Project Evaluation Report

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Notes:

Some annexes listed in the contents page of this document have not been included because of challenges with capturing them as an A4 PDF document or because they are documents intended for programme purposes only. If you would like access to any of these annexes, please enquire about their availability by emailing uk_girls_education_challenge@pwc.com.

Girls' Education Challenge

UKaid from the British people

Kenya Equity in Education Project, Phase II

Endline Evaluation – Final Report, Volume I

May 2022

Submitted to the Girls' Education Challenge/UK Government

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Acronyms

ASAL	Arid and semi-arid lands
BoM	Board of Management
DEO	District education officer
EGRA/MA	Early grade reading assessment/math assessment
FCDO	Foreign, Commonwealth & Development Office
FM	Fund Manager
GEC	Girls Education Challenge
GEEAP	Global Education Effectiveness Advisory Panel
GER	Gross enrolment rate
GESI	Gender Equality Social Inclusion
GRP	Gender responsive pedagogy
HHS	Household survey
IO	Intermediate outcome
ISG	In-school girl survey
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KEEP	Kenya Equity in Education Project
NER	Net enrolment rate
NESSP	National Education Sector Strategic Plan
PA	Parents' Association
PCG	primary caregiver
QAO	Quality Assurance Officer
SeGRA/MA	Secondary grade reading assessment/math assessment
SIP	School Improvement Plan
TSC	Teacher Service Commission
TVET	Technical and vocational education and training
WIK	Windle International Kenya
WUSC	World University Service of Canada

Executive Summary

KEEP Phase II is a five-year initiative which began in April 2017 and will be completed in September 2022, for a total cost of approximately £22 million.[1] KEEP II operates in four locations in northern Kenya: Turkana County (host community), Kakuma Refugee Camps, Garissa and Wajir Counties (host community) and Dadaab Refugee Camps. To address key barriers to girls' education, the project intervenes in 84 schools (14 secondary and 70 primary) and their surrounding communities. A cohort of over 20,000 marginalised girls, enrolled in Standard 6 to Form 4 in these schools, have been supported as they progress in their formal education. The vision of KEEP II is to create more positive conditions for learning that will allow this cohort, from Kakuma and Dadaab refugee camps and the surrounding host communities, to stay in school as long as possible, to attain at least functional literacy and numeracy, to be safer and more supported at school and at home, and to make successful transitions at critical life stages.

After external baseline (2018) and midline (2019) assessments, this report constitutes the external endline (and summative) evaluation of the project. The objectives of this endline evaluation are:

- To provide a robust measurement of the project's results against the intended intermediate outcomes and outcomes, in particular learning and transition
- To understand the drivers, enablers and barriers to the learning and successful transition of marginalised girls and specific sub-groups targeted by the project
- To understand the impact of Covid-19, and particularly school closures, on marginalised girls' outcomes
- To draw lessons from the process, design, implementation, successes and failures of the project.

Evaluation Approach & Methodology

The external evaluation of KEEP II applies a **pre/post design**. Key measures at endline are compared with measures taken at midline as well baseline values established before KEEP Phase II began. Since the baseline evaluation of KEEP I (2015), it was determined with the Girls Education Challenge (GEC) that a quasi-experimental design was not appropriate for the refugee context in which the project operates. The KEEP II external evaluation has adopted a **mixed-methods approach**, drawing on qualitative and quantitative data collected at individual, household, school and community levels, in order to evaluate the causal links between KEEP II interventions, measurable results at output and outcome levels, and the multiple contextual factors that influence project performance.

Data sources included people and documents. At endline, data collection consisted of: administering literacy/numeracy tests and a survey questionnaire to girls in six secondary schools (N=432); a survey questionnaire was administered to the primary caregivers of girls receiving cash transfers conditional on their school attendance (N=398); and qualitative data was collected with community and school stakeholders (N=353). Content and descriptive analysis were used to review the content of documents and to identify emerging patterns in qualitative data sets. Descriptive statistics (frequency, chai square, regression) were used to analyse quantitative data from surveys. Triangulation of data sets and sources was used to enhance data validity and reliability.

There were several limitations and challenges to the endline evaluation methodology and process. The timing of and timeline for the evaluation was influenced by GEC's approval of KEEP's no cost extension, requiring the evaluation team to rush evaluation design, planning, and data collection in order to accommodate the Kenya school calendar. The evolving Covid-19 context, with changing restrictions enacted by UNHCR in the refugee camps, required significant adaptations to data collection, including the

[1] In July 2021, KEEP II was granted a six-month, no-cost extension, adjusting its completion date from March 2022 to September 2022.

elimination of the household survey in favour of a remote survey by mobile phone with a smaller and less representative stakeholder group. Remote data collection required more time and effort given mobile access and connectivity challenges with respondents. Finally, qualitative data collection with host community stakeholders, particularly girls, was limited to one sampling point due to communication challenges between KEEP and the community, limiting comparison of host/community perceptions. Despite challenges, the validity and reliability of evaluation data and resulting findings has been ensured with reliance on multiple sources of data and triangulation across data sets.

Evaluation Findings

Evaluation Criteria	Summary of Key Findings
Relevance	KEEP design was closely aligned with and supportive of Kenya's national education sector plans and priorities. KEEP II improved project relevance over time through successive adaptations of its interventions and delivery strategies based on evidence generated. While the project addressed key barriers to education for girls in the most marginalised regions and communities of Kenya, the project defined marginalisation very broadly for the purpose of targeting output delivery. On a project with significant diversity among beneficiary groups, the design and delivery of more targeted and bespoke interventions could have increased relevance, particularly with some aspects of project training and community engagement.
Coherence	The KEEP II results framework demonstrated internal logic although internal project design coherence would have been strengthened had the project's theory of change more systematically articulated the assumptions underlying causal relationships between intermediate, learning and transition outcomes. With regard to external coherence, KEEP significantly improved its efforts to align key interventions with government education service delivery while demonstrating leadership in evidence generation and policy dialogue with the Government of Kenya and other development partners.
Effectiveness	Performance achieved on indicators for intermediate outcome achievement at endline varied. Trained teachers have increased their skills and knowledge in gender-responsive pedagogy but capacity to transfer newly acquired skills to classroom teaching and learning practices varies by individual teacher and school. Attendance rates among the KEEP cohort of girls appear to have generally remained stable over time. Guidance and counselling units are operational in all KEEP schools and a majority of girls report a more supportive environment at school as a result, particularly when there are female teachers present. Providing a combination of inputs to improve material, remedial and moral support for girls at school appears effective in improving their learning environment and overall well-being at school. There is some evidence that cash transfers (at endline) and remedial education (at midline) positively affected learning outcome results for girls, although region and community type remain more significant determinants of education outcome than any combination of project inputs. Learning outcomes for the KEEP cohort of girls progressed considerably between baseline and midline but then regressed to baseline values at endline. For transition outcomes, in-school progression and transition from primary to secondary education increased over time for the KEEP cohort since baseline. The Covid-19 pandemic and related school closures clearly had an impact on girls' learning and contributed to learning outcome loss between midline and endline. Girl learners appear under increased emotional pressure as a result of early pregnancy, marriage and domestic chore burden and schools/teachers are struggling to support them. As a result of economic hardship during Covid-19, the capacity of families to invest in education is limited, while the capacity of teachers and schools to effectively support the learning needs of girls is stretched. The cash transfer during Covid-19 proved the most important input to ensure girls' retention; Covid-19 project support through counselling and learning inputs were effective but were limited to a relatively small number of girls.
Efficiency	Human and financial resource mobilisation was efficient in translating project inputs to outputs in a relatively timely way and in respect of budget projections. The KEEP budget prioritized investment in schools (60% of resources) over learners/families and communities;

Evaluation Criteria	Summary of Key Findings
	this prioritization could have been more appropriately reflected in the project theory of change and results chain logic. Monitoring and evaluation systems were comprehensive with KEEP II and GEC-T proving adept at generating evidence to inform timely decision-making for ongoing project improvement.
Sustainability	Despite a challenging project context, KEEP II has directly influenced national education policy in Kenya and project approaches have been replicated in other refugee settings and by other development actors. The project's focus on training individuals over strengthening institutions and systems presents risks to results sustainability at the school level, particularly in an education context characterized by significant staff turnover, resource inequity and inefficiency in service delivery. While KEEP has contributed to important learning on girls' education in Kenya, the continuation of key project interventions will require ongoing external assistance.
Value for Money	KEEP II has invested in the 'right' kinds of activities to address the needs of all girls in the most marginalised communities of the country. In opting for broader strategies of universal coverage over more targeted initiatives addressing specific beneficiary needs, output delivery was efficient in reaching the largest number of beneficiaries at least cost. However, the cost-*effectiveness* of different project interventions in contributing to improved learning outcomes appears more tenuous and difficult to measure. Based on available evidence, cash transfers and remedial education appear the most cost-effective drivers of value on KEEP while community engagement has provided the least. The value add of the cascade model of training appears to vary by school and requires further assessment as to its cost-effectiveness.

Conclusions

The overall value of investment in KEEP (particularly if considered across both phases since 2014) is positive. As the only project operating in both refugee and host communities, as well as the only initiative dedicated to the promotion of equity and the advancement of girls' education, KEEP has been a catalyst for attitude change at the community and school levels. An investment of this scale over eight years has proved significant in communities where public investment in education is historically low and at a time when resources available for refugee education are dwindling. According to a majority of stakeholders in KEEP intervention zones, there has been a positive shift in perception among parents, community leaders and educators on the value of educating girls and a majority of stakeholders attribute this shift, in large part, to KEEP.

KEEP's contribution to behaviour change has been more challenging to achieve, and where it has occurred, appears much more fragile to sustain in the absence of ongoing, external assistance. The Covid-19 pandemic, as an example, underscored the reality that when economic hardship increases for families, traditional practices (based on prevailing social gender norms) take precedence in family survival strategies. Sustainability of results in the project intervention zones is heavily influenced by systemic factors and external shocks beyond the project's control. Evaluative data on KEEP I and II has consistently demonstrated that where a girl lives (region and community type) is a more significant determinant of her education outcome than any combination of project inputs.

Poverty remains the primary driver for low education outcomes in the project intervention zones. KEEP has generated important learning in this regard for girls' education in Kenya: 1) that direct measures to alleviate the financial burden of education on families will result in improved education enrolment, attendance, and retention for girls; and 2) that a combination of material, moral and remedial support has been shown to improve girls' attendance, retention, performance, and overall well-being at school. Inputs designed to alleviate the financial burden on families to educate their girls (cash transfers, remedial education, scholarships) have driven value for the project, particularly in the eyes of community beneficiaries. This

speaks to the need for greater investment in local economic development in the arid and semi-arid lands (ASALs) as well as system change related to the efficiency and equity of education delivery in Kenya.

Finally, the Covid-19 pandemic has affected ultimate outcome achievement for KEEP with school closures in 2020 contributing to learning stagnation/loss and poor transition pathways for many girls in the KEEP II cohort. While average learning scores increased for girl learners at midline, they regressed to baseline levels at endline. That said, KEEP II has contributed to more girls acquiring basic literacy and numeracy skills; it is estimated that over 475 girls improved their literacy and numeracy scores from baseline to endline, while over 1,000 girls progressed to a grade 5 level of learning proficiency. Transition outcomes, as measured by in-school progression, improved at endline; over 1,000 girls were supported by the project to transition from primary to secondary school. KEEP Covid-19 adaptation measures (cash transfer, Board of Management [BoM] grants, enrolment campaigns, counselling) were also credited with returning many girls to school.

Lessons Learned

Lesson #1: The relevance and sustainability of education interventions are improved when their design is aligned with national education system delivery and when they are developed in collaboration with national and local education stakeholders.

KEEP II is seen to have improved the alignment of its initiatives (particularly teacher and BoM training, communities of practice) with national systems relative to the first phase of the project. Teacher training content was revised in collaboration with local education officials. This resulted in closer working relationships with the Ministry of Education, more relevant training inputs, more effective policy dialogue and the integration of KEEP models into national education priorities.

Lesson #2: Project performance is improved when appropriate investments are made in the generation and use of evidence to support informed and timely decision-making.

With encouragement and financial support provided by GEC-T, KEEP II invested significantly in the development of monitoring and evaluation systems, capacity and evidence generation. Significant adaptations were made to KEEP design and delivery strategies based on evidence generated by KEEP and by GEC. The support and space provided by GEC for flexible and iterative project management contributed to internal capacity and system development at World University Service of Canada/Windle International Kenya (WUSC/WIK) which benefits their ongoing and future programming. Learning emerging from the project's monitoring and evaluation (M/E) efforts has been shared with national and international stakeholders.

Lesson #3: Sustained and sizeable investment in the medium term (five to 10 years) is more likely to result in demonstrable shifts in attitude and behaviour, particularly when these shifts relate to deeply entrenched social gender norms.

An investment of approximately £40 million over eight years has proved significant for targeted communities where overall education investments are historically low and at a time when investment in refugee education is dwindling. According to a majority of stakeholders in KEEP, this level of investment in and the sustained attention it focused on girls' education, has been a catalyst for attitude change at the community and school levels. Shorter-term and more limited investment (in size and scope) would not likely have produced the same effect in terms of moving the needle on entrenched social gender norms.

Lesson #4: Broad-based, universal strategies for output delivery improve efficiency but these need to be complemented with more targeted and bespoke interventions addressing the specific needs of different groups of beneficiaries for increased relevance and cost-effectiveness.

Lessons learned from international best practice suggest that less standardisation of inputs and more targeting of initiatives to specific needs and expected outcomes could have improved KEEP's cost-effectiveness. KEEP's reliance on universal strategies for output delivery lowered costs, improved reach

and increased the efficiency of project delivery. The contribution of different project interventions to learning outcomes relative to cost (cost-effectiveness) is more tenuous and difficult to measure.

Lesson #5: Measures to alleviate the financial burden of education on families are among the most cost-effective means of improving education enrolment, attendance and retention for girls in the short term in contexts of extreme economic deprivation. Sustainability remains a challenge.

Poverty remains a primary driver of low education indicators in the project intervention zones. Inputs designed to alleviate the financial burden on families to educate their girls (cash transfers, remedial education, scholarships) have driven value for the project and have contributed to improving (or at least maintaining) education attendance, retention and outcomes for recipient girls. These measures are unlikely to be covered by domestic education sector financing so sustainability remains challenging in the absence of ongoing, external assistance or underlying systemic change.

Lesson #6: Unconditional cash transfers for girls' education can result in additional burdens on girl learners if risks are not carefully assessed and mitigated with targeted messaging to families.

Prevailing social gender norms have a direct bearing on the control of resources at the family level. Cash transfers that are unconditional but targeted at improving girls' education can cause tension among family members and risk placing an additional burden on girl learners if not closely monitored. The risk (and burden) for girls is that they may be required to attend schools even when families do not use the cash transfer to provide for the inputs girls require to make that experience safe and comfortable. Ongoing monitoring of the effects of the cash transfer on girls, and ongoing dialogue with parents and guardians, are required to minimize harm for girl recipients.

Lesson #7: A combination of material, moral and remedial support can improve girls' attendance, retention, performance and overall well-being at school, particularly where female teachers are present.

Girls in the KEEP II cohort suggest that the support they receive from trained teachers and guidance teachers helps them feel motivated to continue their education and perform well in their studies, particularly when these teachers are female. Remedial education is also perceived to positively affect attendance and learning outcomes. The most critical input for girls, however, is material support (sanitary wear, school uniforms, food, school materials). The majority of girls interviewed in the KEEP II cohort preferred the direct provision of material inputs to all girls at school (KEEP I strategy) over targeted cash transfers directed at the most marginalised families (KEEP II strategy), as the latter strategy offered no guarantee that girls would receive the inputs they needed.

Recommendations

The recommendations below are directed at WUSC/WIK, the Fund Manager for GEC and the Foreign, Commonwealth & Development Office (FCDO) of the UK Government, to inform considerations for the design of future education programming for girls in Kenya and in other contexts. Following these broader recommendations, three immediate suggestions are provided to the project as areas where increased focus could be brought between now and project completion.

Ongoing Investment in Kenya:

Recommendation #1 – Continue to invest in education equity and poverty reduction for the ASALs in Kenya.

Given that KEEP was the only large-scale investment targeted at girls' education in the refugee context in Kenya, the completion of KEEP this year will represent a significant gap in support for refugee families and schools in the ASALs. Currently, there is significant uncertainty about the status of refugee camps and funding for refugee schools and communities in Kenya. KEEP has proved a good investment with regard

to changing attitudes and improving basic literacy and numeracy skills for girls, but gains are seen to be fragile. Efforts need to be sustained if attitude change is going to shift towards behaviour change.

Recommendation #2 – Invest in the certification of refugee teachers and promote the deployment of female teachers in refugee and host communities.

Related to the recommendation above, investing in the certification of refugee teachers will be important to ensure continuity and quality in the delivery of education services in refugee communities, regardless of the future status of refugee schools. Investing in the training of female teachers in refugee communities is a win-win in terms of improving the learning environment for girls, providing positive role models for girls' education, and promoting positive transition paths and earning potential for educated girls in these communities.

Recommendation #3 – Develop relevant teaching capacity, teaching and learning materials, for improved numeracy skills among girls in upper primary and secondary schools in the ASALs.

The proportion of proficient learners in numeracy and average numeracy scores were consistently lower than literacy scores for girls in the KEEP cohort. There is an urgent need to invest in improved teaching and learning for girls' numeracy in the ASALs. This would include identifying the specific challenges teachers face in the ASALs in teaching numeracy in upper primary and secondary with a view to developing teacher training modules and teaching and learning materials to address those challenges.

Research and Evidence Generation:

Recommendation #4 – Develop and assess the effectiveness of community engagement strategies that address the specific, short- and long-term, socio-economic calculations made by families in deciding whether and how long to educate their girls.

International best practice suggests that focusing community dialogue on the income earning potential of education is a cost-effective means of improving girls' education opportunities, provided families are able to act on the information they receive. Learning from KEEP suggests that community engagement would have been more relevant and effective if it had addressed the specific socio-economic cost-benefit calculations different families make in deciding on their girls' education. There is a need to develop more nuanced, targeted and practical messaging for different communities and to assess the cost-effectiveness of different messaging delivered through different means (media, in-person, etc.) for different target groups.

Recommendation #5 – Assess the cost-effectiveness of cascade models of training and communities of practice for coaching and mentoring in teacher professional development.

Results at endline show that the implementation of the cascade model of knowledge dissemination (training of trainers) and of the community of practice model for teacher professional development were uneven across schools with mixed results. While these models are promising in terms of their efficiency and potential for sustainability, they cannot be effective if they are not fully implemented or formally integrated into institutional practices at the school level. Research is needed on the validity of underlying assumptions around their effectiveness, what works, what does not, under what conditions, for whom and why.

Programme Design:

Recommendation #6 – Develop a theory of change that is realistic given the project timeframe, context, structural challenges, and available resources.

KEEP results and targets were overly ambitious given the project scope and challenging implementation context. Project effectiveness and sustainability were influenced by systemic and structural factors beyond the project's control. In future, project design should focus on what is achievable and sustainable within the project timeframe, based on a distinction between what the project can realistically resolve given its sphere of influence, and the structural and systemic barriers that it cannot control.

Recommendation #7 – Project theories of change should clarify the causal link between outputs, intermediate outcomes and outcomes, and identify underlying assumptions and risks along the entire results chain.

It proved very difficult to assess the contribution of several key project interventions to learning outcome achievement for KEEP. In large part, this is because the project's theory of change was incomplete in terms of articulating underlying assumptions and intermediary steps along the results chain. In future programming, it would be important to develop a more comprehensive theory of change that details how expected outcomes will be achieved. Project monitoring would then be focussed on risk analysis and an assessment of the validity of underlying assumptions all along the results chain, with a view to taking corrective action when assumptions are found to not hold true.

Immediate Suggestions for Project Focus up to Completion

Immediate Suggestion #1: Discuss and develop a strategy in each of the 14 secondary schools to improve post-Covid-19 emotional support for girl learners.

Evaluation findings demonstrate that girl learners are under significant stress at school following the Covid-19 pandemic (they may be recently married, pregnant or new mothers, have added domestic responsibilities due economic hardship or sick relatives, etc.). This affects their ability to attend school, arrive on time, perform well, and be emotionally present for learning. Endline data suggests that girls feel less supported by teachers and guidance teachers at endline. Girls report being punished by teachers for arriving late in class due to increased childcare and domestic responsibilities. This points to a need for the project to work at the school level and with key school stakeholders (principal, head teacher, guidance teacher, BoM members, peer mentors) on the development of more comprehensive strategies to ensure the emotional well-being of girl learners post-Covid-19 in the 14 KEEP secondary schools.

Immediate Suggestion #2: Closely monitor the relevance and effectiveness of peer mentoring in secondary schools.

Evaluation findings (with data collected in October-November 2021) demonstrated that peer mentoring was not operational in all KEEP schools. Peer mentors were also expressing some discomfort over their readiness to play this role while girl learners wondered whether their peers would have the skills and discretion to deal with confidential problems. This is a new initiative that is being implemented in the final year of the project, leaving little time for learning and adaptation. It would be important for KEEP II to closely monitor this intervention and provide ongoing coaching to schools as they develop this approach. Given Suggestion #1 above, the work of peer mentors is potentially important to the well-being of girl learners post-Covid-19 but the role of mentors has to be carefully circumscribed and supported, given the sensitive nature of emotional issues girl learners currently face.

Immediate Suggestion #3: Adapt remaining efforts in community dialogue around girls' education towards community-specific income-generating opportunities and economic realities.

To the extent possible between now and project completion, KEEP should adapt its community dialogue efforts towards discussion around female role models, the benefits of girls' education on family income generation, and the challenges families face post-Covid-19 in educating their girls. Engaging communities in discussing the socio-economic calculations families in different types of communities make in deciding whether and how long to educate their girls would be important for communities, given international best practice and learning from KEEP. When community stakeholders have demonstrated attitude change regarding girls' education in KEEP intervention zones, their testimonies invariably relate to the contribution made by educated girls to family income. Better understanding and documenting family socio-economic calculations regarding girls' education would be of benefit to projects led by WUSC/WIK (LEAP, DREEM) or other actors in the ASALs.

1 Introduction, Project Description and Context

1.1 Introduction

The Girls' Education Challenge (GEC) was launched by the United Kingdom Department for International Development (DfID[2]) in 2012 as a 12-year commitment to reach the most marginalised girls in the world for improved education access, quality, retention and learning outcomes. The first phase of the GEC (2012 - 2017) directly provided quality education for over a million marginalised girls. The GEC is now in its second phase (2017-2025), with up to 41 projects in 17 countries. The second phase (GEC-Transition) is enabling existing GEC beneficiary girls to complete primary school, transition to secondary education, and progress on to technical vocational training or employment.

The first phase of the Kenya Equity in Education Project (KEEP) began in 2013 with GEC support which was renewed for a second phase in 2017. KEEP Phase II is a five-year initiative which began in April 2017 and will be completed in September 2022, for a total cost of approximately £22 million.[3] Only the second phase of KEEP is the object of this review. After external baseline (2018) and midline (2019) assessments, this report constitutes the external endline (and summative) evaluation of the project. The objectives of this endline evaluation are:

- To provide a robust measurement of the project's results against the intended intermediate outcomes and outcomes, in particular learning and transition
- To understand the drivers, enablers and barriers to the learning and successful transition of marginalised girls and specific sub-groups targeted by the project
- To understand the impact of Covid-19, and particularly school closures, on marginalised girls' outcomes
- To understand how and how well the project included and supported marginalised/vulnerable groups, including children living with disability (specifically, capture changes in safeguarding, inclusion and gender-sensitive practices)
- To describe and assess the lasting impact the project has had and will have (or can reasonably be expected to have) at the level of individuals, schools, communities and also systemically
- To draw lessons from the process, design, implementation, successes and failures of the project.

The findings from the evaluation will primarily be used:

- by the project management team, project partners and stakeholders to understand the effects of the project during its life-time
- by the project management team to leverage additional resources from existing and new partners and stakeholders to scale-up and sustain the activities /benefits delivered by the project
- by the community, partners and the Government to inform their own support to beneficiaries and to support systemic change
- to demonstrate accountability for the funding received to the Foreign, Commonwealth & Development Office (FCDO), other UK government departments, UK tax-payers, UK media

[2] DfID became the Foreign, Commonwealth & Development Office (FCDO) in 2020.

[3] In July 2021, KEEP II was granted a six-month, no-cost extension, adjusting its completion date from March 2022 to September 2022.

- by the Fund Manager to feed into and identify insights in order to inform programme-level questions
- by other donors, academic institutions and education networks to inform wider policy debates concerning the education and successful transition of marginalised girls.

This report is made up of two volumes. Volume I contains the main evaluation report, with findings, conclusions, lessons and recommendations structured against OECD/DAC evaluation criteria (relevance, coherence, effectiveness, efficiency, sustainability) and value for money, which was added as a criteria by FCDO. Volume II contains all annexes to the report.

1.2 Overview of Evaluation Approach and Methodology

The external evaluation of KEEP II applies a **pre/post design**. Key measures at endline are compared with measures taken at midline as well baseline values established before KEEP Phase II began. Since the baseline evaluation of KEEP I (2015), it was determined with GEC that a quasi-experimental design was not appropriate for the refugee context in which the project operates. The KEEP II external evaluation has adopted a **mixed-methods approach**, drawing on qualitative and quantitative data collected at individual, household, school and community levels, in order to evaluate the causal links between KEEP II interventions, measurable results at output and outcome levels, and the multiple contextual factors that influence project performance.

A detailed description of the endline evaluation approach and methodology can be found in Annex 2 of Volume II. An inception report and evaluation matrix were developed to guide the evaluation process (see Annex 8) while quantitative and qualitative data collection instruments can be found in Annex 9.

Based on GEC evaluation guidance at baseline in 2017, a cohort of individual girls was randomly selected from KEEP targeted grades/schools as the learning outcome sample. This included girls in upper primary (Standard 6 to 8) and secondary school (Form 1 to 4). This cohort of individual girls was tracked from baseline to midline although attrition was significant: over 50% of the original sample could not be traced and had to be replaced at midline in 2019. At endline in 2021, the KEEP cohort of girls had all transitioned from primary to secondary school so that endline cohort grades included only Form 1 to Form 4. At endline as well, given high levels of sample attrition at midline and the uncertainties associated with tracking individual girls after Covid-19 school closures in Kenya, it was agreed that cohort tracking would be replaced with:

- A cross-sectional design where learning outcomes by grade would be measured and compared across different points in time (BL, ML, EL) for a statistically significant sample of randomly selected girls in Form 1 through Form 4.
- A modified panel design where learning outcomes would be tracked over time for a given grade/school as girls in that grade/school progress in their education from BL to EL:
    - S6 at BL to S7 at ML to F1 at EL
    - S7 at BL to S8 at ML to F2 at EL
    - S8 at BL to F1 at ML to F3 at EL
    - F1 at BL to F2 at ML to F4 at EL

The same schools/sampling points used at baseline and midline were maintained at endline although the focus was only on secondary school girls given the in-school progress of the original KEEP II cohort. Data sources included people and documents. At endline, data collection consisted administering literacy/numeracy tests and a survey questionnaire to girls in six secondary schools (N=432); a survey questionnaire was administered to the primary caregivers of girls receiving cash transfers conditional on their school attendance (N=398); and qualitative data was collected with community and school stakeholders (N=353). Content and descriptive analysis was used to review the content of documents and

to identify emerging patterns in qualitative data sets. Descriptive statistics (frequency, chai square, regression) were used to analyse quantitative data from surveys. Triangulation of data sets and sources was used to enhance data validity and reliability.

1.3 Project Description and Theory of Change[4]

As with its first phase, KEEP II operates in four locations in northern Kenya: Turkana County (host community), Kakuma Refugee Camps, Garissa and Wajir Counties (host community) and Dadaab Refugee Camps. Each of the target communities and schools faces unique political, economic, and social issues that affect girls and their education access, retention, completion and performance. Among the most critical barriers to girls' education identified in these intervention zones, on the supply-side, include: a critically under-resourced education system, lack of appropriate school infrastructure for girls' safety and well-being, inadequately trained teachers with limited opportunities for professional development and pedagogical support, a lack of female teachers, and the absence of a girl-friendly school environment. On the demand-side, a combination of economic barriers and socio-cultural norms prevent families from sending and keeping girls in school, gender stereotypes limit the perceived value of girls' education, while gender social norms and a heavy domestic chore burden limit girls' ability to study at home or attend school regularly. Gaps in schooling and inconsistent education trajectories, particularly in refugee communities, lead to overage learning, high repetition rates and reduced motivation among girls and their families for school retention and completion. Low self-esteem, socio-cultural attitudes and harmful, traditional practices limit girls' ambition and their sense of agency to influence decisions about their future.

To address key barriers to girls' education, the project intervenes in 84 schools (14 secondary and 70 primary) and their surrounding communities, across the targeted regions. A cohort of over 20,000 marginalised girls, enrolled in Standard 6 to Form 4 in these schools, have been supported as they progress in their formal education. The vision of KEEP II is to create more positive conditions for learning that will allow this cohort, from Kakuma and Dadaab refugee camps and the surrounding host communities, to stay in school as long as possible, to attain at least functional literacy and numeracy, to be safer and more supported at school and at home, and to make successful transitions at critical life stages.

KEEP II expected results include improved learning outcomes for girls (literacy and numeracy); increased numbers of girls remaining in school and transitioning to the next grade and school level (attendance and transition rates from upper primary to secondary), as well as a more supportive environment that values and promotes girls' learning (sustainable changes in school and community attitudes and behaviour).

Learning: KEEP II supports key investments in education supply that improve girls' learning: access to remedial classes for girl students, improved pedagogical and classroom management practices for teachers, a functional school guidance and counselling department, and improved school governance to strengthen the safety and well-being of girls at school. KEEP II envisions a school where girls are able to participate actively and confidently in classroom learning, feel comfortable asking teachers for assistance, receive gender-responsive instruction, access additional support through remedial classes, and access trained psycho-social counsellors in order to address engendered barriers to education and child protection issues.

Transition: KEEP II focuses on grade-to-grade transition, as well as key transition points for girls: Transition through upper primary and on to secondary school (Standard 6 to Form 1), progression through secondary to the completion of Form 4, and transition out of secondary to other education, employment and income generation opportunities. The project aims to equip girls with life skills, including critical thinking, problem-solving and self-esteem, to equip them to participate effectively in decision-making around their future. Cash transfers are provided to girls at risk of dropping out so that families can support and invest in their education. KEEP II envisions an environment in which at-risk learners have access to financial resources

[4] The KEEP II Theory of Change was developed by WUSC for inclusion in the KEEP II Baseline Report (July 2018).

to stay in school, including scholarships, and can develop key life skills that will help them succeed, regardless of whether they choose to pursue further education, income generation or employment.

KEEP II delivers targeted support to the learner, home, and school, and leverages the power of community mobilisers to strengthen the collaboration between all three actors. When the learner is empowered and motivated, she is better able to advocate for herself. When parents are knowledgeable and engaged in the educational process, schools will deliver better quality education. When teaching quality improves and classrooms are well equipped, schools can address learners' needs and encourage parents to support girls' education. Lastly, when key education stakeholders such as Boards of Management (BoMs), parents' associations (PA), district education officers (DEOs) and the Ministry of Education, Science and Technology (MoEST) are involved in each of these processes, gains are likely to be institutionalised and outlast the project itself.

The KEEP II logframe can be found in Annex 5 of Volume II while an overview of project design interventions is provided in Annex 1 of the same volume.

1.4 Project Context

KEEP II implementation zones lie in Kenya's arid and semi-arid lands (ASAL), regions historically neglected in Kenyan national development, reflecting the lowest development indicators in the country. The ASALs face particular challenges because of their harsh climate, low population density, largely pastoralist communities, and remote access. Key challenges for the ASALs include drought and climate change, inadequate social services, poor physical infrastructure, internal displacement and refugee settlements, as well as significant gender inequalities and harmful social gender norms and practices.[5] Political marginalisation and underinvestment have left communities with high levels of poverty and significant vulnerability to environmental and economic threats. Kenya has reached middle income status but the benefits of its economic growth and social progress have not trickled down to communities in these regions.

In the education sector, Turkana, Wajir and Garissa counties regularly register the lowest gross enrolment rates, the highest pupil to teacher ratios, and the lowest academic performance in the country.[6] Girls from ASALs are less likely to enrol and stay in school relative to their counterparts in other regions. Turkana and Garissa counties have historically done very poorly in retaining girl learners, witnessing a dramatic fall in the number of girl students at upper primary and transition to secondary. Early pregnancy, child marriage, traditional social norms and a gender-based division of labour are key factors contributing to gender inequalities in education for the ASALs.[7]

The refugee context further complicates barriers to education for girls in the ASALs. While refugee schools follow the Kenya national curriculum and refugee students can sit national exams, these schools are entirely managed and funded by UNHCR and the international community. This has led to the creation of an alternate education system for the camps that is not sustainable and is not adequately meeting the needs of refugee children. Refugee schools lack sufficient numbers of teachers, most teachers have not received formal teacher training, school infrastructure is inadequate, and classrooms are extremely overcrowded compared to Kenyan public schools. Among school-aged refugee children in Dadaab and Kakuma camps, almost half remain out of school, with poverty as the most important barrier to education. Only one third of refugee children have access to secondary education while less than a sixth can access tertiary or technical and vocational education and training (TVET) institutions. Given broken education trajectories (often due to conflict in refugees' country of origin) and extreme poverty, many refugees are over-age learners and

[5] Source: www.asals.go.ke

[6] Ministry of Education, Science and Technology, Kenya. Basic Education Statistical Booklet 2019.

[7] Ministry of Education, Kenya. National Education Sector Strategic Plan, 2018-2022. Pp. 30-31.

the grade repetition rate is high.[8] After 30 years of funding refugee camps in Kenya, external assistance is diminishing as resources are diverted to address refugee crises elsewhere in the world. UNHCR received only 62% of its requested budget for Kenya in 2021, with the majority of funds earmarked by donors. Food rations for refugees were reduced by 20% in 2021 (40% total cut in WFP food rations since 2018). Since 2014, the Government of Kenya has made periodic calls for the closure of all refugee camps on its territory, and the repatriation or resettlement of all refugees, with the most recent directive issued in March 2021.

To address perceived inequalities in the education sector, the National Education Sector Plan (2018-2022) for Kenya includes policy targets and strategies related to, among other issues, reducing gender inequalities in access and completion for primary and secondary education, particularly for children from rural, poor, conflict-affected and vulnerable contexts including the ASALs; sensitizing communities, including the ASALs, to barriers to education especially for girls; and reducing disparities in the education system based on gender, disability, location and region, in access to secondary education. The Government of Kenya has also undertaken several key reforms, plans and policy changes in the education and refugee sectors since KEEP II was designed. In education, the Government of Kenya adopted Competency Based Curriculum in 2017, with progressive roll-out starting in Standards 1 to 3 and gradually extending to lower secondary. In 2018, the Ministry of Education issued a 100% Transition Policy to Secondary School, where all students who pass the Kenya national exam (KCPE) at the end of primary school are guaranteed a spot in a secondary school. Finally, recent revisions to the Refugees Act (November 2021) expand the rights of refugees with regard to economic development and social services. The newly adopted revisions reverse the encampment policy, allowing refugees to obtain work permits, integrate into host communities, access government social services (including education) and apply for citizenship.

The context in which KEEP operates is very fluid, particularly given the refugee setting, which has seen significant changes since 2017. The number of refugees registered in Kakuma and Dadaab camps increased by 20 percent since 2017 to 520,000 in 2021.[9] The increase can be attributed to influxes of refugees from South Sudan, Eritrea and Ethiopia. The majority of refugees arriving in Kakuma are of school age, which negatively impacts the capacity of Kakuma refugee schools to accommodate these influxes. Ongoing repatriation in the Dadaab camps has resulted in camp and school closures since 2017, as well as movement of residents from Dadaab to Kakuma camps and the newly established Kalobeyei settlement. Class sizes in KEEP refugee schools have increased dramatically, with significantly larger numbers of students than previously reported, many of whom are not reflected on formal school registers.

The Covid-19 pandemic closed public primary and secondary schools and universities in Kenya from March to November 2020, when a phased reopening began (Standard 4, 8 and Form 4), with all grades only fully reopened in January 2021. During the closures, learning institutions were expected to implement on-line instruction using radio, mobile phone and internet communication. The Kenyan Institute of Curriculum Development provided lessons disseminated through TV and radio. It is estimated that approximately 25% of learners, particularly those living in urban settings, were able to access virtual classes given access to the internet, electricity and as well as the capacity to cover indirect costs related (mobile phone data and learning materials for example).[10] Access to the refugee camps in Dadaab and Kakuma has been significantly restricted since the onset of the pandemic in order to curtail the spread of Covid-19. As in many regions of the world, it is suspected that the effect of Covid-19 on girls' education in Kenya has been significant, given increased economic hardship. Girls' learning is seen to have been disproportionately affected given increased domestic responsibilities (caring for siblings, sick relatives), forced and early marriage, increasing rates of sexual and gender-based violence, greater reliance on transactional sex to

[8] Source: https://www.unhcr.org/ke/education

[9] UNHCR Kenya Monthly Operational Update, November 2021.

[10] Institute of Economic Affairs, Kenya. The Impact of Covid-19 19 on Education in Kenya. September 2021.

meet basic needs, leading to early pregnancy and motherhood. All of these factors are seen to affect girls' learning trajectory during the pandemic, as well as their return to school.[11]

2 Relevance

This section examines the extent to which the KEEP Phase II design (including its theory of change) was relevant to the national policy context in Kenya, to GEC-T objectives and to stakeholder needs, particularly those of the most marginalised girls in the project target zones. It also examines the extent to which KEEP II design and theory of change remained relevant over time.

Review Question: To what extent was project design relevant to the project context and has it remained relevant over time?

Finding: The design of KEEP Phase II was supportive of the Government of Kenya's national development policies and plans for the education sector, for the ASALs, and for refugee communities.

KEEP design was closely aligned with and supportive of Kenya's National Education Act (2013) and the National Education Sector Strategic Plan (NESSP) (2018-2022). KEEP II design supported NESSP key thematic areas of access and equity, quality and relevance, governance and accountability. More specifically, KEEP II supported NESSP policy priorities (see table below).

Table 1: NESSP Priorities and KEEP II Design Components

NESSP Policy Priorities[12]	KEEP II Design Components
Promoting enhanced equity and inclusivity at primary and secondary education levels with a focus on reducing disparities in access and retention, particularly for rural areas, the ASALs and refugee populations	The KEEP target communities were aligned with this policy priority – 84 primary and secondary schools in refugee and host communities in Turkana, Garissa, Wajir counties (all in the ASALs). KEEP II interventions included training for teachers, guidance counsellors and boards of management at targeted schools in gender-responsive pedagogy, improved learning environment at school for girls, inclusion and support to learners with disabilities, etc. These measures were designed to improve education access, quality and performance for the most marginalised girls.
Addressing girl-child education challenges including early marriage, pregnancy, traditional practices, and attitudes related to the value of education and the domestic division of labour	KEEP II support for functional guidance and counselling units in schools as well as life skills camps for girls to address harmful traditional practices. Community engagement (film, radio, community dialogues) to address girls' domestic chore burden, gender-based violence, early pregnancy and marriage.

[11] Source: www.brookings.edu/edu/2021/09/22. Studies of hard to reach adolescent girls in Kenya and other neighbouring countries found that 34% had lost a parent or guardian to Covid-19, 70% had to pursue income generating activities and 86% could not afford a return to school. Another study of adolescents in Nairobi found that Covid-19 had increased young women's financial dependence on transaction sex by 49%, with more than half of girls dropping out of school due to pregnancy. Of girls planning to return to school, 30% were pregnant.

[12] Ministry of Education. Kenya National Education Sector Strategic Plan (2018-2022).

NESSP Policy Priorities[12]	KEEP II Design Components
Sensitising communities on cultural attitudes hindering access to education, especially for girls	Community engagement (film, radio, community dialogues) to address barriers to girls' education – the project specifically engaged men and boys in community dialogue on education barriers for girls.
Adapting secondary school to 100% transition and inclusive education by improving infrastructure, school governance and accountability	An output area for the project was infrastructure improvement for girls' secondary education, although it was limited to 8 schools only. An intermediate outcome of the project focused on improved school management and governance through the training of and support to members of school management committees, boards of management, parents associations.
Improving education quality through curriculum reform, the provision of teaching and learning resources in schools, and the professional development of teachers	An intermediate outcome of the project focused on improved teaching quality, aiming to train teachers and provide teaching resources in all targeted schools related to gender-responsive pedagogy (in keeping with national curriculum reform) and large classroom management.

KEEP II targeted support to adolescent girls (12 to 22 years in grades 6 to 12). This age cohort was perceived as most at risk of dropping out or under-performing at school due to a confluence of factors: reduced parental expectations for education as girls mature; menstruation, which can limit regular school attendance; gender stereotypes about girls' capacity as learners at school and in the community; and the onset of multiple risks associated with puberty including sexual exploitation, early pregnancy, and early or forced marriage.

The selection of this target group was aligned with the most recent Education Sector Analysis (ESA 2018), developed by the Kenya Ministry of Education as a foundation for NESSP (2018-2022). The ESA notes that close to 20% of learners do not transit to Form 1 of secondary school; the transition from primary to secondary school represents the highest rate of abandonment nation-wide. Children from the ASALs and those at the bottom 20% of the economic quintile in the country are the most likely to drop out. With the highest cases of out-of-school children in the country registered in ASAL counties, education cost is the most frequently cited barrier to education access and retention. For those caregivers who have never been to school (over 60% of primary caregivers in KEEP II intervention zones), parental objections to education, domestic responsibilities and children's age, are also frequently cited barriers to education.[14]

> "Strong evidence clearly indicates that although girls seem to be doing well nationwide, in some counties, mainly those based in ASAL areas, they are strongly disadvantaged… There are a number of factors that limit access to learning by girls, particularly in ASAL areas, with child marriage and early childbearing being leading causes." [13]

According to KEEP II baseline and endline survey data, there has been relative stability since 2017 in the proportion of girls reporting that: they live in a female-headed household (over 60%); their primary caregiver has no education (over 60%); the language of instruction at school is different than the language they speak at home (over 75%); and the cost of education is a valid reason for

[13] Ibid. pp.164-165.

[14] Kenya Education Sector Analysis, Annexe 1 of NESSP 2018-2022. p.156.

a family not to send a child to school (over 40%).[15] The survey data on KEEP II consistently suggests that girls facing a disability, living in a family that is female-headed or without either parent present, where the primary caregiver has no education, and/or where the language of instruction is different from the language spoken at home, are more likely to face multiple and intersecting barriers to education (see Annex 4 in Volume II for tables on Characteristics and Barriers). The project design is relevant as it is based on data analysis in keeping with the Kenya ESA and is aligned with NESSP policy priorities.

Finding: While KEEP II design was relevant to GEC-T objectives, the broad definition of marginalisation and the ambitious scope of initial project design limited its relevance in addressing specific needs in its target populations.

The KEEP II theory of change emphasized working simultaneously with the learner, home, school and community to strengthen collaboration between these four pillars, in order to improve education access, retention and learning for girls. This design was generally supportive of a socio-ecological approach to the empowerment of girls which emphasizes shifting the focus from girls' individual agency to more collective responsibility for girls' empowerment, as well as working at multiple levels and with diverse education stakeholders, to address harmful social gender norms and gender inequalities which limit education outcomes for girls.[16] The theory of change was supportive of GEC-T objectives which emphasized the identification of key barriers, intervention responses, and results, at the levels of the school, community and system.[17]

Lessons learned from the first phase of GEC,[18] however, noted that the Fund's initial definition of marginalisation was too broad (girls who have not been enrolled, have dropped out or are at risk of dropping out of school) and that the most marginalised girls may not have been reached by GEC investments under Phase I. Based on lessons from the first phase, it was recommended that GEC-T projects further analyse sub-groups in order to design "bespoke" interventions adapted to particular intersections of individual characteristics in the target population and associated barriers to education. Lessons emphasised that a better balance in investment be achieved between universal targeting strategies and more specific, contextually rooted approaches to reducing marginalisation, and that more adaptive programming approaches are needed to adjust interventions to emerging, complex marginalisation issues.[19]

[15] See Endline Evaluation of KEEP II Annex 4, Volume II.

[16] Sources: UNICEF/UNGEI/PLAN International (2021). Gender Transformative Education: reimagining education for a more just and inclusive world; BMPC Vol. 11, Article 334 (2011); UNICEF Technical Note on Gender Transformation Approaches in the Global Programme to End Child Marriage Phase II.

[17] GEC-T GESI Guidance/Marginalisation Framework (December 2017); Girls Education: Reaching the Most Marginalised; the GEC-T Sustainability Scorecard

[18] GEC Fund Manager (March 2018) Thematic Review: Understanding and Addressing Education Marginalisation, Part 2: Educational marginalisation in the GEC.

[19] Ibid. pp. 202-21.

Despite lessons learned from GEC's first phase, the same broad definition of marginalisation from KEEP's first phase was generally maintained during its second phase (see sidebar). This definition posits that all girls in the KEEP intervention zone face relatively similar degrees of marginalisation and similar barriers to education. The KEEP II definition added recognition that disability, family composition, and marital status may increase a girl's marginalisation but no explicit reference was made to the considerable differences in circumstances between regions, host and refugee communities, or among different refugee populations.

WUSC definition of marginalisation for KEEP II

"All of the targeted beneficiaries of KEEP II meet GEC's definition of highly marginalised, Level 3 beneficiaries, facing significant barriers including transience, poverty, remoteness, negative socio-cultural attitudes, early marriage, forced marriage, and early pregnancy, a significant household chore burden, and low levels of parental support. In the broader context of GEC's portfolio, these girls can be understood as 'hardest to reach because of a complex combination of context, social and economic factors, and may require bespoke interventions tailored to an individual'. A significant number of KEEP II beneficiaries will drop out of school in upper primary or during the transition to secondary school and, as a result, will face further challenges in ensuring that they have functional literacy and numeracy skills… Within this Level 3 grouping, there are girls who are further marginalised, including those who are disabled (1 in 10 surveyed KEEP beneficiaries[20]), living in households where one or both parents is not present (approximately 35.7% of KEEP's beneficiaries[21]), have suffered trauma or abuse, or are young mothers or victims of forced marriage."[22]

The KEEP II intervention zone reflects great diversity in individual characteristics and barriers to education for girls. In the Kakuma refugee camps alone, there is significant diversity among girls with regard to their age, country of origin, religion, ethnicity, family composition, exposure to conflict and post-traumatic stress, maternal tongue, degree of education and disruption of education pathways, social gender norms and divisions of labour, recent arrivals versus long-time refugees, etc. Poverty indicators are generally higher in Garissa and Wajir counties than in Turkana, with drought affecting nomadic pastoralist families in host communities, while cuts to rations affect refugee families. Declarations by the Government of Kenya to close all refugee camps in the country since 2014 have resulted in increased insecurity, transience, and mobility among refugee populations, affecting transition pathways for refugee girls. On the supply-side, schools in host communities are generally better-resourced, benefit from accredited teachers, and have smaller class sizes than refugee schools, where teachers are not certified, and class size can exceed several hundred students. Schools in Turkana County historically perform better on national exams than schools in Garissa or Wajir, while host community schools historically outperform refugee schools. All these differences have been documented in previous evaluation reports on KEEP, phases I and II. This diversity in the target population is not appropriately reflected in KEEP's definition of marginalisation or in its theory of change.

The KEEP II design was also very ambitious in terms of the range of its interventions, the number of schools to be reached, and the geographic area it covered. KEEP targeted over 20,000 girls, enrolled in 84 primary and secondary schools, located in rural, urban and semi-urban contexts, within both refugee and host communities, covering an area stretching across three counties in the ASALs. Project inputs included support to schools (teaching quality, guidance and counselling, school governance), families (cash transfer, life skills, remedial education, scholarships) and communities (film, radio, community dialogue).

[20] KEEP I Endline Evaluation draft, February 2017

[21] KEEP I Endline Evaluation draft, February 2017

[22] WUSC definition of marginalisation provided in proposal to GEC for KEEP II, February 2017.

Given this broad scope, it proved challenging for KEEP II design to include "bespoke approaches" to marginalisation, as encouraged by GEC-T guidance and learning from Phase I. By defining all girls in the KEEP intervention zones as marginalised, KEEP Phase II maintained the universal targeting strategies it had adopted in its first phase. Similar project inputs were designed and delivered in all targeted schools and communities, with limited adaptation to the specific characteristics or barriers faced by girls in different project communities/schools. Exceptions to this rule included the cash transfer (which was targeted at the most marginalised girls, defined with input from communities during project implementation), eacher training (which was differentiated on KEEP II in terms of basic/advanced pedagogy for refugee/host community teachers) and guidance and counselling (manuals for schools were tailored to Dadaab and Kakuma in the later years of the programme). Beyond that, BoM training, life skills training, guidance and counselling, as well as community engagement initiatives, were all designed for universal application across the project intervention zones.

Had KEEP II developed a more nuanced and differentiated definition of marginalisation, the design of its interventions would likely have been more responsive to the specific characteristics and barriers facing differently marginalised girls across the project intervention zones. This would likely have improved overall project relevance, although designing more 'bespoke' interventions for specific groups of beneficiaries may have limited the number of girls, schools and communities that the project could reach (this point will be further discussed under findings in Efficiency and Value for Money sections below).

Finding: KEEP II improved project relevance over time through successive adaptations to its interventions and delivery strategies.

GEC-T encouraged iterative project management based on evidence generation and use. Several adaptations were made to KEEP II design during project implementation, based on learning from monitoring and research efforts. KEEP II generated evidence through special studies;[23] progress reports prepared by KEEP implementing partners (including the Africa Voices Foundation, White Ribbon and Film Aid); the development of expanded project monitoring systems and tools (digital based platforms, classroom observation tool, perception survey, guidance tracking tool, school assessment tool, learner tracking tool, etc); GEC technical monitoring reports; and KEEP II external evaluations. The KEEP II management strategy was agile and iterative, adapting to context changes and learning based on evidence generated. While project interventions evolved over time based on evidence - as outlined in Table 2 below – most interventions continued to be delivered in a largely universal way and similarly, across all project communities and contexts.

Table 2: Project Adaptations by Intermediate Outcome

Intermediate Outcome	Adaptations
#1: Teaching and Learning Quality	The content of KEEP teacher training was revisited to differentiate basic from advanced pedagogy, to deepen modules on large classroom management and to add a module on the psycho-social wellbeing of the learner. Teacher training content was also aligned with national competency-based curriculum reform. The delivery strategy was modified to train "champion teachers" in each school to support teacher professional development and communities of practice. A teacher training manual was developed and distributed to each school and the focus on skills development for untrained refugee camp teachers was increased. Support was provided for the formation of school clusters for teacher professional development in keeping with Teachers Service Commission (TSC) directive **Covid-19 Adaptation**: Shifted teacher training to hybrid model of small group, in-person training facilitated by virtual trainer using WhatsApp; disseminated radio-

[23] An example is a study on life skills undertaken by the University of Edinburgh entitled "Understanding and Addressing Psychosocial Wellbeing (by C. Cappellini, August 2021).

Intermediate Outcome	Adaptations
	based lessons and distributed radios to girl learners; expanded learner access to Eneza Education; reverted remedial classes to small groups
#2: Attendance	Cash transfers (CT) were provided to 2500 of the most marginalised girls enrolled in KEEP schools, based on a selection process developed with community. Disseminated fact sheet, created hot line for queries, complaints, problem-solving Initially CT was conditional on maintaining an 80% attendance rate; conditionality eventually dropped by the project **Covid-19 Adaptation**: Increased monthly stipend to address economic hardship, added 500 CT recipients to support retention/transition of girls from primary (S8) to secondary (F1) during school closure and re-entry in 2021; relaxed conditionality on attendance during Covid.
#3: Life Skills/Self-Efficacy	Adopted project model of itinerant education counsellors to support teachers and school guidance and counselling units through training, coaching Highlighted psycho-social wellbeing, inclusion and child protection in teacher and BoM training, including clarifying referral pathways Shifted from life skill camps for in-school girls to school-based peer mentoring, led by KEEP-trained guidance teachers and life skills camp alumnae Developed G&C school manual, adapted to regional differences Developed Facilitator Guide for Life Skills training and distributed to schools **Covid-19 Adaptation**: Shifted focus of education counsellors to tele-counselling marginalised learners by phone, WhatsApp; organised small, peer mentoring groups in community through life skill camp alumni
#4: Community Engagement	Expanded engagement of men and boys (EMB) component to include community leaders in disseminating messaging Developed radio listening groups to reach remote communities and created radio dramas to attract more listeners **Covid-19 Adaptation**: Adapted radio dialogues, film presentations, EMB to focus on SGBV, early pregnancy, Covid-19 safety, school re-entry; animated community dialogue, EMB through WhatsApp
#5: School Management	Provided competitive small grants to BoMs for school improvement plans related to improved girl-friendly learning environments, Covid-19 safety Involved MoE Quality Assurance Officers in BoM training and coaching Developed school assessment tools for local education officers **Covid-19 Adaptation:** Virtually engaged BoM members using WhatsApp for coaching; reoriented BoM small grants and coaching to focus on Covid-19 safety, school reopening and girl-friendly school strategies; developed and distributed flyers, tip sheets, posters on Covid-19 and school reopening

3 Coherence

This section examines both the internal and external coherence of KEEP II. Internal coherence findings relate to the strength of the project's results chain logic and the quality of the project's theory of change. External coherence findings assess how well KEEP fits in the country context and the extent to which it complements and supports other initiatives working towards similar goals.

Review Question: How coherent was the project internally and externally? How effective was the project in fostering linkages, and complementing the efforts of the government and other development actors to achieve common goals for girls' education?

Finding: The project's results chain is internally coherent although assumptions underlying the project's theory of change do not address causal relationships at the outcome level.

The internal logic in the KEEP results chain is sound in terms of the causal relationships between inputs, activities, outputs and outcome results achievement. The project's theory of change (ToC) is underpinned by five assumptions (see sidebar). The ToC did not specify where these assumptions lie along the project results chain, although it appears that each assumption relates to the causal relationship between output delivery and the achievement of one of the five intermediate outcomes for the project.

The five underlying assumptions

IO #1: Teachers effectively embed new skills and competencies.

IO #2: The conditionality on cash transfers and scholarships will be sufficient to encourage families to keep their girls in school and use the resources on the girls' needs.

IO #3: As girls' self-esteem and confidence improves, they will advocate to continue their own educational journeys.

IO #4: Given new information, people will be open to positive behavioural change in support of girls' education, and, relatedly, entrenched conservative views towards girls' education are in the minority.

IO #5: Key stakeholders, including Teacher Advisory Centres (TACs) and BoMs, are receptive to organisational change.

Beyond the causal relationship between outputs and intermediate outcomes, no underlying assumptions were identified at an operational level, between inputs, activities, and output delivery. Assumptions at this level would relate to the timely disbursement of funds, the efficiency of delivery systems like the cash transfer, the quality of partnerships, etc.

More importantly, no assumptions were articulated at a higher level of the results chain, between intermediate outcomes and the achievement of learning and transition outcomes, in the initial theory of change or in any iterations since. Assumptions at this level would focus on the causal relationship between improved teaching quality, attendance, or life skills for example, and improved transition and learning outcomes for girls. Articulating and monitoring assumptions between IOs and ultimate project outcomes is crucial for learning on KEEP II about what works, what does not, what combinations of interventions are most promising, why, and how best to influence girls' learning and transition results.

Finally, while the vertical logic along the KEEP II results chain is relatively coherent and well-articulated, the more horizontal and complex relationships (between and among different intermediate outcomes) are not well articulated. For a project whose theory of change is based on a socio-ecological model emphasizing synergies between girls, families, schools and communities, the overall logic in the theory of change

remains very linear and siloed under each intermediate outcome. The siloed articulation of KEEP II results and delivery strategies was raised as a limitation to project effectiveness at midline.[24]

Finding: In its second phase, KEEP significantly improved its efforts to align implementation strategies with national education systems while contributing to evidence generation and policy dialogue with the Government of Kenya.

At KEEP II baseline, sustainability at the system level was scored as "negligent". The external evaluation at endline of KEEP I concluded that, **"…**KEEP did not address system level change at district, county or national levels, nor did the project bring its results and learning to the attention of national education decision-makers in Kenya. The project operated largely at the school level, while supply-side inputs on KEEP I - to improve teaching quality, school governance or learning environment - were delivered in parallel to and separate from national and local education delivery systems."[25]

To be fair to KEEP, system-level change was not a focus of GEC guidance or requirements up to 2017. KEEP was also challenged in its engagement with the Ministry of Education given the project's targeting of refugee schooling, with only a small number of host community schools supported by KEEP (38 out of 84). This reduced the project's relevance to the Kenyan government given national policy positions on refugee education and closure of the Dadaab and Kakuma refugee camps.

In its second phase, however, GEC-T encouraged projects to develop strategies to effect sustainable change at the "system level". Since 2017, KEEP II has considerably improved its alignment with national education priorities, plans, and systems, while improving coordination with other education actors in the country for policy dialogue:

- Revisited its teacher training to support Kenya's new competency-based, national curriculum (CBC) reform and roll-out. This was achieved through the establishment of working groups with the Teacher Service Commission (TSC) at the county level which determined how CBC should best be integrated within the project's gender-responsive pedagogy training. Ministry of Education Teacher Advisory Centres were also involved in the delivery of and follow-up to teacher training.
- Promoted and supported the establishment of communities of practice for ongoing teacher professional development among school clusters in project intervention zones, in support of TSC directives.
- Aligned the project's school governance component (training, coaching and the provision of small grants to school management committees/boards of management and parent associations) to support provisions on school management articulated in the Kenya Education Act of 2013.
- Developed tools, manuals and resources in school assessment, classroom observation, BoM supervision, teacher appraisal, and guidance and counselling, to support the work of head teachers, Teacher Advisory Centres, and education quality assurance and standards officers.
- Worked with the Kenya Institute of Curriculum Development (KICD) to design radio lessons for primary and secondary school children for dissemination during Covid-19 school closures.

KEEP II has also become much more visible at the national level in Kenya since 2017 with its contributions to evidence generation and policy dialogue. As early as 2017, the project developed a close working relationship with Ministry of Education officials at the national level (particularly the National Director of Policy, Partnerships) for joint evidence generation and policy dialogue.

[24] This is a conclusion raised in previous evaluation of KEEP II. See the Midline Evaluation of KEEP II prepared by C.A.C International (February 2020), p. 82.

[25] C.A.C International (July 2018) KEEP II Baseline Final Report, Volume I, p. 57. Producing sustainable results at the system level of KEEP I was never a GEC requirement in project design or the results framework.

KEEP II invited Ministry of Education officials to visit the project in Kakuma and to support better understanding of education resilience in the refugee context. KEEP II (WUSC) is a member of the Kenya Education in Emergencies forum which has been on the forefront of planning the government's Covid-19 response. Since 2019, the project has participated in and presented learning papers to the Education Evidence for Action (EE4A) forum held every two years at the national level in Kenya. In 2019, KEEP presented a paper on cash transfers and refugee education and in 2021 presented its learning on education resilience and m/e in education.

Since 2021, KEEP is a member of the executive committee of EE4A and is involved in policy briefings with the Minister of Education on the forum's results. At the local level, KEEP is a member of the education coordinating committees in Turkana and Garissa counties. The project has also developed effective working relationships with TSC officials and district education officers.[26]

> "KEEP is an example of influencing policy change. Innovations that were started in refugee camps have been replicated to host communities and this is very unique – remedial classes, cash transfers, guidance and counselling started by KEEP in refugee communities are now spreading in host communities.
>
> Learning around KEEP was so well-received in 2019 at EE4A, even sceptics appreciate what the project has accomplished. KEEP good practices have influenced national policy. For example, KEEP's GRP in the Gender and Education Policy, KEEP's community-based mentorship influenced the Mentorship Policy."
>
> - UNHCR Nairobi

Given this increased engagement at the national and county levels, KEEP II has recently been asked to contribute to the government's policy formulation on Guidance and Counselling as well as the development of the NESSP component on Gender-Responsive Pedagogy. These examples demonstrate the increased credibility and visibility of KEEP II contributions to ongoing national education sector strengthening.

[26] Based on qualitative interviews with KEEP staff, as well as representatives of UNHCR, Lutheran World Relief, Ministry of Education, TSC.

4 Effectiveness

This section begins with an assessment of the five intermediate outcomes (IO), comparing endline values against those recorded at baseline and midline, to analyse project effectiveness trends over time. The validity of assumptions in the KEEP II theory of change related to IO achievement is analysed below. Finally, KEEP II outcome achievement relative to learning and transition is also assessed.

At endline, GEC was particularly interested in analysis comparing programme effects across sub-groups (by region, host/refugee community). Disaggregation and analysis of data by sub-group is reflected in the evaluation findings below, related to Intermediate Outcome and Outcome achievement, where KEEP logframe indicators require it, where sufficient data exists to make comparisons, and where analysis by sub-group is meaningful and adds value to evaluation findings. Where disaggregation is not included in data analysis below, it is because data differences between host/refugee communities or regions were not significant, differences noted between sub-groups could not be interpreted in any meaningful way or were not seen to add value to evaluation findings.

Review Question: To what extent did the achievement of KEEP II intermediate outcomes contribute to improved learning and transition outcomes for targeted girls?

4.1 Intermediate Outcome 1: Teaching and Learning Quality

Summary of Key Findings for Intermediate Outcome 1

Average mean scores on national exams for girls in KEEP II schools (KCPE at the end of primary and KCSE at the end of secondary) decreased by approximately 3 percentage points between 2017 and 2021. However, stakeholders observe that more girls qualify to sit the national exams every year, and there are now girls among the top KCPE/KCSE performers, which was not the case before KEEP.

Girls' perceptions on improvements in teaching quality are mixed. The proportion of surveyed girls who report that 'teachers treat girls and boys differently in the classroom' remained stable between baseline and endline. Girl survey results at endline generally reveal a decline in teaching quality, particularly in Turkana county over Garissa, although qualitative data collection with girls in school paints a more positive picture.

The project's classroom observation data between midline and endline reveals some improvement in teaching practices related to lesson planning, pedagogy and classroom management. Qualitative data collection with teachers points to improved skills and knowledge acquired by teachers. Transforming this new knowledge into changed classroom practice remains embryonic and uneven among teachers and schools. There is evidence of knowledge sharing between trained and untrained teachers at endline but this is also seen to vary significantly by school.

Table 3: IO 1 – Teaching and Learning Quality

IO indicator	Baseline (BL)	Midline (ML) Target	ML	Target achieved? (Y/N)	Endline (EL) Target [27]	EL	Target Achieved (Y/N)?
Quantitative indicator - The % of girls demonstrating improved performance on school exams, as well as improving KCPE and KCSE exams in the project intervention schools	Average at BL: 41.1% average performance score by girls in KEEP intervention schools on KCPE and KCSE for 2017 KCPE = 49.1% KCSE = 33.2%	+5% from baseline	Average at ML: 35.1% average performance score by girls in KEEP intervention schools on KCPE and KCSE for 2018 KCPE = 48.5% KCSE = 30.9%	No	+15% from ML[28]	Average at EL: 41.8% average performance score by girls in KEEP intervention schools on KCPE and KCSE for 2020 KCPE = 46.8% KCSE = 29.2%	No
Qualitative indicator - Stakeholders (parents, girls, teacher) perceptions on improvement or positive change in the quality of learning (ISG survey)	24% of girls (30% from Garissa and 10.7% from Turkana) believe that their teachers treat boys and girls differently	+20% from BL	21% of girls (24% from Garissa and 18% from Turkana) believe that their teachers treat boys and girls differently	No	+30% from ML[29]	22% of girls (23% from Garissa and 21% from Turkana) believe that their teachers treat boys and girls differently[30]	No

As seen in the table above, there was little improvement in the achievement of this intermediate outcome across evaluation points. In its logframe, KEEP II uses the following two indicators to measure performance on improved teaching and learning quality:

[27] Endline target comes from logframe revised by the project after midline.

[28] It is important to note that a 15% improvement over midline (where midline value is KCPE 48.5% and KCSE 30.9%) would mean that endline target is 55.8% for KCPE and 35.5% for KCSE.

[29] It is important to note that a 30% improvement over midline (where the midline value is 21%) would mean that the endline target is actually 14.7% of girls (16.8% from Garissa and 12.6% from Turkana) reporting that their teachers treat boys and girls differently.

[30] It excludes from the sample those girls (30% of total sample) who were at a girls only school.

Average mean scores on national exams for girls in KEEP II schools[31] (KCPE at the end of primary and KCSE at the end of secondary) decreased between baseline and endline by approximately 3 percentage points between 2017 and 2021. The endline target of 15%+ points over midline was not met and it could be argued that this was an overly ambitious target that should have been reconsidered at midline given IO results in 2019 and the effects of the Covid-19 pandemic.

> "It has improved how I deliver the lessons. In most cases, the context used in the books is different from ours. So I contextualize different aspects so that the girls can relate to and understand better. For example; using their names in giving examples in Mathematics, avoiding gender biases, mostly in books, male names are used."
>
> - Two teachers from Dertu Girls Secondary school

While the overall trend in KCPE/KCSE scores has been downward since baseline, consulted education stakeholders note that many more girls are qualifying to sit the national exams every year and that there are now girls among the top KCPE/ KCSE performers from project-supported schools. KEEP is credited with supporting and motivating these girls to perform well (see sidebar). A drop in national exam scores in 2021 was not unexpected, according to education stakeholders, given that the 2021 national exams were administered in the first term of the academic calendar, following a year Covid-19 school closures.

> "There has been an improvement in girls' performance. Initially, when we were rewarding learners who performed well in examinations, you would find that position 1, 2 and 3 are taken by boys. We only rewarded the most improved girl who is maybe position 15 in the class. But recently, because of the motivation and support by KEEP, we have a girl who is leading in form 2. I think there has been that motivation that girls can perform just like boys. They are able to compete with boys".
>
> - Teacher from Dagahaley Secondary School

The proportion of girls in school reporting that their teachers treat boys and girls differently in the classroom dropped slightly between baseline and endline (2% fewer girls reported a difference in treatment). The endline target (of 30%+ over midline values) was not met; this target also appears overly ambitious and likely should have been revisited in light of midline results. What is interesting to note is the trend by region – values have consistently decreased since baseline for Garissa while they have increased over time for Turkana.

Teaching Quality

Training teachers and improving teaching quality is a key project intervention[32]. The project's reporting on classroom observation between midline and endline reveals some improvement in classroom teaching skills and practices with regard to lesson planning, pedagogy and classroom management. Qualitative data

[31] This is an indicator selected by KEEP II and approved by GEC for the measurement of performance on Intermediate Outcome #1. While it may be perceived as a learning outcome indicator, it is included in the logframe under this IO.

[32] This analysis assumes full participation by 438 teachers in 7 days total of teacher training (4 days basic pedagogy and 3 days GRP) during this phase of the project, with communities of practice established at KEEP schools for ongoing support, dissemination of KEEP teacher training competencies. In response to a query by GEC, the issue is much more complex than whether teacher training interventions "were effective" – there are many contextual factors which influence the extent to which teachers are in a position to apply the new skills and knowledge they may have acquired through project training and transform it into new and more effective classroom practices, thereby improving learning outcomes for girl students. Factors influencing the transformation of teacher training into improved teaching quality could include support provided by school management, school culture, staff turnover, class size, learning capacity of students, attendance/transience of students, etc. There are many underlying assumptions and risks in the KEEP II theory of change - along the results chain from teacher training, to improved classroom practice leading to improved learning outcomes for girls - that needed further articulation, testing, analysis, and risk mitigation to improve project effectiveness. Previous KEEP evaluations (baseline, midline) raised the lack of assumption/risk analysis and mitigation strategies as an issue.

collection at endline, with KEEP project staff, school administrators and teachers, reflects an improvement in the understanding of gender responsive and basic pedagogy among those teachers recently trained by the project. In focus group discussions with teachers at endline, those trained by the project referred to basic/GRP training content and could provide examples of how they applied it in the classroom.

Among girls surveyed in school, responses related to improved teaching quality were mixed at endline and varied by region. The proportion of girls who agreed that teachers make them feel welcome, and that girls get the support they need at school to perform well, increased overall at endline for Garissa but decreased for Turkana. It is difficult to interpret this trend or explain why the perception of girl learners on teaching quality and school support decreased considerably in one region while it increased in the other.

In both regions, the proportion of girls reporting "that teachers explain lessons well or that teachers repeat explanations when a student does not understand" has decreased at endline. The proportion of girls at endline who agreed that teachers punish students who do not understand the lesson also increased at endline for both Turkana and Garissa over midline values (see Volume II, Annex 6 on Supplementary Data for Intermediate Outcomes). Overall, survey results for both regions depict classroom contexts in which teachers at endline appear to be more rushed to cover academic content, are less patient with learners, take less time to respond to questions or repeat explanations. This makes sense in a context where teachers are under pressure and rushed to make up for a year of lost learning due to Covid-19 school closures.

> "The teachers know that girls are facing more challenges, so they were treated differently." - Girl who completed secondary school, Hagadera
>
> "On matters of essential needs, teachers considered girls more, but when it comes to class work they treated both boys and girls equally."- School Principal, Dagahaley

Endline qualitative data collection with girls is somewhat at odds with and generally more positive than in-school girl survey results when it comes to teaching quality. The vast majority of girls participating in focus group discussions at endline reported that teachers treated them well and supported them. Some added that girls are treated better than boys.

*Q*ualitative data collection with school administrators, local education officials and other development partners, paints a mixed picture. On the one hand, stakeholders acknowledge that trained teachers are now more sensitive to the well-being of learners in the classroom – including adapting teaching practices to different learning styles and psycho-social factors affecting attendance and performance, reducing gender stereotypes, etc. On the other hand, the same stakeholders acknowledge that relatively few teachers in KEEP schools have benefitted from training, there is a constant need to repeat training due to high staff turnover, while knowledge sharing among teachers at the school level appears limited to the sharing of some training material and more informal discussion among teachers on training content. Comments by teachers at endline on the sharing of KEEP training content with untrained teachers in the same school were more prevalent.

> "We used to benefit from those teachers who went for the training. Personally, when I was finding it difficult to handle some large classrooms I was helped by one of the teachers who went for the training, and I am now able to handle my class with no difficulty."
>
> - Teacher from Kakuma Refugee Secondary school

The introduction of Competency-based Curriculum (CBC) in Kenya has further complicated the documentation and analysis around changes in teaching quality for KEEP II. While KEEP II adapted its pedagogical training content to CBC, this put considerable pressure on teachers to assimilate a range of new methodologies and techniques in a short timeframe. It also made it more challenging to measure KEEP contributions to teaching quality since 2018.

> "There is also the introduction of CBC and it is a challenge to both teachers and students. The government has just introduced a very new system. Although the teachers have been trained, they have not internalized the methodology, so they keep teaching using the other methodologies yet the students are to be in the CBC curriculum. So there is a big disconnect in terms of what is required in the new curriculum and what is being taught now."
>
> - DEO, Dagahaley

In conclusion, it appears that the KEEP II training of teachers has been beneficial, particularly in Garissa and with refugee secondary school teachers, with regard to their sensitivity to the needs of and treatment of girl learners at school. KEEP project staff report that adding a module on guidance and counselling in its teacher training helped teachers become more aware of and responsive to the well-being of learners as something important to their learning outcomes. The project appears to have been more challenged in improving pedagogical practices and the adoption of new teaching methodologies that support improved learning performance for girls. This level of result is more complicated to achieve in a context dominated by Covid-19 adaptation measures and the introduction of a national curriculum reform.

The project's strategy to improve teaching quality was focused on capacity development of individual teachers through seven days of training. A cascade model of teacher training (using champion or senior teachers at each school to train and mentor other teachers, facilitate communities of practice) appears to have been hampered by a lack of resources to support teacher training and follow-up, limited time to devote to mentoring and coaching of teachers, combined with high rates of teacher turnover in KEEP schools. Some teachers interviewed in KEEP secondary schools report internalizing aspects of the training content, claim to be using it in the classroom, and say they are passing new knowledge on to their untrained colleagues. Based on data collected at endline, this experience is not consistent across trained teachers or KEEP II schools. Formal integration of the project's intended cascade model of teacher training and mentoring at the school level is unevenly established, and appears dependent on the motivation and commitment of the individuals involved.

The analysis above puts into question the validity of the ToC assumption related to this IO which posits that following training, "teachers effectively embed new skills and competencies." There appear to have been a number of risks – including staff turnover, teacher motivation, school culture, teacher supervision and mentoring, curriculum reform, and ownership for KEEP teacher training by school administration – that would have required more careful monitoring and risk mitigation to ensure the project theory of change held true.

4.2 Intermediate Outcome 2: Attendance

Summary of Key Findings for Intermediate Outcome 2

Average attendance rates for the KEEP II cohort of girls vary considerably depending on the data source, leading to concerns with attendance data validity and reliability.

Based on school register data, attendance rates for the KEEP II cohort of girls increased overall since baseline. Between midline and endline the average attendance rate for girls in KEEP II schools increased slightly by approximately 2% points. For girls receiving a cash transfer from the project, attendance rates remained stable from baseline to midline with a slight increase at endline (+1.8%).

Generally, Covid-19 appears to be having a significant effect on girls' attendance in 2021 within project intervention zones. At endline, according to qualitative data collection with school stakeholders, the most prevalent factors limiting girls' regular school attendance are psycho-social problems, an increased chore burden, the need to work to supplement family income, as well as increased domestic responsibilities for girls who got married or became pregnant during Covid-19.

KEEP scholarships for girls were cited by community stakeholders up to midline as an important motivation to maintain girls in school and encourage them to perform well. The positive effect of scholarships on girls' motivation to attend school and perform well has waned at endline, given that no new scholarships have been awarded by the project since 2018.

The cash transfer has undoubtedly alleviated the financial burden on families for educating a girl and resulted in improved attendance and retention. It is also seen to have a positive effect on retention, and transition rates from primary to secondary school. Based on available data, it is unclear how the cash transfer monies are used and the extent to which funds are being used to directly support girls' education needs; most families appear to consult the girl and use at least some of the monies to satisfy her education needs although this can vary by family. During the Covid-19 pandemic, more of the cash transfer appears to have been allocated for basic family survival needs.

Table 4: IO 2 – Attendance

IO indicator	BL	ML Target	ML	Target achieved? (Y/N)	EL Target[33]	EL	Target achieved? (Y/N)
Quantitative indicator - % improvement in targeted girls' attendance in schools (cash transfer girls, remedial girls	60%[34] average attendance rate across all KEEP intervention schools for grades S5-F2 in T2 - 2017 academic year	+10% from BL	93.3% average attendance rate across all KEEP intervention schools for grades S7-F4 in T1 - 2019 academic year	Yes	+20% from ML	95.3% average attendance rate across CT girls for grade F1-F4 in T2 - 2021 academic year	N/A
Qualitative indicator - Stakeholder perceptions on effectiveness of project interventions to address barriers to girls' school attendance	N/A[35]		Only for girls receiving scholarship and CT: 91% of primary caregivers (PCG) (94% from Garissa, 89% from Turkana) say that their girls attended school on most days of school year. (HHS) 84% of girls (95% from Garissa, 71% from Turkana) confirmed that cash transfer helped girl to improve attendance (HHS)	N/A	Maintained or attain 100%	Only for girls receiving scholarship and CT: 86% of PCG (81% from Garissa, 89% from Turkana) say that their girls attended school on most days of school year. (PCG Survey) 66% of girls (64% from Garissa, 69% from Turkana) confirmed that the cash transfer helped girl to improve attendance (ISG)	N/A

Average attendance rates for the KEEP II cohort of girls vary considerably depending on the data source, leading to ongoing concerns[36] about attendance data validity and reliability. Average attendance rates

[33] Endline target comes from logframe revised by the project between midline and endline.

[34] KEEP II included this figure in the project logframe between baseline and midline without indicating data source (spot check or school register?). This skews validity of comparison across evaluation points.

[35] No baseline data existed for conditional cash transfers, which were only distributed after baseline.

[36] Concerns around the validity and reliability of attendance data have been present since baseline on KEEP I. Attendance data is notoriously unreliable in KEEP target schools as a result of several contextual factors – poor school record keeping, per capita funding of schools which encourages bloated school enrolment registers, transient learner populations in the intervention zones where students are often simultaneously enrolled in more than one school. This has been documented repeatedly in past KEEP evaluations.

recorded by the project at baseline in 2017 were very low (around 60%) and the source of data was not specified by the project. In contrast, at midline and endline, school register data showed average attendance rates for girls in the KEEP II cohort consistently averaging above 90%. Spot check data recorded by the project in 2017, 2019 and 2021, however, showed a range of average attendance rates between 62% and 74%. Spot check data recorded by the external evaluator in 2018 and 2019 showed average attendance rates between 78% and 81%.[37] Given this variability in attendance data, it is difficult to interpret attendance results or trends over time for KEEP II with any confidence.

Although KEEP II project staff consider spot check data more reliable than school register data,[38] school register data were selected as the logframe performance indicator for this intermediate outcome by KEEP and GEC. In looking only at school register data as per the logframe, attendance rates for the KEEP II cohort of girls increased at each evaluation point. Between midline and endline the average attendance rate increased by about 2% points. The endline target (of 20%+ from midline) could not be met since midline values were already very high (93.3%).

In qualitative data collection with girls at endline, they indicated that a high domestic chore burden, lack of sanitary wear, and an absence of acceptable sanitary blocks at school, were key factors limiting their attendance. Qualitative data collected from school administrators, community leaders and guidance counsellors at endline was somewhat contradictory when it comes to attendance. Some argued that enrolment of girls in Form 1 was higher in 2021 (after schools re-opened post-Covid) than in any of the previous four years. Others reported significant increases in early pregnancy and marriage among adolescent girls during Covid-19 school closures, negatively affecting girls' return to school and regular attendance in 2021.[39]

> "Covid-19 has really had a major impact, really set us back. With marriage, pregnancy it is hard to get [girls] back in school. The camp closure announcement and the decrease in rations have all had effects on the motivation and ability to send girls to school. The current enrolment numbers for girls are very poor."
>
> - UNHCR representative
>
> "The attendance which was better previously is now worse. Majority of the girls don't make it to school as early as the boys do in the morning. They come at 8 am or 9 am. Some even come after break then don't come back to school after lunch. Previously they would report to school early and their attendance after lunch was good, but of late very few manage to get to school on time. They are trying to catch up, but they haven't fully done it."
>
> - Guidance and counselling teacher, Dagahaley

It is likely that both claims may be true – enrolment may have increased in Form 1 given initiatives such as the community school enrolment campaigns and cash transfer support provided by KEEP. At the same time, girls' attendance may have been more irregular in 2021, given psycho-social problems and an increased domestic chore burden due to increased cases of early marriage and/or motherhood. Family economic hardship exacerbated by Covid-19 also affected girls' attendance; girls who are caring for sick family members or girls who are required generate income to support family basic needs are likely to attend

[37] C.A.C. International (February 2020) Final KEEP II Midline Evaluation Report, p. 56.

[38] These reasons have been documented in previous EE reports. MoE capitation grants to schools are based on enrolment as reflected in school registers. KEEP cash transfer payments were initially conditional on girls' attendance. Attendance can fluctuate significantly between terms for many reasons in the KEEP intervention zones.

[39] UNHCR reported that girls' primary school gross enrolment was 32% and net enrolment was 10% in October 2021 for Kakuma and Dadaab camps.

school less regularly.[40] At endline, the proportion of girls surveyed who reported attending to domestic chores a quarter of a day or more, increased significantly in Garissa region (+23%) and decreased considerable in Turkana region (-13%) between midline and endline. Garissa is poorer than Turkana, scoring lower on most indicators of poverty. This may be an indication of families in economic distress during Covid-19 that relied more significantly on the domestic labour of their girls to survive. There was only slight variation in data reported on domestic chore burden between host and refugee communities at endline and little change in value since midline.

Scholarships & Cash Transfer

KEEP II provided merit-based scholarships to 200 girls to cover all aspects of their secondary education. Education stakeholders credited KEEP scholarships as an important motivation for girls to attend school and perform well in their studies. This was confirmed in interviews with girls at baseline and midline, who cited the KEEP scholarship as a reason to perform well in school. Awarding scholarships exclusively to girls was also perceived by community leaders as an important message promoting the importance of girls' education. KEEP II scholarships were awarded in 2016/17 and 2017/18. At endline, few respondents made reference to the KEEP scholarships, and it appears that the motivational effect of the scholarship on girl learners has decreased since all awards were distributed three years ago.

KEEP II provided cash transfers to 3,000 girls, starting in 2018. The cash transfer on KEEP II was conditional on recipient girls maintaining an attendance rate of 80% or above. Girls receiving the cash transfer in 2018-2019 were selected based on low school attendance and performance as well as family need. As a Covid-19 adaptation during the pandemic school closures, another 500 girls were selected to receive cash transfers. Girls in Form 8 were targeted to support their transition to secondary school when schools reopened. Based on data shared by the project, average attendance rates for cash transfer recipients generally remained stable over time – at 90% between midline and endline with a slight increase of 1.8% at endline.[41] This attendance rate was more or less consistent with survey data from primary caregivers of cash transfer recipients.[42]

> "The cash transfers have focused on helping needy learners or girls get the necessities they need because the cash goes beyond the set scope and helps families. This has really improved the attendance of girls. The families have been keen. In case of delays, they complain to the school."
>
> "Girls on KEEP program received the cash transfer, which really helped them and their families during this time. They also used this money to get online and communicate with us. Some were able to access online learning, but this, I would say, was very few of them."
>
> - Guidance and counselling teacher, Greenlight Refugee Secondary
>
> "Implementation of cash transfers continued even when schools reopened, and this really helped the girls get back to school. I can say some of them only came back to school to get that money because otherwise, they would miss it."
>
> - Guidance and counselling teacher, Dagahaley

In qualitative data collection, education stakeholders recognized the cash transfer as an effective measure to increase attendance and retention for the most marginalised girls. Guidance and Counselling Teachers seemed to be the most supportive of cash transfers, particularly regarding the support offered families to address challenges faced as a result of Covid-19. Based on project monitoring, approximately 85% of cash transfer girls re-enrolled in school after the Covid-19 closures. Endline data also

[40] Save the Children (September 2020) Impact of Covid-19-19 on Protection and education Among Children in Dadaab Refugee Camp, Kenya. pp. 7-9.

[41] There was no baseline value as the cash transfer began after baseline.

[42] Over 85% of primary caregivers (PCG) of cash transfer girls indicated that girls attended school most days.

suggests that the transition rate from primary to secondary school increased significantly between baseline and endline for the KEEP cohort of girls. The cash transfer undoubtedly supported that result.

While the cash transfer has had demonstrated positive effects on attendance, retention and transition, the project experienced significant challenges in planning and delivering the cash transfer.[43] These challenges generally related to two issues: 1) community reactions (resistance, misunderstanding) to the selection criteria and process of selection for cash transfer recipients, and 2) developing efficient delivery systems for cash transfers, particularly for refugee populations. Addressing these challenges proved time-consuming and labour-intensive for the project. Logistical problems, linked to the timely delivery of cash transfers, continue on the project although most administrative hurdles have been addressed. Negative perceptions at the community level remain with regard to inequity and a lack of transparency in the selection of cash transfer recipients although these are much less frequently expressed at endline.

> "This cash transfer programme was only given to some specific students, it was not cutting across the entire school and you will find that those who are left out felt discriminated against."
>
> - Dertu Girls Secondary School's Principal

There is limited reliable data on how the cash transfer monies are used and the extent to which funds are benefitting girls' education needs directly. GEC monitoring of the KEEP II cash transfer component (September 2019) concluded that, while the amount of cash transfer was small in the eyes of transfer recipient families, it was being used to support family basic needs and girls' direct education expenses. These conclusions were based on qualitative data collection with a relatively small sample of stakeholders. Qualitative data collected at midline and endline, with girls, parents, and guidance counsellors, suggests that cash transfer funds respond to a variety of needs for both girls and their families while they can also be a source of tension between family members. During the Covid-19 pandemic, the prioritization of the use of cash transfer funds seems to have shifted towards satisfying families' basic needs. Finally, concern was raised at endline as to sustainability and what would happen to cash transfer recipients when KEEP II closed down.

> "The girls also lacked sanitary pads at home because in the money given for ration, the pads are not prioritized at all. In addition, the cash transfer was used to meet the need of the whole family."
>
> - Guidance and counselling teacher, Greenlight Refugee Secondary School
>
> "Windle Trust money helped girls in buying school uniform and stuff. When schools were closed, the money was used to purchase food, sanitary pads, pants and so on. This is due to girls having many problems unlike boys. So, with parenting girls, one has to have enough money."
>
> - Male parent from Greenlight
>
> "It will be a challenge. This money was used to meet basic household needs. Who will provide this money after KEEP?"
>
> - Guidance and counselling teacher, Dertu Girls Secondary

The analysis above generally upholds the validity of the first part of the ToC assumption related to this IO (the conditionality on cash transfers will be sufficient to encourage families to keep their girls in school and use the resources on the girls' needs). Cash transfers appear to have supported retention and improved attendance for girl recipients. In terms of the second part of the assumption, evidence is inconclusive and insufficient to determine the extent to which families are using cash transfer funds for girls' direct education

[43] C.A.C. International (February 2020) KEEP II Final Midline Evaluation Report, pp. 57-59.

needs[44]. The risk with cash transfers for girls' education has always been unequally borne by the girl herself – i.e. the risk that families receiving cash transfers will oblige their girl to attend school because of conditionalities, and this girl may improve her attendance without the benefit of material support necessary (sanitary wear, a uniform, shoes, school materials, food) to ensure her well-being at school. KEEP II could have made more effort to monitor this assumption and associated risks in order to mitigate any potential harm to cash transfer girls.

4.3 Intermediate Outcome 3: Life Skills/ Self-Efficacy

Summary of Key Findings for Intermediate Outcome 3

After an upward trend from baseline to midline, there was a decrease at endline in the proportion of girls reporting that they get the support they need at school and/or that they go to the guidance counsellor for support in decisions about their future (from 72% at ML to 60% at EL). This decrease is undoubtedly influenced by the Covid-19 pandemic. School stakeholders observe an increased level of stress and anxiety among girls, coupled with low self-esteem, affecting their participation in class and their performance at school. Guidance teachers also report they are less available for learners since schools have reopened, given teaching staff loss/turnover coupled with the scale of demand for their services.

There was a positive trend from baseline to endline for most indicators related to life skills and self-efficacy among girls in the KEEP II cohort. There were regional variations with Garissa demonstrating a steady upward trend in girls' agency regarding decisions around education and marriage since baseline, with more variable results in Turkana over time.

Guidance and counselling units are functioning in all KEEP II schools and are credited with contributing to a more supportive school environment for girl learners, particularly where guidance teachers and teachers are female.

The project plan to shift life skills training from holiday camps to schools, through peer mentors, is not yet operational in all schools. Stakeholders have mixed reactions about the potential value of peer mentors at the school level.

Table 5: IO 3 – Life Skills/ Self-Efficacy

IO indicator	BL	ML Target	ML	Target achieved? (Y/N)	EL Target[45]	EL	Target achieved? (Y/N)
Quantitative indicator - % of targeted girls reporting improved sense of agency and self-confidence	52.8% of girls (48.7% from Garissa and 59.2% from Turkana) report having enough support at	15% from BL	72% of girls (75% from Garissa and 70% from Turkana) go to the school counsellor or	Yes	+25% above ML	60% of girls (66% from Garissa and 55% from Turkana) go to the school counsellor or	No

[44] At both midline and endline, the perceptions of stakeholders diverged on the use of cash transfer funds by recipient families. According to a majority of stakeholders interviewed at endline, it appears that girls are consulted on the use of cash transfer funds and that families use the cash transfer, at least in part, to satisfy basic needs of girls so they can attend school comfortably. There are some stakeholders (girls, guidance teachers, school principals), at midline and at endline, who report that the cash transfer is being used to support family basic needs and is not being used to satisfy girls' education needs. There are also stakeholders, at midline and endline, who report that the cash transfer creates conflict between family members as to how funds should be used.

[45] Endline target comes from logframe revised by the project after midline

IO indicator	BL	ML Target	ML	Target achieved? (Y/N)	EL Target[45]	EL	Target achieved? (Y/N)
	school to make good decisions about their future. (ISG)		guidance teacher for advice (ISG)			guidance teacher for advice (ISG)	
Who mostly makes decisions about the following?[46] Girls say they decide whether or not they will go to school (ISG)	56% of girls (47% from Garissa and 69% from Turkana)	+10% from BL	65% of girls (64% form Garissa and 65% from Turkana)	Yes	+20% from ML (target is 78% or 76.8% in Garissa and 78% in Turkana)	73% of girls (78% from Garissa and 68% from Turkana)	No
Girls say they decide whether or not they will continue in school past this year (ISG)	59% of girls (48% from Garissa and 75% from Turkana)	+10% from BL	66% of girls (73% from Garissa and 60% from Turkana)	Yes	+20% from ML (target is 79.2% or 87.6% in Garissa and 72% in Turkana)	80% of girls (82% from Garissa and 79% from Turkana)	No
Girls say they decide when / at what age they will get married (ISG)	55% of girls (46% from Garissa and 67% from Turkana)	+10% from BL	73% of girls (73% from Garissa and 72% from Turkana)	Yes	+ 20% from ML (target is 84% or 88 for Garissa and 86% for Turkana)	82% of girls (88% from Garissa and 77% from Turkana)	No

In terms of life skills and self-efficacy among girls in the KEEP II cohort, there was a positive trend from baseline to endline for most indicators related to this IO. The proportion of girls reporting improved agency in decisions with regard to education and marriage increased steadily from baseline to endline in Garissa although results in Turkana were uneven and did not present a steady upward trend.

With regard to the support girls receive at school, there was a decrease at endline in the proportion of girls reporting that they go to the guidance counsellor for support in decisions about their future (from 72% at ML to 60% at EL (see Volume II, Annex 6). There were regional variations with an increasing trend in Garissa since midline in the proportion of girls reporting that they consult the guidance counsellor at school, and a decreasing trend for the same in Turkana county. This decrease in perceived support by the school guidance teacher has undoubtedly been influenced by the pandemic. During the Covid-19 lockdown and school closures, social gatherings were not allowed in the camps. Psycho-social counsellors and guidance

[46] This qualitative indicator has been adjusted. At BL and ML, it was worded as follows: *"Girls who report they are better able to make informed decisions about their future (with regard to education, work, marriage, etc.) as a result of life skills camps and the support they receive from teachers and guidance counsellors (specific to girls who have attended life skills camp)".* It was informed by data from the household survey. In the absence of HHS due to Covid-19-19, the data for EL comes from the school survey and focuses on three levels of girls' decision-making regarding school and girls' marriage. However, one note of caution is that the results reflect the girls we sampled. We can't generalize from this sample to all the girls in the community.

teachers did not have access to girls at the community level and could only continue outreach through mobile phones, if girls had access to them. Since schools have reopened, guidance and counselling teachers interviewed at endline note an increased level of stress and anxiety among girls, coupled with low self-esteem, which is affecting their participation at school and their performance. Guidance teachers may not be as available to all girls, given the scale of demand for their services now that schools are open again. Endline targets were not met for any IO 3 indicator.

Strengthening Life Skills

There was a positive trend from baseline to endline for most indicators related to agency among girls in the KEEP II cohort. There were regional variations, however, with Garissa demonstrating a steady upward trend in girls' agency regarding their participation in family decisions around education and marriage since baseline. Results are more variable for girls' agency in Turkana over time.

Survey data for in-school girls on the life skills index is inconclusive at endline. There was a general trend of improvement over time in the proportion of girls reporting that they, and their friends, participated more in class. There was a slight downward trend, between midline and endline, in girls' confidence with regard to reading in front of others, asking questions in class, or organising their peers around an activity. A significant drop between midline and endline was noted for girls in Turkana reporting that they are as good as their friends in math (drop from 70% at midline to 48% at endline) – see Volume II, Annex 6.

A majority of consulted stakeholders (principals, teachers, guidance teachers, psycho-social counsellors, BoM members, remedial teachers) observed positive trends for girls' self-efficacy in KEEP intervention zones since 2017, with demonstrating more self-confidence and increased participation in the classroom. Respondents attribute this to KEEP II support and the attention girls in school have received through project inputs including remedial education, scholarships, cash transfers, guidance and counselling, etc. The majority of respondents confirm, however, that these gains in girls' improved self-confidence and participation are fragile. There is consensus that the Covid-19 pandemic has undermined gains for many girls who – because of a higher chore burden at home, responsibility for family income generation, girls who got married or became pregnant – have either dropped out of school or are struggling to attend school regularly and keep up with their studies. Post-pandemic, these girls are seen to be experiencing more stress and less confidence in their future and their ability to balance competing demands.

In interviews at endline, girls said they need support from both their families and schools to build their confidence and succeed in their studies. In terms of anticipated support from schools, girls observed that remedial classes, guidance and counselling, and fair treatment by teachers of girls and boys in class, are elements that help them feel more confident at school. A number of girls mentioned teachers punishing girls who arrive late to school because of domestic chores and child care responsibilities; this is particularly relevant since most stakeholders agree that rates of early marriage, pregnancy and domestic chore burden have increased due to the pandemic. Given GRP training, it should be incumbent on teachers in KEEP schools to recognise the added pressures on girls as a result of the pandemic and ensure their fair treatment and well-being at school. More attention is needed by the project to support schools in ensuring the well-being of their girl learners post Covid-19.

In terms of support at home, the importance of parental encouragement for education was emphasized by a majority of girls of all profiles in qualitative data collection (girls in school, those who completed high school, having dropped out of school). The types of parental support most frequently cited included: encouragement to study and work hard; payment of school fees and basic needs (sanitary wear, uniforms, etc.); avoiding early marriage; and reduction of domestic chores to free up study time at home.

Guidance and Counselling

KEEP II included an increased focus on guidance and counselling at the school level. At endline, it appears that the vast majority of KEEP schools have a functional guidance unit, including at least one (sometimes two) trained guidance teacher. The project guidance counsellors provide support to both girl learners and

guidance teachers at the school level. Aspects of the counselling component have been integrated into the project's teacher training which, according to teachers interviewed, has helped them better understand the psycho-social needs of their students in the classroom. During Covid-19, the project's guidance and counselling staff provided tele-counselling and WhatsApp support to girls, and organised small group peer mentoring through life skills camp alumnae, on topics related to sex and gender-based violence, early marriage and pregnancy, etc.

In qualitative data collection at endline, girls often credit the guidance teacher as the most important moral support for them at school, particularly when these teachers are female. The in-school girl survey paints a more nuanced picture at endline. There was a considerable decline from midline to endline in the proportion of girls who agree that they seek out the school counsellor or guidance teacher when they have a problem or when they want advice on decisions about their future, particularly in Turkana region (see Volume II, Annex 6).[47]

Qualitative data collected with school stakeholders (principals, teachers, guidance teachers, counsellors, BoM members) at endline revealed that psycho-social issues among girls had increased exponentially during the Covid-19 school closures (due to marriages, pregnancies, divorces, SGBV, caring for sick relatives, isolation, fear of contracting the virus, etc). Guidance teachers report having difficulty keeping up with the psycho-social needs among students since schools reopened. Girls report feeling less hopeful about their future prospects and less convinced that education can address the economic hardships they face as a result of the pandemic. This is particularly true in the refugee communities, where the prospect of imminent camp closure and reduced rations has increased stress levels while decreasing motivation for school among families. This may explain why surveyed girls report feeling less supported at school and perceive the role of guidance teachers and counsellors as less important. This is not to detract from the importance of having a trained guidance unit to support girls at school, particularly when it is headed by a female teacher, but it demonstrates the extent to which external factors can influence girls' life skills and sense of agency.

Shifting to Peer Mentoring at School

When schools reopened in 2021, the project shifted its approach from life skills camps to peer mentoring in school. Implementation of this shift was in the initial stages at endline (November 2021). Not all schools had trained peer mentors nor were most girls interviewed aware of the existence of peer mentors. Opinions among stakeholders are mixed with regard to the shift from camps to school. Qualitative data collected with girls in school revealed the reticence of some to confide in peer mentors, while peer mentors reported not yet feeling equipped to counsel their peers. Operationalising this shift will take time and it is unclear if it can be fully accomplished in less than a year, before project completion.

> "The switch made sense, but it wasn't applied, because we expected that the girls would be trained as peer counsellors but those trainings haven't happened. We were planning to do them in the course of the year, but only teachers have been trained but not the peer mentors."
>
> - Guidance and counselling teacher, Dagahaley
>
> "Some of the students were very negative and felt that they cannot be counselled by someone their age or someone from the same communities as them, therefore mentoring others has not been easy."
>
> - Girl, Greenlight Refugee Secondary School

[47] There was a drop of approximately 10% at endline related to seeking out the guidance teacher for problem-solving and a drop of about 13% related to seeking out the guidance teacher for decisions about their future. There was also a 10% drop in the girls surveyed who agreed they got support at school to learn and do well.

Overall, with regard to this IO, it appears that the project has generally had a positive effect on the life skills of girls in KEEP-supported schools, but these gains have tended to plateau since midline and remain very fragile. Covid-19-related pressures on girls have undermined their self-confidence and the support they feel they have at home and in school. As for the assumption related to this IO (that as girls' self-esteem and confidence improves, they will advocate to continue their own educational journeys), we can see from the analysis above that while this statement may be true for some individual girls, there are many factors in a girl's immediate, external environment that are beyond her control, and which can limit her sense of agency.

4.4 Intermediate Outcome 4: Community Attitudes and Perceptions

Summary of Key Findings on Intermediate Outcome 4

There was a positive downward trend, from baseline to endline, in the proportion of primary caregivers reporting a high chore burden for their girls (a quarter day or more). While the endline target for this indicator was achieved for Turkana, it was not achieved for Garissa.

The proportion of girls surveyed who report they get the support they need from their family to stay in school and perform well in their studies remains high and has not changed substantially since baseline for girls from Garissa or Turkana.

The vast majority of community stakeholders interviewed (parents, teachers, principals, education officials, community leaders, girls) report a positive shift in attitudes towards girls' education and improved awareness of key education barriers facing girls.

Community behaviour change is more challenging to effect and any gains noted (in increased school enrolment, attendance and retention for girls) remain fragile. The economic hardship resulting from pandemic restrictions appears to have pushed many families, and girls themselves, to prioritize short-term economic considerations for basic survival over longer-term investment in girls' education and agency.

KEEP II community engagement strategies could have been more targeted to specific characteristics and more explicitly focused on community mobilisation and return on investment over general awareness raising.

Table 6: IO 4 - Community Attitudes and Perceptions

IO indicator	BL	ML Target	ML	Target achieved ? (Y/N)	EL Target	EL	Target achieved? (Y/N)
Quantitative indicator - % of targeted girls and their families who report reducing domestic chore burden for girls to support their studies[48]	75.8% of PCG (57.8% from Garissa and 86.6% from Turkana) say that girls typically spend one quarter or more a day doing domestic work. (HHS)	+20% from baseline	69% of PCG (65% from Garissa and 72% from Turkana) say that girls typically spend one quarter or more a day doing domestic work. (HHS)	No	+30% from ML	52% of PCG (58% from Garissa and 49% from Turkana) say that girls typically spend one quarter or more a day doing domestic work. (CT PCG)	No
Qualitative indicator –	87.2% of girls (97.2% from	N/A[49]	87% of girls (97% from Garissa and	N/A	Maintai ned or	89% of girls (98% from Garissa and	Yes

[48] The indicator was slightly rephrased by the project. Since there was no HH survey, "households" from the original indicator has been replaced with "targeted girls and their families".

[49] No baseline value; this indicator was defined after baseline.

IO indicator	BL	ML Target	ML	Target achieved ? (Y/N)	EL Target	EL	Target achieved? (Y/N)
Stakeholder perceptions on community/family attitudes to girls' education	Garissa and 80.2% from Turkana) say they get the support they need from their family to stay in school and perform well (HHS)		79% from Turkana) say they get the support they need from their family to stay in school and perform well (HHS).		attain 100%	81% from Turkana) say they get the support they need from their family to get an education (ISG).	

The quantitative indicator for this IO relates to the proportion of primary caregivers (PCG) who report that their girls typically spend a quarter day or more on domestic chores. There was a positive, downward trend from baseline to endline in the proportion of PCG reporting a high chore burden for their girls. While the endline target for this indicator was achieved for Turkana it was not achieved for Garissa. More caregivers at endline in Garissa (+23% over ML) and in refugee communities (+4% over ML) report that their girls spend a half a day or more on domestic chores (see Volume II, Annex 6, Table 33). There has been no change in the proportion of girls from Garissa County who report families reducing their domestic chore burden (58%) between baseline and midline. In Turkana county, the proportion of girls reporting their families reducing their domestic chore burden dropped significantly between baseline and endline although it is unclear why.

There has been no appreciable change between baseline and endline in the girls' survey responses regarding family support – the proportion of girls who agree that they get the support they need from their family to stay in school and perform well has remained stable (and high) at around 88% since baseline. Girls in Garissa generally feel more supported by their families to pursue education than in Turkana, and this has been true since baseline.

In the endline survey of primary caregivers, 20%[50] agreed that when education is too costly it is acceptable for girls not to attend school. This is a considerable decrease from 43% at midline. The difference between host and refugee communities on the issue of education cost for girls is marked, emphasising differences in levels of poverty and deprivation between the two groups. At endline, 91% of PCGs from the host communities strongly agree that even when funds are limited it is worth investing in a girls' education, compared to 64% of PCGs in refugee communities.

Community Engagement

Since the start of KEEP II, there has been a positive trend noted in community discourse around girls' education across all sub-groups and all project stakeholder categories. There is consensus among the vast majority of community stakeholders interviewed at endline (parents, teachers, principals, education officials, community leaders, girls), that support for girls' education has increased as has awareness of the key education barriers girls face. Stakeholders also point to higher enrolment and better performance by girls at school as evidence of a shift in community attitudes.

[50] 13% of PCGs surveyed in host communities, 27% of PCGs in refugee communities.

In 2018, a report by the Africa Voices Foundation (AVF)[51] concluded that there is a mismatch between normative expectations (most individuals in targeted communities were found to support the notion that girls should go to school) and practical behaviours related to limiting girls' education opportunities. Girls surveyed at baseline, midline and endline report relatively high levels of perceived family support for their education (this has remained stable over time). Qualitative and quantitative data collected with community stakeholders and primary caregivers also demonstrates high levels of support for girls' education.

> "There are now more girls in schools compared to five years ago because there are some organisations who have enlightened parents, villagers, village elders and religious leaders."
>
> - Community leader, Dagahaley
>
> "I will attribute the changes to the rate of community empowerment done by Windle. It has helped community members know the importance of girl child education."
>
> - Female parent, Kakuma refugee
>
> "Enrolment and attendance of girls is up since KEEP. With all the incentives – remedial classes, uniforms, sanitary wear – girls who could not afford to go to school before are now attending."
>
> - School Principal, Kakuma

KEEP's interventions at the community level have largely been confined to broad-based, universal messaging (through radio, film projections and community advocacy) for awareness-raising. International literature posits that changing attitudes and practices at the individual or collective level is a process that consists of distinct stages where 'consciousness' or awareness-raising is only the first level. [52] It must be followed by mobilisation and engagement to result in changed behaviour and practice. The mismatch between normative expectations and changed practices raised by the AVF study in 2018, suggests that awareness had already been effectively raised around the importance of girls' education by the end of KEEP Phase I in 2017. The report further suggests the need for a shift beyond awareness-raising, towards community-driven reflection and action to address the drivers of behaviour which limit girls' education opportunities. This was mirrored in recommendations of the KEEP II Midline Evaluation Report (p.72).

The Covid-19 pandemic put a hold on most community engagement activities for over a year, with severe restrictions on group gatherings, particularly in the refugee camps. Covid-19 adaptations were made to provide information through social media on Covid-19-relevant themes such as health and safety, gender-based violence and adolescent pregnancy. Due to Covid, KEEP II had limited time and space in which to develop a more active strategy for community mobilisation in keeping with best practices.

For all of these reasons, project stakeholders perceive the community engagement activities (film, radio, engagement with boys and men, community dialogues) to be among the least valuable project inputs. According to endline focus groups with parents and community leaders, families either had no access to radios or radio shows were transmitted at times when parents were busy with income generation or domestic chores. Video projections were largely perceived as entertainment opportunities for children and young people rather than for adults in the community. Among primary care givers surveyed at endline, only 59% rated community engagement activities as valuable, compared to cash transfers, remedial education (89%) and teacher training (81%).

The underlying ToC assumption related to this intermediate outcome – "that given new information, people will be open to positive behavioural change in support of girls' education, and, relatedly, entrenched

[51] Africa Voices Foundation, Findings from KEEP II Pilot study, December 2018.pp. 1-2.

[52] Consciousness can be defined as the process by which an individual identifies, observes and analyses the factors that positively or negatively influence his or her life, community, other individuals and other communities. Ferrer; Allard; Pedagogy for Critical Consciousness and Engagement: Education for a Democratic Citizenship in a Global Perspective; Éducation et francophonie, Volume XXX, N° 2, automne 2002.

conservative views towards girls' education are in the minority" – has not proved valid. Based on the analysis above, providing 'new information' to community members may raise awareness and shift attitudes, but information alone is much less likely to result in significant behaviour change in the short to medium term.

There is a complex interplay between the socio-cultural gender norms that drive harmful behaviours and the immediate realities of extreme poverty driving many families in the project intervention zones to limit education opportunities for girls. Project inputs, including scholarships, cash transfers and free remedial education, are perceived as the most valuable inputs to ease economic pressure on families, and increase education access, attendance and retention for girls. Deeply entrenched socio-economic and cultural drivers – relating to domestic chore burdens, early marriage and early pregnancy – are not likely to shift significantly with KEEP's provision of 'new information', unless this new information addresses the complex socio-economic calculus different families must make to ensure their survival and well-being.

Recent recommendations by the Global Education Evidence Advisory Panel,[53] for example, highlight the value of community dialogue (with parents and children) around the income-earning benefits of education and return on investment associated with educating a girl. There is evidence in KEEP II that parents respond favourably to stories of girl "role models" in the community who are educated, have found work and are supporting their parents financially. For families to be able to "act on the information provided" by the project, they require confidence in an eventual return on investment for girls' education.

"Education is good and the people in the community want their girls to go to school... However, there are those girls who finish school and do nothing after that, they simply stay at home. This discourages those who are still going to school because there is no benefit…."

- Female community leader, Dagahaley

"I'll give you a comparison of two my neighbours, one took all his three daughters to school and currently all of them are working with the NGOs around. The other one refused to take his daughter to school, now he is regretting. This year we saw him bringing his children to school. This means he saw the importance of educating girls and he changed his mind. This is happening with other parents as well."

- Male community leader, Dagahaley

"Now parents have seen the benefits of educating girls because they have discovered that most families who have girls in foreign countries have very good life here in Dadaab because they receive financial support from their girls compared to the assistance provided to parents by boys. So every parent is trying at least to have a girl taken to school."

- BoM member, Dagahaley

"A while ago people were saying that Somali girls are not educated. That has changed. At the moment we have over 20 girls from Dertu who are working in different places and are helping their parents, even one of my daughters is working."

- Male community leader, Dertu

[53] World Bank & FCDO (October 2020) Cost-Effective Approaches to Improve Global Learning. p. 12.

4.5 Intermediate Outcome 5 – School Governance and Management

Summary of Key Findings for intermediate Outcome 5

BoM members demonstrated significant improvement in understanding of their role since baseline (+30% points) although values between midline and endline remained stable. Representation by women on BoMs also increased over time, reaching 38% at endline, although low levels of education and literacy remain significant challenges.

Qualitative data collected at endline with a variety of education stakeholders suggested that BoMs are more active in school improvement and are more visibly engaged in community outreach. The project's provision of small grants helped strengthen the cohesion of the Boards and increased the capacities of BoM members to identify needs for girl learners and implement activities to respond to them.

KEEP involved Ministry of Education Quality Assurance Officers (QAOs) in BoM training and follow-up visits while providing tools and materials QAOs could use to engage BoMs in the future. Maintaining sustainable support to BoMs is a concern, given their two-year terms as well as the capacity and resources available to maintain training and follow-up support to BoMs once KEEP ends.

Table 7: IO 5 - School Governance and Management

IO indicator	BL	ML Target	ML	Target achieved? (Y/N)	EL Target[54]	EL	Target achieved ? (Y/N)
Quantitative indicator - % of BoMs that have implemented measures to improve the learning experience for girls in their schools	Based on project data: 50% of BoM members are aware of their duties, roles and responsibilities at the school level (source: surveyed head teachers).	+10% from BL	Based on project data: 82.9% of BoM members are capable and understand their roles (pre/post training surveys)	Yes	+20% from ML	Based on project data: 80.8% of BoM members are capable and understand their roles (pre/post training surveys)	No
Qualitative indicator - Stakeholder (including PCG) perceptions on quality and relevance of initiatives implemented by the school	Actions or initiatives taken by the BoM in the last 12 months according to PCG: 93% of PCG feel that actions taken by the BoM in the last 12 months	N/A[55]	Actions or initiatives taken by the BoM in the last 12 months according to PCG: 88% of PCG (90% in Garissa and 86% in	N/A	Maintained or focus to attain 100%	Actions or initiatives taken by the BoM in the last 12 months according to PCG: 82% of PCG (92% in Garissa and 75% in	No

[54] Endline target comes from logframe revised by the project after midline.

[55] No baseline value; this indicator was defined after baseline.

IO indicator	BL	ML Target	ML	Target achieved? (Y/N)	EL Target[54]	EL	Target achieved ? (Y/N)
governing body	were useful for improving the quality of girls' schooling (HHS)		Turkana) feel that actions taken by the BoM in the last 12 months were useful for improving the quality of girls' schooling (HHS)			Turkana) feel that actions taken by the BoM in the last 12 months were useful for improving the quality of girls' schooling (CT PCG)	

While there has been significant improvement on IO indicators since baseline related to school governance, the endline targets for IO 5 were not met. The level of understanding of their role by BoM members improved significantly between baseline and endline (+30% points) and values between midline and endline remained stable. The composition of BoMs has not changed significantly since midline; representation by women was 35.4% at the midline and this increased to 38.1% at endline. BoM meetings are held once per term for the majority of schools (66%) with a third of schools holding monthly meetings (34%).

KEEP provided training to BoMs on their role and responsibilities as outlined in the Kenya Education Act of 2013. In addition to their roles and responsibilities KEEP also trained them on gender-responsive and inclusive school environments, financial management, fundraising, proposal writing, and project management. Qualitative data collection at endline with BoM members, parents, school principals and teachers suggests that school boards of management are more engaged, informed and active today. Although the evidence remains anecdotal, interviews with school stakeholders generally depict more constructive relations between BoM and school administrators and more effective engagement of BoMs in school improvement.

> "BoM are able to demand for accountability on the use of resources. For example, when the school acquired the bus, the members discussed on various aspects of the bus, including maintenance, advising that the school opens an account where all monies generated by the bus could be deposited. This could help with maintenance."
>
> - Lopiding Girls Secondary School Principal
>
> "BoM members have also been trained to understand their mandate and support the management of the school. Previously, they were clueless. However, upon undergoing capacity building, they have become more active, even participating in the development of School Improvement Plan (SIP)."
>
> - Lopiding Girls Secondary School Principal
>
> "Initially, we did not know our roles as the BoM. We were working under the guidance of the school principal. After being trained on our roles, we began working on our own."
>
> - BoM member from Hagadera

Starting in 2020 and repeated in 2021, KEEP II organised two rounds of BoM competitive small grants to support the implementation of school improvement plans, prepare school re-openings after Covid-19 school closures, and conduct enrolment campaigns in the community. Criteria for proposal selection included a focus on improving the learning environment for girls in the context of Covid-19, as well as addressing SGBV, child protection and their impact on learning.

The small grants initiative is seen by education stakeholders as having been particularly effective in engaging school boards of management in school governance and bringing their newly acquired skills and knowledge to life in a very practical and constructive way. The small grant component is credited with strengthening BoM capacities, improving relationships at the school level (within BoMs, between BoMs and school principals), bringing visibility and understanding to parents/communities on the role of school boards of management, while improving post-Covid-19 enrolment, school safety and infrastructure. While BoM training provided by the project could only accommodate one or two BoM members per school, applying for and managing the small grants helped cascade and strengthen the capacities of more BoM members.

> "There is a big difference between the Board of Management before Covid-19 and now. Before members were illiterate and not involved so much at school. Now the school is constructing a fence, there is a school improvement plan in place. They are trying their best."
>
> - Community leader, Kakuma

The challenge remains in sustaining the gains made to date. The term for Board of Management members is two years, so regular turnover and the need for retraining is evident. It is hoped that trained individuals will continue to use their skills to support their schools. While the small grants opportunity and ongoing coaching (on a quarterly basis) by KEEP staff helped build practical skills and knowledge, this support will end with the project. To ensure some continuity in its capacity building efforts, KEEP involved Ministry Quality Assurance Officers (QAOs) in BoM training and follow-up visits and developed tools and materials QAOs could use to engage BoMs in their work.

The ToC assumption underlying the achievement of this IO – that key stakeholders, including Teacher Advisory Centres (TACs) and BoMs, are receptive to organisational change – has largely held true. With concerted and ongoing support, BoMs have proved receptive to organisational change while relevant capacity has been strengthened. QAOs have been involved in KEEP activities and local education officials are appreciative of KEEP efforts related to BoMs, although the ability of local government officials to continue and sustain what KEEP has begun remains unclear given available human and financial resources.

4.6 Learning Outcome Achievement

This section provides a summary of literacy and numeracy outcomes achieved based on standardised testing administered at baseline, midline and endline for KEEP II. The effect of key characteristics, barriers and different project inputs are also examined. The analysis presented here is a summary of more detailed data and analysis on learning outcomes found in Annex 3 of Volume II.

Only one learning test (sub-task) was used across all three evaluation points for the KEEP II cohort of girls. SeGRA/MA 1 tests literacy and numeracy proficiency at a Grades 4/5 equivalency in the Kenya national education system. The SeGRA 1 sub-task since baseline has consisted of "reading comprehension using simple inferences" while the SeGMA 1 sub-task included "advanced multiplication and division".

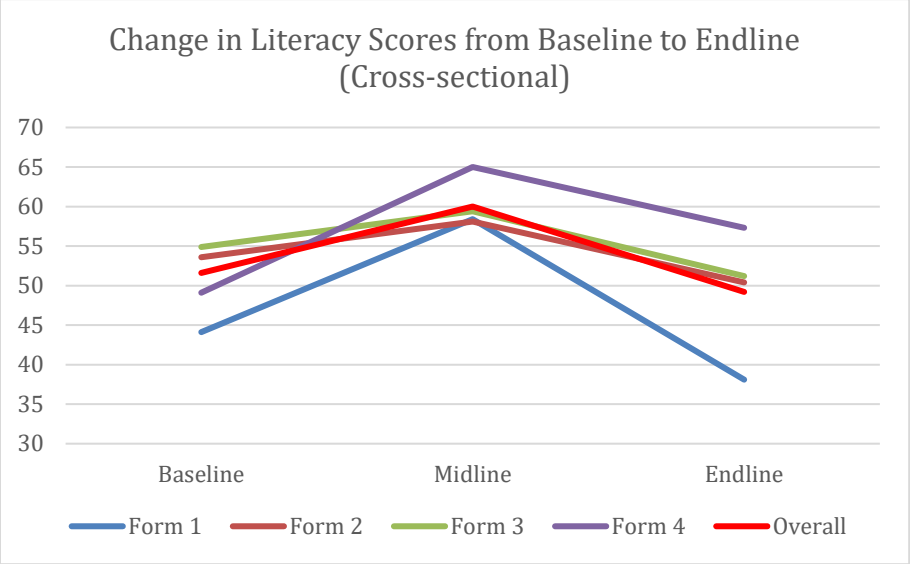
Note that at endline, and in agreement with GEC, learning outcomes were to be measured using: (1) a cross-sectional design where learning outcomes by grade are measured and compared across different points in time (BL, ML, EL) for Form 1 through Form 4; and (2) a modified panel design where learning outcomes are tracked over time for a panel of girls in a given grade as they progress in school from baseline to endline. Detailed rationale and explanation of methodology and methodological choices made at endline to measure Learning Outcomes are provided in Annex 2 of Volume II. More detailed Learning Outcome results are presented for both the modified panel and cross-sectional designs in Annex 3 of Volume II.

Literacy Outcome Results

The average mean score for literacy at endline, across all grades (Form 1 to Form 4), is 49.2 with a standard deviation of 25.

Modified Panel Design:[56] The average mean score for literacy at endline is +4.6 percentage points over *baseline*, with all grades having increased their mean score between +1 percentage (F1) and +7 percentage points (F3). The endline literacy mean score is - 6.9% points lower than the *midline* mean score for the same modified panel, suggesting a learning loss for girls in the KEEP II cohort as a result of the Covid-19 school closures.

Cross-sectional design:[57] The average mean score for literacy across all grades at endline has dropped since baseline by -2.4 points. The drop between midline and endline was more significant (-10.8 points), suggesting a more important learning loss due to Covid-19. At endline, only girls in Form 4 increased their literacy mean score by 8 points over baseline values.



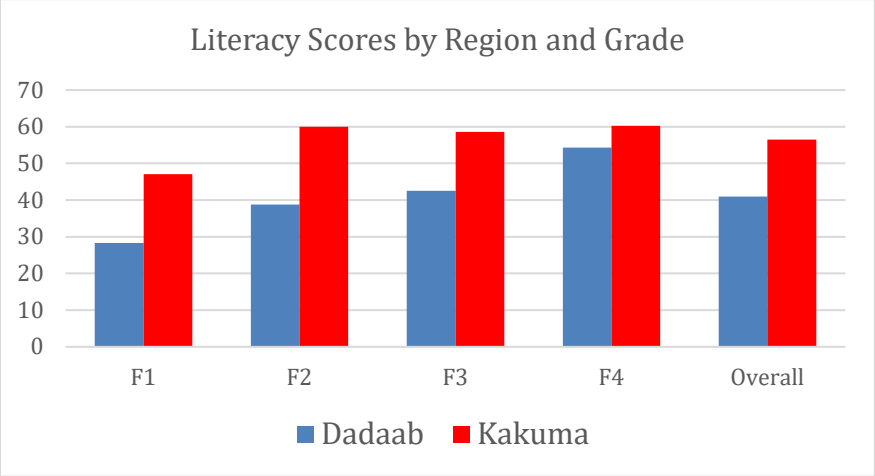
Foundational Skills Gap: At least half of the girls in the KEEP II cohort are performing at or below a grade 4/5 level of proficiency in the Kenya national education system. Just over half of the girls in the KEEP II cohort are established learners (56%) with another third (31%) emergent learners in literacy. These proportions have remained relatively constant since baseline. There was a significant increase in the number of proficient learners in literacy from approximately half at baseline to two-thirds at midline. At endline, there was evident learning loss; the proportion of non-learners in literacy increased by +4% while the proportion of proficient learners decreased by -8%.

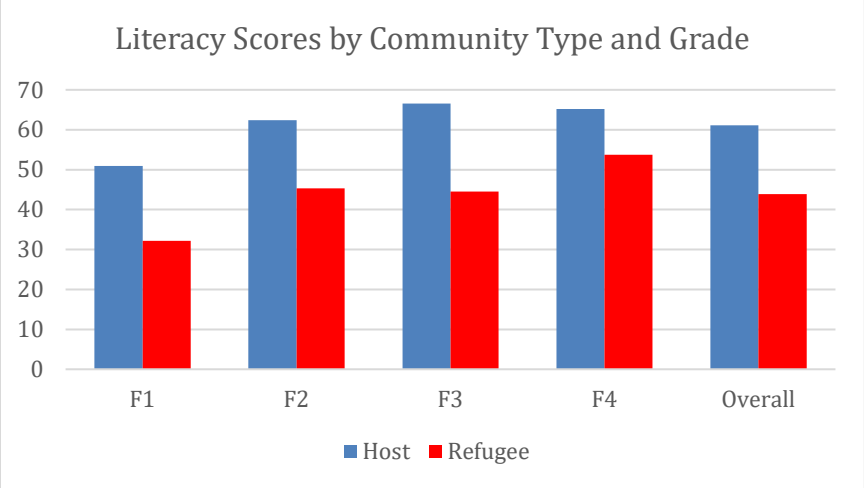
Literacy Outcomes by Sub-Group: Region and community type are determining factors (statistically significant) in affecting literacy outcome scores. Girls from Turkana and girls from host communities score consistently higher in literacy tests than girls from Garissa and from refugee communities This trend has been constant since baseline and is mirrored in Kenya national education statistics. The differences in

[56] A modified panel design tracks learning outcomes over time for a given grade/school over time as they progress in their education from BL to EL:

[57] A cross-sectional design where learning outcomes by grade will be measured and compared across different points in time (BL, ML, EL) for Form 1 through Form 4.

learning outcomes by region and community type are attributed to external factors in the project context that have been well documented in previous KEEP evaluation reports and in findings under Relevance above.





Literacy Outcomes by Characteristic: There is some evidence of an effect of life skills on literacy scores. The effect is minor (~1 percentage point, significant at the .01 level) and most of the explanatory value of the model (R^2 .27) appears to come from the effects of region and community type. These are already known factors limiting learning outcomes.

Project Inputs: Remedial training and life skills camps had no discernible effect on literacy scores at endline. This is in contrast to midline, where the effect of remedial training on literacy scores approached statistical significance. *At endline,* there was a positive effect (in the range of 6 percentage points, approaching statistical significance) for students who received cash transfers.

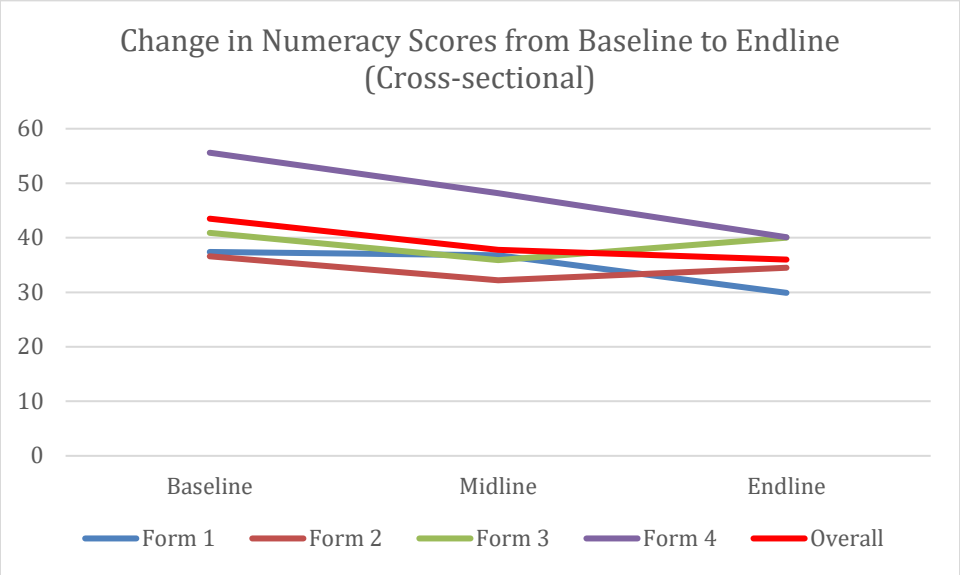
Numeracy Outcome Results

The average mean score for numeracy across all grades at endline is 36.0 with a standard deviation of 21.

Modified Panel Design: The average mean score for numeracy at endline is +2.4 points higher than at baseline and +1.9 points higher than midline, representing a positive upward trend for the project over time.

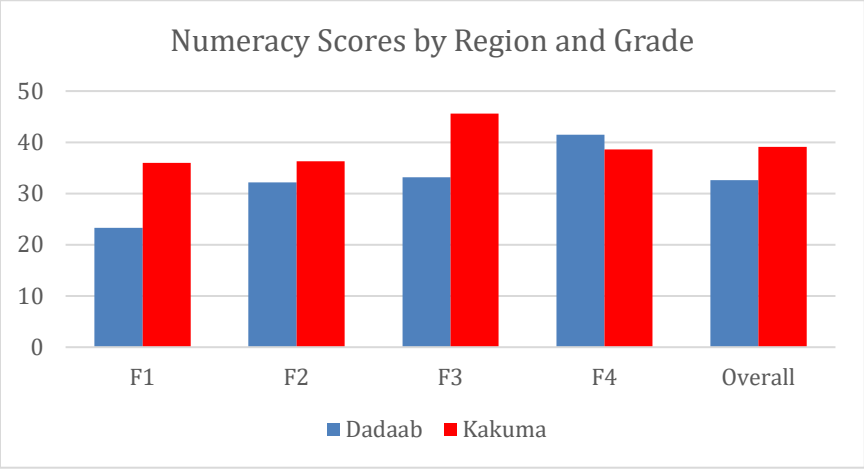
At endline, all grades increased their average mean score in numeracy over baseline, with gains ranging between +0.4 points (F2) and +4.3 points (F1).

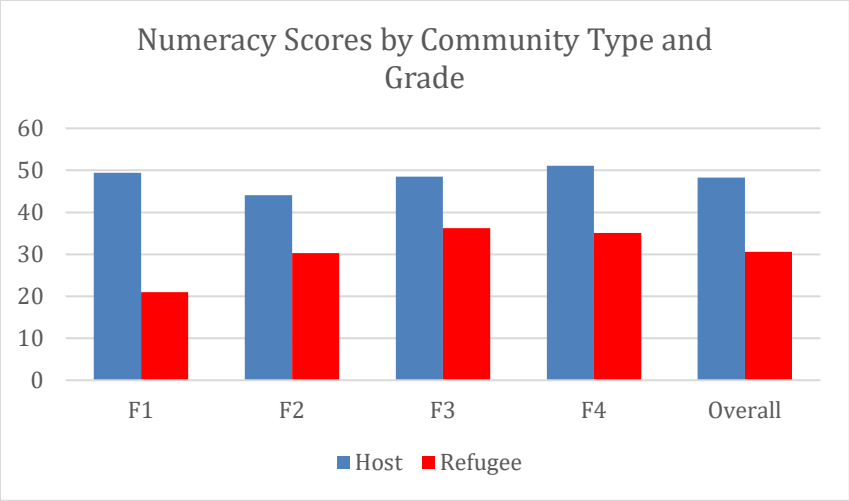
Cross-sectional: The average mean score for numeracy at endline dropped by -7.5 points over baseline values. There was a drop of -1.8 points between midline and endline, which is smaller than the equivalent drop in literacy scores for the same period. There is an overall downward trend in numeracy scores since baseline. All grades decreased their numeracy score at endline, with F1 and F4 seeing the greatest drops.



Foundational Skills Gap: Over half of the girls in the KEEP II cohort are emergent learners (56%) with just over a third (35%) established learners. These proportions have generally remained stable since baseline, with very slight variations. At endline, there was no change in the proportion of non-learners (6%). There was an increase of 5% at endline in the proportion of established learners, with a corresponding decrease in the percentage of emergent and proficient learners.

Numeracy Outcomes by Sub-Group: As with literacy, variations by region and community type remain significant. Turkana mean scores in numeracy are consistently higher than Garissa/Wajir for all grades except F4. Community type also remains a significant determinant of learning outcomes in numeracy, with higher mean scores across all grades in host over refugee communities.





Numeracy Scores by Characteristic: There appears to be no relevant connection between numeracy scores and known characteristics and barriers. With an explanatory value similar to that of the literacy score model (R^2 .23), we can again assume that known limiting factors in learning outcomes, such as region and community type (refugee, host), are driving the explanatory value of the model.

Project Inputs: At endline, there was no evidence that remedial training, life skills camps or cash transfers had any effect on numeracy scores. Considering that numeracy scores are generally lower overall for girls in the KEEP cohort, the effects of these interventions may be felt less directly than for literacy scores. This is in contrast to midline, where the effect of remedial training was statistically significant for numeracy outcomes.

Disability and Learning Results

Learning Outcomes and Disability: At endline, there are 119 girls (N=432), or 27% of girls surveyed, who experience some, a lot or complete impairment (seeing, hearing, walking). In terms of severe impairment, only 10 girls or 2.3% of the endline sample report this. This is somewhat comparable to values for the learning sample recorded at midline where approximately 30% of girls surveyed reported a mild impairment and 5% reported a more severe impairment.

At endline, there is a mean difference of 3.86 in literacy scores, with girls experiencing a disability scoring higher on average than those girls who do not have any disability. This difference is not statistically significant; it is more likely an artefact of the data and not present in the wider population. Numeracy scores for girls reporting a disability are on average 4.4 percentage points lower than they are for girls who do not report a disability. This finding is significant at the $p<.05$ level.

Mean learning scores on both literacy and numeracy are higher for girls reporting severe disability. However, given the small number of girls who report a severe disability in the endline sample (n=10), it is difficult to extrapolate from these trends to more general observations about the population under study. There was considerable variation across these 10 girls in their learning scores and there is little evidence to suggest that this is owing to anything other than outlying scores.

Learning Outcome Achievement vs Trends in National/School Exams

Performance trends for girls in KEEP-supported schools on Kenya national exams reinforce many of the findings above on learning outcomes (see Volume II, Annex 6 on average KCPE/KCSE scores for the KEEP II cohort of girls). Average KCSE scores for girls leaving Form 4 in KEEP secondary schools declined slightly in both refugee and host communities from baseline to endline. Average KCSE scores dropped by over 10% points since baseline in Garissa but there was a slight improvement over time in Turkana (less than 2%). Trends in average KCPE scores for girls are similar; there was a drop in average KCPE scores

(-5%) between baseline and endline for Garissa and for refugee communities, while average scores in Turkana and for host communities remained relatively stable over time.

School exam[58] data provided by the project[59] at the end of each term, demonstrates much greater variation between baseline and endline results. Average exam scores for girls dropped by 6% between baseline and endline in Garissa but increased by 12% in Turkana. Surprisingly, the performance of refugee girls on school-based exams improved by over 10% since KEEP II baseline, while that of host community girls decreased by 15%.[60] It is unclear how school exam data should be interpreted; it contrasts with trends in KEEP learning test data as well as national Kenya exam data. School exam data is perceived as less reliable than the standardised testing involved in Kenya national exams and SeGRA/MA 1.

Girls' Learning and the Effect of KEEP Inputs

Remedial Training**:** While remedial training had a significant effect on KEEP II learning outcomes at midline, it was not seen to have had any significant on literacy/numeracy test results at endline. However, girls participating in KEEP remedial training generally are seen to perform better on school-based exams according to school performance data provided by the project.

Cash Transfer**:** The KEEP cash transfer was seen to have had an effect on literacy outcome scores at endline (approaching statistical significance) but no visible effect on numeracy scores. In tracking school-based exam performance over time for girls receiving a cash transfer from KEEP II, girls in F2 and F3 at endline had improved their performance since baseline.[61] It should be noted that cash transfers continued throughout Covid-19 school closures while the delivery of many other project inputs (remedial training, life skills camps, teacher training, etc.) were disrupted by pandemic restrictions. This may explain, at least in part, the more pronounced effect of the cash transfer on learning results at endline.

Life Skills Camps/Training: Life skills camps are not seen to have had any significant effect on KEEP learning outcomes at midline or endline. In tracking school-based exam performance over time for girls who participated in life skills camps, the data is variable and inconclusive; it is not possible to determine whether life skills camps affected school exam performance.

[58] School exams test on all curriculum subject matter (not simply literacy and numeracy) and are developed by each school. Their lack of standardisation means they are not a particularly good indicator of progress across all KEEP schools but they can be used to identify general trends over time.

[59] While this is another source of performance data across which to triangulate learning outcomes, this data is less reliable in that each school develops and sets its own exams, making comparison more challenging.

[60] School-based performance data is less reliable than other sources of learning outcome data as schools/teachers set their own exams, which makes comparison difficult. However, all sources of learning performance data show that region and community type continue to have significant effects on girls' learning performance.

[61] See Table 14 in Volume II, Annex 3 on Cash Transfer Girl School Performance.

Qualitative Perceptions on Girls' Learning Outcomes

Based on qualitative data collected with a range of education stakeholders in the project intervention zones (principals, teachers, community leaders, district education officials, KEEP project staff), there is a general perception that girls in the KEEP II cohort are performing better at school as a result of KEEP investments.

> "For years, we could never get enough girls into our Student Refugee Programme in Kenya. There were always way more boys who met the entry requirements for Canadian universities and almost no girls. There were not enough girls graduating from secondary school. We had 80% boys and only 20% girls. Since KEEP, and especially in the last two or three years, we have equal numbers of boys and girls, if not more girls qualifying. KEEP helped girls progress to the end of secondary and remedial classes got them over the hump to qualify for entry into our programme."
>
> - KEEP staff member

Stakeholders perceive girls as more engaged in learning and performing better in school, although this is not necessarily reflected in the learning data presented for endline. While there are more girl students sitting national exams today in the project intervention zones than was the case five or more years ago, examples of high-performing girls are few and examples cited by stakeholders remain anecdotal. Because of the poor quality of school register data, it is challenging to track girls' retention, drop-out rate and performance from one year to the next. At the same time, social gender norms continue to exert pressures on girl learners and the effects of Covid-19 school closures on girls was consistently underscored in interviews with community stakeholders.

"There has been a decline in the performance because most students were not studying at home during the school closure. At school we get good facilities and environment for studying unlike at home where we have so many chores that consumes our study time. Therefore, in this regard the performance declined because majority of the learners abandoned their books when Covid-19 came and they never bother to study at all. Their minds were shut down so before they get back to the learning mood it affected their performance".

- Girl, Greenlight Refugee Secondary

"Now with the prolonged break there was no one-on-one follow up and interactions with the girls. When there is no periodic follow up, most of the girls disappear. We have had to give maternity leaves to girls who became pregnant during that period because that guidance from teachers was absent. So it negatively impacted on girls' education."

- Guidance teacher, Kakuma

"With marriage some are yet to report. The dropout rate increased. Then we have another issue where some have come back to school as parents. Their concentration is affected. We lost 200 girls out of 700."

- School Principal, Dagahaley

"There was a huge implication of the Covid-19 for the girls because many girls during the KCSE were young mothers. They had gotten pregnant during the school closure, again Corona came with the misconception that it was coming to kill and many girls wanted to get babies before they die. Therefore, this leads to a high number of girls becoming pregnant."

- School Principal, Greenlight Refugee Secondary

"Some girls miss school because they are now working. They got employed during the break. They are facing so many challenges due to Covid-19 and therefore are working to get an income to sustain themselves and their families."

- Guidance teacher, Hagadera

4.7 Transition Outcome Achievement

This section presents transition outcome data at endline and analyses trends in the project context relating to KEEP II transition pathways from baseline to endline. KEEP II defined transition pathways for girls in school, as well as pathways for those who transitioned out of school (into skills training, tertiary education, work). In practice, it proved very challenging to track girls in the KEEP II cohort who either graduated or left school for alternative pathways. The KEEP II target populations are very transient (nomadic pastoralists and refugees), early marriage is very prevalent and young women in these communities generally move away to live with their husbands' families when they marry. If girls pursue higher education after formal schooling – whether it is vocational or tertiary – this usually involves travel away from home given few education opportunities available around Kakuma and Dadaab. For all these reasons, tracking girls along transition pathways other than primary and secondary school has been as much of a challenge for the project as it is for the external evaluators. It is for this reason that transition at baseline, midline and endline focuses primarily on girls in school and their progression through upper primary and secondary school.[62]

The transition rates presented in the findings below are calculated based on two values which have been combined to arrive at one transition rate. The two values include in-school progression (the proportion of

[62] KEEP Phase II Annual Reports include details on in-school transition pathways only. There is no project reporting or other source of data on the other KEEP transition pathways.

girls surveyed who have progressed to the grade ahead) combined with transition from primary to secondary school (transition from Standard 8 to Form 1) for the same sample of girls.

The source of data for calculating the transition rate at baseline was the household survey. At midline, transition was calculated based on data from both the household and in-school girl surveys. At endline, sources of data on transition outcomes include the cash transfer caregivers survey and the in-school girl survey. The absence of a household survey at endline (and its replacement with the cash transfer caregiver survey) affects the comparability of transition data from baseline to endline. The CT caregiver survey sample is not comparable to the general household survey sample; families receive the cash transfer on the condition that their girl remains in school and transitions from one grade and one education level to the next. Equally, girl in-school survey data on transition was only collected at midline and endline, so project trends since baseline had to be established using different sources of data. For all of these reasons, it is only possible to look at general trends in the data from one evaluation point to the next.

Findings on Transition at Endline

As shown in Table 8 below, the in-school transition rate remained relatively stable between baseline and midline; approximately 89% of the KEEP II cohort of girls progressed to the next grade and/or transitioned from primary to secondary education. The overall transition rate at baseline was already high and the lack of significant increase at midline was not surprising given that there were only 15 months between evaluation points. The Kenya government's Policy on Universal Access to Basic Education adopted in 2018 undoubtedly contributed to an increased rate of primary to secondary transition during project implementation. [63]

At endline, the transition outcome increased to 95% (based on data from the in-school girl survey which is comparable to midline data). The transition rate from primary to secondary school increased steadily and significantly since baseline (from 5% to 38%). In contrast, in-school progression (advancing to the next grade) has decreased since baseline. Effects of the Covid-19 school closures and subsequent changes to the academic calendar in Kenya in 2021 likely influenced rates of in-school progression from midline to endline.

Table 8: Comparison of Transition Outcomes from Baseline to Endline

Transition Outcome	In-school progression	Transition Primary to Secondary	Total Transition Outcome
Baseline: Household survey data (N=881)	84%	5%	89%
Midline: Household survey data (N=800)	77%	12%	89%
Midline: In-school girl survey (N= 1473)	70%	18%	88%
Endline: In-school girl survey (N=432)	72%	23%	95%
Endline: CT Caregiver survey (N=333)	54%	38%	92%

As shown in Table 9 below, in-school progression at the secondary level has increased by 14% for KEEP girls surveyed since midline, while grade repetition for girls at secondary level has dropped over time.

[63] In 2018, Kenya adopted the Policy on Universal Access to Basic Education which seeks to ensure that all children enrol in Primary School and complete their Secondary School Education, with a 100% transition rate.

Transition rates from work to school and from training to school are higher at endline than at previous evaluation points. This is likely due to the effect of Covid-19 school closures, during which time many girls worked to contribute to family income generation or enrolled in skills training while schools were closed. The project reports that, of the 3,000 girls receiving the cash transfer before and during Covid-19 school closures, 87% returned to school when schools reopened. This is also a positive transition indicator.

Table 9: Other Dimensions of Girls' Transition[64]

Transition Outcome Cohort	In-school progression Secondary	Repeating Grade Secondary	Transition from Work to School	Transition from Training to School
Baseline Household survey (N= 881)	87% (77)	11% (15)	-	1% (10)
Midline Household survey (N=800)	91% (138)	9% (14)	-	<1% (1)
Midline In-school girl survey (N=1473)	83% (511)	15% (132)[65]	<1% (4)	<1% (13)
Endline In-school girl survey (N=432)	97% (253)	4% (14)	36% (29)	4% (3)

Qualitative Data Analysis on Transition

There is an emerging perception among community stakeholders interviewed at endline that educated girls have more opportunities to earn an income. Stakeholders also observe that educated girls tend to be more responsible, demonstrate better decision-making, and are more likely to support their parents financially, if they are educated. Most community stakeholders, however, report that regardless of these trends, a girl's marriage prospects remain primordial and should not be compromised by the transition pathway she takes. What this actually means in practical terms (i.e. marriageable age for a girl, acceptable level of education, expectations around work and income generation) varies considerably by region, community, ethnicity, religion, age, etc. in the KEEP intervention zones. Regardless of the family decision-making process or what level of education is possible or acceptable for a girl, marriage remains a relative certainty for all girls in the KEEP II cohort.

[64] This table only looks at in-school progression and repeating at the secondary level of education because the KEEP II cohort at endline is only in secondary school.

[65] Includes F1 girls (who are counted separately as the transition from primary to secondary cohort in the progression calculations).

Stakeholders interviewed at endline perceive an increased number and diversity of income-generating opportunities for educated girls in both refugee and host communities. Girls who graduated from secondary school in the KEEP II cohort and were interviewed at endline report that they have secured employment (or temporary incentive work in the case of refugees) as data clerks, translators, teachers, secretaries, clinical attendants, and census takers. Graduated girls are also helping with the family business or selling goods in the market. School principals in Dadaab and Kakuma refugee camps state that refugee girls who complete secondary education will almost certainly find employment – NGOs are looking to employ young women refugees while many opportunities exist for returning refugees to Somalia.

> "The community supports the girls and everyone wants them to go to school because KEEP came and encouraged people to take their girls to school, but no one is sure if the girls will complete school because there are still elements of early marriages, some also get pregnant and drop out of school. In the community we would want them to go even up to university level, but looking at things practically, even if we take an example of this school, majority of the girls won't finish school. For those who finish secondary, only 10-20% proceeds to tertiary. After school the community expects the girls to get married, even before proceeding to university. She will go to university while she's married." - Male community leader, Dagahaley
>
> "After finishing school, if she gets good grades, she can proceed but if she fails, she will stay at home and the possibility of getting married are high. Staying at home may not help but if she has financial support from her family, she can start a business or join a college to get some skills." - Female leader, Greenlight
>
> "Some families especially like the Dinka have a long way to go because there are some that still believe that when a girl is very educated they won't get someone to marry her. For them marriage is the priority." - Male community leader, Greenlight

This represents a shift in perception from baseline towards viewing girls' education, and possible returns on this investment, in a more favourable light. Stakeholders attribute this shift, in part, to interventions by different donors in skills training and income-generation initiatives, particularly in and around Kakuma and Kalobeyei settlements.

> "If a girl is positive and wants to pursue further education, she will work hard until she realizes her potential. As for performance, if it is low, the chances of advancing are limited but many go to the SWISS CONTACT an organization where they are taught technical skills that involve the use of their hand. They are trained but later asked to repay some money back to the organization. After the training, they can start their small businesses or get employment in the camps." - Guidance and Counselling Teacher, Greenlight Refugee Secondary school.

"This opens up opportunities which are not necessarily available to others who have not attained high school education. Some have become teachers in local schools, while others have secured work with both national and county government agencies. Some also have secured voter registration short contracts with the IEBC. Some are awaiting joining colleges to study diverse areas including ECDE education training, tertiary education among others. Their career paths are different because they are more knowledgeable and are also problem solvers." - School Principal, Lopiding

"Those (girls) who complete secondary school successfully and get some good grades can secure some jobs. The other aspect that we took a long to notice is the lifestyle change. They become a bit responsible. They can understand and communicate. Some of them may not get good grades but by the time they finish Form 4 they are able to communicate. This makes them employable and able to live in other parts of the country and start businesses… If you interact with them in the community, you will realize that those who went to school are taking the lead in the community. That behavioural change is something that we should be proud of." - Community leader, Dagahaley

According to some community stakeholders, however, pursuing an education and gaining employment are not always easy transition paths for all girls. While girls' education is being promoted as a public good by KEEP and other development actors, the experience of individual girls is not without its challenges as these girls are at the forefront of shifting social gender norms in their communities.

Graduated girls report that, even if they find work, the work they are finding is not necessarily what they had hoped to be doing. A lack of resources and poor grades have prevented many girls from securing scholarships or continuing with further education in vocational colleges and universities. These young women report no regret at having completed secondary school but were hoping to achieve much more than they have. Some graduated girls intimate that their level of education makes them older and less attractive for marriage in their communities. In some cases, girls profess feeling 'uncomfortable' with their current position – not realising their dreams and facing the stigma of going against traditional values in their community.

"Most girls who complete secondary are working in family business or for an NGO or as a teacher. But they are not always happy, they had much higher aspirations and they talk about being stigmatized by the community as "too educated", too old for marriage. The benefits for them are not obvious; there is lots of scrutiny by the community. The path taken by many of the girls who complete secondary are not appreciated by the community and the girls are not yet helping their families." - Community leader, Kakuma

"KEEP sold the dream of university education and jobs for all girls. In the end, the real effect is more self-confidence, the benefits of basic literacy for running a business. Girls see now not everyone will get a scholarship to Canada….."

- Community leader, Dadaab

The Covid-19 pandemic is seen to have disrupted transition outcomes for the KEEP cohort of girls. Qualitative data suggests that the economic hardships suffered by families during Covid-19, combined with the uncertainty surrounding refugee camp closure, have dampened the motivation of girls to pursue education and move towards more ambitious transition pathways.

"We were informed that the camp will be closed down next year in June and that has affected everything, including how we build our houses. If my daughter does not want to go to school, I do not force her. After all, we are leaving next year."

- Female parent from Hagadera

5 Efficiency

In keeping with OECD/DAC evaluation criteria and GEC-T evaluation guidance at endline, a brief section on project efficiency is provided below examining human and financial resource management on the project, as well as the generation and use of evidence for decision-making. Other aspects of efficiency are covered in findings under Value for Money (see section 7).

Review Question: To what extent was project resource management efficient and decision-making timely?

Finding: KEEP II financial management was efficient and financial resource allocation was generally supportive of the KEEP II project design. More investment could have been made in community engagement, in keeping with the project's theory of change.

In examining resource allocation by output (see Table 10 below) against the project's theory of change, several observations can be made. The KEEP II theory of change identifies four pillars to be supported: the learner, the home, the school and the community. The KEEP II budget clearly prioritises investment at the level of the school over the learner, the home or the community. Investments in schools capture 60% of project resources (outputs 1, 2, 4, 6). Support to the learner/home captures 24% (output 3), while community engagement (output 5) captures only 16%. This prioritisation of investment is not well reflected in the project theory of change or results chain logic. At the moment, intermediate outcomes are all weighted equally despite significant variations in investment levels.

In examining project resource allocation by outputs, the project's resource mobilisation strategy has proved relatively stable over time. Table 10 demonstrates that there has been little variation in the proportion of resource allocation by output, despite modifications to project activities/delivery strategies. The only major changes in resource allocation since 2017 involve slight decreases in expenditures related to output 2 (school construction) and output 3 (cash transfer & scholarships) in favour of corresponding increases in resource allocation to output 4 (G &C) and output 6 (school governance).

Table 10: KEEP II Budget by Output

KEEP Output	% of Direct Programme Costs Initial Budget 2017	% of Direct Programme Costs Revised Budget 2021
1 Teaching quality and learning	24%	24%
2 School construction	9%	7%
3 Cash transfer and scholarship	25%	24%
4 Guidance & Counselling	15%	16%
5 Community engagement	16%	16%
6 School governance	11%	13%

There have been delays in disbursements and variances in planned to actual expenditure on KEEP II. These variances and delays are related to a number of project management issues including content revision of teacher training, delays in disbursing cash transfers due to banking and other administrative hurdles, delayed contracting and invoicing by service providers, revised M/E plans, Covid-19 adaptations, etc. The project context is a challenging one in which to ensure timely and predictable project input delivery. Savings generated through Covid-19 adaptations enabled a no-cost-extension of six months in 2022 to consolidate KEEP II results. While there has been some variance against financial projections, overall

project financial management has been efficient and has demonstrated a reasonable level of fidelity to original project design considerations.

Finding: Human resource mobilisation and partnership on KEEP II proved efficient in delivering project outputs.

KEEP II was delivered through a long-standing partnership between WUSC and Windle International Kenya (WIK). Both parties describe the partnership as 'excellent' – respectful, complementary, and constructive. WIK's long experience in the refugee camps and its expertise delivering refugee education on the ground in Kenya, has complemented WUSC's capacity in gender equality and inclusion, results-based management and M & E.

KEEP II represented an opportunity for WUSC and WIK to increase their internal capacity and expertise in various areas. The project built internal capacity for guidance and counselling by hiring local experts and creating internal staffing positions in psycho-social counsellors. The project also engaged different consultants to design and deliver teacher, and BoM training. Finally, it partnered with African Voices Foundation, FilmAid and White Ribbon to design and deliver radio, videos and engagement with men and boys components respectively.

Generally, the quality of human resources mobilised on KEEP II appears appropriate in terms of skills, knowledge, expertise, and professionalism. The project strategy of assigning responsibility for the design and delivery of distinct project components to separate teams, however, may have limited opportunities for synergy among project interventions and contributed to the siloed delivery of outputs discussed in findings under Relevance above. Previous KEEP evaluations have noted that support provided at the school and community levels could have been more synergistic, had there been greater coordination and collaboration between the separate teams/consultants responsible for delivering different project outputs. Ultimately, this is a project design issue but opportunities for complementarity were likely missed as a result the project's human resource mobilisation strategy and its reliance external teams/resources.

Finding: With the support and encouragement of GEC, KEEP II was effective in generating and using evidence for adaptive and flexible project management.

GEC-T required the tracking of results (in school attendance, academic progression, learning performance) for a cohort of girls in grades S6 to F4 in KEEP II schools. The cash transfer and scholarship components of KEEP II also required the establishment of data bases and systems for monitoring financial transfers and education progress for recipient girls. As a result of these requirements, KEEP II developed its coconut digital data management system to track financial disbursements and education progress for a cohort of girls over the life of the project. This system improved KEEP's ability to assess, maintain communication with and support its beneficiaries. When schools reopened after Covid-19 closures in January 2021, KEEP was able to track 85% of its cash transfer recipients back to school on the basis of this digital system.

GEC-T's investment in and support to monitoring and evaluation on KEEP was considerable. GEC conducted external, technical monitoring studies of KEEP intermediate outcomes.[66] These monitoring initiatives helped the project reflect on its performance and make adjustments to its strategy where required. In addition, GEC-T encouraged the project to invest in and disseminate research, special studies and lessons learned, related to specific topics of interest, at education conferences in Kenya and

[66] GEC-T technical monitors conducted field missions and prepared reports on each KEEP II intermediate outcome at mid-point in the project implementation cycle in 2019-20. These reports facilitated reflection, discussion and readjustment.

internationally.[67] Finally, GEC required external evaluations at the outcome level, at baseline and midline, which served as course correctors and inflection points for the project.

This investment in M/E, combined with an openness on the part of GEC-T for iterative and flexible project management, enabled KEEP II to learn and adapt project delivery based on evidence. The numerous adaptations to project design and delivery previously described (see findings under Relevance above) improved the project's response to the project context.

> "Flexibility was really important on KEEP II. From the design stage we always had space to learn and adapt. GEC-T gave us that and it is rare to have that space. We have been able to develop a set of tools, approaches, ways of measuring our results that have been really useful, that we are now applying outside of KEEP to our other programming."
>
> - WUSC staff member

6 Sustainability

This section assesses the potential sustainability of KEEP II results achieved to date as well as the factors (enablers and hindrances) that affect the prospects for results sustainability in the project intervention zones.

Review Question: To what extent is there evidence of potential outcome sustainability at the level of individuals, communities, schools, and systems?

Finding: The project context is a challenging one in which to achieve sustainable results in education; many factors which limit sustainability lie beyond the project's control.

As noted in the Context section above, the ASALs are among the poorest regions of Kenya and score very high on every key indicator of deprivation. The population is under-educated, has few resources to invest in education, and has difficulty understanding the value of education, given a nomadic pastoralist lifestyle and/or lack of access to economic opportunities that would require formal education. Improving education access and quality in schools for under-served populations are important objectives, but improved education outcomes for these populations may not be substantial or sustainable in the absence of simultaneous improvements in local economic development opportunities. The demand for education is not strong within target populations generally, and it is less so where girls are concerned.

On the supply side of the education equation, over 90% of the public education budget is allocated to recurrent expenses (mostly teacher salaries), leaving very few resources for investment in the professional development of teachers, pedagogical support and supervision, school governance, innovation or school infrastructure improvement. There is significant inequity in the Kenyan education system, with the ASALS capturing limited education resources proportionately. Development partners are active in the education sector, supplementing government institutional capacity and domestic financing. Similar to many sub-Saharan African countries, in the absence of external assistance, the Ministry of Education in Kenya lacks sufficient capacity to perform many basic responsibilities (no vehicles or fuel to make school inspection

[67] The project produced research papers, impact evaluations and learning studies on girls' education, refugee education, remedial training, life skills training for girls, Covid-19 adaptations, etc. Sources: KEEP II annual reports; https://wusc.ca/?s=KEEP.

visits, no resources to organise in-service training for teachers, no funding for school cluster meetings or communities of practice, etc.). While development partners may test new models to improve teaching quality and school governance, government capacity (human and financial) to sustain, replicate or scale-up these new models remains very weak in Kenya.

At the school level, there is a severe shortage of qualified teachers,[68] teacher mobility is high, and the deployment of teachers across the country is inequitable and inefficient. Teachers can refuse to be posted to hardship or arid land postings, and when posted, will seek transfer quickly.[69] School inspection and pedagogical support services for teachers are severely constrained by lack of resources, particularly in poorer counties with greater geographical spread between schools. Many teachers work with no in-service training, professional development, or other in-service support for years (even decades) at a time.

In the refugee camps, sustainable institutional change can never be the goal, particularly given pronouncements by the Government of Kenya since 2014 to shut down camps and relocate refugees. International funding for the refugee camps in Kenya is dwindling and this has limited investment in education access and quality significantly since 2014. Pupil to teacher ratios in camp schools are soaring (often in excess of 200:1 given constant influxes of new refugee families), infrastructure is insufficient and in poor condition, it is difficult to recruit teachers given education levels, poor pay and working conditions.

Most of these systemic factors lie beyond the project's sphere of control. As a result, it is particularly challenging to effect sustainable improvements in education access, quality and outcomes in the KEEP II intervention zones.

Finding: There are areas of promise and risk regarding the potential sustainability of results for individual learners, communities, schools, and the education system.

Potential for Sustainable Results among Individual Girl Learners

The majority of stakeholders interviewed at endline report that KEEP II has contributed to an increased number of girls entering the education system, with many of these girls staying in school longer and progressing further in their education than they would have in the absence of KEEP support. The midline evaluation of KEEP II demonstrated that both gross enrolment rate (GER) and net enrolment rate (NER) for girls at the secondary school level increased in the Kakuma/Kalobeyei and Dadaab refugee camps between 2017 and 2019.[70] Endline data on transition outcomes in the KEEP II cohort of girls point to positive rates of in-school progression and transition from primary to secondary school (over 90%).[71] Finally, learning outcome data at endline demonstrates that hundreds of girls in the KEEP II cohort have increased their proficiency in basic literacy and numeracy skills up to a grade 4/5 equivalency.

There is also anecdotal evidence, from endline qualitative data collection, to suggest that an increasing number of girls in KEEP communities have made positive transitions, beyond formal education. While valid and reliable data on the transition paths for individual girls is limited for the KEEP II cohort, stakeholders interviewed at endline cite a greater number of examples of positive transition for educated girls in their communities than was evident at baseline or midline (see findings under section 4.7 above).

[68] The current shortage is estimated at 96,345 teachers at primary and secondary levels. Source: Business Daily, March 5, 2019.

[69] The Standard. June 27, 2019. *TSC report lays bare staffing gaps in schools.*

[70] C.A.C International (February 2020) KEEP II Final Midline Evaluation Report. p.37. Sex disaggregated enrolment data is available from UNHCR for refugee camp schools but is not available for host community schools through EMIS in Kenya.

[71] Transition rates from primary to secondary and GER/NER for girls in secondary school in KEEP intervention schools may also have improved as a result of the Government of Kenya's 100% Transition to Secondary Policy adopted in 2018.

These gains, while promising, remain fragile and dependent on evolutions in the local context. Upward trends in the enrolment, retention and transition of girls in the KEEP cohort recorded at midline may not be sustainable in the short to medium term. UNHCR education statistics from October 2021 reflect a drop in girls' secondary enrolment while KEEP endline learning outcome data reflect a learning loss for refugee girls since midline. Both downward trends are attributable to the effects of Covid-19 school closures, threatened refugee camp closures, and associated increases in economic hardship among refugee and host communities.[72]

Potential for Sustainable Community-Level Results

There is consensus among the majority of stakeholders at endline that community attitudes to girls' education have shifted positively and that these shifts are attributable, at least in part, to KEEP interventions. A majority of community stakeholders at endline can identify multiple benefits - to the community and to the family - of educating girls. Development partners working in the KEEP intervention zones observe that it was very difficult to speak to male elders on the value of girls' education even five years ago, while today there are more champions of girls' education among male community leaders.

While attitudes have clearly evolved since the start of KEEP I in 2014, behaviour change is much slower to effect, while recent gains appear very fragile and dependent on ongoing external assistance. A recent study commissioned by KEEP II examining community attitudes to girls' education found that, "Overall, collective beliefs largely disapprove of early marriage…. However, there is a mismatch. Although in theory condemned by most, the practice is still seen as frequent."[73]

This dichotomy between attitudes and behaviour persists in endline data collection. Whereas a majority of primary caregivers surveyed at endline expect their girls to continue their education through university, a third of these respondents also report that getting married and the cost of education are valid reasons for girls not to attend school.

It appears that a complex mix of factors, related to poverty and social gender norms, influence family decisions around whether to educate a girl, how long she should stay in school, and when she should marry. When KEEP ends and the financial support it has provided to families for girls' education is withdrawn (cash transfers, scholarships, free remedial education), many KEEP stakeholders are concerned that girls' enrolment, attendance and retention rates will fall. Stakeholders do not believe that these rates will revert to levels seen prior to KEEP, because collective attitudes to girls' education have evolved. Instead, they fear that girls from the most marginalised families and those who are the key beneficiaries of KEEP inputs, could drop out of school in the absence of ongoing financial and academic support.

Endline data suggests that when families face economic hardship (such as that experienced during the pandemic) traditional practices - based on prevailing social gender norms and short-term economic survival calculations - are prioritised. In prioritising more traditional practices (such as early marriage, keeping girls out of school to help with caregiving, income generation or domestic chores, parents limit a girl's agency and her education opportunities in favour of the family's short-term survival and the satisfaction of basic needs.

KEEP II design assumed that families and communities would change their behaviour when presented with "new information". Where family behaviour changed in KEEP communities, this behaviour change was undoubtedly influenced more by project inputs designed to alleviate the cost of education for families (cash

[72] The NER for girls in secondary refugee schools in October 2021 was 10% which represents a significant drop from pre-Covid-19 levels – the NER was 17% in Dadaab refugee schools in 2019. Source: UNHCR education data for October 2021; interviews with development partner representatives and local education officials.

[73] Africa's Voices: Finding from KEEP II Pilot Study, December 2018, pp. 1-2.

transfers, scholarships, free remedial) than it was by community engagement and the provision of "new" information.

In designing its community engagement component, the project opted for universal strategies of similar, broad-based messaging across KEEP communities using multi-media. The socio-economic calculations driving family decision-making on girls' education, however, vary considerably by ethnicity, religion, region, host/refugee status, etc. Between host and refugee communities there are important differences, and within refugee camps the diversity is even greater, depending on country of origin, ethnicity, religion, family structure, etc. In developing engagement strategies that were more targeted to the complex and specific drivers of socio-economic decision-making within different target communities/families, the project might have increased its effectiveness in supporting potentially sustainable changes in behaviour.

Potential for Sustainable School Level Results

At endline, qualitative data collection with school stakeholders confirms that KEEP has created awareness among individual teachers and BoM members on barriers to girls' learning, the dimensions of girls' marginalisation, and the need to support their well-being at school. KEEP has supported the establishment of functional guidance and counselling units in all its schools. KEEP has also strengthened BoM capacity to improve the school environment for girls through training and small grants implementation. These are positive results, but they remain very fragile. The potential for sustainability is questionable and dependent on continued external assistance, both technical and financial.

The KEEP II capacity building strategy focused on the training of individuals (teachers, BoM members, guidance teachers, girl mentors) over institutional strengthening of the school. The project relied on a cascade model in which trained individuals would pass on newly acquired skills and knowledge to their colleagues/peers. KEEP II developed training materials and manuals (in GRP, school governance, peer mentoring, guidance and counselling, etc.) which were disseminated to all schools with the assumption that these would be used by trained individuals at the school level to inform their own practice and to mentor their colleagues. The efficacy of the cascade training model was never investigated or assessed by KEEP, although midline and endline evaluation data suggests that its practice is, at best, uneven across KEEP schools. Relying on individual trainees to disseminate knowledge as the primary strategy for school capacity strengthening is a very risky proposition in an education system with very high staff turnover, very low capacity, and one where government lacks basic resources to provide in-service professional development or quality support to teachers, boards of management after the project ends.

There is more to institutional capacity strengthening than training alone. Fostering a shared vision of desired change among school stakeholders, clarifying leadership and accountability for this change, establishing codes of conduct and systems of incentives / rewards for behaviour change, improving communication and coordination mechanisms among stakeholders – these are all important aspects of institutional capacity building that were not addressed through KEEP's individual training strategy.

As seen in findings above, KEEP training delivery was siloed, with limited effort by the project to bring school stakeholders together to collectively conceive of, and work synergistically towards, a shared vision of change at the school level. KEEP has made some efforts in the last year to create links between its training initiatives at the school level – guidance counselling has been integrated into GRP training, engagement of men and boys has been integrated in BoM and teacher training – but these efforts appear timid in terms of institutional change, and they come less than a year before project completion. A less siloed and more holistic approach to helping stakeholders collectively envisage and promote change at the school level - in favour of girls' improved safety, education and learning - might have mitigated some sustainability risks in targeted schools.

Potential for Sustainable System-Level Results

It is important to recognize that KEEP II is present in a relatively modest number of host community schools by county (17 in Turkana and 21 in Garissa and Wajir counties). Many aspects of education system

management are decentralised to the county level in Kenya (teacher recruitment, training and deployment for example). With so few schools supported by the project in each county, KEEP is considered a minor player in the education sector at the county level and has relatively limited influence with local education authorities. At the national level, KEEP was traditionally perceived by the Ministry of Education as a "refugee" project and, since refugee schools are financed and managed by UNHCR, KEEP has not been on the Ministry of Education's radar.

At midline, it was noted that many of the KEEP II inputs were targeted at the school level (training for teachers, school counsellors, BoM members) but these initiatives were being delivered in parallel to government systems and procedures. There was no evidence at midline suggesting that the project was influencing the way pedagogical support or in-service training was delivered at the county level or that these project efforts would continue beyond project completion. The prospects for system-level sustainable change – either in the government education system or within the refugee context – appeared limited at midline.[74]

Since 2019, KEEP II has made significant inroads to building relationships, investing in evidence-generation, and engaging in policy dialogue with MoE and other development partners in the Kenya education sector. These efforts have positioned KEEP II to influence government policy in significant ways. KEEP staff participated in drafting sections of the most recent National Education Sector Strategic Plan for Kenya related to gender-responsive pedagogy, based on the project's training and associated teacher competency framework. KEEP recently collaborated with the Ministry of Education in drafting a Guidance and Counselling Policy in Education which is based on the project's model of psycho-social school support. While it remains to be seen if and how these policy priorities will be implemented by the Government of Kenya and with what resources, these two examples represent significant contributions by the project to systemic change in the education sector.

In the refugee context, the goal of the refugee education 'system' is not indefinite continuation. Sustainability in a refugee context is necessarily about contributions to knowledge, good practice, and replication, over the continuation of the system. In this light, KEEP II is credited with developing approaches for interventions in refugee schools which have then been adopted in host community schools and have subsequently influenced national education system practice. Remedial training for girls is an example of this. The project's remedial training was offered to girl refugee learners exclusively at the start of KEEP I and then gradually extended to host community schools. After presenting its research paper on education resilience for refugees in Kenya in 2019, KEEP was asked to train the staff of other NGOs working with refugees on its model for remedial education. After visiting KEEP remedial centres in Kakuma, the Ministry of Education changed its directives on remedial training and tutoring; it is now legal to deliver remedial training provided it is free of charge for learners. WUSC/WIK remedial training centres in Kakuma and Dadaab will continue operating after the project ends, with funding from other donor sources.

> "Lots of projects in Kenya consider refugees in a vacuum. KEEP linked its work to the national system. Its innovations happened in the refugee camps but then were scaled to host schools. Sharing its lessons learned with government in 2019 was a huge advocacy gain for refugee education in Kenya. Even sceptics appreciate what KEEP is doing."
>
> - UNHCR Representative Kenya

Much of the learning from KEEP II has also informed the development of other WUSC/WIK programming for refugees in Kalobeyei settlement in Kenya, as well as in refugee contexts in Uganda and South Sudan. Project experience with teacher training, remedial education, cash transfers, guidance and counselling, school governance, and engagement with men and boys, have all been integrated into projects funded by

[74] C.A.C International, Final Midline Evaluation Report on KEEP II, p. 41.

other donors. At a policy level, KEEP was also well-positioned to influence priorities in the drafting of the education section in the recently updated Kenya Refugees Act (2021), given its implication in both refugee and host community schools in Kakuma and Dadaab.

Several stakeholders interviewed at endline, however, observe that opportunities may have been missed to further align KEEP interventions with existing administrative structures and systems. While KEEP provided refugee teachers with training in GRP and large class management since 2014, KEEP did not conceive that training as a means of moving untrained refugee teachers towards certification and formal employment with the Ministry. In a context of refugee camp closures, and the adoption of the new Refugees Act (which foresees the integration of refugees into the national education system), there is a very real and pressing need to certify refugee teachers. Other organisations working in refugee education in Kenya have shifted their teacher training approach towards formal certification to ensure that refugee schools can continue operating and refugee teachers remain in their communities. Another missed opportunity for KEEP II, according to stakeholders, was working with Area Chiefs in Kakuma and Dadaab as important actors in the government's local administrative structure. These individuals could have been more effectively mobilised as project champions, to deliver and sustain critical messaging on girls' education in the community. These are two examples of how greater alignment, from the outset, with Kenya administrative structures, may have increased potential sustainability.

> "More system strengthening was required to prepare for the end of the project. There were missed opportunities. The staffing provided by the project will disappear and won't be replaced - community mobilisers, psycho-social counsellors, project-funded teachers. Ownership by government is difficult in a refugee context, but KEEP could have done more."
>
> - Development Partner Representative, Dadaab

7 Value for Money

In keeping with guidance from GEC-T, a "light touch approach to Value for Money (VfM) analysis" was adopted for KEEP's endline evaluation. The findings in this section address the following considerations:

- Whether resources were allocated optimally to address the needs of the "right" beneficiaries;
- Whether the project added value and was a good investment relative to the amount spent;
- Which aspects of the project drove the most value;
- Which aspects of the project were delivered most cost-effectively and efficiently.

Financial data currently available on KEEP II informed what was feasible with regard to VfM assessment. There are several factors which precluded a moderate touch assessment of KEEP: The first is that the structure of the project budget – its line items and cost breakdowns – changed several times during project implementation,[75] limiting the extent to which planned to actual expenditures could be tracked and compared over time. The second is that the project budget template is output-based (rather than activity-based), with several key activities included under each output. This limits the extent to which unit costs by project activity can be calculated or compared. Only the project budget of February 2018 contains sufficient cost breakdown at an activity level to enable unit cost calculations for teacher training, life skills camps, cash transfers, scholarships, BoM trainings, etc. Finally, unit cost calculations made on the basis of the

[75] Changes to budget lines, level of detail by line item and overall budget structure for the total project were made in successive budget revisions (2018, 2019, 2021) in keeping with guidance and budget/financial reporting templates from GEC-T.

2018 budget include direct programme expenses only; central administrative and overhead costs are reflected separately in the KEEP II budget and cannot be included in unit cost calculations by activity. As a result of these challenges, unit cost calculations derived in the findings below could only be calculated based on data available in the project's February 2018 budget and associated workplan from the same year. These unit value calculations remain approximate and notional in nature as they are not based on current and up to date output or budget information. They are used in the findings below for general discussion and comparison purposes; they cannot be considered an accurate reflection of 'real' unit costs for the project.

Finding: KEEP II has invested in the 'right' kinds of activities to address the needs of the 'right' beneficiaries. However, KEEP's general reliance on universal output delivery strategies for broad reach across its target populations may have limited cost-effectiveness.

As noted in Relevance findings (section 2), KEEP design was relevant in that it targeted girl learners in the most marginalised regions/communities of Kenya and is seen to have addressed their most pressing education barriers. A recent report by the Global Education Effectiveness Advisory Panel[76] (GEEAP) confirms that KEEP design included many "smart buys", or initiatives that have a demonstrated effect on improved learning outcomes at reasonable cost, according to their analysis of international evidence. According to the GEEAP report, KEEP II had one "great buy", three "good buys", one "promising buy", and one "bad buy". The GEEAP report and its framework of "smart buys" is used as a framework, in Table 11 below, to analyse the value for money proposition of different KEEP II interventions.

Table 11: Analysis of KEEP II Cost-Effectiveness

GEEAP Smart Buys	Observations on KEEP II Cost-Effectiveness
Great Buy **Giving information on the benefits, costs and quality of education** - Providing information to parents and children on the income-earning benefits of education, sources of funding available, and the quality of local schools. Context-relevant information that shifts people's beliefs about the benefits of education or the quality of schooling, is more cost-effective than providing general encouragement to consider education positively. Recipients must have the means to act on the information provided. - Low cost per child when delivered at large scale - Can be delivered through text message, mixed media, or in-person parent meetings - Seen to improve learning outcomes, especially for girls	**Strengths** KEEP delivered information to different community stakeholders at large scale using mixed media (video, radio, mobile phone) and in-person community meetings to maximize reach at least cost **Challenges** Messaging focused on general encouragement to consider girls' education positively over specific information on income earning benefits, school quality, or available sources of funding Messaging was not adapted to different characteristics/barriers in target population (region, refugee/host, ethnicity, religion, age, etc.) Perceived as least valuable project input by girls, parents, community stakeholders **Cost Considerations** Not possible to calculate unit cost as population reach for community engagement not specified in KEEP reporting
Good Buy **Structured lesson plans with linked materials and ongoing teacher monitoring and training** - Scripted lesson plans, after-school supplementary classes, and frequent monitoring	**Strengths** KEEP II teacher training revisited with education stakeholders to focus on practical skills over theory and concepts

[76] World Bank/FCDO (October 2020) Cost-Effective Approaches to Improve Global Learning Levels.

GEEAP Smart Buys	Observations on KEEP II Cost-Effectiveness
and teacher coaching can dramatically improve teaching quality and increase learning outcomes. - Most useful where there are important gaps in teachers' knowledge of curriculum content and pedagogy - Can improve learning outcomes with step-by-step lesson guides for teachers as part of multifaceted instructional programmes including practical training, classroom practice, and coaching/mentoring over time. - Unlikely to be cost-effective if stand-alone, general-skills, in-service training for all teachers.	KEEP II teacher training revisited to include national curriculum reform KEEP II teacher training differentiated between advanced/basic pedagogy for trained/untrained teachers Valued project input by female primary caregivers GRP model integrated in NESSP, replicated in other projects for refugees **Challenges** Training was standardised, focused on improving general skills for all teachers Strategy for ongoing teacher mentoring and coaching relied on cascade model and communities of practice which are cost-efficient strategies but unproven regarding cost-effectiveness - further assessment required Sustainability challenges evident with high teacher turnover, limited alignment of project training with national delivery systems, no public resources for ongoing in-service teacher training, coaching, mentoring **Cost Consideration** Unit cost estimated at £1098 per teacher trained over four years
Good Buy **Target teaching instruction by learning level, not grade** - Providing targeted help for students who are falling behind, grouping children based on their learning level, not grade/age. Can be provided with government teachers, volunteers, or teaching assistants and implemented during school, or outside of school. - Found to be effective where there is a wide variety of learning levels within a class and/or student learning levels are below grade-level	**Strengths** Remedial education targeted low performers but open to all girls in KEEP II cohort Remedial classes had significant effect on improved learning outcomes at midline Valued project input by parents, girl learners Model replicated by other development actors **Challenges** Remedial classes not structured by learning levels Negative stigma associating KEEP remedial education with slow learners, poor quality of instruction **Cost Consideration** Unit cost estimated at £368 per beneficiary over four years
Good Buy **Giving merit-based scholarships to disadvantaged children and youth** – Scholarships and prizes targeted at disadvantaged children and youth can act as a complementary incentive to improve attendance and student effort, resulting in higher learning outcomes - Found to be effective where all students come from equally disadvantaged backgrounds, where inequality among learners is low and more advantaged learners are not favoured	**Strengths** KEEP II scholarships cited by girls, parents, teachers as incentive for girl learners to stay in school and perform well **Challenges** KEEP scholarships expensive, with direct benefits confined to a small number of recipients The indirect 'incentive' effect of scholarships is short-term, lasts only as long as scholarships awarded (2016-2018) **Cost Consideration** Unit cost estimated at £7060 per secondary scholarship recipient over four years

GEEAP Smart Buys	Observations on KEEP II Cost-Effectiveness
Promising but low evidence base **Community involvement in school management** - Involving community members in school management can be very cost-effective in holding schools to account for education quality. Evidence is lacking as to why or how this works. – Appears to work best where power asymmetries between parents and school administrators are not too pronounced and/or where parent members of school management committees have high levels of authority.	**Strengths** KEEP built capacity of community members within SMCs/BoMs/PAs through training, provision of small grants, ongoing coaching Small grants implementation heightened authority, credibility and capacity of School Management Committees (SMC) and BoM with communities **Challenges** Cost-effectiveness of cascade model of training for BoM members untested, requires research Sustainability questionable given turnover of BoM members (two-year term) and recognition that small grants required significant levels of external financial and technical assistance by project There was no intentional strategy to address power asymmetry between parents and school administrators – power asymmetry often significant in KEEP schools (particularly refugee) and a source of conflict **Cost consideration** Unit cost projected at £800 per BoM/PA member trained over four years
Bad Buy **Cash transfers (as a tool for improving learning)** - Cash transfers are found to have beneficial effects on enrolment and dropout rates where school participation is low, but relatively limited impacts on learning. Cash transfer programmes are an expensive way to improve learning, because they aim to increase incomes substantially and because targeting is costly. They are poor value for money as an education intervention. - CT programmes are expensive to administer relative to the (lack of) documented improvements in learning outcomes - CT programmes can generate resistance in communities	**Strengths** KEEP provided cash transfers to most marginalised girls through community participatory selection process Endline results for CT girls demonstrate that attendance remained stable while transition and learning outcomes improved Most highly valued project input by girls, parents CT replicated by WUSC in other refugee projects **Challenges** KEEP cash transfer very time/resource intensive to set up but efficiency improved over time Cash transfer created tension within beneficiary communities and among some recipient family members **Cost consideration** Unit cost projected at £198 per recipient over four years

Based on the analysis in Table 11 above, KEEP II included the right types of initiatives, but there were differences in the project approach to design and delivery which may have limited cost-effectiveness. In the case of several key initiatives, the project opted for universal strategies for broad reach to achieve economies of scale. This is most evident in the project's strategy for community engagement, where universal messaging on the benefits of and barriers to girls' education was delivered through the same mixed media inputs (radio, video, WhatsApp, community dialogue) across all KEEP intervention zones, despite considerable diversity within target populations based on region, refugee status, country of origin, ethnicity, religion, socio-economic status, age, family composition, etc. Training for teachers, BoM members

and guidance teachers was also largely standardised[77] and delivered regionally, to representatives from all schools in an administrative area. KEEP relied on a cascade model of knowledge dissemination (training of trainers at the school level), with those receiving training expected to share their new learning with untrained colleagues in their schools.

These broad strategies of universal targeting for project training and community engagement were designed to increase project efficiency by reaching the most people possible at the least cost, given available resources. However, the effectiveness of these project interventions in contributing to improved learning outcomes appears more tenuous and difficult to measure. In terms of lessons learned from international best practice, as presented in the GEEAP report (see analysis in Table 11), it would appear that more targeting of initiatives to the specific needs of particular target groups – with less reliance on standard outputs and universal delivery strategies - might have improved overall cost-effectiveness (i.e. smart buys).

Achieving the right balance between efficiency and cost-effectiveness remains challenging for KEEP and there are no easy answers given the project context. KEEP covers a very broad geographic area characterised by remote, hard to reach, and very marginalised populations, whose needs are often neglected by government and external assistance. It is very resource-intensive to reach many of the most rural/refugee schools supported by KEEP. Because of their extreme marginalisation, achieving sustainable results for these communities is that much more challenging. Targeting inputs to the specific needs of the most marginalised communities/schools through more 'bespoke' interventions (as encouraged by GEC-T guidance – see findings under Relevance section above), would necessarily require limiting the project's current reach and scope, given fixed resources. In a geographic area characterised by extreme deprivation, deciding who is most marginalised – and by association, who should get more targeted support – has been an ongoing moral challenge for the project.

That said, there may have been a middle ground that KEEP II could have explored to its advantage. This could have entailed complementing universal strategies for broad reach with more targeted initiatives aimed at addressing specific barriers or needs for those girls/schools/communities suffering the deepest marginalisation. In its second phase, and based on GEC-T guidance, KEEP moved towards this middle ground with targeted cash transfers to the most marginalised girls and community engagement activities focused on men and boys.

KEEP could have gone further in pushing for that middle ground in other output areas as well. This could have included designing smaller scale, more bespoke interventions for families, schools and communities seen to be facing a particular form or degree of marginalisation. The project could have tailored community messaging to the more specific "return on investment" calculations that the most marginalised families in different communities make in decisions around girls' education. Certain schools, deemed among the most remote and resource poor, could have been singled out as requiring more holistic and intense project support. Certain learners (the disabled, child household heads or unaccompanied minors for example) could have been singled out for special project attention while the training of teachers, BoM members and guidance teachers, could have been more tailored to the specific barriers faced by girls in their schools. BoM grants, rather than being competitively awarded, could have been directed to schools needing the greatest support. With more targeted, smaller-scale initiatives, it would likely have been easier to track and attribute effects to project efforts. All to say that a more refined balance in project design and delivery, between universal delivery strategies and more targeted initiatives, could have improved aspects of cost-effectiveness while maintaining overall efficiency.

There are two KEEP interventions not covered in the GEEAP report and in the analysis provided above. The first is the life skills/self-efficacy/guidance counselling component of KEEP. As noted in effectiveness

[77] The exception is training for teachers, which was differentiated based on their level of training in terms of basic/advanced pedagogy for refugee/host teachers.

findings (section 4), participation in life skills camp is seen to have had no discernible effect on girls' learning outcomes. The life skills camp has a low unit cost relative to other project inputs and, anecdotally, participants report improved self-confidence and self-esteem as a result of their participation in this activity. Guidance and counselling, particularly when the guidance teacher is a woman, was found to be more effective than life skills camps in improving girls' sense of safety and well-being at school, according to qualitative data collection. There is no unit cost data for the project's guidance and counselling component.[78] The project's G&C model, however, has directly informed the Government's new policy and KEEP's approach is being replicated in other refugee projects implemented by WUSC. Guidance and counselling appears to be driving value on KEEP although more information is required on cost calculations for eventual replication and sustainability.

The second project component not covered in the GEEAP report is support for out-of-school girls. This component always represented a modest level of investment for the project; the target number of out-of-school girls was reduced in 2018. Project activities consist of coaching girls to return to school and providing them with numeracy, literacy and life skills. There is limited project reporting provided on this intervention area the effects of projects inputs on participating girls are not well documented. A portion of activities under this component of the project has recently been transferred to other WUSC implemented initiatives (LEAP and DREEM[79]) in the project intervention zones. Unit cost analysis, based on initial project projections is £550 per girl.

Finding: It is challenging to assess the extent to which KEEP initiatives are "good investments"; the value add of different KEEP initiatives is necessarily multifaceted, with cost only one consideration in a complex calculation of value.

Table 11 above provides very notional and estimated (rather than actual) calculations of unit cost for different KEEP II initiatives. Unit cost calculations vary significantly on the project: life skill camps and cash transfers appear to be the least costly to deliver per unit, while scholarships and teacher training are the most costly to deliver per unit over four years. Looking at cost alone provides little insight into the value add of different project initiatives. Unit cost comparisons need to be examined in light of other factors, including the value different stakeholders ascribe to the intervention, its contribution to results achievement, and its potential for sustainability. Where notional unit cost calculations can be made, the KEEP budget does not allow for any differential cost comparisons between regions, host or refugee communities.

With regard to perceptions on the relative value of different project interventions, these tend to vary by stakeholder group. When asked what KEEP II interventions *community* stakeholders (girls, parents, community leaders) value the most, they unanimously place high value on project inputs which off-set the financial cost to families of schooling their girls. Cash transfers, scholarships and free remedial education are the most highly valued inputs according to these stakeholders, based on survey data, interviews and focus group discussions at midline and endline. This is followed by teacher training and improvements to the quality of teaching in the classroom, which is valued highly by male and female parents. Anecdotally, in-school girls value guidance and counselling services at school, particularly when these services are provided by a female teacher. Increasing the presence of female teachers in school is a measure that is highly valued by both girl learners and female parents. Across the board (based on qualitative and quantitative data collected with girls, primary caregivers and community/school stakeholders), the least

[78] There is no indication in project reporting of participant/beneficiary numbers so unit cost cannot be calculated.

[79] Learning through Education and Access to Employment Pathways (LEAP) for Refugees and Host Communities in Turkana, Kenya, project funded by Global Affairs Canada, and Displaced and Refugee Youth Enabling Environment Mechanism (DREEM) project funded by Mastercard Foundation

value is place by community stakeholders on community engagement activities (video, radio, community dialogue, EMB).

When asked to rate, in order of priority, what inputs they needed to attend school comfortably, girls interviewed at midline and endline (including girls who graduated and those still in school) preferred gave the following list of material inputs in order of priority - sanitary wear, school uniforms, food, school materials, solar lamps, creams and soap). Girls interviewed at midline and endline also indicted that they preferred the project delivery strategy of KEEP Phase I over that of KEEP Phase II. Under KEEP I, material inputs were distributed directly to all girls in KEEP targeted grades/schools. Under KEEP II, cash transfers replaced universal distribution of in-kind goods and were directed at a relatively small subset of the most marginalised girls. The cash transfer was seen as less valuable to girls than in-kind goods because the cash transfer is not made available to everyone, the selection of cash transfer recipients is poorly understood in the community, and the cash transfer funds do not always go directly to the girl to support her education needs. If the cash transfer goes to a girl's parent or guardian, this does not guarantee that funds are used by the family to support the girl's education needs, according to stakeholders interviewed.

That said, KEEP II staff report that it is much more efficient for the project to deliver the cash transfer than to distribute material goods to all girls at the school level, as per KEEP I. According to KEEP staff, it is teacher training, particularly the training of untrained refugee teachers, that is the most valuable KEEP input along with remedial training for girls. Both these interventions are perceived as relatively efficient delivery models that have subsequently been taken up by other agencies and scaled by WUSC to other projects.

A second consideration in examining the value add of different interventions on KEEP II is the extent to which they are seen to affect learning outcomes for girls in the KEEP cohort. According to external evaluation data, the cash transfer was seen to positively affect literacy outcomes at endline. The effect of remedial training was statistically significant for numeracy outcomes and approached statistical significance for literacy outcomes at midline. Life skills camps did not influence learning outcomes at midline or endline.

There is limited or inconclusive data on how other KEEP interventions may have affected learning outcomes. It is very challenging to trace attribution between general skills training for teachers across all KEEP schools and improved learning outcomes for girls because the causal relationship between this output and the learning outcome is indirect at best along the KEEP results chain, assumptions in the KEEP ToC have not been fully articulated or tested, and many intervening factors in the project context have not been sufficiently analysed in terms of their risk or contribution to results. The relationship between project outputs and improved learning outcomes becomes even more tenuous and difficult to trace in the case of BoM members or guidance teachers trained by the project, as these individuals have no direct input into girls' learning.

Finally, it is worth considering the KEEP cash transfer in more depth. While GEEAP considers cash transfers in education as 'bad buys', the experience on KEEP II is much more nuanced. The cash transfer on KEEP is seen to have influenced attendance, retention, and leaning outcomes favourably for a majority of recipient girls, according to endline data. The unit cost analysis is low for the cash transfer, relative to other KEEP interventions, although this project intervention appears to have been complicated and resource-intensive to establish. The cash transfer took significant amounts of time and effort by project staff to develop transparent beneficiary selection mechanisms, establish functional delivery systems and negotiate resistance within communities. There is also an opportunity cost consideration here, where energy expended on setting up the cash transfer was not available for other project interventions, while challenges with perceived transparency of the cash transfer selection process may have cost KEEP credibility in the community, at least initially. The cash transfer system, however, is now established, largely accepted in the community, and is working reasonably well. The benefits of the cash transfer in supporting families during the economic hardships of Covid-19 are also evident. Finally, the cash transfer model has now been replicated by WUSC in other refugee contexts so that the initial cost of investment is being maximised.

What conclusions can be drawn from all of this analysis with regard to project initiatives that drove most value and/or proved to be the best investments for the project? This remains a particularly complex question in a project environment as volatile and varied as that of KEEP. The following observations emerge from the analysis above:

- Remedial education and cash transfers appear to be among the most effective drivers of value on KEEP, given their relatively low unit cost, their perceived value to most stakeholder groups, their replication in other projects, and their documented effects on learning outcomes.
- The perceived value of training for school stakeholders (teachers, BoM members, guidance teachers) is mixed while unit costs vary depending on the type of training delivered and the target audience. There is limited or inconclusive evidence that this training has directly improved learning outcomes. This may be linked to the universal approach KEEP II has relied on to deliver training across all of its schools. The cascade model of skills dissemination, mentoring and coaching also requires further assessment to determine its cost-effectiveness and sustainability in a context of very low capacity and high staff turnover. Finally, more effort is needed to align project training of teachers with expected learning outcomes for students, as well as with national delivery systems for teacher professional development.
- The relative value of scholarships as an incentive to girls' attendance, retention and learning is positive, but appears to be short-term. Direct benefits to girls remain limited in scope given high unit costs and significant levels of project administration required.
- Community engagement activities, as conceived on KEEP, appear to be among the least effective drivers of value, based on the perception of community stakeholders and international lessons learned. This is most likely linked to the type of messaging KEEP disseminated, which was not sufficiently sensitive to community differences or sufficiently focused on the complex socio-economic drivers of family decision-making around girls' education.

Finding: The overall investment value of KEEP is positive.

Beyond individual project initiatives, the overall value of investment in KEEP (particularly if considered across both phases of the project starting in 2013) is generally positive. KEEP is the only investment in refugee and host communities dedicated to the promotion of equity and the advancement of girls' education. An investment of approximately £40 million over eight years is significant in communities where education investments are historically low and at a time when investment in refugee education is dwindling. According to a majority of stakeholders in KEEP, this level of investment in and attention to girls' education has been a catalyst for attitude change at the level of communities and schools. There has been a significant and positive shift in attitudes towards the education of girls since 2013 and the majority of stakeholders attribute this, in large part, to KEEP.

KEEP's contribution to behaviour change has been more challenging to discern, and where it has occurred, it appears much more fragile to sustain. The investment in KEEP has demonstrated a number of important lessons: 1) that direct measures to alleviate the financial burden of education on families will result in improved education enrolment, attendance and retention for girls; and 2) that a combination of material, moral and remedial education support has been shown to improve girls' performance and overall well-being at school.

The project also demonstrated, however, that region and community type are greater determinants of education outcomes for girls in the KEEP cohort than any combination of project inputs. Behaviour shifts are fragile and difficult to sustain in the absence of ongoing, external assistance in these communities because of contextual factors beyond the project's control. The Covid-19 pandemic demonstrated, for example, that when economic hardship increases for families, traditional practices influenced by prevailing social gender norms take precedence in family survival strategies.

This speaks to the need for greater economic investment in these regions and system change with regard to the efficiency and equity of education delivery in Kenya. Here again, KEEP demonstrates good value for money in that it is credited with increasing understanding of and attention to refugee education at the national level. KEEP is also credited as the first project to bring innovation from refugee education into Kenya's national education system, influencing policy formulation in several areas. WUSC and WIK have also been adept at applying learning from KEEP to other project initiatives they have launched, maximising KEEP investments to date.

Finally, in terms of learning and transition outcomes, KEEP II contributed to more girls acquiring basic literacy and numeracy skills and more girls progressing in school. At endline, it is estimated that over 475 girls improved their literacy and numeracy scores from baseline to endline while over 1,000 girls progressed to a grade 5 level of proficiency in literacy and numeracy, as a result of the project. KEEP also directly supported over 1,000 girls to make the transition between primary and secondary school.

8 Conclusions, Lessons, Recommendations

8.1 Conclusions

The overall value of investment in KEEP (particularly if considered across both phases since 2014) is positive. As the only project operating in both refugee and host communities, as well as the only initiative dedicated to the promotion of equity and the advancement of girls' education, KEEP has been a catalyst for attitude change at the community and school levels. An investment of this scale over eight years has proved significant in communities where public investment in education is historically low and at a time when resources available for refugee education are dwindling. According to a majority of stakeholders in KEEP intervention zones, there has been a positive shift in perception among parents, community leaders and educators on the value of educating girls and a majority of stakeholders attribute this shift, in large part, to KEEP.

KEEP's contribution to behaviour change has been more challenging to achieve, and where it has occurred, appears much more fragile to sustain in the absence of ongoing, external assistance. The Covid-19 pandemic, as an example, underscored the reality that when economic hardship increases for families, traditional practices (based on prevailing social gender norms) take precedence in family survival strategies. Sustainability of results in the project intervention zones is heavily influenced by systemic factors and external shocks beyond the project's control. Evaluative data on KEEP I and II has consistently demonstrated that where a girl lives (region and community type) is a more significant determinant of her education outcome than any combination of project inputs.

Poverty remains the primary driver for low education outcomes in the project intervention zones. KEEP has generated important learning in this regard for girls' education in Kenya: 1) that direct measures to alleviate the financial burden of education on families will result in improved education enrolment, attendance, and retention for girls; and 2) that a combination of material, moral and remedial support has been shown to improve girls' attendance, retention, performance, and overall well-being at school. Inputs designed to alleviate the financial burden on families to educate their girls (cash transfers, remedial education, scholarships) have driven value for the project, particularly in the eyes of community beneficiaries. This speaks to the need for greater investment in local economic development in the arid and semi-arid lands (ASALs) as well as system change related to the efficiency and equity of education delivery in Kenya.

Finally, the Covid-19 pandemic has affected ultimate outcome achievement for KEEP with school closures in 2020 contributing to learning stagnation/loss and poor transition pathways for many girls in the KEEP II cohort. While average learning scores increased for girl learners at midline, they regressed to baseline levels at endline. That said, KEEP II has contributed to more girls acquiring basic literacy and numeracy skills; it is estimated that over 475 girls improved their literacy and numeracy scores from baseline to endline, while over 1,000 girls progressed to a grade 5 level of learning proficiency. Transition outcomes, as measured by in-school progression, improved at endline; over 1,000 girls were supported by the project to transition from primary to secondary school. KEEP Covid-19 adaptation measures (cash transfer, Board of Management [BoM] grants, enrolment campaigns, counselling) were also credited with returning many girls to school.

A summary of evaluation findings by evaluation criteria is provided in the table below.

Table 12: Evaluation Findings

Evaluation Criteria	Summary of Key Findings
Relevance	KEEP design was closely aligned with and supportive of Kenya's national education sector plans and priorities. KEEP II improved project relevance over time through successive adaptations of its interventions and delivery strategies based on evidence generated. While the project addressed key barriers to education for girls in the most marginalised regions and communities of Kenya, the project defined marginalisation very broadly for the purpose of targeting output delivery. On a project with significant diversity among beneficiary groups, the design and delivery of more targeted and bespoke interventions could have increased relevance, particularly with some aspects of project training and community engagement.
Coherence	The KEEP II results framework demonstrated internal logic although internal project design coherence would have been strengthened had the project's theory of change more systematically articulated the assumptions underlying causal relationships between intermediate, learning and transition outcomes. With regard to external coherence, KEEP significantly improved its efforts to align key interventions with government education service delivery while demonstrating leadership in evidence generation and policy dialogue with the Government of Kenya and other development partners.
Effectiveness	Performance achieved on indicators for intermediate outcome achievement at endline varied. Trained teachers have increased their skills and knowledge in gender-responsive pedagogy but capacity to transfer newly acquired skills to classroom teaching and learning practices varies by individual teacher and school. Attendance rates among the KEEP cohort of girls appear to have generally remained stable over time. Guidance and counselling units are operational in all KEEP schools and a majority of girls report a more supportive environment at school as a result, particularly when there are female teachers present. Providing a combination of inputs to improve material, remedial and moral support for girls at school appears effective in improving their learning environment and overall well-being at school. There is some evidence that cash transfers (at endline) and remedial education (at midline) positively affected learning outcome results for girls, although region and community type remain more significant determinants of education outcome than any combination of project inputs. Learning outcomes for the KEEP cohort of girls progressed considerably between baseline and midline but then regressed to baseline values at endline. For transition outcomes, in-school progression and transition from primary to secondary education increased over time for the KEEP cohort since baseline. The Covid-19 pandemic and related school closures clearly had an impact on girls' learning and contributed to learning outcome loss between midline and endline. Girl learners appear under increased emotional pressure as a result of early pregnancy, marriage and domestic chore burden and schools/teachers are struggling to support them. As a result of economic hardship during Covid-19, the capacity of families to invest in education is limited, while the capacity of teachers and schools to effectively support the learning needs of girls is stretched. The cash transfer during Covid-19 proved the most important input to ensure girls' retention; Covid-19 project support through counselling and learning inputs were effective but were limited to a relatively small number of girls.
Efficiency	Human and financial resource mobilisation was efficient in translating project inputs to outputs in a relatively timely way and in respect of budget projections. The KEEP budget prioritized investment in schools (60% of resources) over learners/families and communities; this prioritization could have been more appropriately reflected in the project theory of change and results chain logic. Monitoring and evaluation systems were comprehensive with KEEP II and GEC-T proving adept at generating evidence to inform timely decision-making for ongoing project improvement.
Sustainability	Despite a challenging project context, KEEP II has directly influenced national education policy in Kenya and project approaches have been replicated in other refugee settings and by other development actors. The project's focus on training individuals over strengthening institutions and systems presents risks to results sustainability at the school level, particularly in an education context characterized by significant staff turnover, resource inequity and inefficiency in service delivery. While KEEP has contributed to important learning on girls' education in Kenya, the continuation of key project interventions will require ongoing external assistance.

Evaluation Criteria	Summary of Key Findings
Value for Money	KEEP II has invested in the 'right' kinds of activities to address the needs of all girls in the most marginalised communities of the country. In opting for broader strategies of universal coverage over more targeted initiatives addressing specific beneficiary needs, output delivery was efficient in reaching the largest number of beneficiaries at least cost. However, the cost-*effectiveness* of different project interventions in contributing to improved learning outcomes appears more tenuous and difficult to measure. Based on available evidence, cash transfers and remedial education appear the most cost-effective drivers of value on KEEP while community engagement has provided the least. The value add of the cascade model of training appears to vary by school and requires further assessment as to its cost-effectiveness.

8.2 Lessons Learned

Lesson #1: The relevance and sustainability of education interventions are improved when their design is aligned with national education system delivery and when they are developed in collaboration with national and local education stakeholders.

KEEP II is seen to have improved the alignment of its initiatives (particularly teacher and BoM training, communities of practice) with national systems relative to the first phase of the project. Teacher training content was revised in collaboration with local education officials. This resulted in closer working relationships with the Ministry of Education, more relevant training inputs, more effective policy dialogue and the integration of KEEP models into national education priorities.

Lesson #2: Project performance is improved when appropriate investments are made in the generation and use of evidence to support informed and timely decision-making.

With encouragement and financial support provided by GEC-T, KEEP II invested significantly in the development of monitoring and evaluation systems, capacity and evidence generation. Significant adaptations were made to KEEP design and delivery strategies based on evidence generated by KEEP and by GEC. The support and space provided by GEC for flexible and iterative project management contributed to internal capacity and system development at World University Service of Canada/Windle International Kenya (WUSC/WIK) which benefits their ongoing and future programming. Learning emerging from the project's monitoring and evaluation (M/E) efforts has been shared with national and international stakeholders.

Lesson #3: Sustained and sizeable investment in the medium term (five to 10 years) is more likely to result in demonstrable shifts in attitude and behaviour, particularly when these shifts relate to deeply entrenched social gender norms.

An investment of approximately £40 million over eight years has proved significant for targeted communities where overall education investments are historically low and at a time when investment in refugee education is dwindling. According to a majority of stakeholders in KEEP, this level of investment in and the sustained attention it focused on girls' education, has been a catalyst for attitude change at the community and school levels. Shorter-term and more limited investment (in size and scope) would not likely have produced the same effect in terms of moving the needle on entrenched social gender norms.

Lesson #4: Broad-based, universal strategies for output delivery improve efficiency but these need to be complemented with more targeted and bespoke interventions addressing the specific needs of different groups of beneficiaries for increased relevance and cost-effectiveness.

Lessons learned from international best practice suggest that less standardisation of inputs and more targeting of initiatives to specific needs and expected outcomes could have improved KEEP's cost-

effectiveness. KEEP's reliance on universal strategies for output delivery lowered costs, improved reach and increased the efficiency of project delivery. The contribution of different project interventions to learning outcomes relative to cost (cost-effectiveness) is more tenuous and difficult to measure.

Lesson #5: Measures to alleviate the financial burden of education on families are among the most cost-effective means of improving education enrolment, attendance and retention for girls in the short term in contexts of extreme economic deprivation. Sustainability remains a challenge.

Poverty remains a primary driver of low education indicators in the project intervention zones. Inputs designed to alleviate the financial burden on families to educate their girls (cash transfers, remedial education, scholarships) have driven value for the project and have contributed to improving (or at least maintaining) education attendance, retention and outcomes for recipient girls. These measures are unlikely to be covered by domestic education sector financing so sustainability remains challenging in the absence of ongoing, external assistance or underlying systemic change.

Lesson #6: Unconditional cash transfers for girls' education can result in additional burdens on girl learners if risks are not carefully assessed and mitigated with targeted messaging to families.

Prevailing social gender norms have a direct bearing on the control of resources at the family level. Cash transfers that are unconditional but targeted at improving girls' education can cause tension among family members and risk placing an additional burden on girl learners if not closely monitored. The risk (and burden) for girls is that they may be required to attend schools even when families do not use the cash transfer to provide for the inputs girls require to make that experience safe and comfortable. Ongoing monitoring of the effects of the cash transfer on girls, and ongoing dialogue with parents and guardians, are required to minimize harm for girl recipients.

Lesson #7: A combination of material, moral and remedial support can improve girls' attendance, retention, performance and overall well-being at school, particularly where female teachers are present.

Girls in the KEEP II cohort suggest that the support they receive from trained teachers and guidance teachers helps them feel motivated to continue their education and perform well in their studies, particularly when these teachers are female. Remedial education is also perceived to positively affect attendance and learning outcomes. The most critical input for girls, however, is material support (sanitary wear, school uniforms, food, school materials). The majority of girls interviewed in the KEEP II cohort preferred the direct provision of material inputs to all girls at school (KEEP I strategy) over targeted cash transfers directed at the most marginalised families (KEEP II strategy), as the latter strategy offered no guarantee that girls would receive the inputs they needed.

8.3 Recommendations

The recommendations below are directed at WUSC/WIK, the Fund Manager for GEC and the Foreign, Commonwealth & Development Office (FCDO) of the UK Government, to inform considerations for the design of future education programming for girls in Kenya and in other contexts. Following these broader recommendations, three immediate suggestions are provided to the project as areas where increased focus could be brought between now and project completion.

Ongoing Investment in Kenya:

Recommendation #1 – Continue to invest in education equity and poverty reduction for the ASALs in Kenya.

Given that KEEP was the only large-scale investment targeted at girls' education in the refugee context in Kenya, the completion of KEEP this year will represent a significant gap in support for refugee families and schools in the ASALs. Currently, there is significant uncertainty about the status of refugee camps and funding for refugee schools and communities in Kenya. KEEP has proved a good investment with regard

to changing attitudes and improving basic literacy and numeracy skills for girls, but gains are seen to be fragile. Efforts need to be sustained if attitude change is going to shift towards behaviour change.

Recommendation #2 – Invest in the certification of refugee teachers and promote the deployment of female teachers in refugee and host communities.

Related to the recommendation above, investing in the certification of refugee teachers will be important to ensure continuity and quality in the delivery of education services in refugee communities, regardless of the future status of refugee schools. Investing in the training of female teachers in refugee communities is a win-win in terms of improving the learning environment for girls, providing positive role models for girls' education, and promoting positive transition paths and earning potential for educated girls in these communities.

Recommendation #3 – Develop relevant teaching capacity, teaching and learning materials, for improved numeracy skills among girls in upper primary and secondary schools in the ASALs.

The proportion of proficient learners in numeracy and average numeracy scores were consistently lower than literacy scores for girls in the KEEP cohort. There is an urgent need to invest in improved teaching and learning for girls' numeracy in the ASALs. This would include identifying the specific challenges teachers face in the ASALs in teaching numeracy in upper primary and secondary with a view to developing teacher training modules and teaching and learning materials to address those challenges.

Research and Evidence Generation:

Recommendation #4 – Develop and assess the effectiveness of community engagement strategies that address the specific, short- and long-term, socio-economic calculations made by families in deciding whether and how long to educate their girls.

International best practice suggests that focusing community dialogue on the income earning potential of education is a cost-effective means of improving girls' education opportunities, provided families are able to act on the information they receive. Learning from KEEP suggests that community engagement would have been more relevant and effective if it had addressed the specific socio-economic cost-benefit calculations different families make in deciding on their girls' education. There is a need to develop more nuanced, targeted and practical messaging for different communities and to assess the cost-effectiveness of different messaging delivered through different means (media, in-person, etc.) for different target groups.

Recommendation #5 – Assess the cost-effectiveness of cascade models of training and communities of practice for coaching and mentoring in teacher professional development.

Results at endline show that the implementation of the cascade model of knowledge dissemination (training of trainers) and of the community of practice model for teacher professional development were uneven across schools with mixed results. While these models are promising in terms of their efficiency and potential for sustainability, they cannot be effective if they are not fully implemented or formally integrated into institutional practices at the school level. Research is needed on the validity of underlying assumptions around their effectiveness, what works, what does not, under what conditions, for whom and why.

Programme Design:

Recommendation #6 – Develop a theory of change that is realistic given the project timeframe, context, structural challenges, and available resources.

KEEP results and targets were overly ambitious given the project scope and challenging implementation context. Project effectiveness and sustainability were influenced by systemic and structural factors beyond the project's control. In future, project design should focus on what is achievable and sustainable within the project timeframe, based on a distinction between what the project can realistically resolve given its sphere of influence, and the structural and systemic barriers that it cannot control.

Recommendation #7 – Project theories of change should clarify the causal link between outputs, intermediate outcomes and outcomes, and identify underlying assumptions and risks along the entire results chain.

It proved very difficult to assess the contribution of several key project interventions to learning outcome achievement for KEEP. In large part, this is because the project's theory of change was incomplete in terms of articulating underlying assumptions and intermediary steps along the results chain. In future programming, it would be important to develop a more comprehensive theory of change that details how expected outcomes will be achieved. Project monitoring would then be focussed on risk analysis and an assessment of the validity of underlying assumptions all along the results chain, with a view to taking corrective action when assumptions are found to not hold true.

Immediate Suggestions for Project Focus up to Completion

Immediate Suggestion #1: Discuss and develop a strategy in each of the 14 secondary schools to improve post-Covid-19 emotional support for girl learners.

Evaluation findings demonstrate that girl learners are under significant stress at school following the Covid-19 pandemic (they may be recently married, pregnant or new mothers, have added domestic responsibilities due economic hardship or sick relatives, etc.). This affects their ability to attend school, arrive on time, perform well, and be emotionally present for learning. Endline data suggests that girls feel less supported by teachers and guidance teachers at endline. Girls report being punished by teachers for arriving late in class due to increased childcare and domestic responsibilities. This points to a need for the project to work at the school level and with key school stakeholders (principal, head teacher, guidance teacher, BoM members, peer mentors) on the development of more comprehensive strategies to ensure the emotional well-being of girl learners post-Covid-19 in the 14 KEEP secondary schools.

Immediate Suggestion #2: Closely monitor the relevance and effectiveness of peer mentoring in secondary schools.

Evaluation findings (with data collected in October-November 2021) demonstrated that peer mentoring was not operational in all KEEP schools. Peer mentors were also expressing some discomfort over their readiness to play this role while girl learners wondered whether their peers would have the skills and discretion to deal with confidential problems. This is a new initiative that is being implemented in the final year of the project, leaving little time for learning and adaptation. It would be important for KEEP II to closely monitor this intervention and provide ongoing coaching to schools as they develop this approach. Given Suggestion #1 above, the work of peer mentors is potentially important to the well-being of girl learners post-Covid-19 but the role of mentors has to be carefully circumscribed and supported, given the sensitive nature of emotional issues girl learners currently face.

Immediate Suggestion #3: Adapt remaining efforts in community dialogue around girls' education towards community-specific income-generating opportunities and economic realities.

To the extent possible between now and project completion, KEEP should adapt its community dialogue efforts towards discussion around female role models, the benefits of girls' education on family income generation, and the challenges families face post-Covid-19 in educating their girls. Engaging communities in discussing the socio-economic calculations families in different types of communities make in deciding whether and how long to educate their girls would be important for communities, given international best practice and learning from KEEP. When community stakeholders have demonstrated attitude change regarding girls' education in KEEP intervention zones, their testimonies invariably relate to the contribution made by educated girls to family income. Better understanding and documenting family socio-economic calculations regarding girls' education would be of benefit to projects led by WUSC/WIK (LEAP, DREEM) or other actors in the ASALs.

Kenya Equity in Education Project, Phase II

Endline Report – Final

Volume II - Annexes

Submitted to GEC-T

Prepared by: C.A.C. International with input from World University Service of Canada (WUSC)

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Contents

Annex 1. Project Design and Interventions

Table 1.1 Project Design

Activity	Linked to MTRP?	What output will the intervention contribute to?	What Intermediate Outcome will the intervention contribute to and how?	How will the intervention contribute to achieving the learning, transition and sustainability outcomes?	Start to end date of activity	Target beneficiaries (and numbers)
Remedial girls engaging in Eneza (shupavu291)	Yes	Output 1: Girls have increased access to high-quality gender-sensitive learning opportunities	INTERMEDIATE OUTCOME 1 Teaching and Learning Quality: Improved learning experiences for girls in safe, supportive, and inclusive environments (MTRP A: Connection to and continuation of teaching and learning)	Learning	May-20 - Dec-21	1750 girls (1000 in 2020; 750 in 2021)
Teacher training	Yes	Output 1: Girls have increased access to high-quality gender-sensitive learning opportunities	INTERMEDIATE OUTCOME 1 Teaching and Learning Quality: Improved learning experiences for girls in safe, supportive, and inclusive environments (MTRP A: Connection to and continuation of teaching and learning)	Learning	May-20 – Mar-22	436 teachers (89 remedial; 83 GRP; 264 Large classroom management/Basic pedagogy/Advance pedagogy/Instructional leadership)
Primary and secondary remedial classes	Yes	Output 1: Girls have increased access to high-quality gender-sensitive learning opportunities	INTERMEDIATE OUTCOME 1 Teaching and Learning Quality: Improved learning experiences for girls in safe, supportive and inclusive environments (MTRP A: Connection to and continuation of teaching and learning)	Learning	May-20 – Mar-22	1080 C8 girls (520 in Dadaab; 560 in Kakuma) 720 F1 & F2 girls (320 in Kakuma; 360 in Dadaab)

Activity	Linked to MTRP?	What output will the intervention contribute to?	What Intermediate Outcome will the intervention contribute to and how?	How will the intervention contribute to achieving the learning, transition and sustainability outcomes?	Start to end date of activity	Target beneficiaries (and numbers)
OOS and skills for life program	Yes	Output 1: Girls have increased access to high-quality gender-sensitive learning opportunities	INTERMEDIATE OUTCOME 1 Teaching and Learning Quality: Improved learning experiences for girls in safe, supportive, and inclusive environments (MTRP A: Connection to and continuation of teaching and learning)	Learning	May-20 – Mar-22	500 OOS learners (400 girls; 50 boys and 50 skills for life)
School upgrades (constructed 3 classes, 6 pit latrines, 2 dormitories, 4 libraries)	No	Output 2: Targeted secondary schools are able to offer additional placements and quality learning facilities for girls	INTERMEDIATE OUTCOME 1 Teaching and Learning Quality: Improved learning experiences for girls in safe, supportive, and inclusive environments	OUTCOME 1 - Learning Marginalised girls supported by GEC have improved learning outcomes	April-17 - Sep-19	8 schools upgraded
CT beneficiaries	Yes	Output 3: Targeted Families have additional resources to offset the costs of sending daughters to school	INTERMEDIATE OUTCOME 2 Attendance: Increased and regular attendance of targeted girls (MTRP: Social protection and safety)	Sustainability and transition	May-21 - Mar-22	COVID RESPONSE: 3000 girls (1500 Kakuma; 1500 Dadaab) Normal implementation: 2500 (1250 Kakuma; 1250 Dadaab)
Scholarship	Yes	Output 3: Targeted Families have additional resources to offset the costs of sending	INTERMEDIATE OUTCOME 2 Attendance: Increased and regular attendance of targeted girls (MTRP D: Social protection and safety)	Sustainability and transition	May-21 - Mar-22	161 girls (78 Dadaab; 83 Kakuma)

Activity	Linked to MTRP?	What output will the intervention contribute to?	What Intermediate Outcome will the intervention contribute to and how?	How will the intervention contribute to achieving the learning, transition and sustainability outcomes?	Start to end date of activity	Target beneficiaries (and numbers)
		daughters to school				
Life skills	Yes	Output 4: Targeted girls are equipped with knowledge and skills to make informed choices and decisions about careers	INTERMEDIATE OUTCOME 3 Life Skills/Self-Efficacy: The increased ability of targeted girls to make informed education, career, and life choices (MTRP C. Wellbeing and Resilience)	Transition	May-21 - Mar-22	655 girls (400 Kakuma; Dadaab 255)
Guidance and counselling	Yes	Output 4: Targeted girls are equipped with knowledge and skills to make informed choices and decisions about careers	INTERMEDIATE OUTCOME 3 Life Skills/Self-Efficacy: The increased ability of targeted girls to make informed education, career, and life choices (MTRP C. Wellbeing and Resilience)	Transition	May-21 - Mar-22	4 psychosocial counselors (2 Kakuma; 2 Dadaab) and 12 school counselors (4 Kakuma; 8 Dadaab)
Safeguarding	Yes	Output 4: Targeted girls are equipped with knowledge and skills to make informed choices and decisions about careers	INTERMEDIATE OUTCOME 3 Life Skills/Self-Efficacy: Increased ability of targeted girls to make informed education, career and life choices (MTRP C. Wellbeing and Resilience)	Transition	May-21 - Mar-22	361 participants (84 G&C HODs, 84 head teachers/principals, 173 KEEP staff, 5 DSP (20 Participants)
Community outreach-Radio program	Yes	Output 5: Parents and guardians plus the school communities have	INTERMEDIATE OUTCOME 4 Attitudes and Perceptions: Improved engagement of	Sustainability	May-21 - Aug-21 (by AVF) and Sep-21 –	48 number of sessions (24 in Dadaab; 24 in Kakuma)

Activity	Linked to MTRP?	What output will the intervention contribute to?	What Intermediate Outcome will the intervention contribute to and how?	How will the intervention contribute to achieving the learning, transition and sustainability outcomes?	Start to end date of activity	Target beneficiaries (and numbers)
		increased awareness of barriers to girls education and how to address them	parents/guardians and school communities in support of girls' education (MTRP E: Influencing society and institutions – combatting exclusionary norms)		May-22 (into the No-cost-extension period)	122 number of sessions (56 in Dadaab; 56 in Kakuma)
Community outreach-Film	Yes	Output 5: Parents and guardians plus the school communities have increased awareness of barriers to girls education and how to address them	INTERMEDIATE OUTCOME 4 Attitudes and Perceptions: Improved engagement of parents/guardians and school communities in support of girls' education (MTRP E: Influencing society and institutions – combatting exclusionary norms)	Sustainability	May-21 - Dec-21	85 film-based workshops (35 in Dadaab; 50 in Kakuma) and 18 virtual discussions(9 in Dadaab, 9 in Kakuma)
Community outreach-White Ribbon	Yes	Output 5: Parents and guardians plus the school communities have increased awareness of barriers to girls education and how to address them	INTERMEDIATE OUTCOME 4 Attitudes and Perceptions: Improved engagement of parents/guardians and school communities in support of girls' education (MTRP E: Influencing society and institutions – combatting exclusionary norms)	Sustainability	May-21 - Dec-21	4 trainings (180 participants - 90 Dadaab, 90 Kakuma)
BOM capacity training	Yes	Output 6: School support and Government bodies increased capacity to	INTERMEDIATE OUTCOME 5 School Governance and Management: Strengthened school governance and	Sustainability	May-21 - Dec-21	84 schools - at least 1 representative from each school (50 in Dadaab; 34 in

Activity	Linked to MTRP?	What output will the intervention contribute to?	What Intermediate Outcome will the intervention contribute to and how?	How will the intervention contribute to achieving the learning, transition and sustainability outcomes?	Start to end date of activity	Target beneficiaries (and numbers)
		manage awareness of barriers to girls education and how to address them	management mechanisms in support of girls' education (MTRP E: Influencing society and institutions – combatting exclusionary norms)			Kakuma; by type of BOM members)
PA capacity training	Yes	Output 6: School support and Government bodies increased capacity to manage awareness of barriers to girls education and how to address them	INTERMEDIATE OUTCOME 5 School Governance and Management: Strengthened school governance and management mechanisms in support of girls' education (MTRP E: Influencing society and institutions – combatting exclusionary norms)	Sustainability	May-21 - Dec-21	84 schools - at least 1 representative from each school (50 in Dadaab; 34 in Kakuma by type of PA members)

Annex 2. Endline Evaluation Approach and Methodology

Evaluation design and methodology

The external evaluation of KEEP II applies a **pre/post design**. Key measures at endline are compared with measures taken at midline as well baseline values established before KEEP Phase II began. Since baseline evaluation of KEEP I (2015), it was determined with GEC that a quasi-experimental design was not appropriate for the refugee context in which the project operates. It proved very challenging to engage a control group in data collection and to ensure their participation over time, given a multitude of contextual factors which include: the transience of refugee populations; camp closures and voluntary relocation; survey and data collection fatigue/resistance in the camps; drought and transience related to a pastoral, nomadic lifestyle in host communities. Attrition rates within the control groups on KEEP I were very high. Finally, while control groups could be identified in host communities, the KEEP II approach to 'do no harm' (DNH) in the refugee context is to provide project inputs to all schools, rendering a quasi-experimental design impractical in the refugee camps.

The KEEP II external evaluation has adopted a **mixed-methods approach**, drawing on qualitative and quantitative data collected at individual, household and community levels, in order to evaluate the causal links between KEEP II interventions, measurable results at output and outcome levels, and the multiple contextual factors that influence project performance. At each evaluation point, the external evaluator has triangulated data collected from different sources (people, documents, direct observation, primary and secondary data sources) as well as data sets (qualitative and quantitative primary data, project monitoring data and external evaluation data) to develop evaluation findings, conclusions, lessons and recommendations.

Changes to Evaluation Design and Methodology Since Baseline: GEC-T guidance for external evaluations at KEEP II baseline encouraged the tracking of a single cohort of girls for learning and transition outcomes using a joint sample approach (JT). At baseline, the external evaluator piloted a modest joint sample of 200 girls to be tracked between home and school, as well as maintaining separate samples for learning (in-school girl survey) and transition (household survey) outcomes. The JT approach at baseline proved problematic in the KEEP II context – there was an attrition rate of over 25% between the administration of the household survey (for transition) and the administration of the in-school survey/learning tests at baseline. As such, it was agreed with GEC that the JT would be abandoned at midline in favour of a dual sample approach involving separate samples for transition and learning with the same cohorts of girls tracked for transition and learning from baseline to midline. Transition questions were also added to the in-school girl survey at midline, so that transition and learning data could be compared for girls within the learning sample cohort. It is important to note that the attrition rate between baseline and midline in the learning sample was over 55%, demonstrating again how difficult individual cohort tracking is in the KEEP project context.

At endline, GEC external evaluation guidance changed. Given the Covid-19 context and learning to date on GEC-T, the need for individual cohort tracking was eliminated for the transition outcome, while flexibility was introduced in the approach that could be proposed for learning outcome measurement. Given the uncertainty of the ongoing Covid-19 pandemic in Kenya and the constraints associated with pandemic restrictions in the project intervention zones, the endline evaluation changed its evaluation design and adopted a hybrid model of both remote and in-person data collection. The availability of outcome data and the constraints on data collection due to Covid-19 determined what was possible in terms of evaluation design.

Given the lack of reliable and valid proxy data for learning outcome assessment, it was decided that in-school learning testing and surveys would be maintained for a statistically significant and random sample of girls in the remaining KEEP II cohort. For transition, the household survey was not possible to administer at endline given Covid-19 restrictions and safety considerations. A remote survey (by mobile phone) was conducted instead with a random sample of primary caregivers selected from lists of girls receiving project cash transfers. This target group was selected to replace the household survey given that they were key beneficiaries of multiple project inputs and reliable contact information was available to conduct remote interviews. As with baseline and midline evaluations, qualitative data was collected with a sample of purposefully selected stakeholders (girls, female and male parents, teachers, guidance teachers, principals, BoM members, local education officers, male and female community leaders) in communities attached to the sample of schools selected for girls' learning testing.

Changes in Sampling Strategies: There was never any counter-factual for KEEP II for reasons provided above. The sampling point for KEEP II evaluations was, from baseline, always the school. Twenty-three primary and secondary schools were purposefully selected at baseline as sampling points, based on a series of criteria (region, community type, rural/urban, size, girls' enrolment, etc). At endline the sample is constituted of only the six secondary schools from the original list given that the KEEP II cohort has now transitioned out of primary into secondary school (see sample framework Annex 12 below).

At baseline, a cohort of individual girls was randomly selected from targeted grades/schools as the learning outcome sample. This cohort of individual girls was tracked from baseline to midline although attrition was significant: over 50% of the original sample could not be traced and had to be replaced. Learning outcome values were made at midline against benchmarks for learning and transition outcomes established at baseline. At endline, the tracking of a cohort of individual girls was eliminated and was replaced with:

- A cross-sectional design where learning outcomes by grade are measured and compared across different points in time (BL, ML, EL) for a statistically significant sample of randomly selected girls in Form 1 through Form 4.
- A modified panel design where learning outcomes are tracked over time for a given grade/school as girls in that grade/school progress in their education from BL to EL:
    - S6 at BL to S7 at ML to F1 at EL
    - S7 at BL to S8 at ML to F2 at EL
    - S8 at BL to F1 at ML to F3 at EL
    - F1 at BL to F2 at ML to F4 at EL

Changes to the Learning Test Sub-tasks at Endline: While GEC encouraged projects to use multiple tests and sub-tasks at each evaluation point to increase learning outcome data validity, there had been various issues with floor and ceiling effects at both baseline and midline. This is, in part, understandable given the significant range of grades in the KEEP II cohort (Standard 6 to Form 4). SeGRA-MA 3, which had been administered at baseline, was eliminated at midline due to the risk of floor effects. The more challenging EGRA-EGMA sub-tasks were administered at midline to the same grade cohort as at baseline (S6/S7), but it was decided that these sub-tasks would be eliminated at endline given ceiling effects. SeGRA/MA 2 and 3 were only administered to the upper grades of the KEEP II cohort at baseline and midline. In the end, SeGRA and SeGMA 1 were the only tests administered to all grades in the KEEP II cohort at baseline and midline. There was no obvious floor or ceiling effect for SeGRA/MA 1 at any evaluation point on KEEP II. As a result, it was SeGRA/MA 1 that was the only test selected for use at endline.

GESI minimum standards were incorporated into endline design first and foremost through the formulation of key review questions and the development of the evaluation matrix (see Annex 8 below) which guided

the preparation of data collection instruments. Both qualitative and quantitative methods that were used at endline ensured disaggregation by age, sex. In qualitative data collection, efforts were made to ensure relatively equal participation by males/females while FGDs were separated by sex and age[1] to ensure that engendered points of view could be analysed. In quantitative data collection, the caregiver survey identifies the gender of the respondent so that data analysis can be sex disaggregated. For disability, quantitative data instruments included disability assessment and the data is used in analysis girls' characteristics. Transition and learning outcome data was analysed in terms of girls' characteristics and barriers related to marginalisation, including disability aspects. Learning outcome results were also analysed in terms of key characteristics and barriers, and values since baseline were compared in order to assess project effects on social gender norms. Evaluation findings were developed with regard to the relevance of the project's definition of marginalisation, the effectiveness of its design, and the sustainability of its interventions with regard to addressing key barriers for the most marginalised girls in the project in the project's intervention zones.

Endline data collection process

Pre data collection

- Learning Sample: As explained above, the same sample of 23 schools was used at endline although only the six secondary schools in the sample were relevant owing to the in-school progression of the KEEP II cohort. The tracking of individual girls was eliminated at endline in favour of a cross-sectional design and a modified panel design. Girls in the KEEP II cohort at endline (Form 1 to Form 4) were randomly selected in the six secondary school sampling points based on class lists. Where girls from midline could be traced, they were included in the endline sample (n=137, N=432).
- Transition Sample: As explained above, it was not possible to conduct a household survey at endline. This was replaced by a remote, phone survey of primary caregivers of cash transfer girls. Sampling was stratified and random using two lists of cash transfer recipients – regular and Covid-19 cash transfer recipients. Lists were weighted to mirror characteristics in the learning sample (region, refugee vs. host).
- Surveys (in-school girl and CT Caregiver) were shortened at endline to minimize time and level of effort although key questions on learning, transition, intermediate outcome achievement and key characteristics and barriers were generally maintained for comparison with other evaluation points. The only learning sub-task that was maintained at endline was SeGRA/MA 1 and this test was piloted and calibrated against previous tests used at midline. Qualitative data protocols were developed for all stakeholder groups. All instrumentation for endline was reviewed and approved by the EM.
- Learning tests and surveys in school: 12 supervisors who had managed the field process during the midline were recruited for the endline. Supervisors received a two-day training in Nairobi focused on team formation, data collection tools, training of the field enumerators, computer aided data collection using SurveyToGo application, selection and replacement of the girls to assess, assessment protocols and child protection/ethics considerations. In addition, Covid-19 safety protocols were part of the trainings. Nineteen field enumerators (12 in Kakuma and 7 in Dadaab) were trained in each region for three days on the survey instrument, data collection

[1] Male and female parents of school-age children versus girl and boy students at primary, secondary school.

protocols, child protection and ethics, and Covid-19 safety. All team members were required to test for Covid-19 and undergo a 3-day quarantine prior to entering the refugee camps.

- CT caregiver survey: Five supervisors and 15 enumerators were recruited and trained for three days in Nairobi on the survey instrument, digital data collection, data collection protocols, research ethics, and Covid-19 safety protocols. The same supervisors have been involved in data collection since KEEP I. How were enumerators recruited and what kind of training did they undertake? Enumerators were selected on the basis of their level of education, language proficiency and a minimal experience in research. All data collection was centralised in one location in Nairobi to ensure standardisation and facilitate trouble-shooting.
- Qualitative research: 12 researchers were selected, and included eight who had participated in baseline and midline qualitative data collection and four new researchers. Researchers went through two days of training focused on the data collection tools, entry processes, ethical and child protection standards, Covid-19 protocols applicable to the data collection, protocols for preliminary data analysis and write-up.
- Survey instruments and learning tests were piloted. Survey instruments were piloted during supervisor/ enumerator training with respondents. In several cases, survey questions were clarified and/or the wording was modified to adapt to the context. The learning test was piloted and calibrated to ensure an equivalent level of difficulty as at midline (for details of learning test pilots and calibration see Annex 11 below).

During data collection

- Data collection at endline took place between October 1 and December 15, 2021. Qualitative data collection was undertaken in the second half of October. Learning tests and school surveys were undertaken in the first two weeks of December. The remote phone survey of CT caregivers took place from mid-October to mid-November.
- C.A.C International has a child protection policy and includes child protection and ethical evaluation standards (based on OECD/DAC evaluation standards) in all of its training of researchers/enumerators. Researchers and enumerators are obliged to sign a child protection code of conduct before the start of data collection. Evaluation partners are required to demonstrate the existence of their own CP/ethics policies and/or adherence to the C.A.C. policies and practices. These practices included the following: ensuring informed consent of respondents; requiring the consent of parents when interviewing or surveying minors; ensuring that more than one adult was present when minors were engaged in data collection; collecting data in teams of two researchers/enumerators to ensure the safety of both data collector and respondent; ensuring the presence of both male and female data collectors in order to ensure cultural and religious sensitivity; collecting data before sundown to ensure the safety of both respondents and researchers; ensuring privacy and confidentiality during data collection; adapting physical conditions in data collection to the needs of persons living with a disability, pregnant or breastfeeding women; as well as adhering to Covid-19 safety protocols include masking, social distancing and sanitising.
- While the requirement to trace an individual cohort of girl learners was dropped at endline in favour of a cross-sectional design, research teams made an effort to identify those girls from the cohort who were tested/surveyed at midline and successfully recontacted at endline (n=137, N=432).
- **Sampling**: At endline the project selected its learning sample to mirror, as closely as possible, the characteristics of the learning sample at baseline. The purposeful selection of schools at baseline ensured representative coverage (by region, level, size, rural/urban, refugee/host),

around which quantitative and qualitative sampling was selected and data was collected. The school sample included 23 out of the 84 host and refugee schools, including 17 out of 68 primary schools and 6 out of 14 secondary schools supported by the project.

- **Sampling Point selection**: At endline, with the KEEP II cohort of girls all having transitioned to secondary, only the six sampled secondary schools from baseline remain as sampling points. This school sample includes four secondary schools in the refugee camps of Dadaab and Kakuma (where the student population is 100% refugee) and two secondary schools in the host communities (where only Kenyan nationals may attend). At baseline and midline, sample composition included a regional balance (Turkana/Garissa) of 1:1 and a ratio by community type (refugee to host) of 7:3. This composition was maintained at endline.
- **Learning Outcome Sample:** At endline, the population of girls in KEEP II secondary schools in 2021 was estimated at approximately 6,807. **A learning sample of n=396**[2] at endline was identified to ensure representation from the community, including a small oversample to bolster representativeness on particular indicators that suffer from systematically lower response rates (disability for example). Owing to the small overall sample size relative to the population of girl students by grade/school, the distribution of sampled girls across grades was uniform. **The final sample size for the in-school girl survey and learning test was N=432.**
- **Sampling for Caregivers/Parents of Cash Transfer Girls:** At baseline and midline, the household survey was administered to collect data on girls' transition outcomes. Due to Covid-19 restrictions, the household survey could not be administered at endline and was replaced with a survey of caregivers of cash transfer girls. It was important to collect quantitative data with a representative sample of parents/caregivers, to triangulate findings from quantitative data collected with in-school girls. There are 3,000 girls/families who benefitted from cash transfers on KEEP. Of these, half began receiving cash transfers prior to Covid-19 and half received cash transfers as a Covid-19 adaptive measure during 2020 when schools were closed. To ensure a confidence level of 95% and a margin of error of 5%, a sample of 341 parents/caregivers was required. As with the learning sample discussed above, a slight oversample of 10-15% was included to mitigate against losing respondents on some key questions, **for a total of n=375.** The sample was stratified (regular/COVID) and respondents selected randomly within respective beneficiary lists provided by the project (every third respondent on the list was selected once lists were adjusted to reflect 1:1 ratio for region and 7:3 ratio for refugee: host. **The final sample size for the PCG Cash transfer survey was N=398.**
- **Sampling for Qualitative Data Collection:** As with baseline and midline, qualitative data collection was undertaken in the selected schools and surrounding communities of the six secondary school sampling points at endline. In each of the six sampling points, the following project stakeholders were targeted for either a key informant interview (KII) or a focus group discussion FGD).[3] They were selected purposefully, based on detailed selection protocols and stakeholder availability. The external evaluation team worked closely with project staff to ensure representative voices and inclusion.[4] **The total number of stakeholders from the categories below who were interviewed through qualitative data collection at endline was N= 353.**

[2] 95% confidence level and 5% margin of error

[3] The sample size for qualitative data very much depended on stakeholder availability on any given day.

[4] Schools and surrounding communities are very clearly demarcated – refugee or host. Two-thirds of our sampling points are in refugee schools and refugee camps and one third in host communities. This is for qualitative and quantitative data collection.

- Girls enrolled in secondary school (FGD)
- Girls who have left secondary school before completion (FGD)
- Girls who have completed/ graduated from secondary school (FGD)
- Girls participating in life skills camps/peer mentors at school (FGD)
- Parents of girls in secondary school (m/f) (FGD)
- Teachers (FGD)
- Guidance and counselling teachers (KII)
- School Principal (KII)
- Board of Management members (m/f) (FGD)
- Community leaders (m/f) (KII)
- District education officials (KII)

Post data collection

- **Data Quality Assurance for Survey and Learning Outcome Data:** For marking and entry of the testing data, the test booklets were scored by the assessors who marked the pilot data scripts. This ensured consistency resulting in high inter-rater reliability. Only two people were involved in marking scripts - one for SeGRA and one for SeGMA. The test data was entered on the template that captured the survey questionnaire for the same individual girl to ensure accuracy and consistency. Respondent identification codes were aligned with those used during the midline and were assigned based on: (i) school name; (ii) the Grade the girl is attending currently; (iii) whether the girl was new (additional, was replacing or was traced).
- **Data Quality Assurance for CT Caregiver Survey**: All survey respondents were given an identification number to protect their anonymity. Enumerators entered responses digitally and supervisors uploaded complete interviews immediately after completion. This allowed the data team to continuously check the data, provide live feedback to the supervisor and make corrections, clarifications, replacements as required. Team leaders listened to phone interviews randomly to ensure the quality of the interview and provide feedback as necessary. At the end of each day, the uploaded data was tested against pre-set flags: duration of interview by question, accuracy of demographics in relation to existing records, FOs success rate and logic tests that would depend on collected data.
- **Data Quality Assurance for Qualitative data:** Qualitative data recording and reporting included no names or identifiers to protect respondent confidentiality. Transcripts for all qualitative data were translated and transcribed. A data analysis matrix was developed and all qualitative data was entered into this matrix in the form of an Excel file. Researchers worked in teams of two, to analyse the data collected and to enter it into the matrix for the sampling points they covered. A two-day retreat was organised in November 2021 in Nairobi for international evaluators and Kenyan researchers to review qualitative data by theme, region, sub-group and to compare qualitative data responses across baseline, midline and endline. Matrix entry responses were randomly checked against qualitative data transcripts for different categories of stakeholders interviewed by school, community type, region to ensure accuracy. Finally, a synthesis of qualitative data findings was developed for each intermediate outcome as well as for learning and transition outcomes, for the purpose of triangulating qualitative findings with quantitative findings.
- All quantitative data sets were cleaned and sent from partners in Nairobi to the evaluation team's financial data specialist based in Canada. Quantitative data sets were reviewed for consistency. Analysis was undertaken using descriptive statistics (frequency distribution, regression analysis, Chai Square).

- Data collection teams in Kenya prepared field reports detailing data preparation, collection, quality assurance, challenges and lessons learned. The findings from these reports have been used to prepare annexes in Volume II.

Challenges in endline data collection and limitations of the evaluation design

A number of challenges were encountered during data collection:

- **Changing Covid-19 mitigation strategies and safety protocols for the refugee camps**: Access to the refugee camps was limited due to Covid-19 safety measures. Protocols changed during the preparation and conduct of data collection including the time required for quarantining before entering the refugee camps, Covid pre-test protocols, and the length of clearance required by UNHCR before UN flights to the refugee camps could be booked. This required close monitoring and some adaptation by the data collections teams to the schedule of activities.
- **Security alerts** in and around the Dadaab refugee camp required adaptations to the schedule of data collection and increases in the security detail accompanying data collection teams between sampling points and during data collection.
- **Mobile connectivity and access**: The cash transfer caregiver survey was conducted by mobile phone. There were connectivity issues with the network which resulted in dropped calls and poor reception, requiring multiple call backs. The selected respondents were not always those owning the mobile phone, so multiple call backs were often required to ensure the respondent was present at the time of the call. Finally, many of the mobile numbers provided on lists of cash transfer families had changed and the data collection team had to identify alternate mobile numbers for respondents in collaboration with WUSC/WIK. As a result of these challenges, the level of effort and time required for remote surveying increased.

The following limitations to evaluation design are observed:

- **Timelines and timing**: The timing of the endline evaluation was dependent on GEC approval of a no-cost extension (NCE) for KEEP II. GEC informed KEEP in April 2021 that no planning for the endline evaluation should move forward until the NCE decision was taken. This decision was taken in July 2021. Given the academic calendar in Kenya, data collection in schools (both qualitative and quantitative) could only take place during the period of October 1 to December 10, 2021. This gave the evaluation team a very limited window (August-September) within which to design the evaluation, develop data collection instruments, secure approval from GEC for evaluation design, mobilise and train data collection teams, plan and arrange the logistics of data collection in a very complex environment (related to Covid-19 restrictions, security concerns, accelerated academic calendar to make up for Covid-19 school closures, etc.). The evaluation team was successful in designing and delivering the evaluation only because it has been present on KEEP since 2014 and has established effective relationships and procedures over time. Where challenges to data collection were encountered (see point below) the schedule was so tight that there was very limited time available to accommodate major alterations or setbacks.
- **Qualitative data collection**: Focus groups with girls (those in-school, those who had dropped out, those in life skills) had not been organised by the school on the appointed day of data collection. The school's relationship with the project and the KEEP II community mobiliser appeared tenuous. The data collection teams attempted to work with the school to mobilise girls and extended data collection for an extra day at the sampling point. Unfortunately, it proved

impossible to mobilise girls for qualitative data collection at this school. It was not possible to select and organise a replacement school given the short timelines for qualitative data collection and the complexity of logistics in the region. As there were only two host community schools included in the sample at endline (one in each region), this effectively meant a significant loss (50%) in qualitative data collection with girls in host communities against initial plans. This effectively limits the validity and reliability of qualitative data as well as limiting analysis of comparisons between the responses of girls in refugee vs. host community or Turkana vs. Dadaab regions.

- **Transition outcome sample**: At baseline and midline evaluations of KEEP II, and according to GEC guidance, a random sample of households was surveyed (including head of household, primary caregiver and girl). Due to Covid-19 safety considerations, the household survey was replaced with a phone survey of primary caregivers of cash transfer girls. This was the only population of parents/guardians for which reliable contact information was available at endline, permitting phone surveys. While survey results at endline are compared with survey results at baseline and midline for primary caregivers, the two samples are not equivalent; the CT caregiver survey sample is not representative of the population in KEEP intervention zones while the relationship between CT caregivers and the project is a very direct one in terms of benefitting from KEEP inputs. The difference in samples limits the validity of data comparisons and our ability to infer from the basis of the CT caregiver survey results to the wider KEEP II population. Results from the in-school girl survey are statistically significant and inferences can be made to the broader population. The approach at endline has been to triangulate data from both surveys and make comparisons to baseline and midline values in order to enhance validity.
- **Comparing endline data values across sub-groups**: At endline, GEC was particularly interested in comparing programme effects across sub-groups (by region, host/refugee community). There is currently analysis by sub-group (region, host/refugee) in the evaluation findings, particularly under Effectiveness related to Intermediate Outcome and Outcome achievement, where KEEP logframe indicators require it, where sufficient data exists to make comparisons, and where analysis by sub-group is meaningful and adds value to evaluation findings. Where disaggregation is not included in data analysis, it is because data differences between host/refugee communities or regions were not significant, or differences noted between sub-groups could not be interpreted in any meaningful way.

Representativeness of the learning samples

We experienced higher than anticipated attrition rates because of instability in the region between baseline and midline. This concern was amplified at endline owing to the Covid-19 pandemic. Consequently, a revised approach was agreed upon with the fund manager. At endline, we attempted to recontact as many girls from midline as possible (n=137). However, given much smaller sample sizes at endline (398 for the CT caregiver survey and 432 for the in-school survey), we do not facilitate analyses by recontacted/new sample.

Table 2.1: Endline learning sample and attrition

Cohort group	Endline sample (treatment)	Recontacted (treatment)	Attrition (treatment)	Endline sample (comparison)	Recontacted (comparison)	Attrition (comparison)
CT PCG	398	-	-	NA	NA	NA

ISS	432	137	-	NA	NA	NA

Table 2.2: Evaluation sample breakdown (by region)

	Intervention	Comparison
Sample breakdown (CT PCG)		
Garissa (43%)	170	NA
Turkana (57%)	228	NA
Girls sample size (100%)	398	NA
Sample breakdown (ISS)		
Garissa (47%)	204	NA
Turkana (53%)	228	NA
Girls sample size (100%)	432	NA

Table 2.3: Evaluation sample breakdown (by grade)

	Intervention	Comparison
Sample breakdown (CT PCG)		
F1 (35%)	139	NA
F2 (20%)	80	NA
F3 (15%)	60	NA
F4 (11%)	42	NA
Other (19%)	77	NA
Girls (100%)	398	NA
Sample breakdown (ISS)		
F1 (35%)	139	NA
F2 (20%)	80	NA
F3 (15%)	60	NA
F4 (11%)	42	NA
Other (19%)	77	NA

Table 2.4: Evaluation sample breakdown (by age)

	Intervention	Comparison
Sample breakdown (CT PCG)		
Aged 6-8 (0%)	0	NA
Aged 9-11 (0%)	0	NA
Aged 12-13 (1%)	3	NA
Aged 14-15 (7%)	27	NA
Aged 16-17 (31%)	122	NA
Aged 18-19 (38%)	152	NA
Aged 20+ (21%)	86	NA
Don't know (2%)	8	NA
Girls (100%)	398	NA
Sample breakdown (ISS)		
Aged 6-8 (0%)	0	NA
Aged 9-11 (0%)	0	NA
Aged 12-13 (0%)	0	NA
Aged 14-15 (4%)	19	NA
Aged 16-17 (28%)	122	NA
Aged 18-19 (39%)	165	NA
Aged 20+ (29%)	126	NA
Girls (100%)	432	NA

Include sample size numbers in brackets

Table 2.5: Evaluation sample breakdown (by disability)

Sample breakdown (Girls)		Intervention (recontacted) % (n)	Comparison (recontacted) % (n)	Variable name
Girls with disability (% overall)		34% (149)	NA	
WG Child functioning questions	**Domain of functioning**	*Provide data per domain of difficulty and in addition if using child functioning set also present data by each question*		
Difficulty seeing	Seeing	21.5% (91)	NA	vision
Difficulty hearing	Hearing	5.6% (22)	NA	hearing
Difficulty walking or climbing steps	Walking	5.6% (24)	NA	walking
Difficulty with self-care		.7% (3)	NA	Self-care

Sample breakdown (Girls)		Intervention (recontacted) % (n)	Comparison (recontacted) % (n)	Variable name
Difficulty concentrating	Cognitive	11.1% (48)	NA	concentrating
Difficulty with communication		3.9% (17)	NA	communicating

Include sample size numbers in brackets

Note: The approach adopted by the GEC is that a child identified as having a disability is one who is recorded as having 'a lot of difficulty' or 'cannot do at all' in one or more domains. This applies to both the Washington Group Short Set of Questions and the Child Functioning Set of questions.

Table 2.6: Evaluation sample breakdown (by disability severity) – Intervention group

Sample breakdown (Girls)		Some Difficulty % (n)	A lot of difficulty % (n)	Cannot do at all % (n)
WG Child functioning questions	**Domain of functioning**	*Provide data per domain of difficulty and in addition if using child functioning set also present data by each question*		
Difficulty seeing	Seeing	20% (87)	1% (4)	0%
Difficulty hearing	Hearing	4.4% (19)	<1% (3)	0%
Difficulty walking or climbing steps	Walking	4.9% (21)	<1% (3)	0%
Difficulty with self-care	Cognitive	<1% (3)	0%	0%
Difficulty concentrating		10% (43)	1.2% (5)	0%
Difficulty with communication		3.7% (16)	<1% (1)	0%

Contamination and compliance

Respondents are varied along the lines of KEEP interventions that they received. These include cash transfer, remedial learning, and attendance in a life skills camp.

Table 2.7: Respondents by KEEP Input

	Intervention (recontacted)	Intervention (new sample)
Sample breakdown (ISS)		
Cash Transfers	NA	34%
Remedial Education	NA	59%
Life Skills Camps	NA	33%

Table 2.8: Respondents by Region/Project Input

	Garissa	Kakuma
Sample breakdown (ISS)		
Cash Transfers	46%	24%
Remedial Education	56%	62%
Life Skills Camps	34%	32%

Annex 3. Learning Outcome Data and Analysis

This annex provides data on literacy and numeracy outcomes, by grade, sub-group (region, community type), gaps in foundational skills as well learning results against key characteristics and barriers to education. Endline data is compared to baseline and midline data.

Only one learning test was used at all three evaluation points for all grades in the KEEP II cohort of girls – this learning test included SeGRA 1 (literacy) and SeGMA 1 (numeracy). SeGRA/MA 1 tests at the equivalency level of grades 4/5 in the Kenya national education system. SeGRA 1 sub-tasks consisted of "Comprehension using simple inferences" while SeGMA 1 sub-tasks included "Advanced multiplication and division".

Note that at endline, in agreement with GEC, learning outcomes were to be measured using: (1) A cross-sectional design where learning outcomes by grade will be measured and compared across different points in time (BL, ML, EL) for Form 1 through Form 4 for SeGRA and SeGMA 1 sub-tasks; (2) a modified panel design where learning outcomes are tracked over time for a given grade/school over time as they progress in their education from BL to EL: for SeGRA-MA 1 sub-tasks only (e.g. S6 at BL to S7 at ML to F1 at EL).

The external evaluations of KEEP II have never included a comparison group or DiD analysis. Instead, it was agreed with the GEC Evaluation Manager that a means test would be performed and this is included below. Where not explicitly specified, the learning outcome data in the tables below are based on a cross-sectional design (as opposed to the modified panel design).

Analysis of Aggregate Learning Scores by Grade and Sub-Task

Table 3.1: Tracked Cohort grades and ages

	Beneficiary grades & ages		
	Baseline	*Midline*	*Endline*
Grade	Standard 6 to Form 4	Standard 7 to Form 4	Form 1 to Form 4
Age	12 – 20 years	13 – 21 years	14 – 22 years

Table 3.2: Literacy Score Aggregate Averages across Baseline, Midline and Endline (Cross-sectional Design)

Cohort at baseline (endline in brackets)	Treatment			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
Form 1	44.1	58.4	38.1	NA	NA	NA
Form 2	53.6	58.1	50.4	NA	NA	NA
Form 3	54.9	59.4	51.2	NA	NA	NA
Form 4	49.1	65.0	57.3	NA	NA	NA

Table 3.3: Literacy Score Aggregate Averages across Baseline, Midline and Endline (Modified Panel Design)

Grade	Baseline Literacy Treatment	Midline Literacy Treatment	Endline Literacy Treatment	Difference Baseline to Endline
Standard 7 (BL) / S8 (ML) / F1 (EL)	36.9	50.2	38.1	+1.2
Standard 8 (BL) / F1 (ML) / F2 (EL)	45.2	58.4	50.4	+5.2
Form 1 (BL) / F2 (ML) / F3 (EL)	44.1	58.1	51.2	+7.1
Form 2 (BL) / F3 (ML) / F4 (EL)	53.6	59.4	57.3	+3.7
Overall	44.6	56.1	49.2	+4.6

Table 3.4: Literacy Zero Scores (by subtask) across Baseline, Midline and Endline

Cohort at baseline (endline in brackets)	Treatment			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
Subtask: SEGRA 1						
Form 1	6% (4)	2% (5)	15% (16)	NA	NA	NA
Form 2	<1% (2)	3% (7)	10% (11)	NA	NA	NA
Form 3	<1% (1)	1% (2)	4% (4)	NA	NA	NA
Form 4	20% (42)	2% (3)	3% (3)	NA	NA	NA

Table 3.5: Literacy Results Midline to Endline

Result	Details	Comments
Literacy Midline - Endline	diff = -10.8 p-value = .001 (significant) Target = Performance against target = %	Difference in means. Welch's two sample test.

Table 3.6: Numeracy Score Aggregate Averages across Baseline, Midline and Endline

Cohort at baseline (endline in brackets)	Treatment			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
Form 1	37.4	36.8	29.9	NA	NA	NA
Form 2	36.6	32.2	34.5	NA	NA	NA
Form 3	40.9	35.9	40.0	NA	NA	NA
Form 4	55.6	48.2	40.1	NA	NA	NA

Table 3.7: Numeracy Mean Scores Baseline to Endline (Modified Panel Design)

Grade	Baseline Numeracy Treatment	Midline Numeracy Treatment	Endline Numeracy Treatment	Difference Baseline to Endline
Standard 7 (BL) / S8 (ML) / F1 (EL)	25.6	32.1	29.9	+4.3
Standard 8 (BL) / F1 (ML) / F2 (EL)	34.1	36.8	34.5	+0.4
Form 1 (BL) / F2 (ML) / F3 (EL)	37.4	32.2	40.0	+2.6
Form 2 (BL) / F3 (ML) / F4 (EL)	36.6	35.9	40.1	+3.5
Overall	33.6	34.1	36.0	+2.4

Table 3.8: Numeracy Zero Scores (by subtask) across Baseline, Midline and Endline

Cohort at baseline (N in brackets)	Treatment[5]			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
Subtask: SEGRA 1						
Form 1	4% (3)	4% (12)	15% (16)	NA	NA	NA
Form 2	3% (8)	3% (9)	5% (6)	NA	NA	NA
Form 3	<1% (1)	3% (5)	2% (2)	NA	NA	NA
Form 4	2% (4)	2% (4)	<1% (1)	NA	NA	NA

[5] Values in brackets represent the number of learners in the cohort. GEC will find the reproducible code for base/mid/endline values (% and N) in the Stata file uploaded with draft endline report.

Table 3.9: Numeracy Results Midline to Endline

Result	Details	Comments
Literacy Midline – Endline	Difference = -1.81 p-value = .16 (not significant) Target = Performance against target = %	Difference in means. Welch's two sample test.

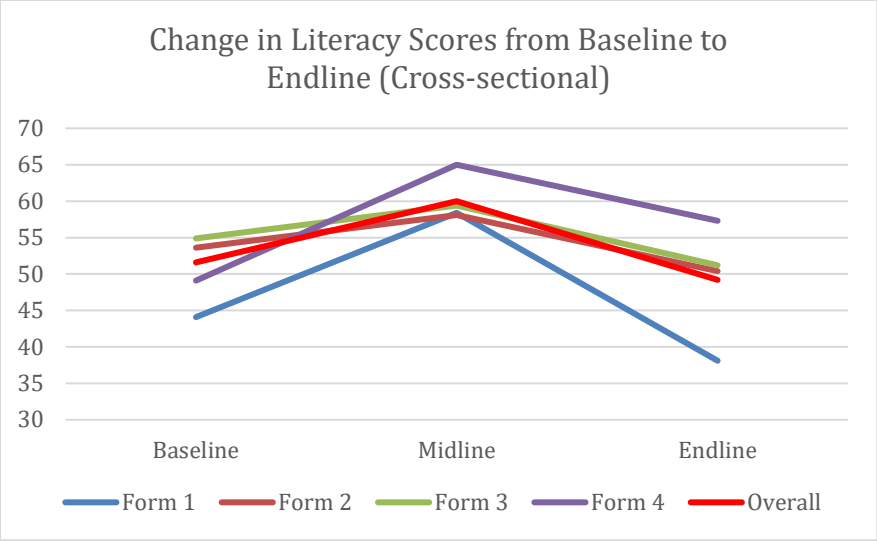
Table 3.10: Number of Improved Learners at Endline[6]

Learning Outcomes	Baseline	Endline	Change BL to EL	# of improved learners BL to EL[7]
Literacy Average Mean Score (G5)	44.6%	49.2%	+4.6 significant at the .01 level	6807 X .046 = 313 learners with improved literacy
Numeracy Average Mean Score (G5)	33.6%	36.0%	+2.4 significant at the .001 level	6807 X .024 = 163 learners with improved numeracy
Benchmark: Literacy Established Learners (scoring 41-80% at G5 level of proficiency)	47%	56%	+8% of girls who are established learners	6807 X .08 = 545 more established learners in literacy
Benchmark: Numeracy Established Learners (scoring 41-80% at G5 level of proficiency)	29%	36%	+7% of girls who are established learners	6807 X .07 = 476 more established learners in numeracy

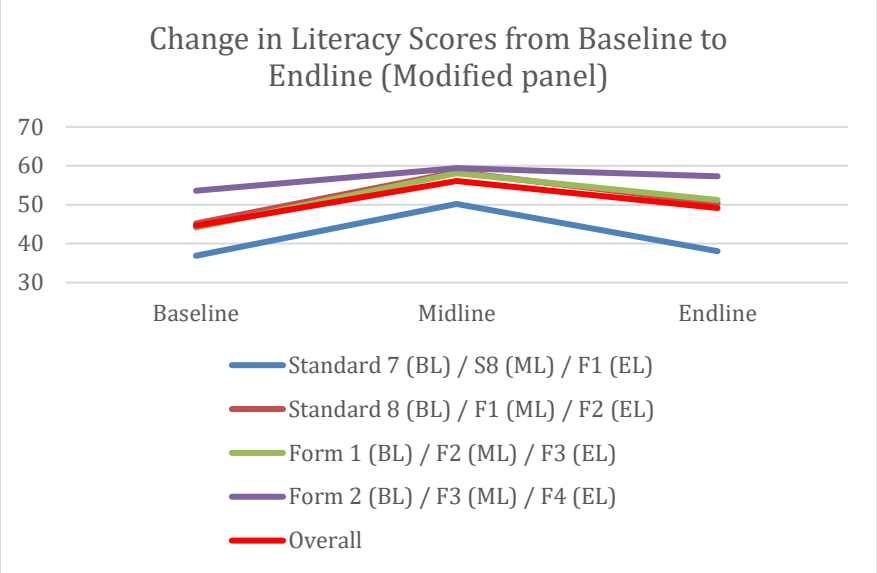
Average learning scores by grade are low overall (below 60% in both literacy and numeracy). Form 2, 3 and 4 achieved an aggregate literacy mean score above 50%. The highest mean score achieved in numeracy was 57% for F4. Standard deviations (SD) at endline are higher than at baseline. Many of the SDs for literacy and numeracy are approximately half the size of the mean scores, which suggests that learning scores range considerably and that mean scores are likely influenced by outliers. When measuring the differences from baseline to endline using cross-sectional data, we observe an inverted u-shape pattern, where scores improved from baseline to midline, but then returned at endline to levels similar to baseline (lower in the case of Form 1 students).

[6] Using modified panel design to calculate values. Comparing baseline to endline values, rather than midline to endline values as suggested by GEC, because midline learning outcome values are low and seen to be affected by learning loss as a result of Covid school closures in 2020. Comparing midline to endline learning scores would be an unfair representation of KEEP II contributions to learning outcomes.

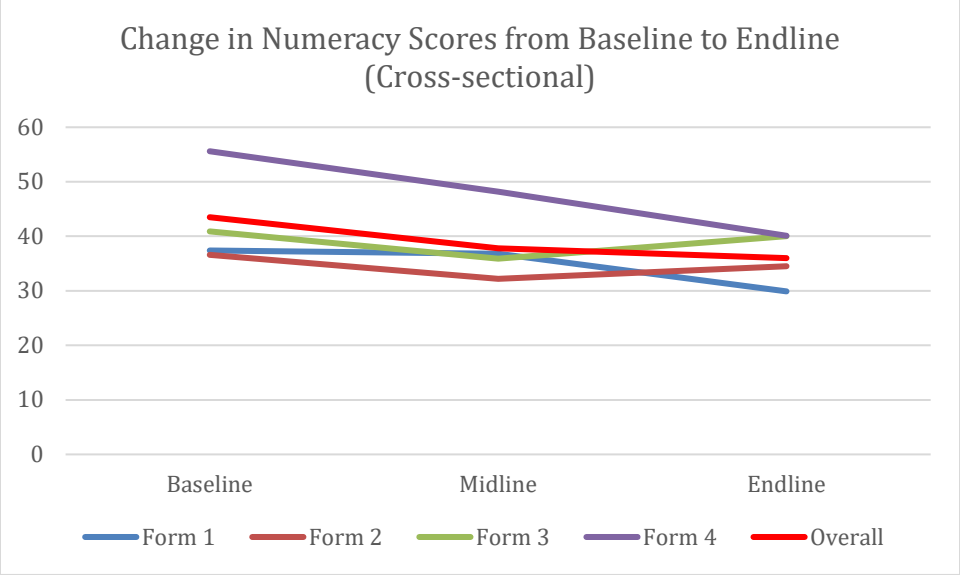
[7] 6807 represents the total number of girls enrolled in Forms 1 to 4 in all KEEP schools in 2021. Enrolment data was provided by the KEEP II project through their school assessment data collection process.

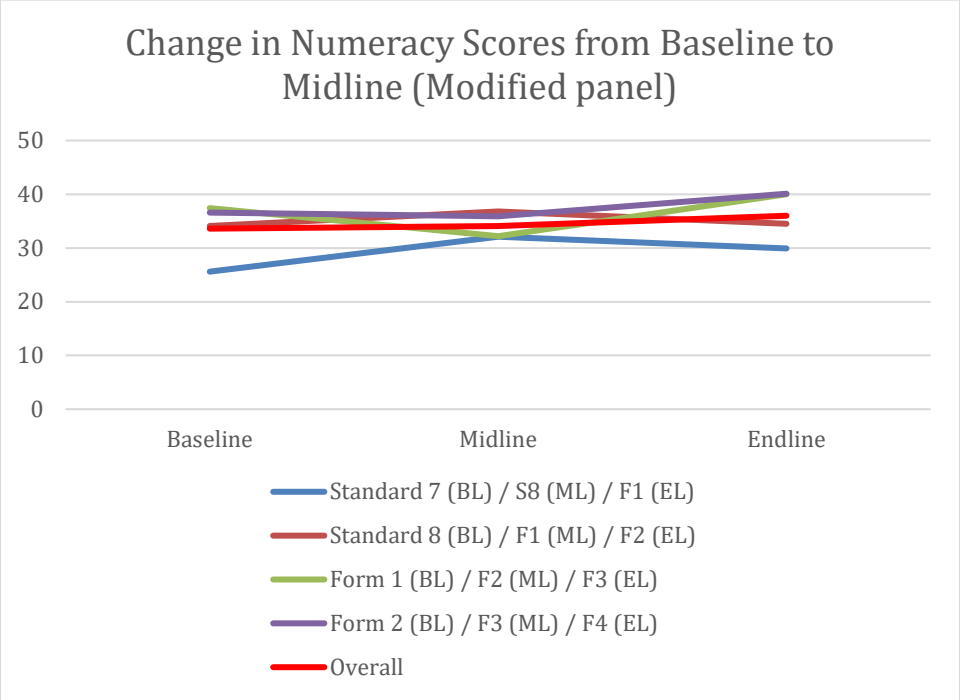


When measuring the differences from baseline to endline using a panel approach, we observe a similar pattern, though respondents in Form 2 (at baseline) do maintain some of the increased gained at midline.



Numeracy scores demonstrate a decline in both the cross-sectional and panel approaches. While these declines are slightly more linear in the cross-sectional approach (ranging from less than one percentage point to approximately 16 percentage points), they are equally as pronounced in the modified panel design analysis (ranging from 2 percentage points to 17 percentage points).





Analysis of Foundational Learning Skills Gaps

Findings on Foundational Skills Gaps – Comparing Baseline to Endline

Overall, at least half of the girls in the KEEP II cohort are performing at or below a grade 4/5 level of proficiency as mapped against the Kenya national education system. Just over half of the girls in the KEEP II cohort are established learners in literacy and over half are emergent learners in numeracy. These proportions have remained relatively constant since baseline. If a majority of girls across all grades of upper primary and secondary school are struggling with a test that is mapped at a grade 4 or 5 level of proficiency, it is likely that contextual factors (girls' characteristics and barriers, particularly associated with region and community type) continue to influence learning outcomes in a substantial way.

Literacy Foundational Skills: Between baseline and midline, there was an increase in the number of proficient learners in literacy (from approximately half at baseline to two-thirds at midline). At endline, changes were more pronounced in literacy skills with the proportion of non-learners increasing by +4% and the proportion of proficient learners decreasing by -8%.

Numeracy Foundation Skills: There was little change for numeracy between baseline and midline, with two-thirds of girls rated as non-learners or emergent learners. At endline, there was no change in the proportion of non-learners from midline while there was an increase of +5% in established learners.

Table 3.11: Foundational Literacy Skills Gaps[8]

Categories	Subtask 6 SeGRA 1 at Midline (Change from Baseline)	Subtask 6 SeGRA 1 at Endline (Change from Midline)
Non-learner 0%	4% (-1%)	8% (+4%)
Emergent learner 1%-40%	29% (-13%)	31% (+2%)
Established learner 41%-80%	54% (+7%)	56% (+2%)
Proficient learner 81%-100%	13% (+7%)	5% (-8%)
Total	100%	100%

Table 3.12: Foundational Numeracy Skills Gaps

Categories	Subtask 6 SeGMA 1	Subtask 7 SeGMA 1 at Endline (Change from Midline)
Non-learner 0%	6% (-4%)	6% (no change)
Emergent learner 1%-40%	60% (+2%)	57% (-3%)

[8] Changes from baseline values are presented in parentheses for comparison purposes with midline values. Foundational skill gaps have been calculated as per GEC guidance.

Categories	Subtask 6 SeGMA 1	Subtask 7 SeGMA 1 at Endline (Change from Midline)
Established learner 41%-80%	31% (+2%)	36% (+5%)
Proficient learner 81%-100%	3% (no change)	1% (-2%e)
Total	100%	100%

Analysis of Learning Outcomes by Sub-Group

Findings on Learning Outcomes by Region and Community Type

Analysis by Region: Endline literacy scores are consistently higher for Turkana than for Garissa at all grade levels, with much larger differences in the secondary grades (mean scores in Turkana are up to 21 points higher than Garissa). This trend has remained constant since baseline on literacy scores and likely is influenced by language of instruction and quality of teaching. The difference between regions on numeracy scores is more nuanced and tends to vary by grade and by evaluation point. At midline the variation in mean scores by grade in each region was less pronounced than at endline. At endline, Turkana reports higher mean numeracy scores for Form 1 to 3, while Garissa mean scores are higher for Form 4.

Analysis by Community Type: Learning scores are consistently higher for girls in host communities than for girls in refugee communities at all grade levels. This trend has remained constant since baseline on KEEP II. The most pronounced differences in mean scores by community type are evident for the F2 and F3 grade cohorts for literacy and the F1 cohort for numeracy.

Table 3.13: Average Literacy Scores (Baseline to Endline) by Region

		Baseline	Midline	Endline
Dadaab	S6	28.1	-	-
	S7	32.1	34.5	-
	S8	40.0	38.3	-
	F1	40.8	47.1	28.3
	F2	41.5	43.4	38.8
	F3	46.9	46.7	42.5
	F4	35.4	56.7	54.3
Kakuma	S6	30.8	-	-
	S7	41.3	52.5	-
	S8	48.0	57.0	-
	F1	56.0	67.5	47.1

		Baseline	Midline	Endline
	F2	61.2	71.9	60.0
	F3	63.2	72.8	58.6
	F4	66.7	78.8	60.2

Table 3.14: Average Numeracy Scores (Baseline to Endline) by Region

		Baseline	Midline	Endline
Dadaab	S6	17.0	-	-
	S7	25.8	20.8	-
	S8	27.9	29.3	-
	F1	32.8	40.4	23.3
	F2	31.4	28.6	32.2
	F3	41.2	35.7	33.2
	F4	68.4	49.7	41.5
Kakuma	S6	17.1	-	-
	S7	25.5	29.9	-
	S8	37.5	33.7	-
	F1	53.3	34.0	36.0
	F2	39.9	35.6	36.3
	F3	40.6	36.2	45.6
	F4	39.1	45.8	38.6

Table 3.15: Average Literacy Scores (Baseline to Endline) by Community Type

		Baseline	Midline	Endline
Host	S6	36.4	-	-
	S7	38.4	50.5	-
	S8	43.2	56.7	-
	F1	45.3	58.3	50.9
	F2	56.6	71.7	62.4
	F3	55.9	68.9	66.6
	F4	63.1	69.8	65.2
Refugee	S6	27.0	-	-

		Baseline	Midline	Endline
	S7	36.5	46.0	-
	S8	46.0	48.5	-
	F1	43.2	58.4	32.2
	F2	51.2	55.0	45.3
	F3	54.4	56.9	44.5
	F4	42.5	61.7	53.7

Table 3.16: Average Numeracy Scores (Baseline to Endline) by Community Type

		Baseline	Midline	Endline
Host	S6	23.8	-	-
	S7	34.8	28.9	-
	S8	36.0	36.1	-
	F1	44.2	40.0	49.4
	F2	44.2	46.1	44.1
	F3	48.7	36.0	48.5
	F4	47.8	61.2	51.1
Refugee	S6	14.4	-	-
	S7	21.2	26.7	-
	S8	33.2	31.0	-
	F1	31.9	35.9	20.9
	F2	30.4	29.0	30.3
	F3	36.3	35.9	36.2
	F4	59.3	39.1	35.1

Learning Outcome Analysis by Characteristics and Barriers

There is no control group for KEEP II so there is no difference-in-difference analysis. Instead, we have applied an ordinary least squares (OLS) regression model to support the inferences that we are able to draw from our data about the connection between literacy and numeracy scores and key characteristics/barriers that might influence low learning test scores. Using the SeGRA and SeGMA 1 scores (0 to 100) as our dependent variable, we estimate a model that looked at the potential effects of known factors that may dampen test scores. These include: speaking a language at home other than English or Swahili, whether a student's chore burden prevents attendance at school, the presence of a disability, a lack of family or school support for schooling, and corporal punishment reported at school (see Table 3.17 below, which captures models for both literacy and numeracy separately).

Findings on the Analysis of Learning Outcomes by Characteristics/Barriers

For literacy outcomes: There is some evidence that increased life skills improve literacy scores, but the effect is minor (~1 percentage point, significant at the .01 level). However, most of the explanatory value of the model (R^2 .27) appears to come from the effects of the region where the girl lives and whether the girl is in a host community or a refugee camp. These are already known factors limiting learning outcomes.

For numeracy outcomes: There appears to be no relevant connection between numeracy scores and known characteristics and barriers at endline. With an explanatory value similar to that of the literacy score model (R^2 .23), we can again assume that known limiting factors in learning outcomes such as region and residence in a refugee camp, compared with a host community, are driving the explanatory value of the model.

Table 3.17: Effects of Characteristics & Barriers on Literacy and Numeracy

Characteristics & Barriers	DV Literacy Score (0-100) b (s/e)	DV Numeracy Score (0-100) b (s/e)
Language at home not English or Swahili	-5.449 (2.94)	-4.507 (2.53)
Life Skills Scale^	0.220** (0.08)	0.078 (0.07)
Chores Prevent Attendance	2.812 (3.40)	3.860 (2.92)
Chores Prevent Studying	2.595 (3.37)	3.064 (2.89)
Doesn't Feel Supported by Family	-4.480 (4.29)	-0.342 (3.68)
Doesn't Feel Supported by School	-2.333	1.443

Characteristics & Barriers	DV Literacy Score (0-100) b (s/e)	DV Numeracy Score (0-100) b (s/e)
	(3.44)	(2.95)
Disability	-0.867	1.976
	(2.55)	(2.19)
Teachers Use Physical Punishment	0.267	-3.037
	(2.29)	(1.97)
Region	24.417***	12.400***
	(3.23)	(2.77)
Refugee	-22.230***	-21.084***
	(2.42)	(2.08)
Constant	11.256	26.364***
	(8.32)	(7.14)
r2	0.270	0.232
N	432	432

p< *.05, **. 01, ***.001

^Life skills scale is a 12-point additive scale that incorporates twelve separate indicators rating the student's skills (e.g., self-assessments of reading ability, math ability, whether the student has a trusted peer group, has confidence to organise their peers, etc.)

Analysis of the Effects of Project Inputs on Learning Outcomes

This section examines the effects of different KEEP II inputs on learning outcomes (see Table 3.18 below). Using the SeGRA and SeGMA scores (0 to 100) as our dependent variable, we estimate a model that looked at the potential effects of participating in KEEP remedial training, life skills camp or conditional cash transfer (CCT) programmes. Region, host/refugee community and grade were controlled for, to keep the model parsimonious (other controls were included related to attitudes and decision-making capacity; however, these did not add to the model and were therefore removed to prevent over-specification).

Findings on the Analysis of KEEP II Inputs for Learning Outcomes

Literacy Outcomes: There were no significant effects of remedial training and participation in the life skills camp on literacy performance at endline. However, there was a positive effect (in the range of 6 percentage points) for students who received cash transfers. Once again, region and refugee status appear to be important factors in determining literacy scores.

Numeracy Outcomes: The model presents no evidence that remedial training, life skills training or cash transfers positively influenced numeracy scores at endline. However, considering that numeracy scores are generally lower overall for girls in the KEEP cohort, the effects of these interventions may be felt less directly than for literacy scores.

Comparing Midline to Endline: At midline, the effect of remedial training was statistically significant for numeracy outcomes and approached statistical significance for literacy. At midline, both cash transfers and life skills camps had just been operationalized, so it is unsurprising that their effect on learning was limited. At endline, the cash transfer was the most consistent project input delivered (it continued throughout Covid-19 school closures) while the delivery of both remedial training and life skills support were disrupted significantly by pandemic restrictions.

Table 3.18: Effects of Project Inputs on Literacy and Numeracy at Endline

Result	Remedial Education	Life Skills	Cash Transfer
Literacy – Endline	Beta = -2.59 p-value = (two tailed) .328 (not significant)	Beta = .634 p-value = (two tailed) .813 (not significant)	Beta = 5.73 p-value = (two tailed) .025 (significant)
Numeracy – Endline	Beta = -4.00 p-value = (two tailed) .079 (not significance)	Beta = 1.61 p-value = (two tailed) .483 (not significant)	Beta = .808 p-value = (two tailed) .712 (not significant)

Analysis of High and Low Learning Achievement

This section examines the profile of girls with the highest and lowest learning achievements in order to determine what factors may be influencing their differing performance levels. Table 3.19 below presents a series of logit analyses of high and low performing learners. The dependent variable consists of those who scored 80% or above on literacy or numeracy ("high performers") and 20% or below ("low performers").

Findings on the Analysis by Level of Learning Achievement

There appear to be few factors that contribute to our understanding of who falls in the group of high or low performers. This finding has remained constant from baseline to endline. Most of the explanatory value from the models appears to come from contextual factors such as region and type of community. Grade-level also drives performance and this is evident in the difference in average mean scores between the modified panel design and cross-sectional design at endline. There is some evidence that a lack of life skills has a negative impact on low performers' literacy scores (though the effect is less than 1 percentage point) and that a higher chore burden (that prevents attendance) negatively affects numeracy scores, but the effect, again, is marginal.

Table 3.19: Explanatory Factors for High and Low Learning Achievement

	High Performers		Low Performers	
	Literacy b (s/e)	Numeracy b (s/e)	Literacy b (s/e)	Numeracy b (s/e)
Language at home not English or Swahili	-0.381	-0.936	0.492	0.328
	(0.38)	(0.95)	(0.43)	(0.32)
Life Skills Scale^	0.014	-0.014	-0.022*	0.004
	(0.01)	(0.02)	(0.01)	(0.01)
Chores Prevent Attendance	0.478	1.477	-0.311	-0.544
	(0.44)	(0.95)	(0.48)	(0.37)
Chores Prevent Studying	-0.127	-0.640	-0.349	-0.216
	(0.44)	(1.03)	(0.48)	(0.37)
Doesn't Feel Supported by Family	-0.669	-0.235	0.368	-0.345
	(0.60)	(0.98)	(0.60)	(0.50)
Doesn't Feel Supported by School	0.077	1.758*	0.279	0.075
	(0.45)	(0.83)	(0.52)	(0.40)
Counsellor does not Offer Support for Problems	0.302	0.333	0.286	0.200
	(0.48)	(1.02)	(0.44)	(0.36)
Counsellor does not Provide Advice	-0.468	-0.363	-0.188	0.050
	(0.45)	(1.03)	(0.41)	(0.34)
Disability	-0.215	0.378	-0.018	-0.113
	(0.33)	(0.74)	(0.38)	(0.29)
Teachers Use Physical Punishment	-0.386	0.918	-0.208	0.209
	(0.30)	(0.87)	(0.30)	(0.25)
Region	1.524***	0.128	-2.461***	-1.255***
	(0.45)	(1.01)	(0.46)	(0.35)
Refugee	-0.969**	-0.624	3.000***	2.091***
	(0.32)	(0.76)	(0.54)	(0.33)
Constant	-4.135***	-3.643	1.406	-0.988
	(1.20)	(2.64)	(1.23)	(0.93)

N=422; p< .05, **. 01, ***.001

^Life skills scale is a 12-point additive scale that incorporates twelve separate indicators rating the student's skills (e.g. self-assessments of reading ability, math ability, whether the student has a trusted peer group, has confidence to organise their peers, etc.)

Learning Outcomes and Disability: While we anticipate that disability would have a negative effect on both literacy and numeracy skills, we had remarkably few girls who identified as having disabilities in the range of what was evaluated as a serious disability in previous rounds (i.e. reporting that they experience "some difficulty", "a lot of difficultly" or are unable to do an activity - walking, hearing, seeing - at all). At endline, there are 119 girls, or 27% of girls surveyed, who report some form of difficulty but, in terms of severe difficulty, only 10 girls or 2.3% of the endline sample (N= 432) report this. This is roughly comparable to values for the learning sample at midline where approximately 30% of girls surveyed reported a mild impairment and 5% reported a more severe impairment.

At endline, there is a mean difference of 3.86 in literacy scores, with girls experiencing a disability scoring slightly higher on average than those girls who do not experience any disability. This difference is not statistically significant, so it is more likely an artefact of the data here and not present in the wider population. Numeracy scores for girls reporting a disability are on average 4.4 percentage points lower than they are for girls who do not report a disability. This finding is significant at the $p<.05$ level.

Mean learning scores are also higher for girls reporting severe disability for both literacy and numeracy. Given the small number of girls who report a severe disability in the endline sample (n=10, N=432), it is difficult to extrapolate from these trends to more general observations about the population under study. It is also worth observing that there was considerable variation across these 10 girls in their literacy and numeracy scores (ranging from 27% to 80%). There is little evidence to suggest that this is owing to anything other than outlying scores. This limits the validity of comparison with overall learning score means and does not allow for any generalization or inference beyond this data set.

Annex 4. Characteristics and Barriers

Table 4.1: Characteristics

Characteristics	Baseline/Endline Household Survey/CT Caregiver Survey			
	Baseline	Endline	Indicator at BL	Indicator at EL
Household Composition				
Living without both parents	5%	15%	PCG_10g, PCG_12g	REF_3/ REF_4
Living in female headed household	62%	61%	HH_8	REF_2
Parental Education				
HoH has no education	69%	57%	HH_13	REF_1/REF_6
PCG has no education	67%	61%	PCG_6	REF_1/REF_6
Status of Girl				
Married	3%	N/A	PCG_22g	-
Mother under 16	2%	N/A	PCG_23g	-
Mother under 18	2%	N/A	PCG_23g	-
Language Difficulties				
LoI different from mother tongue*	93%	75%	PCG_2enr	Pre_3s/CS_10s
Disability (all kinds combined, some difficulty)*	2%	28%	WG_CF8-10	CS_D1-D3

*In-School Survey at Endline

Table 4.2: Barriers

Barriers	Baseline/Endline Household Survey/CT Caregiver Survey			
	Baseline	Endline	Indicator at BL	Indicator at EL
Sample breakdown (Girls)				
Safety				
Feels safe travelling to/from school	95%	85%	CS_W13s	SCH_1
Parental/Caregiver support				
Insufficient time to study: High chore burden (whole day, half day or quarter day)	76%	53%	PCG_26g	ATT_8

Barriers	Baseline/Endline Household Survey/CT Caregiver Survey			
	Baseline	Endline	Indicator at BL	Indicator at EL
Gets support from family to stay in school and do well *	87%	89%	T_200_2	S17D
Family decides for girl whether she will go to school*	6%	10%	LSCO_H21	S20
Family decides for girl whether she will stay in school past this year*	20%	8%	LSC0_H20	S21
It is acceptable for a child to not attend school under listed conditions:				
Girl is married	38%	11%	HH_AT2f	DEC_6_1-8
Girl is a mother	30%	10%	HH_AT2k	DEC_6_1-8
Education is too costly	36%	41%	HH_AT2j	DEC_6_1-8
Attendance				
Since the start of the most recent school year, girls attended school on most days that the school was open	98%	86%	PCG_5enr	ATT_1
Attends school half the time or more	75%	91%	PCG_6enr	ATT_2
School				
Girl agrees No seats for all students *	19%	10%	CS_W5s	CS_W5s
Girl agrees uses toilet at school*	94%	100%		CS_W9s
Girl agrees Teacher makes girl feel welcome in classroom*	91%	96%		CS_WA
Girl agrees Teacher treats boys and girls differently in the classroom *	30%	16%		CS_1S
Girl agrees teacher often absent*	18%	15%		CS_2S

*In-School Girl Survey at Endline

Table 4.3: Intersection of Characteristics and Barriers – CT Caregiver Survey

Characteristics						
	Difficult to afford girl to go to school	Female HoH	HH No Education	Primary caregiver (PCG) No Education	LOI different than language spoken at home	Disability (seeing, hearing, walking)
Barriers	**Parental/caregiver support[9]** *% at midline (difference from % at baseline)*					
PCG reports that girl has a high chore burden (half day or more)	48 (~)	43 (-3)	39 (-3)	39 (-8)	38 (-8)**	36 (-14)
PCG reports that girl has a high chore burden (quarter day or more)	78 (~)	72 (-5)	70 (-4)	65 (-11)	70 (-7)	61 (-22)
Girl disagrees that she gets support she needs from her family to stay in school and perform well	9 (+4)	5 (~)	5 (+1)	7 (+4)	6 (+1)	10 (+3)
PCG reports girl does not attend school most days[10]	5 (+3)	4 (+1)	4 (+2)*	5 (+4)**	5 (+3)**	8 (+8)
PCG agrees it is acceptable for a child to not attend school if education is too costly	49 (+3)	43 (+1)	41 (~)	40 (-5)	41 (-4)	25 (-18)
Girl agrees she cannot choose whether to attend or stay in school; she just has to accept what happens	54 (-7)	51 (+3)	49 (+7)	50 (+10)	49 (-9)***	46 (-15)

*Significance: p<.001***, .01**, .05*; Agree/Strongly Agree and Disagree/Strongly Disagree collapsed into Agree and Disagree for all 5-point scales.

[9] Household survey indicators (baseline and midline)

[10] Numbers at baseline and midline are low; interpret with caution.

Table 4.4: Intersection of Characteristics and Barriers – Girl School Survey

	Characteristics				
	Living without both parents	Female HOH	LOI different than language spoken at home	Disability (seeing, hearing, walking)	Time to School
Barriers	**School Level % at midline (difference from % at baseline)**				
Girl disagrees teachers make her feel welcome[11]	2 (+2)	1 (+1)	1 (~)	3 (-7)	2 (-6)***
*Girl agrees teachers treat boys and girls differently in classroom^*	17^	17^	17^	14 (-8)***	17^
*Girl agrees teacher often absent from class^*	5(~)	4 (+3)**	4 (+3)***	3 (-16)	3 (-9)***
Girl disagrees that she gets support needed to stay in school	7 (-4)	5 (-1)	6 (+1)	10 (+3)	5 (+5)***
*Girl agrees there are no seats for all students^*	15^	14^	15^	20 (+8)	18 (+7)**
Girl doesn't use toilet at school	0 (~)	0 (~)	0 (~)	1 (-3)	0 (-6)***
*Girl agrees in past week saw teacher use physical punishment on another student or girl herself^*	31^	36^	35^	42^	33^
*Girl agrees in past week teacher used physical punishment on girl herself^*	19^	23^	23^	19^	21^

*Significance: p<.001***, .01**, .05*; Agree/Strongly Agree and Disagree/Strongly Disagree collapsed into Agree and Disagree for all 5-point scales. ^ N too low to make valid inferences

[11] ^Indicators on barriers relating to teaching quality were asked of learning sample at baseline; however, data on characteristics was only asked of the joint sample (N= 157). When cross-tabulated by barriers, some numbers are too low to report (e.g. 1 or 2 cases reported; percentages at or near 0), therefore comparisons are not presented.

Annex 5. Logframe

Submitted as separate document:

Annex 5 Logframe KEEP II Sept 2021.xlxs

Annex 6. Intermediate Outcome Supplementary Data

Intermediate Outcome 1: Teaching and Learning Quality

Table 6.1: Performance on school/ national exams for KEEP II Cohort

BL		
Girl/ Class	T2 2017 Performance Average[12]	KCPE / KCSE[13]
S6	40.9%	
S7	40.3%	
S8	41.8%	49.1%
F1	34.0%	
F2	30.5%	
F3	26.9%	
F4	26.7%	33.2%

ML		
Girl/ Class	T2 2018 Performance Average	KCPE / KCSE[14]
S6	40.0%	
S7	41.1%	
S8	43.4%	48.4%
F1	31.8%	
F2	31.6%	
F3	25.9%	
F4	20.9%	30.8%

EL		
Girl/ Class	T2 2020 Performance Average	KCPE / KCSE[15]
N/A		
N/A		
S8	42.1%	46.8%
F1	24.8%	
F2	25.9%	
F3	28%	
F4	31%	29.2%

BL			
KCPE Girls' Performance Average			
Garissa	Turkana	Host	Refugee
49.6%	48.7%	48.4%	49.9%

ML			
KCPE Girls' Performance Average			
Garissa	Turkana	Host	Refugee
49.6%	47.6%	52.4%	47.1%

EL			
KCPE Girls' Performance Average			
Garissa	Turkana	Host	Refugee
44.9%	46%	47.5%	45%

BL			
KCSE Girls' Performance Average			
Garissa	Turkana	Host*	Refugee
35.1%	29.5%	37.4%	31.1%
*Includes host communities from Garissa only			

ML			
KCSE Girls' Performance Average			
Garissa	Turkana	Host	Refugee
26.4%	35.1%	32.0%	28.8%

EL			
KCSE Girls' Performance Average			
Garissa	Turkana	Host	Refugee
24.1%	31.4%	29.3%	27.3%

[12] These are aggregate scores for girls' school examinations by grade for all KEEP II intervention schools. These data were provided by the project.

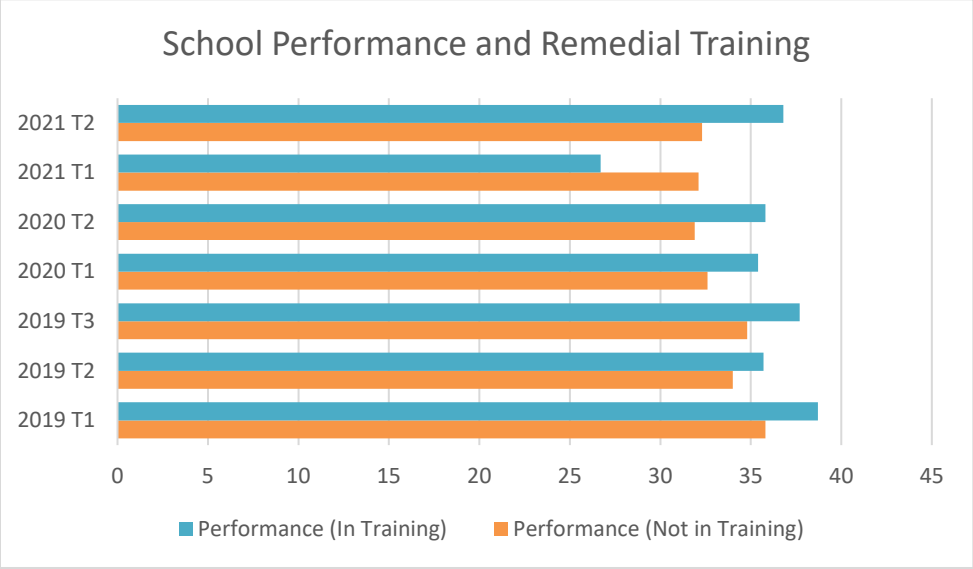
[13] Education Management Information System (EMIS). This is an aggregate of Kenya national standard examinations scores (KCPE at Standard 8 and KCSE at Form 4) for girls in the KEEP II project regions of Garissa and Turkana.

[14] EMIS Data.

[15] KCPE and KCSE data for 2021 (March 2022) were not available at the time of this report. The KCPE and KCSE data for 2020 occurred in March 2021, just after the reopening of schools that were closed for about 9 months due to Covid-19.

Table 6.2: School Exam Performance for Cash Transfer Girls

	T2 – 2019	T2 - 2020	T2 - 2021
Standard 8	36.8	35.3	
Form 1	36.0	30.4	
Form 2	32.4	30.5	34.4
Form 3	24.6	30.5	27.6
Form 4	30.6	27.1	



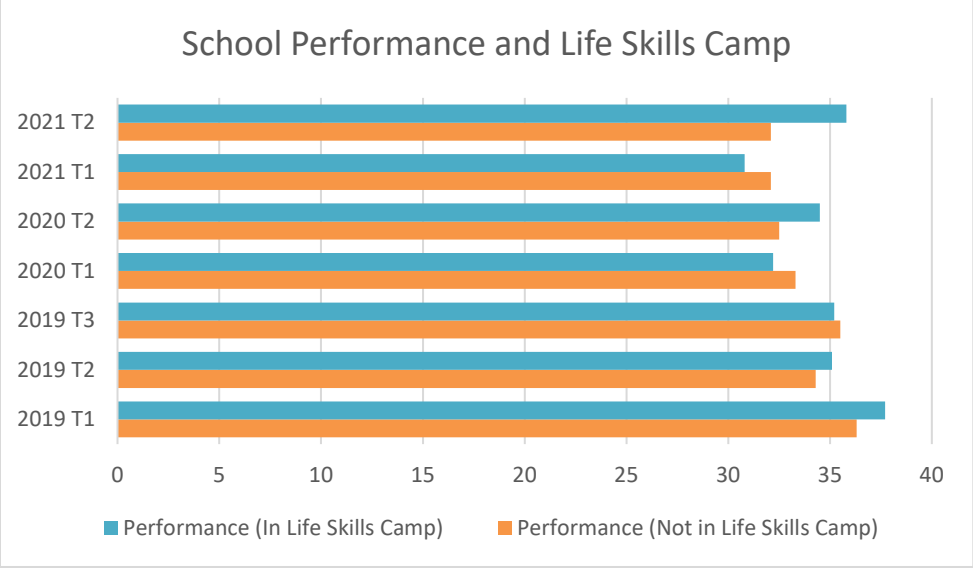


Table 6.3: Teaching quality[16]

	Garissa			Turkana		
	BL	ML	EL	BL	ML	EL
Girls agree a lot that their teachers make them feel welcome	78%	90%	86%	89%	78%	75%
Girls agree a lot that their teachers treat boys and girls differently	30%	16%	8%	11%	10%	12%
Girls strongly agree or agree that they get the support they need at school to perform well	82%	96%	92%	90%	91%	71%
If you (girls) don't understand something, teachers often use a different language to help	36%	53%	49%	39%	51%	49%
Teachers often explain the lesson well so you understand	78%	81%	67%	90%	70%	65%
If a student does not understand, the teachers explain it again	80%	73%	48%	90%	67%	52%
Teachers punish students who do not understand the lesson	64%	24%	42%	72%	11%	26%
KEEP remedial education provided a lot of improvement to girl's performance in school	N/A	64%	43%	N/A	31%	62%

[16] Source is in-school survey data. At midline, analysis includes data from refugee and host community. However, at the endline, we do not have data representing host girls in school from Kakuma – Lopiding. Thus, it is not possible to provide a host vs refugee comparative table and analysis.

Intermediate Outcome 2: Attendance

Table 6.4: Girls' attendance rate per grade[17]

Baseline		Midline				Endline			
	Average attendance for T2 in 201718		Spot check T2 2019	Average attendance for CT girls T2 201919	Average attendance for all girls T2 2019		Spot check T2 2021	Average attendance for CT girls T2 202120	Average attendance for all girls T2 2021
S7	65.4%	S7	93.6%	90.7%	91.7%				
S8	67.0%	S8	90.7%	87.6%	92.2%				
F1	58.4%	F1	82.5%	91.2%	91.3%	F1	64.7%	95.9%	95.1%
F2	55.3%	F2	94.5%	94.5%	94.8%	F2	62.8%	95.7%	95.6%
F3	59.1%	F3	94.4%	95.2%	94.0%	F3	55.1%	94.8%	95.5%
F4	60.5%	F4	94.2%	91.7%	93.6%	F4	67.1%	95.2%	96.4%
Average	62.4%	Average	91.6%	90.5%	92.9%	Average	62.4%	95.3%	95.7%

[17] At the ML, the data available for 2019 was limited to T1. In order to harmonize the basis of comparison over the duration of the project, it is more judicious to opt for a single period throughout the project. T2 representing mid-year attendance is likely more representative. Data has been provided for ML.

[18] This data is collected by the project in each school for each girl at the end of each semester. It is calculated based on monthly attendance/absence registers.

[19] Girls' attendance data are provided by the project. For T1 2019, only girls in S7 and S8 received CT payments.

[20] Girls' attendance data are provided by the project.

Table 6.5: Domestic Chore Burden

		Garissa		Turkana		Host		Refugee	
		ML *(variation since BL)*	EL *(variation since ML)*	ML *(variation since BL)*	EL *(variation since ML)*	ML *(variation since BL)*	EL *(variation since ML)*	ML *(variation since BL)*	EL *(variation since ML)*
Time girls typically spend on a normal school day on doing chores (PCG)	*Half day or whole day*	24% *(+4%)*	47% *(+23%)*	27% *(-9%)*	14% *(-13%)*	22% *(+7%)*	20% *(-2%)*	28% *(-8%)*	32% *(+4%)*
	Quarter day / a few hours	16% *(-3%)*	11% *(-5%)*	21% *(-17%)*	35% *(+14%)*	34% *(-7%)*	27% *(-7%)*	12% *(+4%)*	23% *(+11%)*
	A little time /1 hour or less	35% *(-6%)*	40% *(+5%)*	27% *(+14%)*	49% *(+22%)*	32% *(+9%)*	52 *(+20%)*	30% *(+6%)*	42% *(+12%)*
Girls spending time on doing chores		75%	98%	75%	98%	88%	99%	70%	97%
Chores sometimes (or often) stops girls from going to school (PCG)		23%	17% *(-6%)*	20%	7% *(-13%)*	17%	14% *(-3%)*	23%	9% *(-14%)*
Chores sometime (or often) stops girls from doing well in school (PCG)		23%	12% *(-11%)*	25%	12% *(-13%)*	18%	9% *(-9%)*	26%	14% *(-12%)*
The chores I have prevent me from attending school regularly (ISS)		33%	19% *(-14%)*	31%	36% *(+5%)*	28%	19% *(-9%)*	34%	32% *(-2%)*
The chores I have to do prevent me from studying enough so that I can perform well at school (ISS)		40%	19% *(-21%)*	34%	43% *(+9%)*	29%	20% *(-9%)*	40%	37% *(-3%)*

Intermediate Outcome 3: Life Skills/Self-Agency

Table 6.6: Life Skills Index score among targeted girls[21]

	Garissa			Turkana		
	BL (ISS)	ML (ISS)	EL (ISS)	BL (ISS)	ML (ISS)	EL (ISS)
Learning to learn						
Girls say they are able to do things as well as their friends	87%	98%	No data	88%	96%	No data
Girls say (agree or strongly agree) that they are able to read as well as their friends	No data	99.2%	99%	No data	95%	94%
Girls say they are as good at maths as their friends	No data	79%	89%	No data	70%	48%
Girls feel confident answering questions in class	75%	94%	92%	88%	90%	89%
Learning for life						
Girls would like to continue learning by staying in school, going back to school, learning a vocation or trade.	92%	99%	95%	93%	98%	89%
Girls get nervous when they have to speak in front of an adult.	46%	71%	No data	69%	54%	No data
Girls get nervous when they have to speak in front of a group of people their age.	38%	63%	No data	63%	51%	No data
Girls get nervous when they read in front of others	No data	49%	53%	No data	42%	33%
Girls feel confident answering questions (when in a group of people at BL) in class	87%	94%	92%	78%	90%	89%
Girls can (strongly agree and agree) organize peers or friends to do an activity	88%	93%	88%	87%	93%	81%
Agency						
Girls say they decide or decide jointly with their family when or at what age they will get married	79% (31% decide and 51% decide jointly)	91% (73% decide and 18% decide jointly)	94% (88% decide and 6% decide jointly)	88% (59% decide and 32% decide jointly)	88% (73% decide and 15% decide jointly)	82% (77% decide and 5% decide jointly)

[21] Wording in some questions of survey altered slightly from one wave to the next, limiting comparison BL-ML-EL.

Annex 7. Beneficiaries Tables

Table 7.1: Direct beneficiaries

Beneficiary type	Total project number	Total number of girls targeted between midline and endline	Comment
Direct learning beneficiaries (girls) – girls in the intervention group who are specifically expected to achieve learning outcomes in line with targets. If relevant, please disaggregate girls with disabilities in this overall number.	Total number of direct beneficiaries worked with over the lifetime of the project. **20,673 girls (enrolments in C5-F4 in 2017)**	This may equal the total project number or may be less if girls 'graduated out' after a certain grade. **8,943 girls (enrolment in C8-F4 in 2019)**	If the total project number has changed since baseline or midline provide an explanation of why (e.g. didn't reach all girls planned, larger class sizes then previously accounted for etc) **The project was designed to work with a moving cohort that required it to drop a class every year.**

Table 7.2: Other beneficiaries (Total over lifetime of the project)

Beneficiary type	Number	Comments
Learning beneficiaries (boys) – as above, but specifically counting boys who will get the same exposure and therefore be expected to also achieve learning gains, if applicable.	30,839 boys in S5 - F2	These are boys in the KEEP supported schools same grade as the girls who are the learning beneficiaries.
Broader student beneficiaries (boys) – boys who will benefit from the interventions in a less direct way, and therefore may benefit from aspects such as attitudinal change, etc. but not necessarily achieve improvements in learning outcomes.	33,710 boys (in S1-4; F3-F4 in 2017)	These are boys in the project schools who are outside the target cohorts for the project but largely expected to benefit from sustainable interventions made by the project
Broader student beneficiaries (girls) – girls who will benefit from the interventions in a less direct way, and therefore may benefit from aspects such as attitudinal change, etc. but not necessarily achieve improvements in learning outcomes.	25,633 girls (in S1-4; F3-F4 in 2017)	Girls in the KEEP project schools who are expected to benefit in the long run from sustainable KEEP interventions.
Teacher beneficiaries – number of teachers who benefit from training or related interventions. If possible /applicable, please disaggregate by gender and type of training, with the comments box used to describe the type of training provided.	631 teachers (189 female; 442 male) in GRP, Basic/Advanced Pedagogy; Instructional Leadership; Peer Coaching)	Number of teachers trained by KEEP by Q19 (at Midline data collection).
Broader community beneficiaries (adults) – adults who benefit from broader interventions, such as community	10,444 reached through film & estimated 145,000 reached through radio	Number of community members reached through film & radio outreaches

messaging /dialogues, community advocacy, economic empowerment interventions, etc.		

Tables 7.3 to 7.6 provide different ways of defining and identifying the project's target groups. They each refer to the same total number of direct beneficiary girls, but use different definitions and categories. The numbers in the first two rows should refer to the status at the start of the project, e.g. project worked with 500 out of school girls at the start of GEC-T (whose status may have changed over time to in school).

The last row can only be populated if survey or learning data was collected at endline. Again the total number of girls in the last row of the tables should be the same – these are just different ways of identifying and describing the girls included in the sample.

Table 7.3: Target groups - by school

School Age	Project definition of target group (Tick where appropriate)	Number targeted through project interventions	Sample size of target group at endline
Lower primary			
Upper primary	✓	16,569	
Lower secondary	✓	26,83	
Upper secondary	✓	1,421	
Total:		20, 673	

Table 7.4: Target groups - by age

Age Groups	Project definition of target group	Number targeted through project interventions	Sample size of target group at endline
Aged 6-8 (% aged 6-8)	N/A	N/A	
Aged 9-11 (% aged 9-11)	<12	112	
Aged 12-13 (% aged 12-13)	12-13	884	
Aged 14-15 (% aged 14-15)	14-15	3,091	
Aged 16-17 (%aged 16-17)	16-17	3,916	
Aged 18-19 (%aged 18-19)	18-19	3,414	
Aged 20+ (% aged 20 and over)	>20	3,740	
Total:		**15,157 (these are girls we were able collect age data)**	

Table 7.5: Target groups - by sub group

Social Groups	Project definition of target group	Number targeted through project interventions	Sample size of target group at endline
Disabled girls (please disaggregate by domain of difficulty)	Girls identified with disability in primary and secondary schools	205	
Orphaned girls	N/A	N/A	
Pastoralist girls	Girls from the host schools	3,729	
Child labourers	N/A	N/A	
Poor girls	N/A	N/A	
Other (please describe)	Displaced girls: girls from the refugee camps	15,318	
Total:		**19,252**	

Table 7.6: Target groups - by school status

Educational sub-groups	Project definition of target group (Tick where appropriate)	Number targeted through project interventions	Sample size of target group at endline
Out-of-school girls: have never attended school	N/A	N/A	
Out-of-school girls: have attended school, but dropped out	✓	549	
Girls in-school	Std 5-8;F1-F2	19,252	
Total:		**19,801**	

Comments by External Evaluator: The numbers of beneficiaries presented by the project at endline correspond to school register data reviewed by the external evaluator for the secondary schools in the endline external evaluation sample. The counting methodology used by the project appears sound and reliable – the project tracks school enrolment and attendance based on school registers and spot checks once per term on KEEP II. The project has also worked with schools since KEEP I to improve the quality of school records. There are challenges with the reliability of school register data – learners can be registered multiple times under different names, learners can attend classes in one school but be registered in another, learners can drop-out but not be struck from school registers. To the extent possible, KEEP II is seen to be supporting schools to improve their records although many of these challenges lie beyond the project's control. In populations characterised by considerable transience (nomadic pastoralists and refugees) these challenges are difficult to correct for. National education statistics face the same challenges in their validity and reliability. KEEP II has developed a digital tracking system for enrolment, attendance and performance for the project cohort and this has helped to increase data reliability and the availability of real-time data.

The external evaluator is confident that project reporting on beneficiary numbers is as accurate as possible, given the context.

Annex 8. External Evaluator's Inception Report

Separate documents submitted:

Annex 8 KEEP II Endline Inception Report Final Sept 1 2021.docx

Annex 8 KEEP II Endline Evaluation Matrix final Sept 1.docx

Annex 9. Data Collection Tools used for Endline

Separate documents submitted:

FINAL KEEP Endline Qual Protocols FOVET Oct 2021.docx

Final CT Caregiver Survey KEEP Endline Sept 14.xlsx

Endline Girls School Survey OCT 18 2021.xlsx

Annex 10. Datasets, Codebooks and Programs

The following files provide the source data in Stata format, as well as the .do files that contain the code to reproduce the findings. All files are annotated with file names and directions for replication.

Separate document submitted: Submission to GEC.zip

The following documents are included for replication of findings:

	File Name	Description
1	Baseline In-School Learning Data.dta (Survey Data)	This file contains the Baseline In-School Learning Data to replicate SeGRA/SeGMA findings at baseline and to replicate overtime comparable data from baseline.
2	Midline In-School Learning Data.dta (Survey Data)	This file contains the Midline In-School Learning Data to replicate SeGRA/SeGMA findings at baseline and to replicate overtime comparable data from midline.
3	Endline In-School Learning Data.dta (Survey Data)	This file contains the Endline In-School Learning Data to replicate SeGRA/SeGMA findings at endline.
4	Endline Household Survey Data.dta (Survey Data)	This file contains the Endline Household or Caregiver Survey Data to replicate findings about characteristics and barriers at endline.
5	Endline In-School Learning Data Do File (March 24, 2022).do (Do File / Script)	This file is a Stata do file that contains all the script required to complete the learning analysis in the report and annexes.
6	Endline Household Survey (March 24, 2022).do (Do File / Script)	This file is a Stata do file that contains all variable generation and recodes required to complete the analysis in the report and annexes.
7	Endline Learning Variable Generation.do (Do File / Script)	This file is a Stata do file that contains all variable generation and recodes required to complete the analysis in the report and annexes.
8	Endline In-School Survey Codebook.xlsx	This file contains the codebook for the In-School survey, including question wording and operationalization of indicators.
9	Endline Household Survey Codebook.xlsx	This file contains the codebook for the In-School survey, including question wording and operationalization of indicators.

Annex 11. Learning Test Pilot and Calibration

Learning Test Selection

The tests used at baseline, midline and endline for KEEP II were designed at baseline. Four question samples of equal difficulty were developed and tested before the baseline. The guidelines for developing these tests were provided by the Fund Manager. Of these four samples, tests whose scores were within acceptable ranges were admitted. Three tests were refined based on this analysis, and one was selected for use at the midline.

EGRA-EGMA tests were developed using the GEC standard MEL guidance and the test selection/ development practices used on KEEP I.[22] SeGRA/SeGMA tests were developed based on GEC Guidance provided for the development of SeGRA/SeGMA tests provided November 7, 2017.[23]

A team of test developers was set up in Nairobi and included practicing teachers, national examiners, and national examination officers (Kenya National Examination Council). There were two developments teams – one for EGRA/EGMA and one for SeGRA/SeGMA. Teams interpreted GEC guidance and aligned it with the Kenya national curriculum, thereby generating a test development framework which specified the number of items in each sub-task, the scoring guidelines and the time each sub-task would take. Each team developed four versions of each test, aiming for levels of equal difficulty within each test. EGRA and EGMA tests retained the original design framework. SeGRA and SeGMA test versions were submitted to GEC-T for peer review and were revised accordingly.

Piloting and Calibrating Learning Test at Endline

At each evaluation point, one of the versions of the learning test that was previously approved by GEC was selected, piloted, calibrated and administered. At endline, only one sub-task (SeGRA/MA 1) was administered to a sample of girls across all KEEP grade cohorts. The version of SeGRA/MA1 used at endline was the last of the versions submitted to GEC at baseline.

At endline, two pilot studies were conducted with a sample of 60 students each for SeGRA and SeGMA 1 for the midline and the endline. The group undertook both the midline and the endline test. For the tests to be assumed comparable, a deviation of +- 1 was acceptable – that is a learner should have an almost equal performance in the midline and the end line score. The pilot was undertaken in a school near Nairobi. The purpose was to ensure the comparability of the tests and not necessarily check the floor and ceiling effects of the tests. The test versions (mid and end) had a high comparability of 0.92 coefficient. The team that scored the midline assessment undertook the scoring. Test results were compared to detect any variation in how learners performed and the test was recalibrated to ensure the same level of difficulty from one evaluation point to the next.

In the initial pilot of SeGRA/MA 1 for endline, the reliability index was below 60% for some questions. A small-scale test in one school was subsequently conducted to identify where the differences arose in pilot test results. This test was just a validation and was conducted on 30 girls for SeGRA 1 and 30 girls for SeGMA 1. Two issues were identified in the 2nd pilot and these were then addressed. The two issues were:

- The interrater on what constitutes a full response

[22] GEC-T MEL Guidance Parts 1 & 2, May 2017.

[23] SeGRA and SeGMA: blueprint for designing tests and process for piloting and sign-off, GEC-T, November 13, 2017.

- The endline test in SeGRA contained several errors in the allocation of marks.

Pilot calibration

After the test's second piloting, it was deemed reliable and valid. The two sets of pilot results for the endline learning test are available in the separate files listed below.

Copy of PILOT Entry Template Endline Final+ak.xlsx

Copy of final_KEEPII_Pilot.xlsx

Endline learning tests

The final versions of the endline SeGRA 1 and SegMa 1 tests are shown below:

SeGRA 1 – English Quiz

Class/Form	
Girl's Name	
Age	
Date of Quiz	
Time of Start	
End-time	

Instructions: Answer all the questions in the space provided

LITERACY ASSESSMENT
PART B

WASHING OUR HANDS

Washing our hands is very important because it helps to reduce the spread of germs into our bodies. Washing hands removes germs from hands. This helps to keep us healthy. Germs are found on many things around us. When we touch things, the germs get on our hands and they can get into our bodies.

Germs can get into our bodies from our hands in different ways. Many times, people touch their eyes, nose and mouth without knowing that they are doing it. Germs can get into our bodies through the eyes, nose and mouth.

Germs from unwashed hands can get into food while people prepare or eat it. Also, germs from unwashed hands can be transferred to things like chairs, stools and tables and then get transferred to another person's hands.

It is important to wash our hands before eating, even when our hands look clean. Germs are very small and we cannot see them without the use of special equipment. We must always wash our hands after using the toilet. Also, when we change or clean a baby, we must wash our hands. When we handle uncooked meat, we must wash our hands. Uncooked meat contains germs that are killed through cooking or roasting. When we touch meat during slaughtering or when cutting it up, the germs get onto our hands. We must therefore wash them after touching uncooked meat.

We need to wash our hands **before** and **after** caring for someone who is sick. We should also wash our hands after touching dirty things.

Questions <u>(Write your answers in the spaces provided)</u>

1. Why is washing our hands important? (1 mark)

   ……

2. How are germs in meat killed? (1 mark)

   ……

3. What does the word **"handle"** as used in the passage mean? (1 mark)

   ……

4. Write two ways in which germs from unwashed hands can get into food. (2 marks)

   i) ……

   ii) ……

5. Why should we wash our hands after touching dirty things? (1 mark)

   ……

6. From the passage, write two ways in which germs can get into our bodies through our hands. (2 marks)

   i) ……

   ii) ……

7. Why must we wash our hands before eating even when they look clean? (2 marks)

   i) ……

   ii) ……

SeGMA 1 – Math Quiz

County	
School Name:	
Class/Form	
Girl's Name	
Age	
Date of Quiz	
Time of Start	
End-time	

INSTRUCTIONS

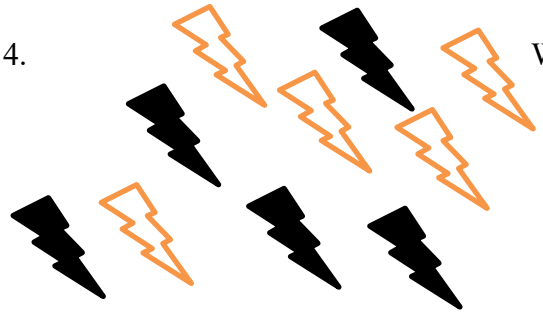
1. ***Answer ALL the questions in each subtask in the working spaces provided***
2. ***For questions with more than 1 mark, show the steps for arriving to the answers***
3. ***Use a maximum of 45 minutes to answer each subtask***

PART B (15 MARKS)

1. 23 x 40 = **(1 Mark)**

2. 216 ÷ 12 = **(1 Mark)**

3. 366 ÷ 24 = **(1 Mark)**

4.  What fraction is shaded?

(1 Mark)

5. Arrange the following fractions from the largest to the smallest

$$\frac{1}{6}, \frac{1}{4}, \frac{1}{3}, \frac{1}{8}$$

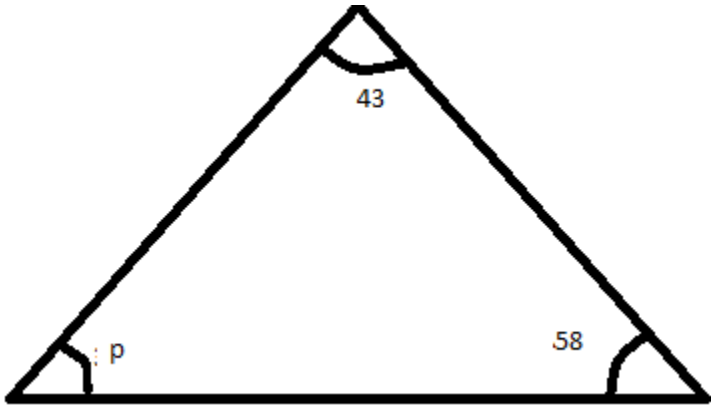
(1 Mark)

6. $4\frac{1}{5} - 2\frac{1}{3} =$ (2 Mark)

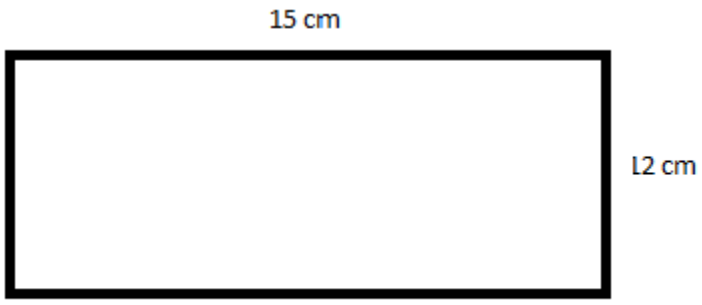
7. $\frac{3}{8} \times 5 =$

(1 Mark)

8. Work out the value of angle *p*



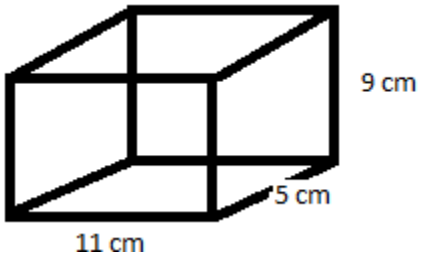
9. What is the perimeter of the rectangle below?



(1 Mark)

10. The distance round a field is 400m. Joseph ran round the field 4 and a half times. What distance did he run in kilometers and meters? (2 Marks)

11. Work out the volume of the cuboid



(1 Mark)

12.

l	*ml*
26	634
+	
81	527

(1 Mark)

13. A piece of wood weighs 8kg 245g. What is the total mass of 3 such pieces

(1 Mark)

Annex 12. Sampling Framework

Separate document submitted:

Annex 12 KEEP II Sampling Framework.xlsx

Sampling: At endline the project selected its learning sample to mirror, as closely as possible, the characteristics of the learning sample at baseline. The purposeful selection of schools at baseline ensured representative coverage (by region, level, size, rural/urban, refugee/host), around which quantitative and qualitative sampling was selected and data was collected. The school sample at baseline and midline included 23 out of the 84 host and refugee schools, including 17 out of 68 primary schools and 6 out of 14 secondary schools supported by the project.

Sampling Point selection: At endline, with the KEEP II cohort of girls all having transitioned to secondary, only the six sampled secondary schools from baseline remain as sampling points. This school sample includes four secondary schools in the refugee camps of Dadaab and Kakuma (where the student population is 100% refugee) and two secondary schools in the host communities (where only Kenyan nationals may attend). At baseline and midline, sample composition included a regional balance (Turkana/Garissa) of 1:1 and a ratio by community type (refugee to host) of 7:3. This composition was maintained at endline.

Learning Outcome Sample: At endline, the population of girls in KEEP II secondary schools in 2021 was estimated at approximately 6,807. **A learning sample of n=396**[24] at endline was identified to ensure representation from the community, including a small oversample to bolster representativeness on particular indicators that suffer from systematically lower response rates (disability for example). Owing to the small overall sample size relative to the population of girl students by grade/school, the distribution of sampled girls across grades was uniform. **The final sample size for the in-school girl survey and learning test was N=432.**

Sampling for Caregivers/Parents of Cash Transfer Girls: At baseline and midline, the household survey was administered to collect data on girls' transition outcomes. Due to Covid-19 restrictions, the household survey could not be administered at endline and was replaced with a survey of caregivers of cash transfer girls. It was important to collect quantitative data with a representative sample of parents/caregivers, to triangulate findings from quantitative data collected with in-school girls. There are 3,000 girls/families who benefitted from cash transfers on KEEP. Of these, half began receiving cash transfers prior to Covid-19 and half received cash transfers as a Covid-19 adaptive measure during 2020 when schools were closed. To ensure a confidence level of 95% and a margin of error of 5%, a sample of 341 parents/caregivers was required. As with the learning sample discussed above, a slight oversample of 10-15% was included to mitigate against losing respondents on some key questions, **for a total of n=375.** The sample was stratified (regular/COVID) and respondents selected randomly within respective beneficiary lists provided by the project (every third respondent on the list was selected once lists were adjusted to reflect 1:1 ratio for region and 7:3 ratio for refugee: host. **The final sample size for the PCG Cash transfer survey was N=398.**

Sampling for Qualitative Data Collection: As with baseline and midline, qualitative data collection was undertaken in the selected schools and surrounding communities of the six secondary school sampling points at endline. In each of the six sampling points, the following project stakeholders were targeted for

[24] 95% confidence level and 5% margin of error

either a key informant interview (KII) or a focus group discussion (FGD).[25] They were selected purposefully, based on detailed selection protocols and stakeholder availability. The external evaluation team worked closely with project staff to ensure representative voices and inclusion.[26] **The total number of stakeholders from the categories below who were interviewed through qualitative data collection at endline was N= 353.**

- Girls enrolled in secondary school (FGD)
- Girls who have left secondary school before completion (FGD)
- Girls who have completed/ graduated from secondary school (FGD)
- Girls participating in life skills camps/peer mentors at school (FGD)
- Parents of girls in secondary school (m/f) (FGD)
- Teachers (FGD)
- Guidance and counselling teachers (KII)
- School Principal (KII)
- Board of Management members (m/f) (FGD)
- Community leaders (m/f) (KII)
- District education officials (KII)

[25] The sample size for qualitative data very much depended on stakeholder availability on any given day.

[26] Schools and surrounding communities are very clearly demarcated – refugee or host. Two-thirds of our sampling points are in refugee schools and refugee camps and one third in host communities. This is for qualitative and quantitative data collection.

Annex 13. External Evaluator Declaration

Name of Project: Kenya Equity in Education Phase II

Name of External Evaluator: Margot Rothman, Team Leader, C.A.C. International

Contact Information for External Evaluator: margot@msrevaluation.ca +1-514-515-9274

Names of all members of the evaluation team:

Margot rothman, Team Leader, C.A.C. International

Marie-Claude Rioux, Senior Evaluator, C.A.C. International

Harley Johnson, Financial Manager, C.A.C. International

Dr. Andrea Lawlor, Quantitative Data Analyst, C.A.C. International

James Angoye and Amos Kaburu, FOVET Research and Consultancy Ltd, Nairobi Kenya

Millicent Otieno and Sam Balongo, Local Capacities for Peace International Kenya, Kisumu, Kenya

I, Margot Rothman, certify that the independent evaluation has been conducted in line with the Terms of Reference and other requirements received.

The following conditions apply to the data collection and analysis presented in the endline report:

- All primary qualitative and quantitative endline data was collected independently by the EE and all monitoring data was provided by the project for analysis:
- Was data analysis conducted independently by the EE and does it provide a fair and consistent representation of progress? Yes.
- Data quality assurance and verification mechanisms agreed in the terms of reference with the project have been soundly followed (Initials: MR)
- The recipient has not fundamentally altered or misrepresented the nature of the analysis originally provided by LCPI FOVET (Company) (Initials: MR)
- All child protection protocols and guidance have been followed ((initials: MR)
- Data has been anonymised, treated confidentially and stored safely, in line with the GEC data protection and ethics protocols (Initials: MR)

MARGOT ROTHMAN
(Name)

C.A.C. INTERNATIONAL
(Company)

31 MARCH 2022
(Date)