

This brief¹ is part of the *AGEE country spotlight series*¹ that demonstrates how the AGEE Framework can be applied to explore gender equality in and through education using cross-national indicators collected in global data sets. The indicators were chosen based on specific criteria and agreed on through a participatory peer review process, though they remain open to revision as more data becomes available. The graphs in this brief are presented as a starting point or springboard for discussion, deepening insight on what data are available and missing, providing nuances, and supporting advocacy. Please see the **Technical Guide** for more information on indicator criteria, the review process, and how the AGEE graphs were generated.

How to Read the Graphs

We are presenting the data through 'radar' graphs. Radar graphs give an overall visual sense of how well a country scores across a range of indicators at once. Notably, a vital principle of the AGEE Project is to provide a more complete picture than is conventionally available through gender parity indicators. The Framework assembles data across a range of variables. The graphs show gender equality and inequality in and through education is complex and needs a wide informational base. Each point in the coloured circle (also accompanied by a line from the centre) represents a different indicator in the domain in question. For example, for the 'Resources' domain, the radar graphs have a maximum of six points (gender finance, single-sex toilets in primary and secondary school, and gender balance of teachers at primary, secondary and tertiary levels). The further away from the centre a point is, the higher the gender equality score on that indicator. The overall shape gives a sense of how well the country scores in that domain overall. A wide even circle suggests a country scores well in all the indicators, while a small circle means low scores on all the indicators. An uneven shape means that some scores are relatively high and others low.

Kenya Background and Education Policy Context

Kenya is in eastern Africa, with a population of 54 million by 2022, and it is ethnically diverse with over 70 ethnic groups. The Government is decentralized with 47 counties. In 2018, Kenya had highest number of people living below the defined national poverty line. [About 40%](#) of the population was deprived, according to the multidimensional poverty index, which considers how poverty crosscuts various aspects, including health and education. According to the [latest World Bank data](#), GNI for Kenya per capita (local currency unit) was 268,204 in 2022.

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The Government has made commitments to gender equality. For example, the constitution provides for the two-thirds gender rule, stipulating that no more than two-thirds of the members of public elective or appointive bodies shall be of the same gender in all appointments to public offices. There is a National Gender Equality Commission constituted in 2011 to address gender disparities and discrimination. Despite these provisions, according to the [global gender gap report](#), Kenya's gender gap index in 2023 was 0.71, implying that women were around 27 per cent less likely to have the same opportunities as men. Regarding gender discrimination in social institutions, the [2021 OECD Social Institutions and Gender Index \(SIGI\)](#) scored Kenya as a medium, indicating a medium level of gender discrimination, with discrimination in the workplace for women representing high levels for this measure. [The 2023-2024 UNDP](#) report revealed the Human Development Index (HDI) for Kenya, a measure of a country's health, education and standard of living was medium level at 0.61. The Gender Development Index that measures gender inequalities in achievement in three basic dimensions of human development, health, education and command over economic resources, was 0.969 in 2022, representing a medium level of human development.

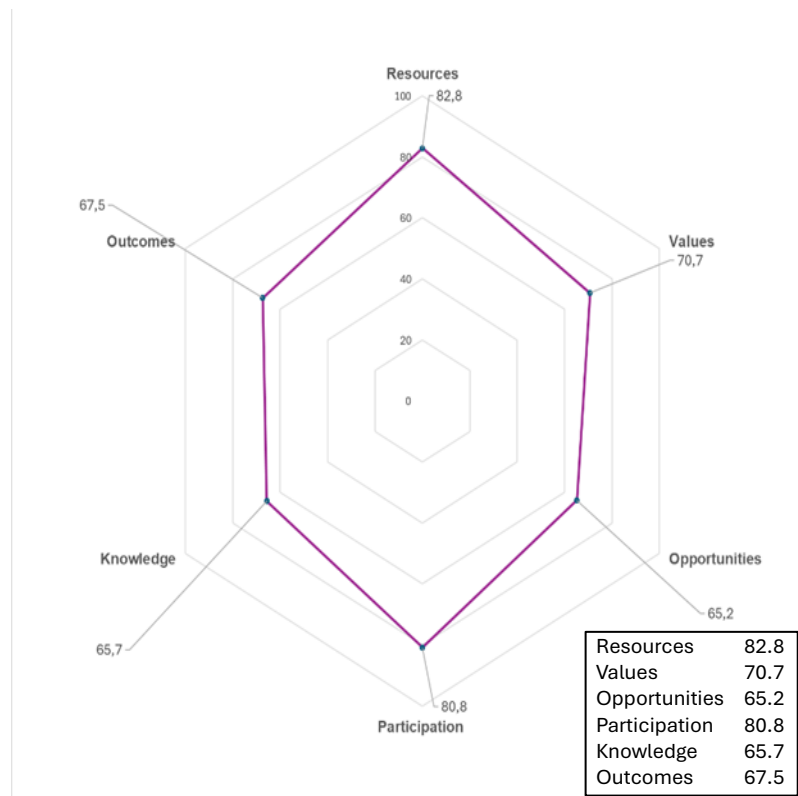
Vision 2030 is the country's blueprint for development and aspires to make Kenya a better society by 2030, with education improvement being a key aspiration by the Government. These aspirations are included in the National Education Sector Plan 2018-2022, which spells out strategies and programmes for the education sector. Kenya invests approximately 5.1% of its GDP in education, which is higher than the global average of 4.3% (World Bank 2023). Before 2017, Kenya's education structure included eight years primary education, four years of secondary education and at least four years of tertiary education. Since 2017, a competence-based education model and structure of education (CBC) was introduced, with two years of pre-primary education and care, six years primary education, six years of secondary and at least three years of tertiary education.

The Government has put in place several interventions to enhance education for all. These include Free Primary Education (FPE) in 2003, Free Day Secondary Education (FDSE) in 2008, and the introduction of Low-Cost Boarding Schools and Mobile Schools in Arid and Semi-Arid Lands (ASALs). There are also school re-entry guidelines for student mothers that were developed in 1994, as well as the 2009 National School Health Policy and Guidelines, which also detail support for pregnant girls. The Education and Training Sector Gender Policy 2015 and the 2020, re-entry guidelines for all students of school going age who exit school for various reasons including pregnancy stipulate support for the marginalized learners. Kenya has also historically supported a Home Grown School Meal Programme in Arid and Semi-Arid areas. In 2020, the government introduced a 100% transition policy to ensure all learners who enroll in

primary school complete secondary school, committing government leaders at the community levels to enforce the policy.

Despite these measures, the off-budget costs of schooling, often borne by the households in form of food, school uniform and other school supplies-related fees, and other structural issues, affect retention, participation and attainment, with many learners existing schools with minimal levels of learning. For example, in 2022, the World Bank reported that only 42% of Class 3 students passed the minimum proficiency threshold for numeracy tests, while 53% passed the minimum proficiency threshold for English tests. The Presidential Working Party on Education Reform (PWPER) was appointed on 30th September 2022, to identify the reforms needed in the education sector and to align education with the ruling party Kenya Kwanza Education Manifesto and Education Charter.

AGEE Domain Graph for Kenya



This radar graph shows the composite values at each of the six AGEE domains associated with gender equality in and through education using data for Kenya. It is intended to give more information than simple gender parity in relation to access, participation and attainment. We see from the graph that Kenya scores high in the Participation Domain of the AGEE framework, with good levels of gender equality in participation in all levels of education. It also has a relatively high score on resources, associated with putting in place Free primary and Free day

secondary education and associated programmes for ensuring education for the marginalized. Kenya

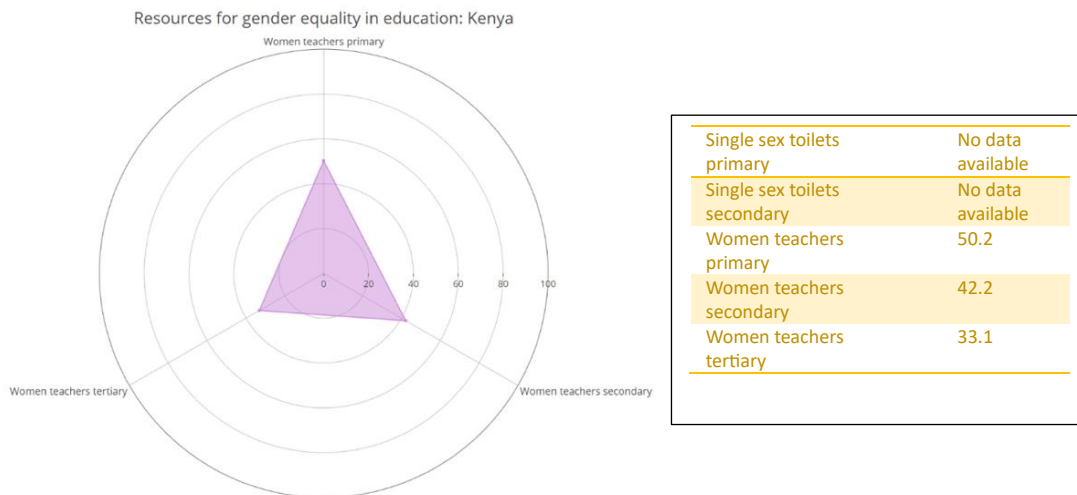
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also scores relatively well in the values domain, which comprises indicators of how policy is understood, put into practice, or contested. Kenya has ratified various international

frameworks like the Convention on the Elimination of Discrimination against Women (CEDAW). The Knowledge, Understanding and Skills domain of the AGEE Framework which comprises indicators on learning areas for girls and boys in relation to the formal school curriculum and some wider areas of understanding, shows some gender inequality in skills and learning, but also implies learning is taking place. The Outcomes domain has a medium-range score.

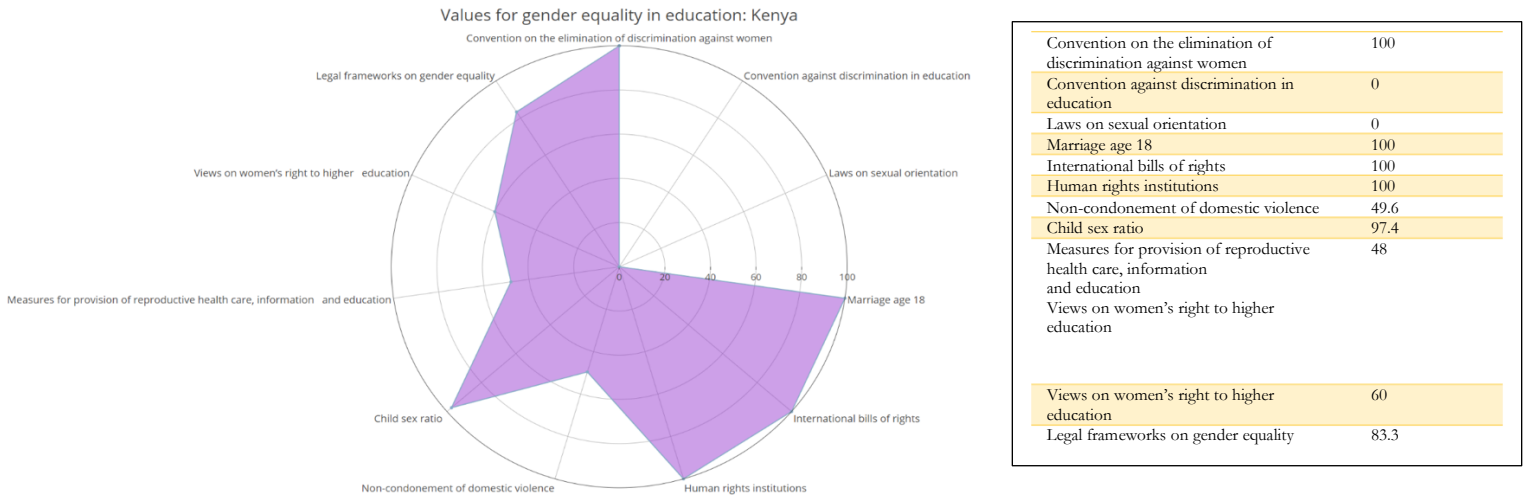
Resources For Gender Equality in Education



Kenya is investing approximately 5.1% of its GDP in education, which is higher than the global average (World Bank, 2020). Kenya also has free primary and free day secondary education policies where the Government provides capitation grants adjusted for the special needs children, but not for poverty or other regional disparities. The Resources domain shows gender inequality in the allocation of resources for education, as shown in the slight disparity in favour of resources invested for women teachers in for primary school education. This is consistent with the Government's current high spending on primary schools compared to secondary schools. The resources at the tertiary level of education are more gender inequitable².

² Although the Kenyan government collects data on gender and school toilets, it is not currently in the same format as that used in the SDG / cross-national data set, so at the moment we are not able to include it here

Values for Gender Equality in Education



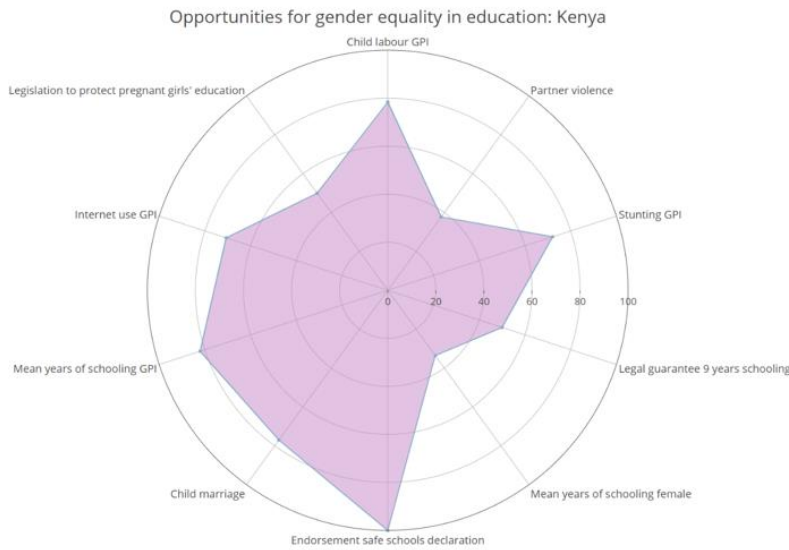
Kenya has made commitments to gender equality by ratifying several international and national human rights and gender equality instruments, including the Convention on the Elimination of Discrimination Against Women. The legal age of marriage is 18, which is higher than the compulsory school age in Kenya. Some legal frameworks are not adequately translated into practice to sufficiently engage and change dominant gender norms. One indicator in this domain looks at the proportion of people who express views that support domestic violence or oppose women's participation in higher education. Kenya has not ratified the Convention against Discrimination in Education and does not have laws that protect people based on their sexual orientation and gender identity. Kenya does not comply with the 2014 African Commission on Human and Peoples' Rights Resolution 275, which condemns violence and other human rights violations against persons based on their imputed or real sexual orientation or gender identity. Kenya's penal code does not criminalize LGBTI identities but criminalizes same-sex sexual conduct, and those in rural areas are exposed to more violence. [Alternative NGO Report](#) relating to the Rights of LGBTI Persons on the 69th Ordinary Session of the African Commission on Human and Peoples' Rights in 2021 indicated that schools continued expelling students seen as engaging in same-sex contact or had to pay teachers for protection.



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Opportunities for Gender Equality in Education



Child labour GPI	78.4
Partner violence	37.8
Stunting GPI	72.1
Legal guarantee 9 years schooling	50
Mean years of schooling female	33.6
Endorsement safe schools declaration	100
Child marriage	77.1
Mean years of schooling, age 25+	82.1
Internet use GPI	70.7
Legislation to protect pregnant girls' education	50

The indicators in the Opportunities domain draw on data that document relationships that can constrain or enable gender equalities in and through education. Kenya has signed the Safe School Declaration, implying a commitment to safe school environments at the national level, and provides for at least nine years of minimum schooling. However, among adult women 25 years old or above, a low proportion of them completed five years of schooling, which may constrain their daughters' opportunities. Continuing education for pregnant schoolgirls is provided for, but this legislation is not protected, and girls continue exiting school when pregnant due to an interaction of complex other challenges. There is gender disparity in child labor in favor of boys, meaning that girls are more likely to be involved in child labor compared to boys.

The health of children is documented in this domain using the indicator of stunting: the prevalence of stunting height for age (% of children under 5, GPI). A lower value of (72.1) shows that girls are more likely to be stunted compared to boys, thereby a likelihood of affecting their opportunities. Stunting is also associated with the age and education of the mother. The value for internet use GPI is 7.70, implying that men are more likely to use internet compared to women. [The 2024 Mobile Gender gap](#) report revealed that while the gender gap in mobile use was only 1% of the total population, there was a relatively high gender gap of 32%, with men being more likely to access internet on their phones than women.

Gender Equality in Participation in Education

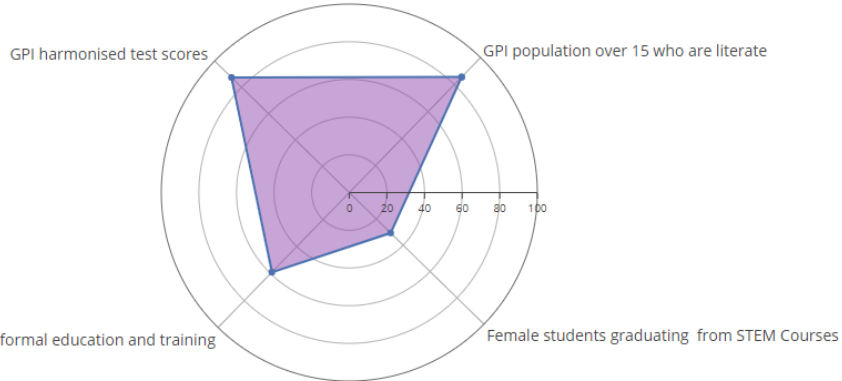


The Participation in Education domain documents gender differences in the capability to participate in education and levels of participation and progression of girls and boys in all phases of education. There is a slight gender disparity in gross enrolment in pre-primary education and early childhood development, meaning more boys were enrolled compared to girls in the latest year for which there is data (2019). There are substantial disparities in GPI gross enrollment at tertiary levels in favour of boys. There is also a slight disparity in GPI repetition lower secondary for all ages (92.5.) The picture in TVET is quite different, with a significant gender disparity in favour of boys (based on data from 2018-2021). In 2022, [the GPI increased to 0.86](#), attributed to the Government's drive to encourage female participation in TVET through the National Development Policy 2019. The GPI completion rate in primary and secondary school favors boys. Unsafe learning environments affects the quality of education for all learners and the value for experience of bullying is (57.9) implying that schools are unsafe for girls compared to boys.

Gender Equality in Knowledge

Gender equality in knowledge: Kenya

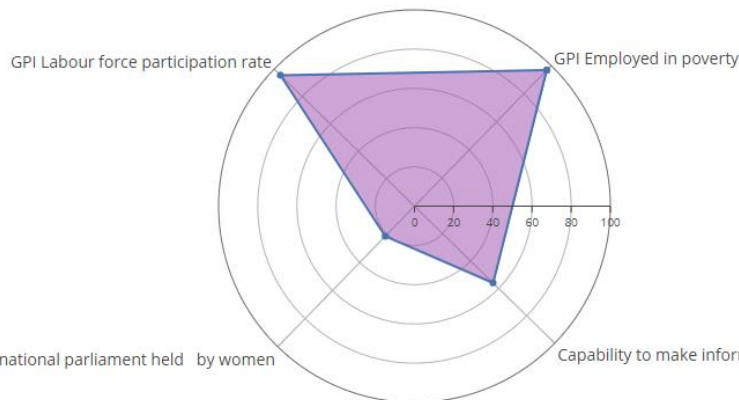
GPI Population over 15 who are literate	85.6
GPI harmonised test scores	87.5
GPI participation rate of youth and adults in formal education and training	59
Female students graduating from STEM courses	30.7



The Knowledge, Understanding and Skills domain considers learning areas and levels for girls and boys in relation to formal instruction and informal formation of attitudes. The graph shows relatively high levels of gender equality with regard to literacy levels (value 85.6) and harmonized test scores (value 87.5) but less so with regard to youth and adults' formal and informal training and education (value 59) and graduation from STEM courses (value 30.7).

Outcomes of Gender Equality in Education

Outcomes of gender equality in Education: Kenya



GPI Employed in poverty	96.8
GPI Labour force participation rate	95.6
Proportion of seats in national parliament held by women	21.4
Capability to make informed choices relating to sexual and reproductive	56

Proportion of seats in national parliament held by women

Capability to make informed choices relating to sexual and reproductive health



The Outcomes domain measures support for girls and women in health, employment, and political participation that might impact gender equality in education. There is near gender parity in income equality between men and women, and also for the GPI of labour force participation rate (95.6), but there are significant disparities in proportion of parliamentary seats held by women, a value of (21.4). We are not including GPI unpaid work as there is currently no comparable data for Kenya, but we hope to use this in future.

Summary

The Kenya data reveals mixed results around gender equality in resources with greater gender parity in primary education and less gender parity in secondary and tertiary education. On values, the results are mixed, with strong national commitments to improving education and promoting gender equality through a number of global and national legal processes but negative norms on university education for women, lack of protection around sexual identity and orientation and norms that condone domestic violence are documented. On opportunities, the results are also mixed. Women have less years of schooling than men and girls are out of school at a higher rate than boys. The inadequacy in the laws on early pregnancy to protect education for girls, child labour and dominant norms around violence on women also impact the educational opportunities of girls and boys. On participation, there is greater gender parity in the number of boys and girls enrolled in pre-primary and primary education but more boys than girls are enrolled in secondary school, TVET and higher education. On Knowledge, the results are low, with low learning levels for girls despite gender parity of test score averages and gender disparity in graduation from STEM courses. On outcomes, while there parity in income equality between men and women and in labour force participation, significant disparities in proportion of parliamentary seats held by women are documented.

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