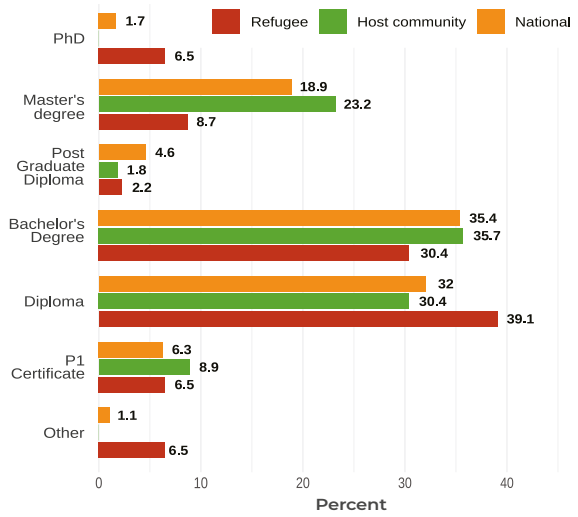


**Figure 28: Headteachers in refugee community schools generally hold lower academic qualifications than their counterparts in Kenyan schools**

- Only 6 in 100 headteachers hold a P1 certificate.
- 2 in 5 headteachers hold a bachelor's degree.
- 1 in 5 headteachers holds a master's degree.
- Only 2 in 100 headteachers hold doctorate degrees.
- Among headteachers in Kenya and in host community schools, a bachelor's degree is the most common level of academic attainment.
- Among headteachers in refugee community schools, a diploma is the most common level of academic attainment.

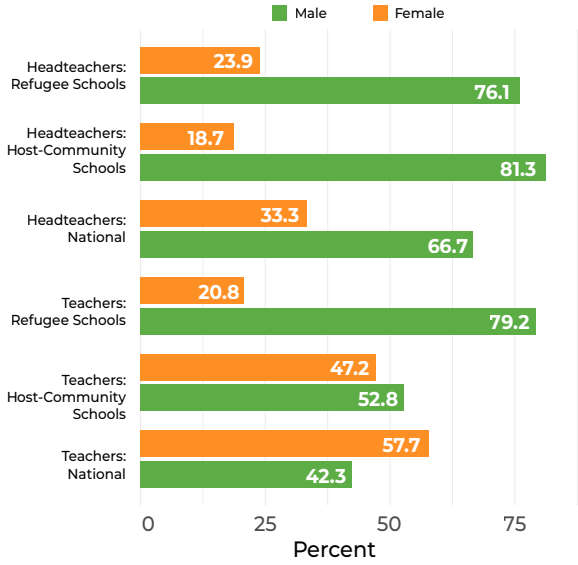


**Figure 29: Refugee community schools have predominantly male teachers**

- School leadership in Kenya remains male-dominated across both host and refugee community schools, though to varying degrees.
- In both refugee and host community schools, 1 in 5 school heads is female.
- In host community schools, the gender distribution among teachers is nearly balanced.
- In contrast, only 1 in 5 teachers in refugee schools is female, compared to 3 in 5 teachers in host community schools.

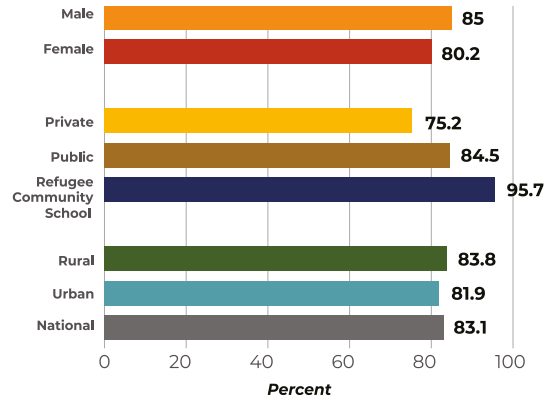


**Figure 30: Headteachers in refugee community schools are more likely to undertake management training than those in other school types**

- Overall, 8 in 10 headteachers have received management training in the past two years.
- A higher proportion of male headteachers than female headteachers have received management training.
- In refugee community schools, management training among headteachers is nearly universal.

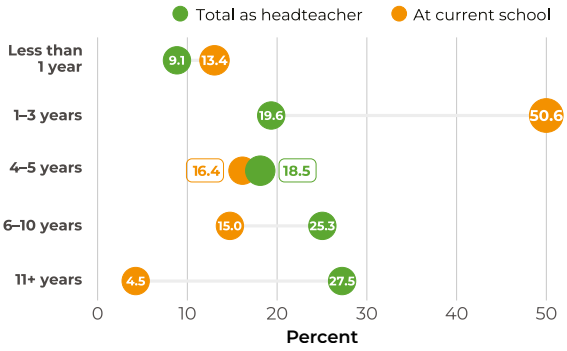


**Figure 31: Distribution of headteachers by years of experience as headteachers and serving their current school**

- 1 in 2 headteachers has served for 1 – 3 years as a head of his/her current school.
- 3 in 10 headteachers have served for 11 years and above as headteachers.
- 1 in 5 headteachers has served for more than 5 years in their current school.
- 5 in 100 headteachers have served for 11 years and above as heads of their current school.

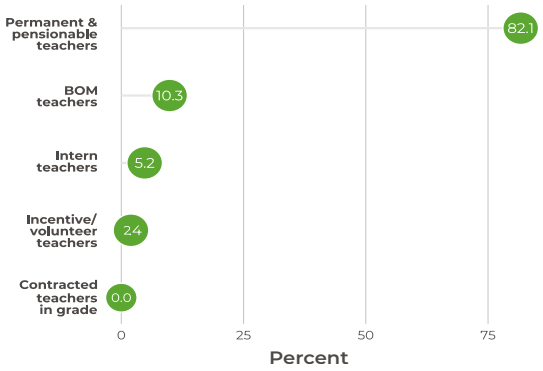


**Figure 32: Distribution of public primary school teachers by employment status**

- The majority of teachers in public primary schools are permanent and pensionable, accounting for about 8 in 10 teachers.
- The Teachers Service Commission employs 87 in 100 teachers in public primary schools—82 in 100 teachers on permanent and pensionable terms and 5 in 100 teachers on intership terms.
- Parents and well-wishers through the School Boards of Management (BOM), employ 1 in 10 public primary school teachers.

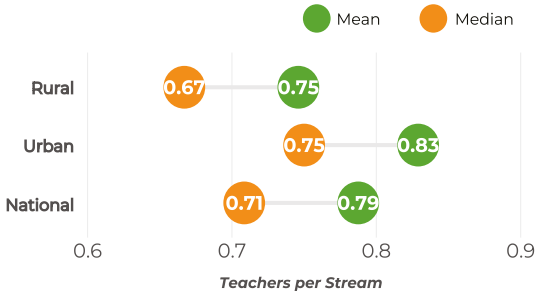


**Figure 33: Rural public primary schools have less staff TSC (P&P) teachers/classroom**

- Public schools generally face a shortage of Permanent and Pensionable (P&P) teachers, with a national teacher-to-classroom ratio of 0.79.
- Rural public primary schools are the **most understaffed**, with a P&P teacher-to-classroom ratio of 0.75, compared to 0.83 in urban public schools.
- Across both rural and urban areas, as well as nationally, median (school-level) ratios are lower than location-level averages, indicating uneven distribution of teachers across schools.

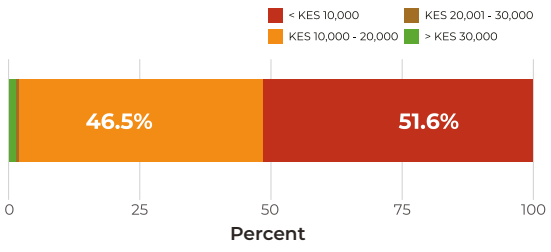


**Figure 34: Distribution of BOM teachers by average monthly pay**

- 1 in 2 BOM teachers earns less than 10,000 Kenya shillings monthly.
- 47 in 100 BOM teachers earn between 10,000 and 20,000 Kenya shillings monthly.
- 1 in 100 BOM teachers earns between 20,001 and 30,000 Kenya shillings monthly.
- 2 in 100 BOM teachers earn between over 30,000 Kenya shillings monthly.

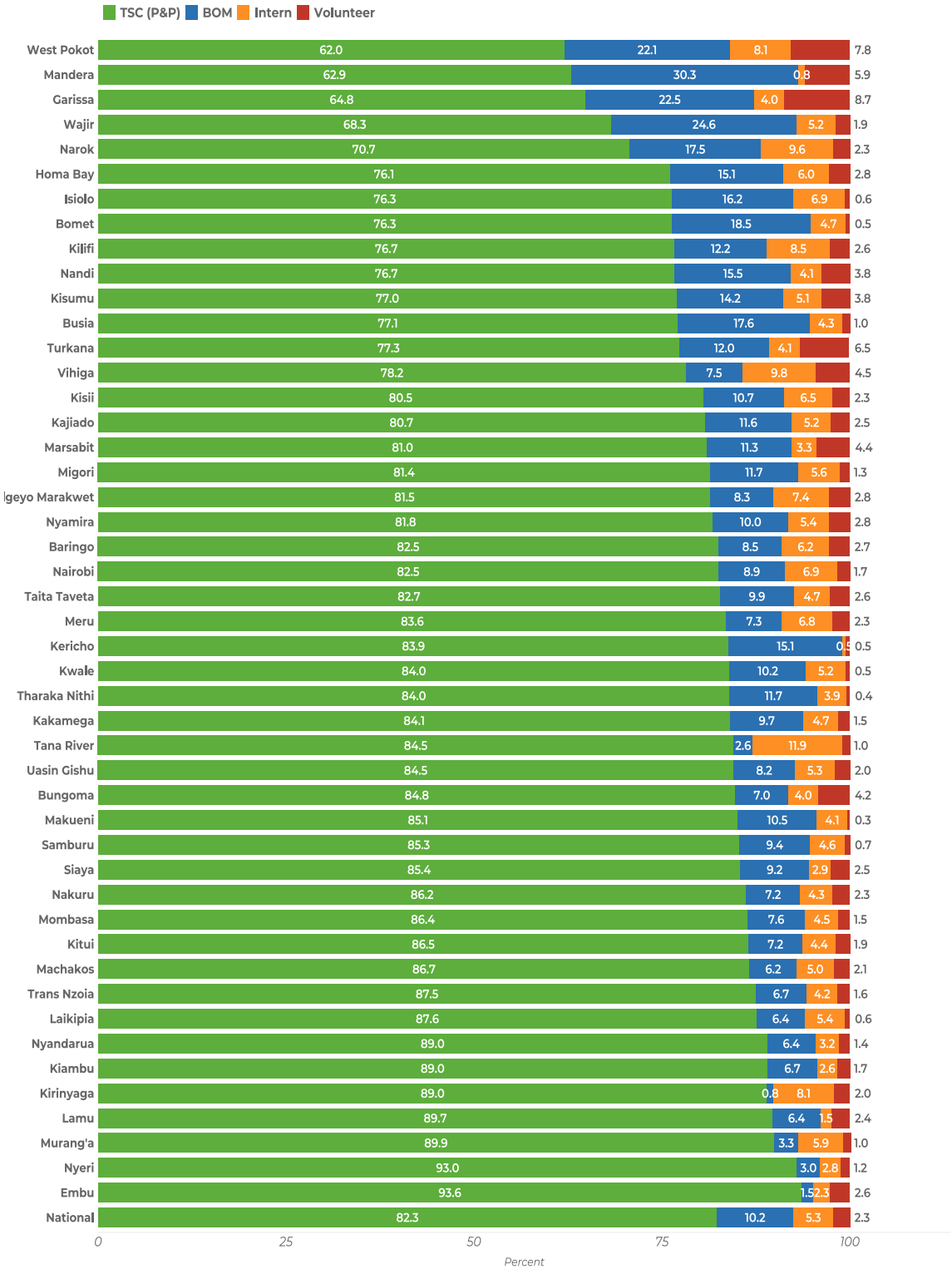


**Figure 35: The burden of hiring BOM teachers, is unevenly borne by counties**

- 8 in 10 teachers in public schools are employed by the Teachers Service Commission (TSC) on permanent and pensionable (P&P) terms.
- 5 in 100 teachers in public schools are employed by the TSC on internship terms.
- 1 in 10 teachers in public schools are employed by Boards of Management (BOM) on temporary terms.

- **Embu County** has the highest share of P&P teachers, with **94 in 100** teachers on P&P terms.
- West Pokot County has the lowest share, with 62 in 100 teachers on P&P terms. West Pokot County has the highest percentage of temporary teachers constituting 28 in 100 of the County's teachers.
- **Embu County** has the lowest proportion of temporary teachers, with **6 in 100 teachers** on temporary terms.
- In **Mandera County**, parents bear the heaviest burden of hiring BOM teachers, who constitute **3 in 10** teachers in the county.
- **Tana River County** has the highest proportion of intern teachers, with **11 in 100 teachers** on internship terms.

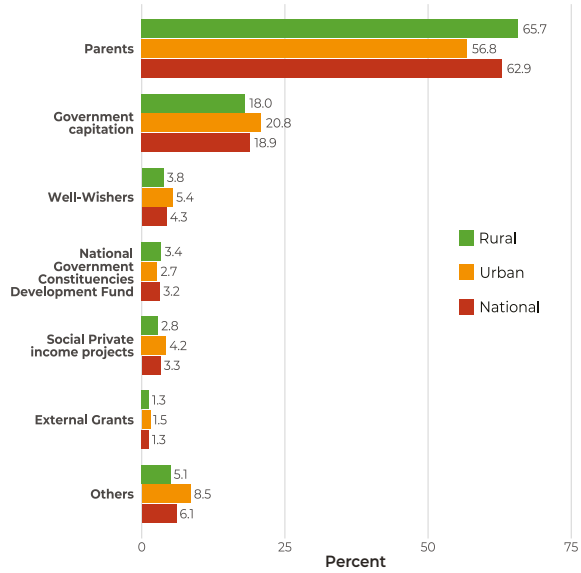


**Figure 36: Sources of funds paid to the BOM teachers in public schools**

- 63 in 100 shillings paid to BOM teachers come from parents.
- 66 in 100 shillings paid to BOM teachers in rural schools come from parents.
- 57 in 100 shillings paid to BOM teachers in urban schools come from parents.
- 19 in 100 shillings paid to BOM teachers come from government capitation.
- 18 in 100 shillings paid to BOM teachers in rural schools come from government capitation.
- 20 in 100 shillings paid to BOM teachers in urban schools come from government capitation.
- 3 in 100 shillings paid to BOM teachers in rural schools come from schools' own income projects.
- 4 in 100 shillings paid to BOM teachers in urban schools come from schools' own income projects.

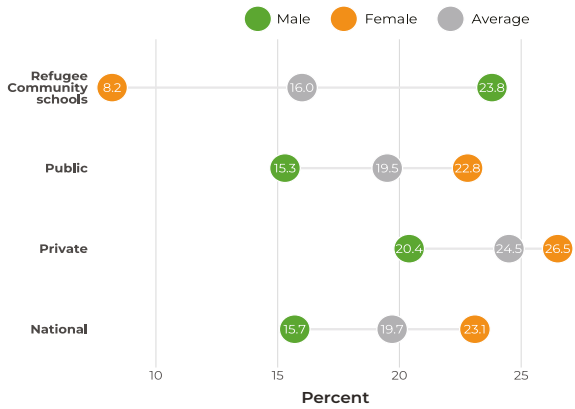


**Figure 37: Teachers' participation in in-service training in the last 2 years by school type and gender**

- 2 in 5 teachers attended in-service training in the past two years.

- There are notable differences in participation rates by both gender and school type (public vs. private vs. refugee community schools).
- Private school teachers are more likely to have attended in-service training than their counterparts in public and refugee community schools.
- Refugee community schools recorded the lowest participation among female teachers, at 8.2 percent, compared to 23.8 percent among male teachers.

## School Health and Safety Matters

Children's learning and well-being are closely linked to school health and safety conditions. Despite established government standards and ongoing efforts by schools to comply, gaps remain. This section assesses compliance levels and highlights areas requiring attention.

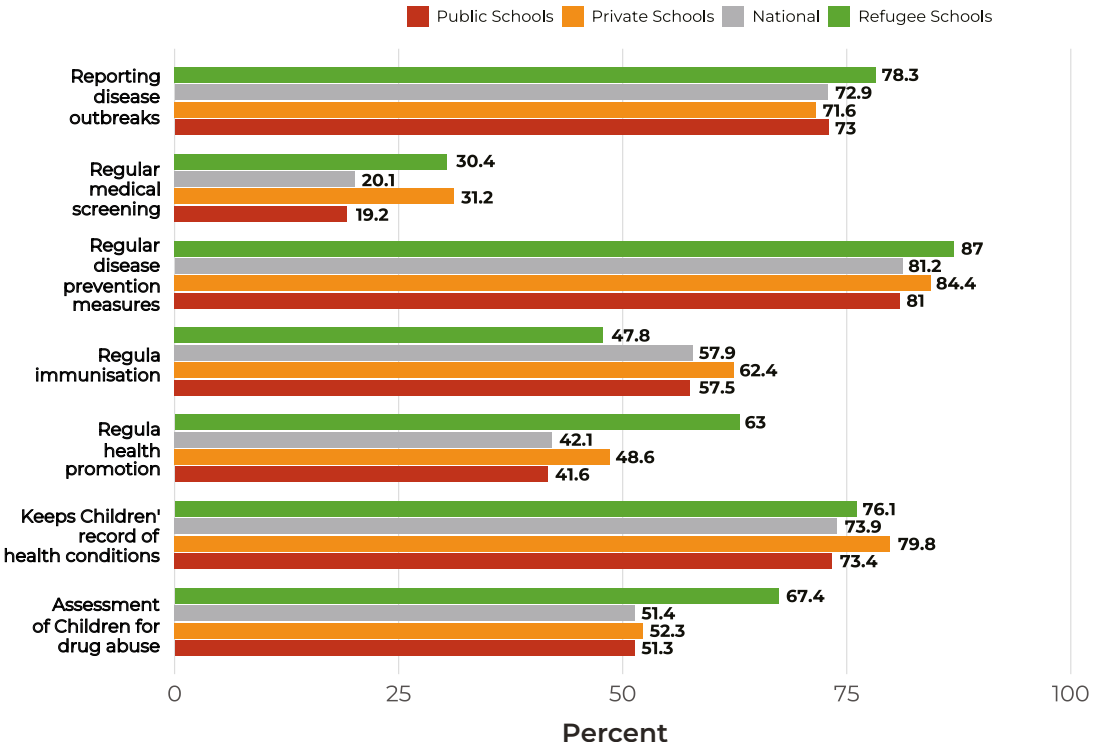


**Figure 38: Different schools perform differently in conducting regular medical checks**

- Private schools generally perform better than public schools in medical checks and health promotion activities, except in screening learners for drug abuse.
- Refugee community schools perform better than both private schools and the national average across most health-related activities, except for immunisation.
- On average, 22 percent of primary schools conduct regular medical screenings:
  - 1 in 5 public schools do so regularly.
  - 3 in 10 private schools do so regularly.
- The most consistently implemented activity across schools is promotion of disease prevention measures, with more than 8 in 10 schools undertaking it regularly.
- 3 in 10 schools do not regularly report disease outbreaks, with a higher proportion of private schools failing to report compared to public schools.

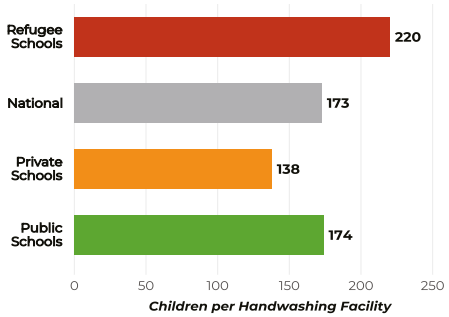


**Figure 39: Learners using one handwashing facility across school types**

- Nationally, 173 learners use one handwashing point.
- Private schools have generally fewer learners sharing a handwashing point than both public and refugee community schools.
- 138 learners use one handwashing point in private schools.
- 174 learners use one handwashing point in public schools.
- 220 learners use one handwashing point in refugee community schools.

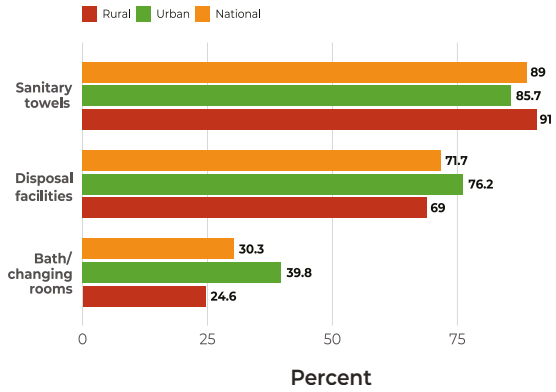


**Figure 40: Percentage of schools providing menstrual hygiene services by location**

- 9 in 10 primary schools provide girls with sanitary towels.
- 9 in 10 rural primary schools provide girls with sanitary towels.
- 7 in 10 rural and 8 in 10 urban primary schools provide girls with sanitary towels disposal facilities.
- Only 2 in 10 rural and 4 in 10 urban primary schools provide girls with bath/ changing room facilities.

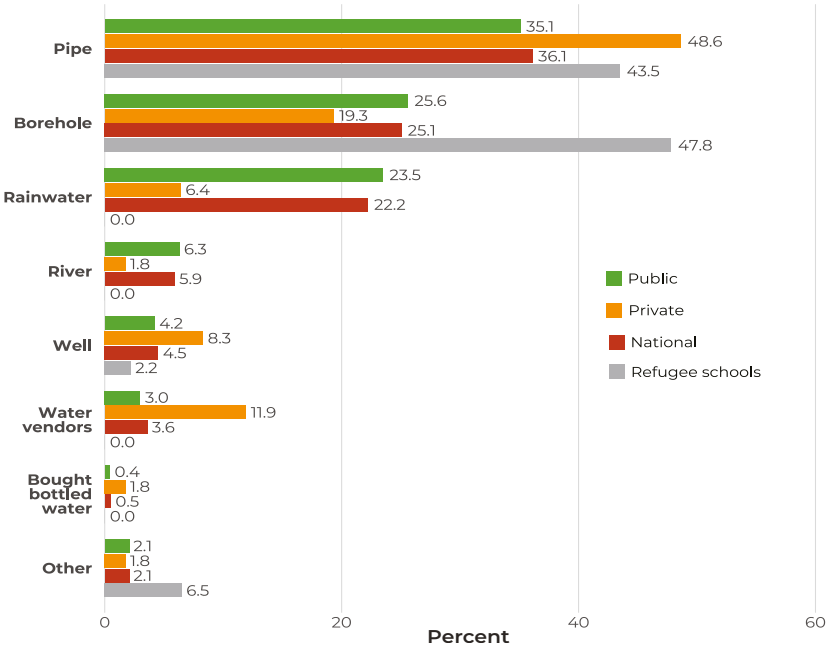


**Figure 41: Reported main sources of drinking water across school types & locations**

- 36 in 100 schools have access to clean drinking water from the local water services body (piped).
- 1 in 4 schools have access to relatively clean drinking water from boreholes.
- 1 in 5 schools relies on rain water, while 4 in 100 rely on water vendors and wells.
- More private schools receive piped water than public and refugee community schools.
- More private schools rely on water vendors than public and refugee community schools.
- Most refugee community schools rely on boreholes for their drinking water.

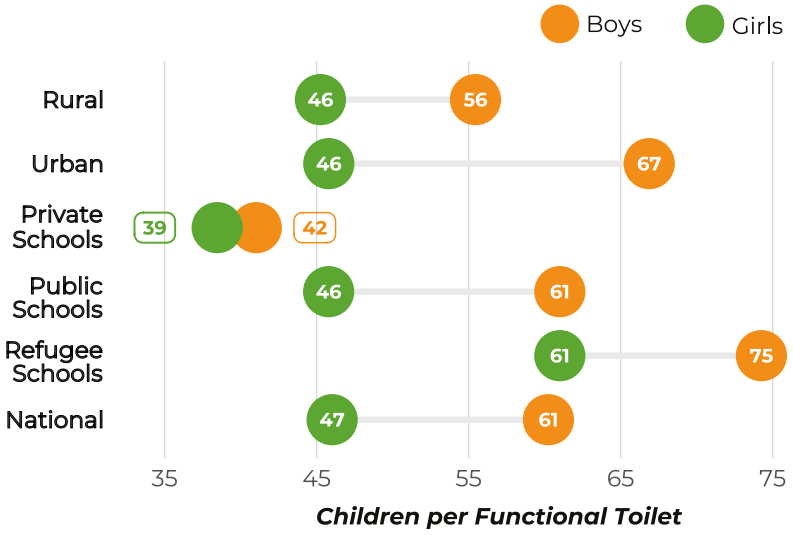


**Figure 42: Number of learners using one toilet by gender, school type and location**

- Nationally, 61 boys and 47 girls share one toilet.
- In rural schools, 56 boys share one toilet, compared to 67 boys in urban schools.
- For girls, the ratio is 46 per toilet in both rural and urban schools.
- In public schools, 61 boys share one toilet, compared to 42 boys in private schools.
- For girls, 46 share one toilet in public schools, compared to 39 in private schools.
- In refugee community schools, 75 boys and 61 girls share one toilet.

## ICTs in Schools

Schools are yet to fully leverage ICT in teaching and learning, with hardware installation still limited across the country. The integration of ICT in education has the potential to diversify learning environments, enrich school experiences, expand access to knowledge, and enable teachers to adopt and adapt more effective pedagogical practices that accelerate learning. Since 2013, the government has implemented the Digital Learning Programme, providing digital devices, establishing computer laboratories, and training teachers. With the introduction of competency-based education, ICT has gained renewed importance as both a key learning area and an enabler of modern teaching and learning approaches.

The table below highlights the extent to which these efforts have translated into practice, as well as the gaps that remain

**Table 2: Percentage of schools reporting possession of the following ICT resources by location**

| Resources | Location | | National average |
|---|---|---|---|
| | Rural | Urban | |
| TVs | 17.5 | 34.6 | 24.2 |
| Radios | 26.7 | 26.2 | 26.5 |
| LCD projector | 68.7 | 61.4 | 65.8 |
| Functional computers | 59.9 | 73.4 | 65.1 |
| Operational computer labs | 13.5 | 39.7 | 23.7 |
| Fuctional telephone lines/dedicated mobile numbers | 16.5 | 33.3 | 23.0 |
| School internet | 35.6 | 63.0 | 46.3 |
| Schools connected to electricity or solar as main source of power | 96.5 | 98.6 | 97.3 |
| Teacher digital devices (eg., software for classroom control) | 23.1 | 28.0 | 25.0 |

- 1 in 5 primary schools have operational computer labs.
- 7 in 10 primary schools have computers for learners' use.
- 1 in 2 primary schools are connected to the internet.

- 97 in 100 primary schools are connected to either electricity or solar as their main source of power.

**Table 3: Percentage of schools reporting possession of the following ICT resources by school type**

| Resources | School type | | National | Refugee schools |
|---|---|---|---|---|
| | Public | Private | | |
| TVs | 20.8 | 41.0 | 24.2 | 37.0 |
| Radios | 25.9 | 29.6 | 26.5 | 17.4 |
| LCD Projector | 72.7 | 31.8 | 65.8 | 47.8 |
| Functional Computers | 62.5 | 78.3 | 65.1 | 80.4 |
| Operational computer labs | 17.8 | 53.2 | 23.7 | 32.6 |
| Fuctional telephone lines/ dedicated mobile numbers | 13.3 | 71.2 | 23.0 | 15.2 |
| School internet | 42.4 | 65.6 | 46.3 | 78.3 |
| Teacher Digital Devices(eg, software for classroom control) | 24.7 | 26.6 | 25.0 | 39.1 |
| Schools connected to electricity or solar as main source of power | 97.3 | 97.6 | 97.3 | 95.7 |

- 1 in 5 public and 1 in 2 private primary schools have computer labs.
- 6 in 10 public and 8 in 10 private primary schools have computers for learners' use.
- 2 in 5 public and 7 in 10 private primary schools are connected to the internet.
- 4 in 10 primary schools have radios.

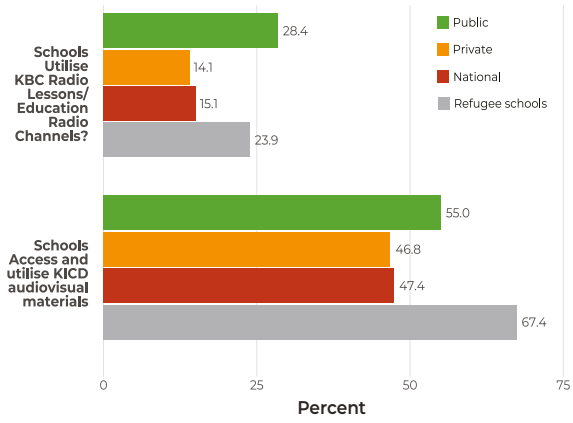


**Figure 43: E-learning/online learning uptake by schools**

- Across all school types, more schools reported using KICD audiovisual materials than KBC radio lessons or other educational radio channels, suggesting stronger adoption of digital and online content over traditional broadcast media.
- Refugee community schools reported the highest use of KICD materials (68 percent), followed by private schools (55 percent), while public schools reported lower usage (about 47 percent).
- The national average (public and private schools combined) stood at approximately 47.4 percent, indicating moderate uptake across the education system.
- In contrast, the use of radio lessons remains relatively low across all school types, ranging from 14 percent in public schools to 28 percent in private schools.

## Lesson Observation

This section examines how teachers' and learners' time is allocated across instructional activities in Mathematics and English for Grades 3 and 6, disaggregated by school type and location. The findings reveal important grade-level shifts and disparities across school types in the use of instructional time.

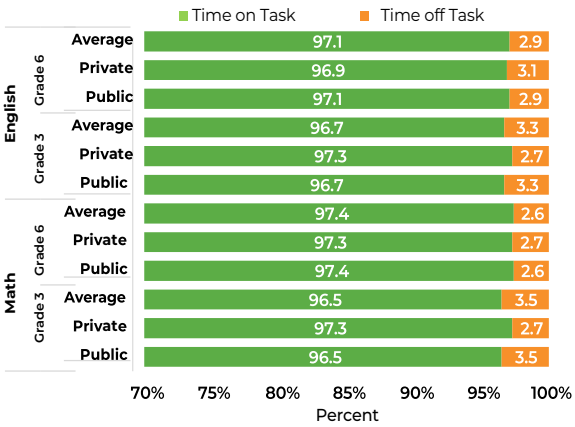


**Figure 44: Public-school teachers spend more time on task during Grade 6 lessons than Grade 3 lessons**

- For both subjects, the average time spent off-task exceeds 3 percent in Grade 3 lessons, but falls below 3 percent in Grade 6 lessons.

- In private schools, teachers spend more time on task during Grade 3 English lessons than in Grade 6 English lessons.
- In public schools, teachers spend more time on task during Grade 6 lessons than in Grade 3 lessons across the subjects.

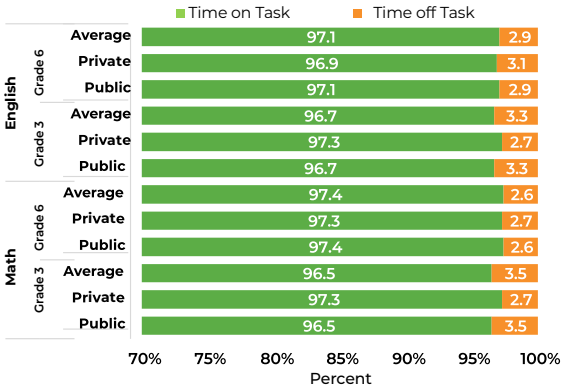


**Figure 45: Teachers spend more time on task in Grade 6 lessons than Grade 3 lessons across locations**

- The average time spent by teachers on task shows consistent variation for both Maths and English in favour of Grade 6 learners across subjects and location.
- For both subjects, the average time on task is above 97 percent for Grade 6 lessons and below 97 percent for Grade 3 lessons.
- Urban school teachers spent slightly more time on task during Grade 3 English lessons than their rural counterparts.
- For Grade 6 English lessons the amount of time on task is the same for rural and urban school teachers.
- Teachers recorded highest time on task during Grade 6 maths lessons.

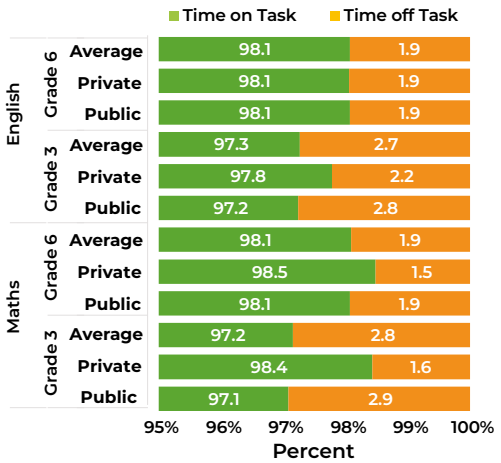


**Figure 46: Grade 6 learners spend more time on task than Grade 3 learners across school types and subjects**

- Across both subjects and school types, learners spent more time on task than their teachers.
- Private school learners on average, spent more time on task than their public school counterparts during all the observed lessons except for Grade 6 English.
- On average Grade 6 learners spent more time on task than their Grade 3 counterparts.

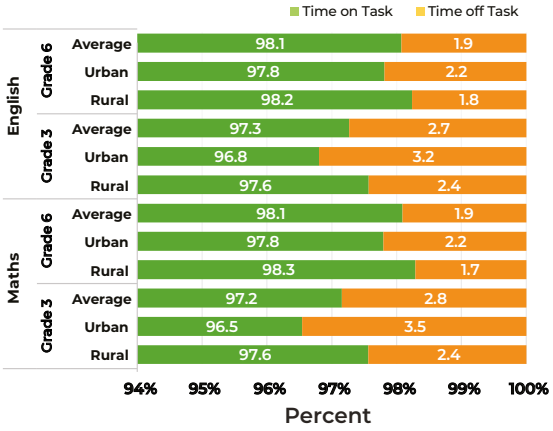


**Figure 47: Percentage distribution of learners' time on task by location and Grade**

- Across subjects (Maths and English), Grade 6 learners spent more time on task than their Grade 3 counterparts.
- Rural school learners spent more time on task across English and Maths lessons and across grades than their urban counterparts.

## Learning Outcomes

This section highlights findings of the learning assessment of children aged 10 years regardless of their schooling status, and of those enrolled in Grades 3, 4, and 6. Distinction is made between girls and boys, those who are out of school and those attending public and private schools, among other criteria.

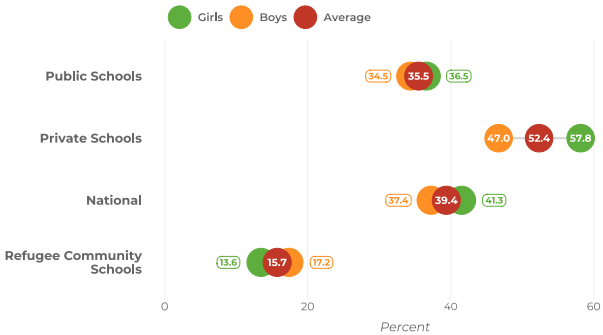


**Figure 48: Private-school Grade 3 learners outperform public-school peers in literacy proficiency across genders**

- 2 in 5 Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 private-school Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- 2 in 5 public-school Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 5 refugee community-school Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- Generally, Grade 3 girls outperform male peers in reading for comprehension, a Grade 3 appropriate English story except for those attending a refugee community school where boys outperform girls.

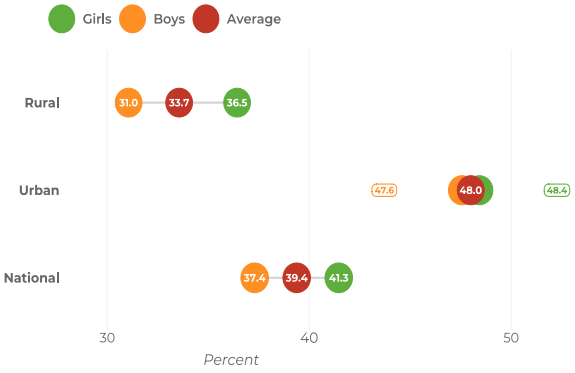


**Figure 49: Urban-school Grade 3 learners outperform rural-school peers in literacy proficiency across genders**

- 2 in 5 Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 urban Grade 3 learners can read and comprehend a Grade 3 appropriate English story.

- 3 in 10 rural Grade 3 learners can read and comprehend a Grade 3 appropriate English story.
- Grade 3 girls generally outperform male peers in reading for comprehension a Grade 3 appropriate English story.

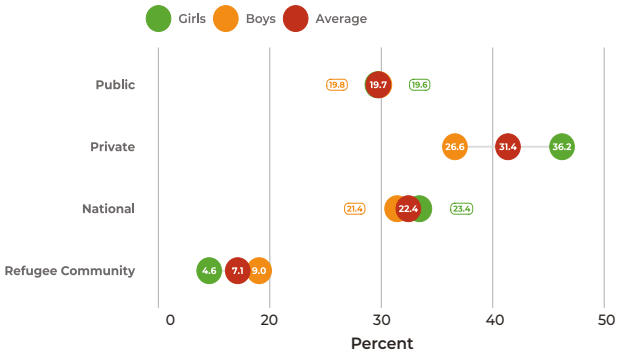


**Figure 50: Private-school Grade 3 learners outperform public-school peers in numeracy proficiency across genders**

- 1 in 5 Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- 3 in 10 private-school Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- 1 in 5 public-school Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- 7 in 100 refugee community-school Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- Private-school Grade 3 girls outperform their male counterparts in solving a Grade 3 appropriate numeracy problem.
- Public-school and refugee community-school Grade 3 boys in outperform female peers in solving a Grade 3 appropriate numeracy problem.

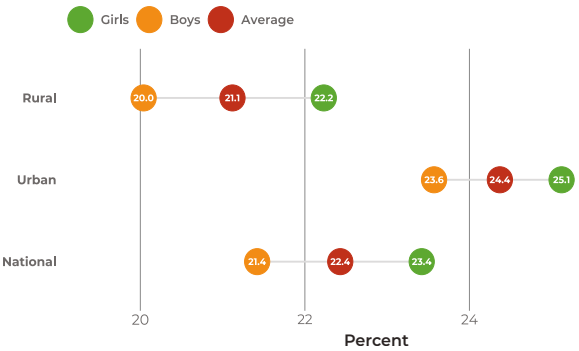


**Figure 51: Urban-school Grade 3 learners outperform rural-school peers in numeracy proficiency across genders**

- 1 in 5 Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- 1 in 4 urban Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- 1 in 5 rural Grade 3 learners can solve a Grade 3 appropriate numeracy problem.
- Grade 3 girls marginally outperform male peers in solving a Grade 3 appropriate numeracy problem.

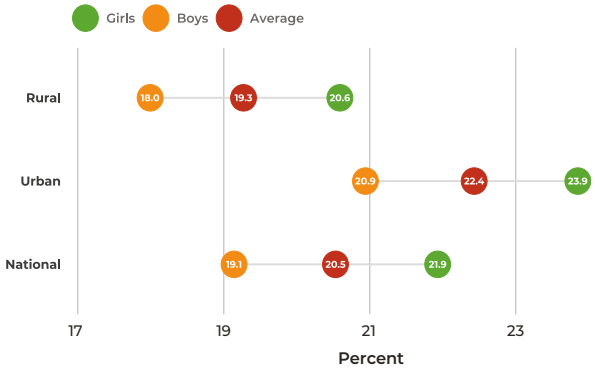


**Figure 52: Percentage of foundational literacy and numeracy proficient Grade 3 learners by gender and location**

- 21 in 100 Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 22 in 100 urban Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 19 in 100 rural Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- Grade 3 girls generally outperform male peers in reading for comprehension, a Grade 3 appropriate English story and solving a Grade 3 appropriate numeracy problem.

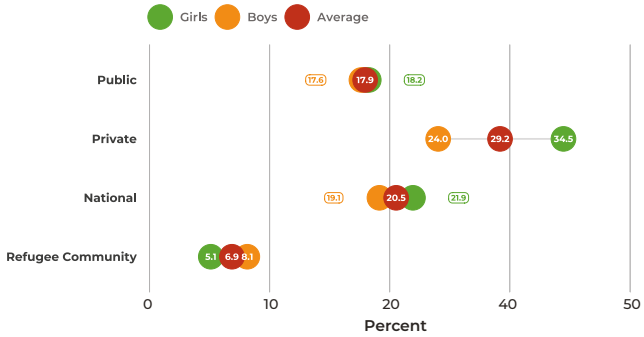


**Figure 53: Private-school Grade 3 learners outperform public-school peers in both literacy and numeracy proficiency across genders**

- 1 in 5 Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 3 in 10 private-school Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 1 in 5 public-school Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 7 in 100 refugee community-school Grade 3 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- Grade 3 girls generally outperform their male counterparts in reading for comprehension, a Grade 3 appropriate English story and solving a Grade 3 appropriate numeracy problem.

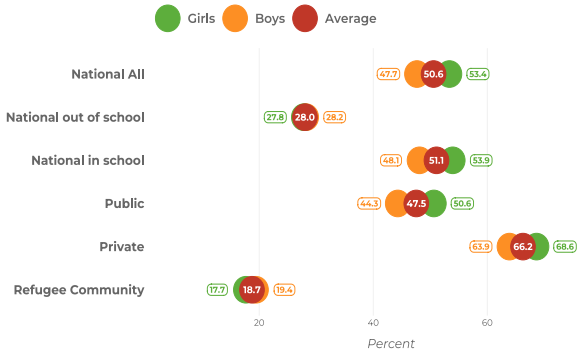


**Figure 54: Out-of-school children aged 10 years outperform refugee community-school peers in literacy proficiency across genders**

- 1 in 2 children aged 10 years can read and comprehend a Grade 3 appropriate English story.

- 3 in 10 out-of-school children aged 10 years can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 in-school children aged 10 years can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 children aged 10 years attending public school can read and comprehend a Grade 3 appropriate English story.
- 3 in 5 children aged 10 years attending private school can read and comprehend a Grade 3 appropriate English story.
- 1 in 5 children aged 10 years attending refugee community school can read and comprehend a Grade 3 appropriate English story.

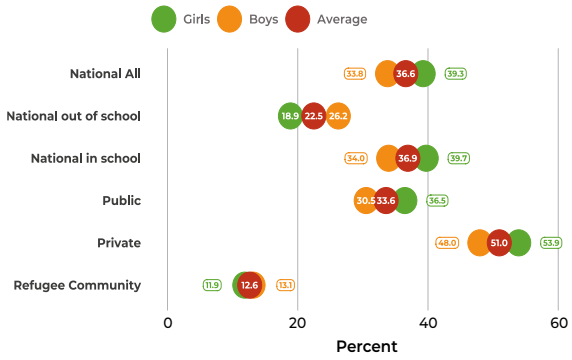


**Figure 55: Out-of-school children aged 10 years outperform refugee community-school peers in numeracy proficiency across genders**

- 2 in 5 children aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 1 in 5 out-of-school children aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 2 in 5 in-school children aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 3 in 10 public-school learners aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 1 in 2 private-school learners aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 1 in 10 refugee community-school learners aged 10 years can solve a Grade 3 appropriate numeracy problem.

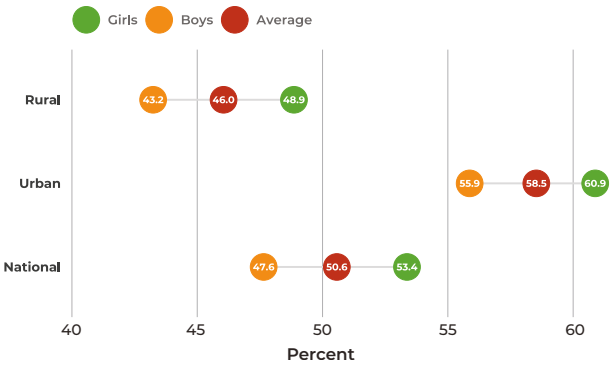


**Figure 56: Urban-children aged 10 years outperform rural peers in literacy proficiency across genders**

- 1 in 2 children aged 10 years can read and comprehend a Grade 3 appropriate English story.
- 3 in 5 urban children aged 10 years can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 rural children aged 10 years can read and comprehend a Grade 3 appropriate English story.

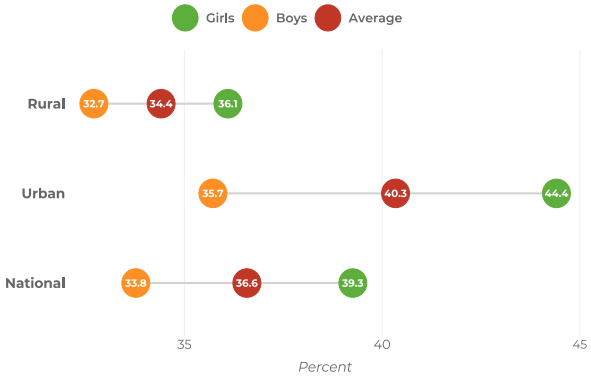


**Figure 57: Urban-children aged 10 years outperform rural peers in literacy proficiency across genders**

- 2 in 5 children aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 2 in 5 urban children aged 10 years can solve a Grade 3 appropriate numeracy problem.
- 3 in 10 rural children aged 10 years can solve a Grade 3 appropriate numeracy problem.

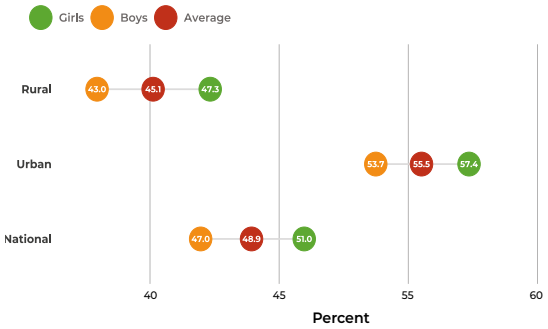


**Figure 58: Urban Grade 4 learners outperform rural peers in literacy proficiency across genders**

- 1 in 2 Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- 3 in 5 urban-Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 rural-Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- Grade 4 girls generally outperform male peers in reading for comprehension a Grade 3 appropriate English story.

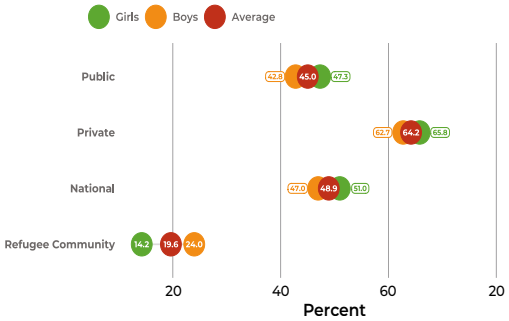


**Figure 59: Private-school Grade 4 learners outperform public-school peers in literacy proficiency across genders**

- 1 in 2 Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- 3 in 5 private-school Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 2 public-school Grade 4 learners can read and comprehend a Grade 3 appropriate English story.
- 1 in 5 refugee community-school Grade 4 learners can read and comprehend a Grade 3 appropriate English story.

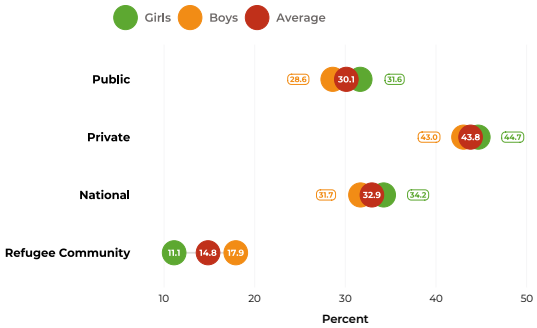


**Figure 60: Private-school Grade 4 learners outperform public-school peers in numeracy proficiency across genders**

- 1 in 3 Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- 2 in 5 private-school Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- 3 in 10 public-school Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- 1 in 5 refugee community-school Grade 4 learners can solve a Grade 3 appropriate numeracy problem.

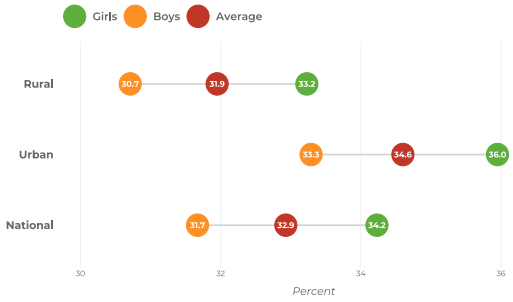


**Figure 61: Urban Grade 4 learners outperform rural peers in numeracy proficiency across genders**

- 33 in 100 Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- 35 in 100 urban Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- 32 in 100 rural Grade 4 learners can solve a Grade 3 appropriate numeracy problem.
- Grade 4 girls generally outperform their male counterparts in solving a Grade 3 appropriate numeracy problem.

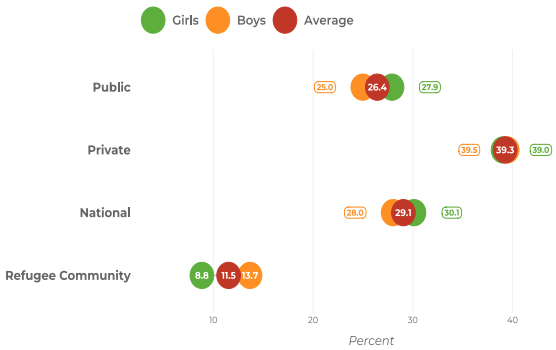


**Figure 62: Private-school Grade 4 learners outperform public-school peers in literacy and numeracy proficiency**

- 29 in 100 Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 39 in 100 private-school Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 26 in 100 public-school Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 12 in 100 refugee community-school Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- Grade 4 girls generally outperform male peers in reading for comprehension a Grade 3 appropriate English story and solving a Grade 3 appropriate numeracy problem, except in the refugee community where the reverse is the case.

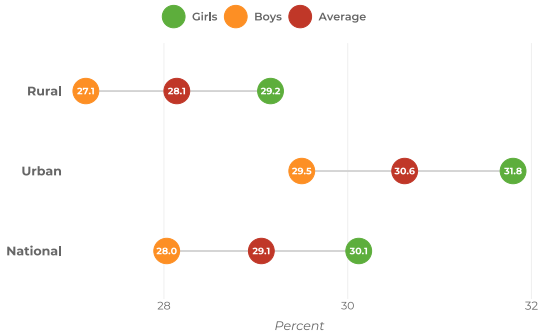


**Figure 63: Urban Grade 4 learners outperform rural peers in literacy and numeracy proficiency**

- 29 in 100 Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 31 in 100 urban Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 28 in 100 rural Grade 4 learners can both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.

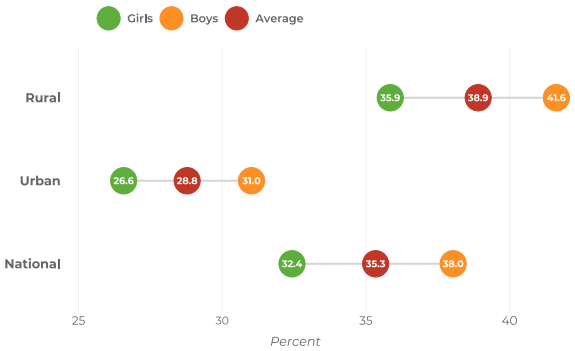


**Figure 64: Rural areas have the most learners completing primary education without attaining foundational literacy proficiency**

- 35 in 100 Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.
- 29 in 100 urban Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.
- 39 in 100 rural Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.

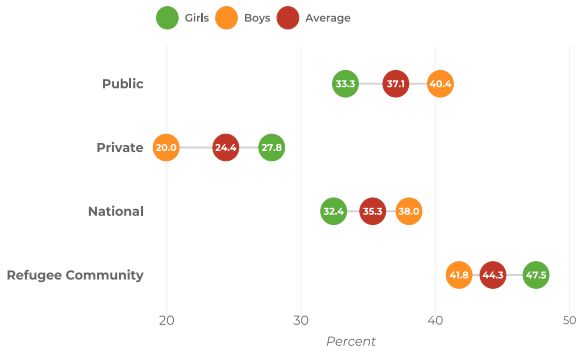


**Figure 65: Private schools have the least Grade 6 learners completing primary education without attaining foundational literacy proficiency**

- 35 in 100 Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.
- 24 in 100 private-school Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.

- 37 in 100 public-school Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.
- 44 in 100 refugee community-school Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story.

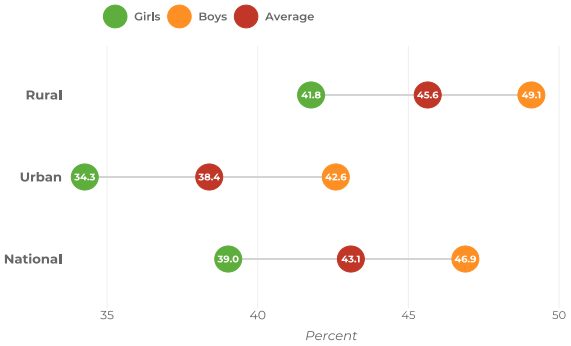


**Figure 66: Rural areas have the most learners completing primary education without attaining foundational numeracy proficiency**

- 43 in 100 Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.
- 38 in 100 urban Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.
- 46 in 100 rural Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.

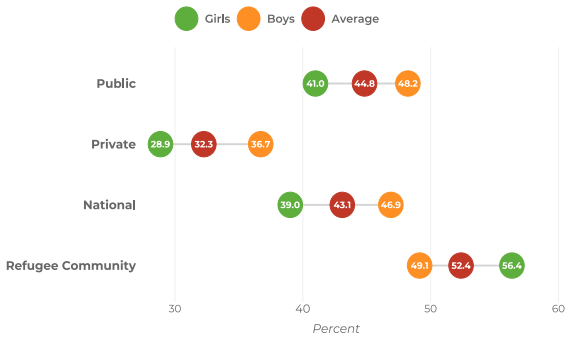


**Figure 67: Most refugee community-school learners complete primary education without attaining foundational numeracy proficiency**

- 43 in 100 Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.
- 32 in 100 private-school Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.
- 45 in 100 public-school Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.
- 52 in 100 refugee community-school Grade 6 learners cannot solve a Grade 3 appropriate numeracy problem.

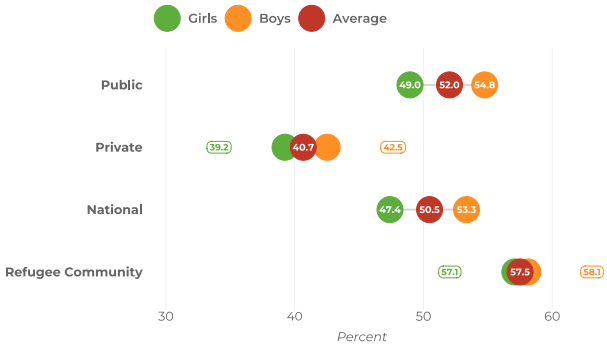


**Figure 68: Private schools have the least learners completing primary education without attaining both foundational literacy and numeracy proficiency**

- 1 in 2 Grade 6 learners cannot read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 2 in 5 Grade 6 learners in a private school cannot read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 1 in 2 Grade 6 learners in a public school cannot read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 3 in 5 Grade 6 learners in a refugee community school cannot both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.

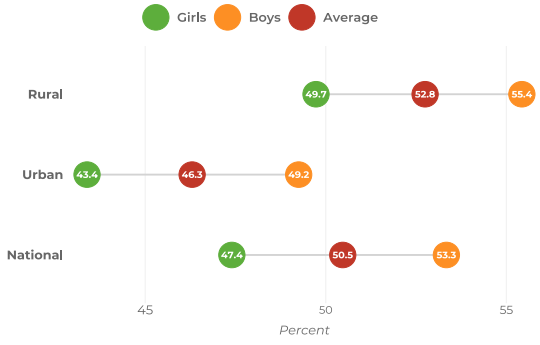


**Figure 69: Most rural learners complete primary education without attaining foundational literacy and numeracy proficiency**

- 51 in 100 Grade 6 learners cannot both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 46 in 100 urban Grade 6 learners cannot both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.
- 53 in 100 rural Grade 6 learners cannot both read and comprehend a Grade 3 appropriate English story and solve a Grade 3 appropriate numeracy problem.

## Inequalities and Drivers of Learning Outcomes

To complement the descriptive analysis of learning outcomes, multivariate logistic regression models were estimated to identify factors independently associated with achieving proficiency in Mathematics, English, and combined proficiency in both subjects. The models control for child characteristics, household factors, and school-related variables. Odds ratios are interpreted relative to the stated reference categories.

**Table 4: Regression results of child-level learning outcomes on household factors**

| | Math | | | | English | | | | Both Math & English | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Odds ratio | P value | [95% conf. | interval] | Odds ratio | P value | [95% conf. | interval] | Odds ratio | P value | [95% conf. | interval] |
| **Child Age** | 1.16 | 0.000 | 1.13 | 1.20 | 1.09 | 0.000 | 1.06 | 1.13 | 1.16 | 0.000 | 1.12 | 1.20 |
| **Child gender (Ref: Boys)** | | | | | | | | | | | | |
| Girls | 1.02 | 0.671 | 0.93 | 1.13 | 1.12 | 0.031 | 1.01 | 1.24 | 1.00 | 0.992 | 0.90 | 1.11 |
| **Child grade (Ref: Early years)** | | | | | | | | | | | | |
| Middle years | 2.25 | 0.000 | 1.96 | 2.59 | 2.71 | 0.000 | 2.38 | 3.09 | 2.31 | 0.000 | 1.99 | 2.68 |
| **Mother presence (Ref: No)** | | | | | | | | | | | | |
| Yes | 0.90 | 0.056 | 0.81 | 1.00 | 1.03 | 0.615 | 0.92 | 1.15 | 0.90 | 0.065 | 0.80 | 1.01 |
| **School type (Ref: Public)** | | | | | | | | | | | | |
| Public | 0.41 | 0.000 | 0.29 | 0.57 | 0.44 | 0.000 | 0.30 | 0.64 | 0.46 | 0.000 | 0.33 | 0.64 |
| refugee | 0.21 | 0.000 | 0.13 | 0.32 | 0.32 | 0.000 | 0.20 | 0.51 | 0.41 | 0.000 | 0.26 | 0.65 |
| Homeschooling | 1.13 | 0.932 | 0.07 | 18.60 | 0.73 | 0.827 | 0.04 | 12.11 | 1.33 | 0.841 | 0.08 | 21.94 |
| **Preprimary attendance (Ref: No)** | | | | | | | | | | | | |
| Yes | 0.99 | 0.918 | 0.78 | 1.25 | 1.22 | 0.080 | 0.98 | 1.52 | 1.10 | 0.439 | 0.86 | 1.41 |
| **Household wealth (Ref: Poor)** | | | | | | | | | | | | |
| Middle | 1.26 | 0.000 | 1.11 | 1.42 | 1.25 | 0.000 | 1.10 | 1.41 | 1.25 | 0.001 | 1.10 | 1.42 |
| Rich | 1.57 | 0.000 | 1.37 | 1.80 | 1.76 | 0.000 | 1.52 | 2.03 | 1.55 | 0.000 | 1.34 | 1.80 |
| **Homework assistance by (Ref: Mother)** | | | | | | | | | | | | |
| Father | 1.04 | 0.690 | 0.85 | 1.28 | 1.20 | 0.104 | 0.96 | 1.49 | 1.15 | 0.206 | 0.93 | 1.43 |
| Both mother & father | 1.17 | 0.098 | 0.97 | 1.41 | 1.08 | 0.438 | 0.89 | 1.32 | 1.14 | 0.190 | 0.94 | 1.39 |
| Other family member | 0.74 | 0.000 | 0.62 | 0.88 | 0.84 | 0.055 | 0.71 | 1.00 | 0.73 | 0.001 | 0.60 | 0.88 |
| None | 0.94 | 0.299 | 0.83 | 1.06 | 1.00 | 0.988 | 0.88 | 1.13 | 0.91 | 0.156 | 0.80 | 1.04 |

| | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Household Head Education level (Ref: Primary and below)** | | | | | | | | | | | | |
| Secondary School | 1.33 | 0.000 | 1.17 | 1.50 | 1.37 | 0.000 | 1.21 | 1.56 | 1.34 | 0.000 | 1.18 | 1.53 |
| Tertiary Education | 1.65 | 0.000 | 1.31 | 2.06 | 1.53 | 0.001 | 1.19 | 1.96 | 1.61 | 0.000 | 1.27 | 2.04 |
| Higher Education | 1.87 | 0.010 | 1.16 | 3.01 | 1.95 | 0.013 | 1.15 | 3.30 | 1.80 | 0.017 | 1.11 | 2.92 |
| **Household Size-Number of children (of age 4–17yrs)** | 0.91 | 0.000 | 0.87 | 0.95 | 0.97 | 0.148 | 0.93 | 1.01 | 0.91 | 0.000 | 0.87 | 0.95 |
| **Main home language (Ref: English)** | | | | | | | | | | | | |
| Kiswahili | 0.68 | 0.038 | 0.47 | 0.98 | 0.78 | 0.210 | 0.53 | 1.15 | 0.67 | 0.036 | 0.45 | 0.97 |
| Mother tongue | 0.84 | 0.354 | 0.58 | 1.21 | 0.85 | 0.423 | 0.58 | 1.26 | 0.86 | 0.419 | 0.59 | 1.25 |
| Other | 0.17 | 0.131 | 0.02 | 1.69 | 0.34 | 0.216 | 0.06 | 1.88 | 0.18 | 0.144 | 0.02 | 1.79 |
| **Teacher Classroom Ratio_ Primary** | 0.91 | 0.043 | 0.82 | 1.00 | 0.91 | 0.037 | 0.83 | 0.99 | 0.91 | 0.051 | 0.82 | 1.00 |
| **School library available (Ref: No)** | | | | | | | | | | | | |
| Yes | 1.18 | 0.005 | 1.05 | 1.32 | 1.18 | 0.007 | 1.05 | 1.33 | 1.17 | 0.012 | 1.03 | 1.32 |

- Table 4 presents the results of logistic regression analysis examining the association between household and school-related factors and children's learning outcomes in Mathematics, English, and proficiency in both subjects. The results show that household socio-economic status, parental education, school type, and refugee status are strongly associated with learning outcomes, while some family structure variables show weaker or mixed effects.
- The odds of having better learning outcomes increased with age. Older children had higher odds of achieving better results, with the odds increasing by 16 percent in numeracy, 9 percent in English and 16 percent in both for each additional year of age.
- Children attending refugee schools had significantly lower odds of achieving proficiency compared to those in public schools. The odds of proficiency were about 79 percent lower in numeracy (OR = 0.21, p<0.001), 68 percent lower in English (OR = 0.32, p<0.001), and 59 percent lower in both subjects (OR = 0.41, p<0.001), highlighting the persistent disadvantage faced by learners in refugee settings.
- Compared to children from poor households, those from rich households had 57 percent

higher odds of proficiency in Mathematics (OR = 1.57, p<0.001), 76 percent higher odds in English (OR = 1.76, p<0.001), and 55 percent higher odds in both subjects (OR = 1.55, p<0.001), indicating that socio-economic status remains a strong determinant of learning outcomes.

- Household composition shows mixed effects. Living with other family members reduced the odds of proficiency, in numeracy (OR = 0.74, p<0.001) and in both subjects (OR = 0.73, p<0.05).
- Education of the household head has a strong positive effect on learning outcomes.

Children whose household head had tertiary education had higher odds of proficiency in numeracy (OR = 1.65, p<0.001), English (OR = 1.53, p<0.05), and both subjects (OR = 1.61, p<0.001) compared to those whose household head had primary education and below.

- Household size is negatively associated with performance. Each additional child aged 4–17 years in the household reduced the odds of proficiency by about 9 percent in numeracy (OR = 0.91, p<0.001) and 9 percent in both subjects (OR = 0.91, p<0.001).
- Children from Kiswahili-speaking households had lower odds of proficiency in Mathematics (OR = 0.68, p<0.05) and in both subjects (OR = 0.67, p=0.05) compared to those speaking English, although the association with English performance was not statistically significant.
- In this study, an increase in the teacher–classroom ratio reduced the chances of good performance by about 9 percent across the two subjects. While, children in schools with a library had higher odds of achieving proficiency in Mathematics (OR = 1.18, p <0.05), English (OR = 1.18, p<0.05), and in both subjects (OR = 1.17, p<0.05) compared to those in schools without a library. This indicates that access to learning resources plays an important role in improving academic performance

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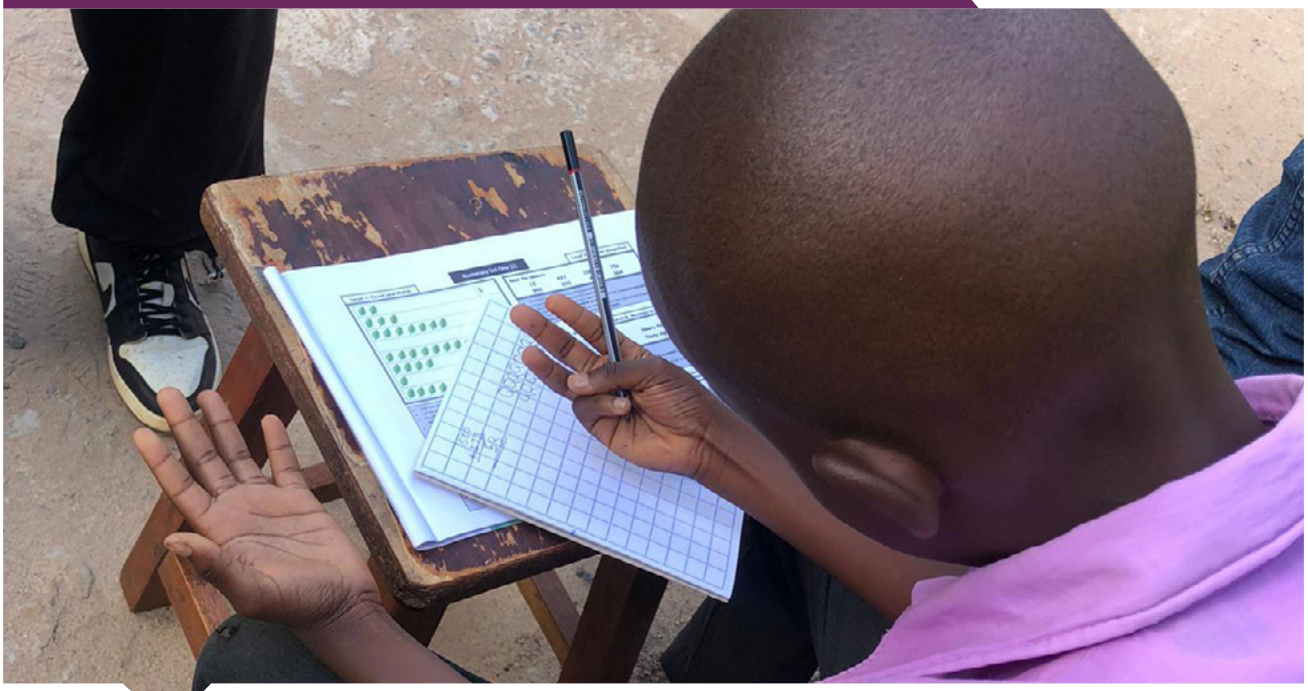
# Appendices



## Appendix 1: Methodology

### Household and Primary School Survey

***Survey Objective***

The 2025 Foundational Literacy and Numeracy Assessment (FLANA) survey has a twofold objective. First, it seeks to determine the extent to which children have acquired foundational literacy and numeracy skills by assessing their ability to read, comprehend, and perform basic mathematical tasks appropriate to their grade level. Second, it aims to generate deeper insights into the underlying factors that shape learning outcomes and contribute to inequities in basic education.

FLANA comprises both household-level and primary school-level surveys.

The household-level survey was designed to assess children's access to education and their foundational learning within the home environment. It examined whether children aged 10–15 years, or those enrolled in Grades 3 to 9 regardless of age, were in school, attending regularly, or out of school. It also directly assessed literacy and numeracy skills at the household level, thereby capturing the learning outcomes of both in-school and out-of-school children. In addition, the survey explored key home-based factors influencing access and learning, including household poverty, parental education, gender of the household head, disability status, and reasons for non-enrolment or dropout. This provides critical insight into inequalities that originate at the household level.

In contrast, the primary school survey focused on the conditions and practices within schools that shape learning outcomes. It collected data on infrastructure, classroom conditions, sanitation, water, safety, and the availability of resources such as libraries and ICT facilities. It also examined teacher-related factors, including staffing levels, qualifications, training, experience, and employment type, alongside school leadership and management practices. Additionally, the survey assessed the provision of health, counselling, and menstrual hygiene services.

Together, these data provide a comprehensive understanding of how home environments, school conditions, and institutional factors interact to influence learning outcomes and drive disparities in educational quality and equity across the country.

### Survey Design

***Enumeration Area Sample***

The 2025 sampling for Usawa Agenda's Foundational Literacy and Numeracy Assessment (FLANA) utilised the list of

Enumeration Areas (EAs) created by the Kenya National Bureau of Statistics for the 2019 Kenya Population and Housing Census as a sampling frame. The Enumeration Areas were developed based on the number of households and could represent a village, part of a village, or a combination of villages. On average, an EA has 100 households. However, the measure of size (MOS) for an EA was set between 50-149 households. The EAs were categorised into rural and urban. The list of EAs underwent cleaning to check for proper coding of units, duplications, and completeness and to remove special EAs containing non-conventional households before being designated as the sampling frame for the survey.

The sample size for the FLANA 2025 was computed at 2,058 Enumeration Areas. Following the 2010 Kenyan Constitution, a total of 47 counties were created and recognised as the highest sub-national administrative areas of Kenya. The survey sample was, therefore, allocated across all 47 counties to produce county-level estimates, resulting in 50 study domains, namely National, Rural, Urban, and the 47 counties.

The sampling frame was stratified, with the counties forming the first level of stratification, then further into rural and urban areas, yielding 92 strata (47 counties and their rural and urban areas, with Nairobi and Mombasa being purely urban). The sample of 2,058 EAs for the survey was allocated to the 92 strata using the square root allocation method. This was done to ensure counties with low population sizes had sufficient sample sizes for county-level estimation of indicators. The sample was then drawn independently from each stratum using the probability proportional to size selection method. Before selection, the frame was implicitly stratified by geographic location to ensure a spread of the sample across the country. In addition to the 2,058 EAs, 250 EAs were drawn as a replacement sample, while 20 EAs in Makueni County were sampled for a pilot exercise. During the main survey, only 2,056 EAs were mapped for the survey.

### *Household Sampling*

Ahead of household sampling, Enumeration Area (EA) mapping was conducted using official EA maps from the Kenya National Bureau of Statistics (KNBS). All households within the correctly identified EAs across the 47 counties were listed through a comprehensive household listing exercise. This process ensured that each household had an equal probability of selection into the survey.

Upon completion of the household listing in each EA, 20 households were randomly selected. The random selection was conducted in the presence of a village elder, given the need for community entry and consent, as the survey involved in-person data collection and direct assessment of children.

In line with standard practices used by national statistical agencies, a **household** was defined as a group of individuals who live together, share meals ("eat from the same pot"), and recognise one head. This definition excludes individuals

who reside elsewhere, as well as domestic workers or temporary visitors, even if they may have eaten or slept in the household. In multi-household dwelling arrangements—such as apartment blocks, polygamous homesteads, or compounds with rental or extended family units—each household was treated as a separate sampling unit.

In total, 44,587 households were listed across the 47 counties, of which 41,156 households were successfully visited and participated in the survey.

### *Sampling of Schools*

The sampling of the primary school followed the household survey. From the household survey, the primary school that served most children from the enumeration area (public or private) was selected. In some cases the schools meeting this criterion, would be located in a neighbouring EA. The schools were selected whether they were located in the EA or not. A total of 1,527 primary schools were surveyed across the 47 counties.

## Classroom Observation Survey

The 2025 FLANA included a classroom observation survey in which Mathematics and English lessons for Grades 3 and 6 were observed in approximately 1,400 primary schools. The observation tools featured a snapshot module capturing the teaching and learning process at three-minute intervals.

The snapshot focused on several key components: teacher focus (whether the teacher was engaging the whole class, an individual learner, or a group, and whether learners were on or off task); instructional content (the specific aspect of the curriculum being taught); teacher actions (what the teacher was doing at the time of observation); and pupil actions (what learners were doing at that moment). The observations also recorded the language of instruction (English, Kiswahili, or other languages) and the use of teaching and learning materials.

Following the lesson observation, assessors conducted an inventory of classroom facilities, including the availability of instructional materials and the condition of the physical infrastructure.

### *Data Preparation*

Once assessments were completed in all the sampled schools, the data was prepared for analysis. All the various assessments were downloaded in CSV format from the SurveyCTO database and exported into Stata, which was used to complete the data preparation procedures. The raw dataset was structured in wide format, with separate columns for each coded action. To facilitate analysis, the dataset was reshaped into long format, with each row representing a snapshot action combination. All uploaded datasets were checked for accuracy and completeness.

A variable 'interval' was generated to order the snapshots by time, marking each row as a time snapshot and linking rows to specific snapshot minutes (intervals). Values for the interval variable were generated as numeric values from 3 to 30. With this, a lesson was denoted by the variable subject, covering a total of 30-minute snapshots. Additionally, a variable 'total actions' was generated to summarise the total number of actions observed within a snapshot.

Cross tabulations and clustering were conducted to scrutinise the number and type of combinations of actions occurring within the same snapshot and to ensure that combined actions made sense before proceeding with pairwise and cluster analysis (analysis of combinations of more than two actions). For recorded individual actions, the frequency of occurrence within the lesson was computed. All combinations of more than two that did not make sense were recoded as missing. In addition, actions paired with non-instructional activity were recoded as missing.

A single dataset was then created from the assessments – classroom observations for both

maths and English, primary data and household survey data – in readiness for data analysis. Statistical adjustments were applied to the data by weighting the dataset.

### *Data analysis*

The dataset was declared as panel data, with the school unique ID serving as the identifier. Descriptive statistics were then conducted. Frequencies were summarised in tables as the average percent of observations for the duration of the lesson (as a proportion of snapshots). Analysis focused on the following categories: teacher focus, instructional content, the teacher's actions, the pupils' actions, and the materials in use. The analyses were disaggregated by school type (public vs. private), grade level, and location (urban vs. rural).

**Teacher Actions:** To measure average teacher time on task, a composite index was developed consisting of the instructional actions 1 - 15 to denote time on task. The index comprised 100 points; therefore, each of these actions contributed equal points. Average teacher time off task was measured using the non-instructional (behaviour management, etc.) actions.

Percentages were calculated in two ways:

**Percentage of responses**- the entire sum in the matrix was taken as the denominator, multiplied by 100.

**Percent of cases**- based on row totals.

Thus, generation of Time on Task (marked activity/total in matrix (24 items/actions) *100) and generation of Time off Task (marked activity/total in matrix (24 items/actions) *100).

**Teacher focus:** Observers marked whether teachers directed their attention to the whole class, small groups, or individual learners. Analysis assessed the distribution (frequencies, percentages) of teacher focus, highlighting whether instructional attention was balanced or concentrated.

**Instructional content:** Analysis examined the prevalence of different content areas, allowing for comparisons across grades and school types. Generated frequencies, percentages for each content.

**Learner actions:** Analysis quantified the proportion of snapshots in which learners were actively engaged versus disengaged. Generated frequencies, percentages for each pupil/learner action.

**Teacher actions:** Analysis quantified the proportion of snapshots in which teachers were actively engaged versus disengaged. Generated frequencies, percentages for each teacher action. The total number of teacher actions observed in each snapshot was computed as the sum of on-task and off-task actions.

Using these counts, the time-on-task proportion was calculated at the snapshot level as the share of on-task actions relative to all observed teacher actions, expressed as a percentage:

Time-on-task proportion = (On-task teacher actions ÷ Total teacher actions) × 100

The time-off-task proportion was calculated in the same manner as the proportion of off-task actions relative to total teacher actions. Snapshots with no recorded teacher actions were excluded to avoid division by zero.

To derive lesson-level measures for analysis, snapshot-level proportions were averaged across all observation points within each lesson. Mean time-on-task and time-off-task proportions were computed for each classroom lesson using a unique lesson identifier. These lesson-level averages reflect the overall distribution of instructional and non-instructional teacher time during the lesson and were subsequently used in regression and descriptive analyses.

**Use of materials**: Analysis examined the frequency and variety of materials used across lessons. Thus, for instance, English/Math snapshots; materials by grade – frequency, percent, cumulative. The denominator is the total cases, and the numerator is the number of materials marked.

## Appendix 2: Selecting Counties, Villages and households

The sample for the 2025 assessment was drawn from the 47 Counties that form sampling frame according to the Kenya National Bureau of Statistics (KNBS). In 2025 assessment, we included 58 Enumeration Areas drawn from Kakuma and Kalobeyei (Turkana County) and Dadaab (Garissa County) refugee camps. The survey further excluded data from 2 Enumeration Areas in Isiolo County due to poor data quality issues.

| | |
|---|---|
| **Sample** | A national sample of Enumeration Areas (EAs), representative at the county was obtained from all counties |
| **Reached & assessed children; surveyed schools** | 81,074 children reached, 49,835 children assessed; and 1,527 schools surveyed |
| **Sampling enumeration areas** | EAs were sampled in all the counties depending on the population and size |
| **Mapping of enumeration areas** | All the sampled EAs in the county mapped using maps obtained from KNBS |
| **Household listing & sampling** | All households in each EA were listed, & 20 households sampled by County Co-ordinators (CCs) & Village Co-ordinators (VCs) with the support of village elders & chiefs |
| **Survey exercise** | Survey exercise conducted by volunteers with support from VCs and village elders |
| **Survey exercise monitoring** | Survey exercise was monitored in all counties |
| **Process recheck** | Process re-check conducted in 10 counties |

## Appendix 3: Testing Tools and Processes

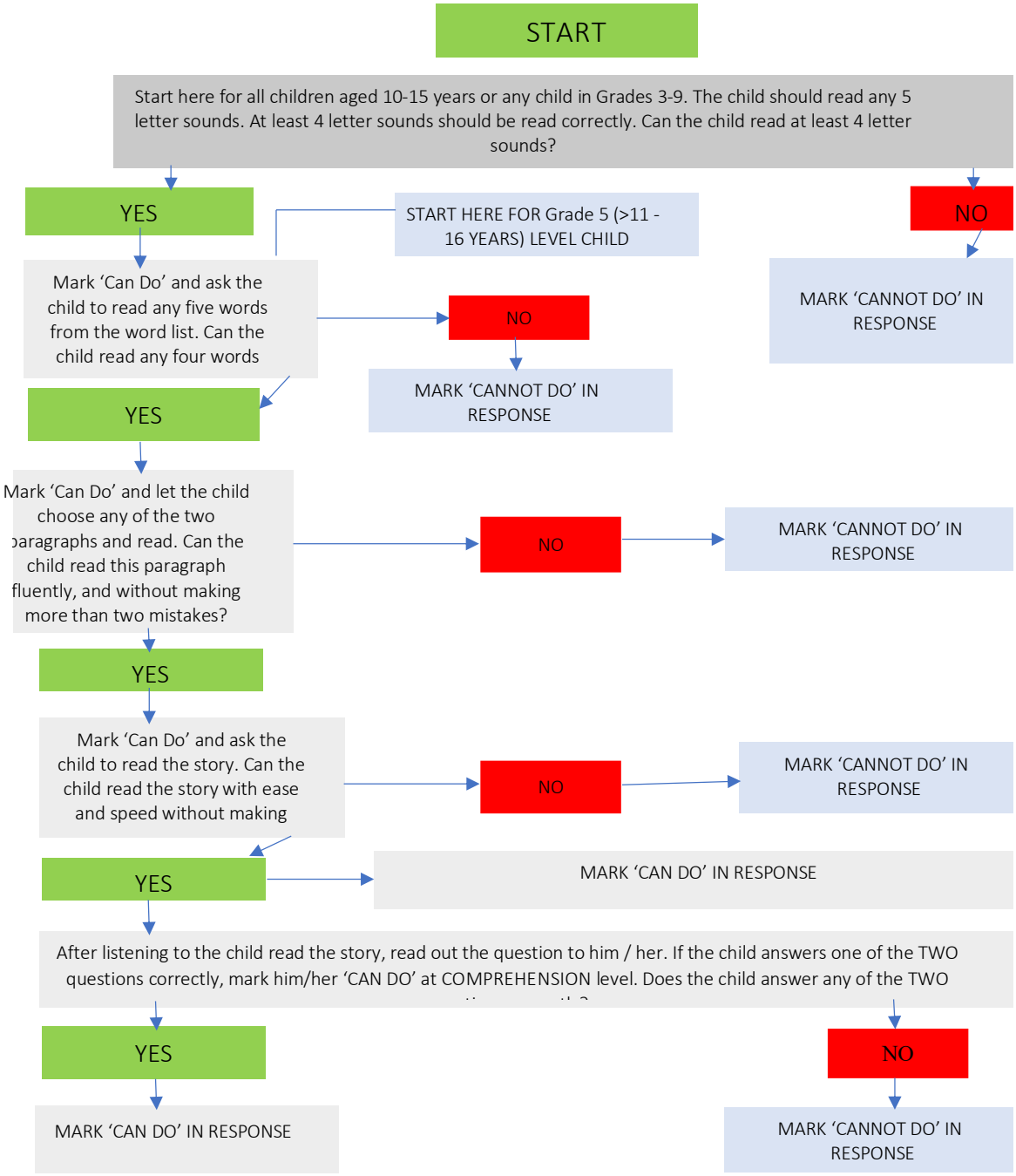
The 2025 test development process was guided by the reviewed Test Development Framework which focused on the Competency Based Curriculum. The tests were designed to measure the competence of children between the age 10–15 years regardless of their schooling status, or in Grades 3 to 9 on ***Foundational Literacy and Numeracy Skills***. The assessment tests were designed in such a way that they place the child at appropriate level of competence.

| | |
|---|---|
| **Stakeholder buy in** | Partnership with Ministry of Education, Kenya<br>National Examinations Council, Kenya Institute of Curriculum Development and practicing teachers |
| **Constitution of Test panels** | The panellist engaged for each of the learning areas – English and Mathematics |
| **Review and adapting the testing framework** | Testing framework reviewed to reflect the Competency-Based Curriculum components |
| **Developing and selecting test samples** | Six samples generated and four samples adopted to be used in the assessment |
| **Pre-tests** | Pre-tests held (urban, semi-arid and agricultural sub-counties) |
| **Reviewing tests** | Tests reviewed after the pre-test |
| **Sub-County-wide pilot** | A pilot of all the assessment tools was conducted |
| **Test validation** | English readability test and Type Token Ratio conducted |

# Appendix 4: Testing Tools and Processes

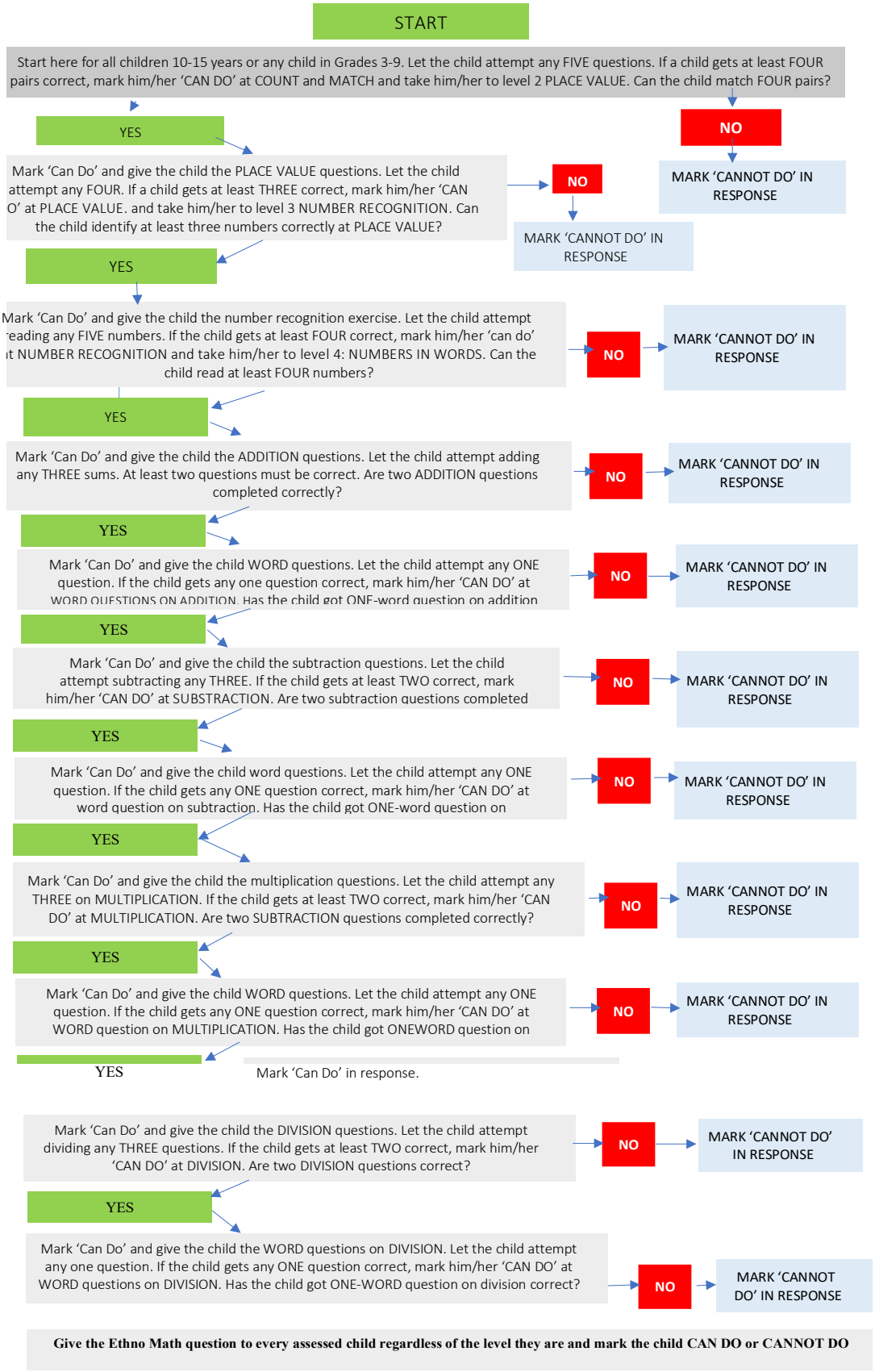
## Assessing English – Reading and Comprehension

English reading was assessed at five different levels using Grade 3 CBC level tests. The levels were syllables, words, paragraph, story and comprehension. Assessing began at syllable level then progressed up to the reading and comprehension levels. A child was graded at the highest level that he/she reached. Four samples of tests were used to allow for variation in households with more than one child qualified to be assessed. Reading for fluency was assessed in the first three levels and reading for comprehension was assessed in the last two levels.



## Assessing Numeracy

The numeracy test for Grade 3 had eight levels namely; Count and Match, Place Value, Number Recognition (10-999), Addition, Subtraction, Multiplication and Division. Testing began at the lowest level and moved upwards to Division and Word Problems. A child was graded at the highest level reached. Ethno Math was administered to all children 10-15 years irrespective of their numeracy level and asked in a language that the child understands.



## Appendix 5: Sampling

The 2025 sampling for Usawa Agenda's Foundational Literacy and Numeracy Assessment utilised the list of Enumeration Areas (EAs) created by the Kenya National Bureau of Statistics for the 2019 Kenya Population and Housing Census enumeration as a sampling frame. Following the promulgation of the Constitution of Kenya in 2010, the counties were recognised as the highest sub-national administrative areas of Kenya. The survey therefore targeted sampled Enumeration Areas (EAs) spread across the 47 counties where one or several villages combined to form an Enumeration Area (EA). The Enumeration Areas were distributed proportionally and arrived at based on the size (area wise) or the number of households which ranged from 50 to 100 in the rural areas, and a maximum of 150 in the urban areas, during the National Census mapping.

The sample size for the 2025 Foundational Literacy and Numeracy Assessment was computed at 2,000 Enumeration Areas. This was distributed to all the 47 counties to be able to compute county level estimate for each of the counties, resulting in 50 study domains of 47 counties. The EAs exhibited a number of distinct categories namely urban, rural, planned and unplanned areas. The frames were organised by these categories into separate "strata." Each stratum was then sampled as an independent sub-population, out of which individual elements were randomly selected. The sampling also catered for all these categories especially in major cities e.g. Nairobi, Mombasa, Kisumu, etc. The list of EAs sampled underwent cleaning to check for proper coding of units, check for any duplications, and check for completeness and to net out the list of special EAs which contained non-conventional households. Thereafter, the list was designated as a sampling frame for the survey.

The sampling frame was stratified with the counties forming the first level of stratification then into rural and urban areas, yielding 92 strata as follows; 47 counties and their rural and urban, with Nairobi and Mombasa counties being purely urban. The sample of 2,000 EAs for the survey was allocated to the 92 strata using square root allocation method, this was to power counties with low population sizes to have sufficient sample sizes to allow for county level estimation of indicators.

The sample was then drawn independently from each sampling stratum using probability proportional to size selection method. Prior to selection, the frame was further implicitly stratified by geographic location to ensure spread of the sample across the Country. In addition to the 2000 EAs, 250 EAs were drawn as replacement sample while 20 EAs in Makueni County were sampled for pilot exercise.

## **Appendix 6:** Distribution of Enumeration Areas by County and Location

| County | Rural | Urban |
|---|---|---|
| Mombasa | 0 | 45 |
| Kwale | 26 | 16 |
| Kilifi | 24 | 20 |
| Tana River | 22 | 16 |
| Lamu | 27 | 9 |
| Taita/Taveta | 22 | 17 |
| Garissa | 24 | 17 |
| Wajir | 24 | 16 |
| Mandera | 23 | 17 |
| Marsabit | 23 | 16 |
| Isiolo | 18 | 19 |
| Meru | 31 | 15 |
| Tharaka-Nithi | 27 | 13 |
| Embu | 27 | 15 |
| Kitui | 31 | 13 |
| Machakos | 25 | 20 |
| Makueni | 29 | 14 |
| Nyandarua | 28 | 14 |
| Nyeri | 26 | 17 |
| Kirinyaga | 25 | 17 |
| Murang'a | 30 | 15 |
| Kiambu | 20 | 29 |
| Turkana | 26 | 15 |
| West Pokot | 28 | 12 |

| County | Rural | Urban |
|---|---|---|
| Samburu | 24 | 14 |
| Trans Nzoia | 26 | 17 |
| Uasin Gishu | 22 | 23 |
| Elgeyo/Marakwet | 29 | 10 |
| Nandi | 29 | 13 |
| Baringo | 26 | 15 |
| Laikipia | 24 | 17 |
| Nakuru | 23 | 25 |
| Narok | 28 | 15 |
| Kajiado | 20 | 25 |
| Kericho | 28 | 15 |
| Bomet | 31 | 11 |
| Kakamega | 31 | 16 |
| Vihiga | 28 | 13 |
| Bungoma | 30 | 15 |
| Busia | 27 | 15 |
| Siaya | 30 | 13 |
| Kisumu | 23 | 21 |
| Homa Bay | 30 | 14 |
| Migori | 27 | 16 |
| Kisii | 29 | 16 |
| Nyamira | 28 | 13 |
| Nairobi City | 0 | 52 |
| **National** | **1179** | **821** |

## Appendix 7: Partners who led the assessment exercise across the country

| County | Partner(s) |
|---|---|
| Mombasa | Tubonge Youth Initiative Ccommunity Based Organisation |
| Kwale | Kwale Youth and Governance Consortium |
| Kilifi | Wezesha Jamii Community Based Organisation |
| Tana River | Delta Voices Youth Group |
| Lamu | Muslim Women Advancement of Right and Protection |
| Taita/Taveta | Taveta Children Assistant |
| Garissa | Women Education and Health for Development |
| Wajir | Jalalaqa Self Help Group |
| Mandera | Humanitarian International Voluntary Association |
| Marsabit | Pastoralist Education Smart Adaptation Programme |
| | Pastoralist Action for Development |
| Isiolo | Girl Concern Community Based Organisation |
| Meru | Meru Peace Initiative |
| Tharaka-Nithi | Chuka Youth Information Centre |
| Embu | Partners in Art & Contemporary Development |
| Kitui | Kitui Network for Sustainable Development |
| Machakos | Tuboreshe Pamoja Community Based Organisation |
| Makueni | Makueni Youth Network |
| Nyandarua | Initiative for Cares and Empowerment Support |
| Nyeri | Inspire Children and Youth Organisation |
| Kirinyaga | Sagana Disabled People Self Help Group |
| Murang'a | Go Economic Empowernment Programme |
| Kiambu | Kijabe Environment Volunteers (KENVO) |
| Turkana | Alemun Pastoralists Empowerment Programme |
| | Asegis Community Network |

| County | Partner(s) |
|---|---|
| West Pokot | Yangat Community Development Programme |
| Samburu | Samburu Women Empowerment Integrated Programme |
| Trans Nzoia | Save Africa Community Based Organisation |
| Uasin Gishu | Read and Run Community Based Organisation |
| Elgeyo Marakwet | Logogo Youth Group |
| Nandi | Kapsoogaa Self Help Group |
| Baringo | Central Rift Community Development |
| Laikipia | Pioneer Child Development Programme |
| Nakuru | Central Rift Community Development |
| Narok | Enkishon Sidai Africa |
| Kajiado | Dupoto Emaa Olkejuado Pastoralists Development Organisation |
| Kericho | Rays of Hope Kenya |
| Bomet | Kapletundo Community Organisation |
| Kakamega | Kakamega County Women Empowerment Programme |
| Vihiga | Magharibi Community Based Organisation |
| Bungoma | Forum for Art in Community Development |
| Busia | Butula Neighbours Keeper Education Trust |
| Siaya | Siaya Muungano Network |
| Kisumu | Magunga Footsteps Child Support Group |
| Homa Bay | Victoria Agricultural & Environmental Organisation |
| Migori | Komotobo Mission Station |
| Kisii | Vines Kenya |
| Nyamira | Vines Kenya |
| Nairobi City | Sifa Children Welfare Association |
| | Youth Initiative Kenya |
| | Vision Empowerment Trust |

# Notes

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