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SDG 8: Promote sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all.

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Skills for Prosperity Programme – Kenya (S4PKe)

End line Evaluation Report

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PROGRAMME DETAILS

| | |
|--------------------------------|--|
| Programme title | Skills for Prosperity Kenya (S4PKe) |
| Programme duration | 30 months (October 2020 - March 2023) |
| Donor | United Kingdom's Foreign, Commonwealth, and Development Office (FCDO) |
| Lead agency | Leonard Cheshire |
| Consortium members | Leonard Cheshire (LC) International Labour Organization (ILO) The Open University, UK (OU) |
| Impact | Increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability & productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET and HE relevant to national economies |
| Outcomes | <ul style="list-style-type: none"> Improved technical and vocational education and training (TVET) and higher education (HE) equity through access, quality provision, and education progression to employment for low-income youth, women, and persons with disabilities in Kenya (Equity) Improved learning outcomes from TVET and HE provision in the public and private sectors to support future employability (Quality) Improved Relevance of TVET and HE to the skill set needed by industry in Building and Construction, Automotive Technology, Agriculture/Agro-processing, Maritime and Hospitality, and Tourism sectors key to national economic development (Relevance). |
| Intermediate results | <ul style="list-style-type: none"> Changes in national strategies, policies, and regulations aimed at improving TVET/HE equity in public and private sectors through access, quality provision, and education progression to employment for marginalized groups. Improved TVET/HE pedagogy and leadership through training, partnerships, and the development of effective standards and quality assurance systems and processes and Improved public/private sector partnerships and relationships established in the development, management, delivery, and assessment of skills development relating to TVET/HE. |
| Immediate results | <ul style="list-style-type: none"> Improved access, quality provision, and education progression to employment process for low-income youth, women, and persons with disabilities in TVET and HE in Kenya (Equity). Improved teaching and leadership, including teacher training in content or pedagogy in TVET and HES; leadership coaching; and strengthening of inspection and quality assurance systems and processes in TVET, HE, TVET - Curriculum Development, Assessment, and Certification Council (CDACC), Kenya National Qualifications Authority (KNQA), Technical Vocational Education and Training Authority (TVETA), Kenya Technical Training College (KTTC) and National Industrial Training Authority (NITA) (Quality). Improved industry engagement models to match labour market demand and supply through the development of curricula, knowledge, and training products for the four target sectors (Relevance). |
| Beneficiaries | Direct and indirect beneficiaries. Institutional strengthening and systemic change with the core beneficiaries including marginalized young people (women, low-income youth, and youth with disabilities) drawn from target universities, TVET institutions and Vocational Rehabilitation Centres (VRCs). |
| Target industry sectors | <ul style="list-style-type: none"> Building and Construction. Automotive Technology. Agriculture/Agro-processing. Maritime. Hospitality and Tourism. |
| Pillars | Equity, Quality, and Relevance of education and skills training |

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I am grateful to the evaluation participants for providing information upon which this report is based. Thanks to Dr. Paul Machochi Wanyeki (Associate Consultant), research assistants, data analyst and manager, and disability experts for their invaluable assistance through the assigned roles.

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(Independent Evaluation Consultant)

ACRONYMS

| | |
|----------|--|
| ACWICT | African Centre for Women, Information, Communication and Technology |
| CBC | Competency-Based Curriculum |
| CBET | Competency-Based Education and Training |
| CDACC | Curriculum Development, Assessment, and Certification Council |
| CHE | Commission for Higher Education |
| COVID-19 | Coronavirus Disease 2019 |
| CUE | Commission for University Education |
| DFID | Department for International Development |
| DI | Disability Inclusion |
| DWCP | Decent Work Country Programme, |
| EI | Economic Inclusion |
| FAWE | Federation of African Women Educationists |
| FCDO | Foreign, Commonwealth, and Development Office |
| FGD | Focus Group Discussion |
| FKE | Federation of Kenya Employers |
| GESI | Gender Equality and Social Inclusion |
| GoK | Government of Kenya |
| HE | Higher Education |
| HEI | Higher Education Institution |
| ILO | International Labour Organisation |
| KNCCI | Kenya National Chamber of Commerce and Industry |
| KDHS | Kenya Demographic and Health Survey |
| KII | Key Informant Interview |
| KNBS | Kenya National Bureau of Statistics |
| KNQA | Kenya National Qualifications Authority |
| KsTVET | Kenya School of TVET |
| KTTC | Kenya Technical Training College |
| LC | Leonard Cheshire |
| LMI | Labour Market Information |
| KLMIS | Kenya Labour Market Information System |
| KNOCS | Kenya National Occupational Classification Standards |
| MIC | Middle-Income Country |
| MoE | Ministry of Education |
| MoL | Ministry of Labour |
| NCPWD | National Council for Persons with Disability |
| NITA | National Industrial Training Authority |
| ODEL | Open Distance Education and Learning |
| OECD/DAC | Organisation for Economic Cooperation and Development / Development Assistance Committee |
| OER | Open Education Resources |
| OPDs | Organisations for Persons with Disabilities |
| OU | The Open University, UK |
| OUK | Open University of Kenya |
| PWD | Person with Disability |
| S4P | Skills for Prosperity |
| S4PKe | Skills for Prosperity Kenya Programme |
| SDHER | State Departments for Higher Education and Research |
| SMART | Specific, Measurable, Achievable, Relevant, and Time-bound |
| TA | Technical Assistance |
| TCA | Thematic Content Analysis |
| TTI | Technical Training Institute |
| TVET | Technical Vocational Education and Training |
| TVETA | Technical Vocational Education and Training Authority |
| UN | United Nations |
| UNSDCF | United Nations Sustainable Development Cooperation |
| UK | United Kingdom |
| VET | Vocation Education and Training |
| VRC | Vocational Rehabilitation Centre |

EXECUTIVE SUMMARY

Leonard Cheshire (LC) together with seven other organizations formed the Skills for Prosperity-Kenya (S4PKe) consortium in 2020 to implement the S4PKe programme between October 2020 and March 2023 with funding from FCDO under the UK Prosperity Fund. The consortium comprised Leonard Cheshire, UK (LC) as the lead agency, International Labour Organization (ILO), The Open University (OU), Federation of Kenya Employers (FKE), Federation of African Women Educationists (FAWE), Capital Strategies, Edukans, and Warwick University¹.

S4PKe is part of the global Skills for Prosperity Programme (S4P), which draws on the United Kingdom (UK) expertise to improve the equity, quality, and relevance of higher education (HE) and Technical Vocational Education and Training (TVET) provision. The programme aimed at achieving change for and addressing challenges facing young people in Kenya by bringing together stakeholders and organisations to increase inclusive and mutually beneficial economic development resulting from greater and more equitable employability and productivity. Its interventions were organised under three pillars: equity, quality and relevance of education and skills training in higher education institutions (HEIs), TVET institutions, and Vocational Rehabilitation Centres (VRCs). It pursued three outcomes (one per pillar), three intermediate results (one per pillar) and three immediate results (one per pillar).

Leonard Cheshire managed the overall implementation including the Integration of crosscutting areas of Gender Equality and Social Inclusion (GESI), Economic Inclusion (EI), Disability Inclusion (DI) and safeguarding across HEIs, TVET institutions, VRCs and among the TVET agencies² targeted in the programme. The ILO led the TVET/VRC component that entailed capacity building and strengthening of policies and systems in the TVET eco-system (included TVET institutions, VRCs, and TVET agencies). The OU led the HE component that focused on digital education capacity building and mentorship of HEIs staff (leaders/managers, educators/lecturers and support staff).

The initial programme design underwent substantial change at the end of the inception period (initial 6 months). This entailed a revision of the theory of change, scope of work, and focus of the programme. The revision was necessitated by changes in the priorities of FCDO and the Government of Kenya (GOK)³. In the revised design, S4PKe focused mainly on technical assistance and systems strengthening targeting mainly higher education institutions (HEIs), TVET institutions, vocational rehabilitation centres (VRCs) and TVET agencies.

The endline evaluation of the programme took place between January and mid-March 2023 and covered the entire implementation period (October 2020 to March 2023), with a concentrated focus on the re-designed programme. The evaluation sought to provide information on the level of achievement of performance targets and the effectiveness of S4PKe interventions. It focused

¹ Five of these organisations dropped out at the end of the initial 6 months of implementation (inception phase) following the re-design of the programme due to budget cuts. The remaining three organisations – LC, ILO, and OU – continued with programme implementation during year 2 and 3. To continue with operations, several cost saving areas were identified which enabled the three partners to deliver on their objectives.

² These were Technical Vocational Education and Training Authority (TVETA), TVET Curriculum Development, Assessment, and Certification Council (TVET- CDACC), Kenya National Qualifications Authority (KNQA), Kenya School of TVET (KsTVET) formerly Kenya Technical Trainers College (KTTC), and National Industrial Training Authority (NITA).

³ The impetus for the change in FCDO priorities, for example the introduction of budget cut and pre-financing requirement included effects of COVID-19 on UK government revenue, and political and economic challenges in the UK during 2020 and 2021. The programme's approved budget reduced from £4,999,782 to £ 2,924,259, representing a 41.5% cut. Perhaps due to political and economic considerations, GoK decided that the proposed National Open University of Kenya (NOUK) was no longer a priority for them hence asked the programme to shift focus to the capacity building on digital education to an expanded number of public universities – from 3 to 37.

on ten evaluation objectives and thirty key questions contained in the evaluation terms of reference.

The evaluation report is based on data collected through multiple research methods, which included extensive desk review, interviews, and field observations. Primary data were obtained from 752 evaluation participants selected through a combination of random, purposive, and snowballing sampling methods among S4PKe's stakeholder groups. Of the total number of evaluation participants, 433 (58%) were male, 319 (42%) were female, while 164 (22%) were persons with disabilities⁴. A vast majority of the evaluation participants (573 representing 76% of the total sample) were learners from HEIs (5)⁵, TVET institutions (7) and VRCs (2). The rest of the sample (179 respondents representing 24%) were mainly key informants from sample institutions (HEIs, TVET institutions and VRCs), TVET agencies, government officials, industry sector players, S4PKe staff, FCDO representatives and other S4PKe stakeholder groups.

A vast amount of the evaluation data were qualitative and these were analysed using the thematic content analysis technique. Stata version 16 and Ms Excel were used to analyse quantitative data obtained in the evaluation. These processes yielded the findings, conclusions and recommendations presented in the report.

Key findings

Relevance

- S4PKe was a highly relevant intervention whose objectives, activities and products were in line with the needs, rights, and priorities of the target groups. Its interventions focused on equity, quality and relevance in education, skills training, employment, among other issues aligned well with the current needs in Kenya and among the target groups.
- Target groups (individuals and institutions) that participated in S4PKe interventions received services and benefits (knowledge, skills, relationships, and access to products) that they found useful.
- The objectives and expected results of the programme were in tune with priorities and aspirations set out in relevant national, regional, and international covenants, frameworks and standards. These include Kenya's education and skills development sector policies, Kenya's Vision 2030, UK Government's development priorities in Kenya, and the United Nation's Sustainable Development Cooperation (UNSDCF) and Sustainable Development Goals (SDGs).
- The programme was sensitive and responsive to gender equality and social inclusion, indicated by the mainstreaming of GESI, EI, DI and safeguarding in programme activities. The redesigned programme slightly changed to focus on inclusive and mutually beneficial economic development.
- The re-design of the programme resulted in the dropping of crucial TVET interventions that targeted direct involvement of S4PKe's core beneficiary groups: women, low-income youth and youth with disabilities. In addition, the technical assistance (TA) to GOK to plan for the establishment of NOUK and some capacity building for some staff in 1- 3 universities shifted to capacity building for staff in 37 public universities.
- The consortium involved key stakeholders of the programme, including the Ministry of Education (MoE) State Departments for Higher Education and Research (SDHER), and

⁴ These are best estimates based on the obtained data. A few of the respondents who participated in the evaluation through electronic questionnaires (Programme A and B in HEIs as well as leaders/managers, educators and support staff in HEIs, TVET institutions and VRCs; and industry sector representatives) did not provide details on their gender or disability status. The data from learners provided the clearest picture on gender and disability status. Out of a total of 573 learners who participated in the evaluation, 229 (40%) were female while 344 (60%) were male. In terms of disability status, 164 (28.6%) had a disabilities while 409 (71.4%) did not report any disability.

⁵ Learners from Chuka University, Kibabii University, Multi Media University of Kenya, Technical University of Mombasa, and Maseno University participated in the evaluation.

Vocational and Technical Training (TVET) as well as stakeholders (institutions and participants) in designing the content and delivery of technical assistance and capacity building interventions of the re-scoped programme⁶.

Coherence

- S4PKe was an internally and externally coherent action.
- The programme's internal coherence was demonstrated by the alignment of its aim, objectives and interventions with those of the legacy of Prosperity Fund requirements blended with FCDO requirements; priorities and interventions of LC in Kenya and globally (GESI, EI and safeguarding), ILO's priorities concerning decent work and labour issues under the Kenya Decent Work Country Programme; and OU's world-leading digital/online higher education expertise and global development interventions experience for all the 37 Public Universities, setting the foundation for an National Open University Kenya, an ambition of the Kenya government .
- The external coherence of S4PKe was demonstrated by its good alignment with the aspirations of Kenya Vision 2030 (issues of employment, gender equality, wealth creation, among others); GoK policies and priorities (issues relating to gender equality, youth and women empowerment, affirmative action, digital education, OUK, TVET sector, and employment); and UN and global commitments, especially SDGs: Goal 1 (no poverty), Goal 4 (quality education), Goal 5 (gender equality), Goal 8 (decent work and economic growth) and Goal 10 (reduced inequalities).
- The revised ToC was in line with the stated objectives and expected results and led to improvement in programme implementation and results.

Effectiveness

- S4PKe was a largely effective intervention with many notable achievements across the three pillars, and components (HE and TVET/VRC work streams).
- The main achievements of the programme included capacity building of staff in 37 public universities on preparation and delivery of digital (online, blended) education; Technical assistance to TVETA and KTTC to initiate the development of a Competency Based Education and Training (CBET) sensitisation manual for Massive Open Online Course (MOOC) platform; and training various institutions on Safeguarding, Gender, Equality and Social Inclusion (GESI), and Economic Inclusion (EI).
- The programme made good progress towards the intended outcomes and results, indicated by positive changes among the priority target groups in terms of acquisition of new knowledge, skills, attitudes, and relationships useful to their lives and work.
- Intermediate and immediate results (outputs) targets were met and exceeded in some instances, especially progressing the systemic change required for transitioning into digital education in HEIs.
- Digital education was a valuable approach for strengthening equitable access to quality and relevant education in HEIs (as well as in TVET institutions and VRCs) in Kenya, including in the post-COVID-19 era, and S4PKe delivered its digital education interventions in HEIs effectively.
- Several factors supported S4PKe to make good progress towards its stated objectives and results. These included strong cooperation and collaboration between the consortium and the various stakeholder groups (including the GoK), harmony within the consortium, and good

⁶ For example, Programme B universities were mentored and supported through a series of co-design workshops to design significant and bespoke practical digital education projects that were reviewed and ratified by their university leadership to ensure they address institutional digital education needs and priorities. The designed projects then guided the design of the training programme, ensuring the training addressed key areas they would need to be equipped to achieve their expected digital education project outcomes. Programme B also engaged in a comprehensive needs assessment study. Programme A universities and participants participated in programme design through participation in a comprehensive needs analysis study to ensure the training was tailored to address key areas of development relevant to institutional needs and priorities.

management practices, for instance, the S4PKe supported the development of regulatory standard on industrial attachments and internships. The standard was developed in a participatory working session with representatives drawn from TVET institutions for trainees with persons with disabilities, industries, Kenya Institute of Special Education, consultants in the Special Needs (SNE) and TVETA staff.

- There were a few emerging unintended results of the programme, which included new partnerships and new income generation among HEIs.

Efficiency

- S4PKe was a well-managed intervention, overall and for each partner-led component.
- The programme had functional governance, accountability, and management structures, as well as competent staff who carried out programme implementation, financial management, monitoring, reporting, learning, communication, and other responsibilities effectively.
- Relationships between the consortium members and other S4PKe stakeholders were cordial and supportive and this supported implementation of planned activities.
- S4PKe was a cost-effective intervention with good use of physical, human, financial and time resources available to the consortium.
- The programme demonstrated good value for money (VfM) across all components and partner interventions. For example, group and online based delivery of training/workshops reduced travel and other costs. This led to more numbers being reached by the programme, especially in higher education institutions (HEIs).
- S4PKe was well adapted to its internal and external environment, including changes in the policy environment in Kenya. For example, during COVID-19 pandemic, the programme adopted to the new policies and incorporated ICT in delivery of planned activities.
- There were substantial delays in the implementation of some of the planned activities (TVET/VRC work stream) due to various factors. These included COVID-19 disruption, delays in funds disbursement by FCDO, and political environment in Kenya associated with the 2022 general elections.
- S4PKe's communication and visibility practices were largely effective but required improvement.

Impact

- S4PKe stakeholders had divergent views regarding the impact of the programme. Whilst some felt S4PKe had made a major difference under both the HE and TVET/VRC components, others felt it was early to assess the impact of the programme.
- At the system level, there were positive signs of potential impact of S4PKe because administrators/leaders, educators/trainers and academic staff in HEIs, TVET institutions and VRCs, as well as decision makers within TVET agencies acquired new knowledge and enhanced skills from the various capacity building sessions conducted by the programme which they were utilising.
- With time, more support and continued application, the various products and gains achieved by S4PKe are likely to lead to significant change at societal level, in particular in Kenya's education, skills development and employment sectors.
- S4PKe was well aligned to and hence contributed to the furtherance of the aspirations of SDGs 1 (no poverty), 4 (quality education), 5 (gender equality), 8 (decent work and economic growth) and 10 (reduced inequalities).

Sustainability

- S4PKe's benefits and services have a high likelihood of continuity after the programme comes to end, indicated, for example, by the results of a programme sustainability assessment conducted among S4PKe core staff (management and technical team members) which showed an average score of 5.74 out of 7.0.
- There are various signs of sustainability of the programme benefits and services, including the existence of trained staff in DE, GESI, EI and safeguarding and high demand/usefulness of benefits/services and products left behind (policies, new digital education modules and programmes, resource collections and repositories, among others).

- Availability of future commitments to funding and investment among the stakeholders who participated in the programme remained the major threat to sustainability of the programme benefits and services.

Lessons learned.

- There was a need for more visibility of the programme in the target institutions and counties⁷.
- Ensuring impact and outcome indicator statements are clearer and easier to measure and more periodic outcome and impact monitoring would have enabled better measuring of programme progress.
- A longer implementation period could have enabled more cascading of the training at institutional level as well as more time to achieve gains from the capacity building and technical assistance. Also, a longer implementation phase could have fully optimised on the industry – training linkages.
- The importance of having a dynamic local coordinator to support progress and implementation of the largely digital/remote activity on the ground.
- The need to consider and manage expectations around digital vs printed certificates was important to some participants and their context.
- The need to work with institutional leadership to secure support for time intensive capacity building initiatives, such as the 15 digital education projects, and ensure institutional incentives and support materialise.
- Choosing and socialising the use of digital platforms to facilitate online discussion and collaboration, for example: (a) after participant feedback the HE capacity building programme switched from using Teams to Zoom as this was more familiar to participants and some felt it was more bandwidth friendly, however (b) while WhatsApp was the first choice and Facebook group a second choice for the ‘community of practice’ discussion and collaboration platform, we selected Facebook because WhatsApp was limited to too few participants at the time; Facebook group however has remained a barrier for some participants to fully engage with the Community of Practice.

Good practices

- The design, implementation and results of the programme demonstrated several good practices. These included:
 - ✓ Adaptive management and appropriate allocation of work to consortium members based on expertise and experience.
 - ✓ Co-creation of learning products with TVET agencies and institutions promotes ownership.
 - ✓ Integration of GESI, economic inclusion, safeguarding and VfM in operational management.
 - ✓ Blending technology with physical activities, which enhanced efficiency and VfM and enabled activities to take place within a challenging context (COVID-19, and budget cut).
 - ✓ The mentoring of training participants by experts in relevant fields, enabled them to apply and develop their skills, and implement their significant digital education projects.
 - ✓ Expert webinars enabled universities in Kenya to benefit from world-leading experts in various areas relevant to digital education.
 - ✓ The use of appropriate digital education pedagogies and an accessible learning management system (LMS) meant that persons with disabilities performed just as well throughout the online HEI training / courses as those who did not declare a disability.
 - ✓ The design of practical digital education projects meant (a) the training was tailored towards something specific that participants and their institutions wanted to achieve and (b)

⁷ During field visits to the sample institutions (HEIs, TVET institutions and VRCs) the evaluation team noted that only few within those institutions recognised or were aware of the programme. These were mainly the staff and learners who had participated in its activities. Details about the programme was not evident in the noticeboards, websites and available documentation from these institutions. A similar low or lack of awareness of the programme or its interventions was noted among other stakeholders in the target counties, including MoE and MoL officials and industry sector players.

participants were motivated to make the most of the programme as an opportunity to achieve a project that was important to them.

- ✓ Well defined selection criteria that cut across key groups (leaders, educators, and technical support staff) has meant that a core group in each institution, representing various areas required to implement digital education, are trained, and can work together to contribute to the implementation of good quality digital education in their institution.
- ✓ Online courses often have online discussion groups or forums, however the establishment of a 'Community of Practice and Study' group, independent of the online course, meant that we were able to use this to start to develop a professional digital education Community of Practice (COP). MOE has appointed a technical working committee to support this online COP after the end of S4PKe and will be able to draw on COP expertise in establishing the new OUK.

Overall, S4PKe was a highly relevant, internally and externally coherent, well-managed and cost-effective programme. The theory of change was still valid. It was a largely effective intervention with important signs of impact and high sustainability potential. The design, implementation and results of S4PKe provides useful lessons learned and good practices for similar interventions.

Recommendations

The following recommendations are geared towards promoting sustainability and support further development of S4PKe's programme outcomes, as well as for the benefit of future programmes:

1. FCDO, and GoK (MoE and MoL) should consider developing and implementing a second phase of the programme to enable the consolidation and expansion of the gains of the evaluated intervention (*High priority*).
2. Government of Kenya (MoE, MoL and TVET agencies) should consider institutionalising and cascading the various principles (notably GESI, EI and safeguarding), policies, standards, products, services and benefits from S4PKe interventions with a view to sustainability (*High priority*).
3. FCDO should in future provide adequate funding, appropriate financing mechanism and timely disbursement of funds to implementing partners to facilitate smooth activity implementation (*High priority*).
4. Government of Kenya (MoE, MoL and TVET agencies) should through policy intervention on GESI and EI enhance inclusivity in the access of benefits from similar programmes for marginalised groups, especially persons with disabilities (*High priority*).
5. Government of Kenya (MoE, MoL and TVET agencies) should formalise the NOUK ambition and explore ways of enhancing digital education in HEIs, TVET institutions and VRCs. This include creating a link between relevant HE and TVET regulators at MoE (notably CUE and TVETAs) and the HEIs, TVET institutions and VRCs, (*High priority*).
6. Government of Kenya should support building the capacity in assistive technology for persons with disabilities (both students and staff) (*High priority*).
7. Implementing agencies should utilise various measures such as launch meetings to enhance the visibility of similar interventions (*Medium priority*).
8. FCDO along with other international donors and implementing partners should consider packaging similar programmes into phases of approximately 3 years of implementation rather than as short interventions (*Medium priority*).
9. Implementing agencies should ensure similar programmes have specific, measurable, achievable, relevant, and time-bound (SMART) change (impact and outcome) statements and indicators and select indicators that have more reliably published or available data, or that are within the implementing partners' control to obtain (*Medium priority*).

CHAPTER 1: INTRODUCTION

1.1 Background

Kenya has consistently posted high unemployment rates, and this is most pronounced among young people (18 – 35 years), women and persons with disabilities. Available statistics show that unemployment among the age groups 20-24 and 25-29 stood at 17.6% and 10.7% respectively while 66.7% of persons with disabilities were unemployed⁸.

Some of the challenges young people in Kenya face in securing employment is the lack of employability skills and discrimination based on gender and disabilities. The Federation of Kenya Employers (FKE) notes in its 2019 survey report that at least 70% of entry-level recruits required a refresher course to deliver in their new jobs.

Discrimination and social norms shape female labour force participation in Kenya. Gender imbalance remains significant within Kenya's labour force, where the female share of total wage employment is underrepresented. Persons with disabilities (PWDs) are less likely to be employed in the formal sector but more likely than persons without disabilities to be self-employed. As such, persons with disabilities work mostly in the informal sector.

The Kenyan component of the global Skills for Prosperity (S4P) programme was a 30-month action (October 2020 and March 2023)⁹ that the Skills for Prosperity Kenya (S4PKe) consortium, led by Leonard Cheshire (LC), implemented in the country with funding from the United Kingdom's Foreign, Commonwealth and Development Office (FCDO). The other consortium members were the International Labour Organization (ILO), and The Open University (OU)¹⁰.

S4PKe is part of the global Skills for Prosperity Programme (S4P), which draws on the United Kingdom (UK) expertise to improve the equity, quality, and relevance of higher education (HE), and TVET. The programme sought to address the challenges of unemployment, and access to relevant and quality education and skills training in higher education institutions (HEIs) and Technical and Vocational Education and Training (TVET) institutions among young people with a special focus on women, low-income youth, and persons with disabilities in the country.

S4PKe aimed to achieve targeted change¹¹ by bringing together stakeholders and organizations to increase inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity. This was to be achieved through enabling policies and

⁸ See, Kenya National Bureau of Statistics Economic Survey Report 2020. The Economic Survey 2022 data on employment shows an improvement in employment rate in the country, although it not clear whether this improvement was benefiting the marginalised groups, including women, low-income youth, and persons with disabilities. For example, the economy generated 926, 100 jobs during 2021, of which 172,300 jobs (18.6%) were in the modern sector, while 753,800 (81.4%) were in the informal sector (outside of small-scale agriculture and pastoralist activities). Further, wage employment in the private sector increased by 6.8 per cent in 2021 (from 1,858,000 people in 2020 to 1,984,200 people in 2021). These improvements in employment rates were supported by an estimated Real Gross Domestic Product (GDP) of 7.5% t in 2021 compared to a contraction of 0.3 per cent in 2020. Within a 5-yr period, wage employment in numbers grew marginally from 2,792,600 (2017) to 2,907,300, For more details, see KNBS Economic Survey Report 2022 <https://www.knbs.or.ke/wp-content/uploads/2022/05/2022-Economic-Survey1.pdf>

⁹ Year 1 of S4PKe implementation refers to the initial 6 months (October 2020 to March 2021) of programme implementation and mainly encompassed inception consultation and needs assessment, and the baseline study, making it the most coherent time to review and adjust the programme particularly in light of the significant budget reduction cut that occurred at the end of that period. Year 2 run from April 2021 to March 2022, while Year 3 encompassed the period April 2022 to March 2023.

¹⁰ Implementation of the programme started with 8 partners - LC, ILO, OU, FKE, FAWE, Capital Strategies, Edukans, and Warwick University. The last five organisations dropped out at the end of the inception phase (year 1) following a redesign of the programme brought about by substantial reduction of funding from the donor.

¹¹ This included positive changes in youth employment rate, enrolment rate, graduation rate, as well as equity, quality and relevance of education and skills training in higher education and TVET institutions.

practices that ensure access and sustained quality of TVET and higher education (HE) relevant to national economies, particularly for the priority target groups of women, low-income youth, and people with disabilities.

S4PKe's expected changes and interventions were organised around three pillars or thematic areas: equity, quality, and relevance. Under the equity pillar, S4PKe sought to contribute to improved TVET and HE access, quality provision and education to employment progression for low-income youth, women and persons with disabilities in Kenya. Under the quality pillar, the programme sought to improve learning outcomes from TVET and HE provision to the public to support future employability. The relevance pillar pursued improved relevance of TVET and HE to the skill set needed by industry sectors (Building and Construction, Automotive Technology, Agriculture/Agro-processing, Maritime and Hospitality and Tourism) that were critical to economic development at the national and sub-national levels.

The S4PKe had a broad stakeholder portfolio covering direct and indirect beneficiaries. The direct beneficiaries included marginalized young people (women, low-income youth, and youth with disabilities) who were students or trainees in the target universities, TVET institutions and Vocational Rehabilitation Centres (VRCs). The indirect beneficiaries included Employers (reached through awareness raising), Master Crafters, County Advisory Groups, Government staff, County Directors, Organizations of Persons with Disabilities (OPDs), and partner staff. Others included key stakeholders of the target TVET institutions and VRCs including parents, community leaders, youth and women leaders, and Board members; and representatives of companies and umbrella organisations/associations aligned to the target industry sectors at county and national levels.

S4PKe programme design underwent substantial change at the end of the inception period (initial 6 months). This entailed a revision of the theory of change, scope of work, and focus of the programme. The revision was caused by changes in the priorities of FCDO and the Government of Kenya (GOK). Change in FCDO priorities was manifested in the introduction of budget cut and pre-financing requirement. The approved budget reduced from £4,999,782 to £ 2,924,259, representing a 41.5% cut. Under the revised pre-financing requirement, the consortium members had to finance activities and request reimbursement from FCDO¹². The impetus for these changes included effects of COVID-19 on UK government revenue, and political and economic challenges in the UK during 2020 and 2021. Perhaps due to political and economic considerations, GoK decided that NOUK was no longer a priority for country at that time hence asked the consortium to shift focus to the pressing need for capacity building on digital education to an expanded number of public universities – from 3 to 37.

Within this context and following a series of consultations with key stakeholders including FCDO and GOK (MoE), the programme was redesigned in order to address these changes and keep it viable. The revision took into account the significant reduction in the programme budget (42% budget cut), guidance from MoE on current priorities, comprehensive stakeholder consultations, as well as the results of stakeholders' capacity needs assessments and S4PKe baseline study conducted during the inception phase.

Although the aim and outcomes outlined in the original results framework remained the same, the re-designed programme had changes in the following areas:

Theory of change: FCDO guidance, based on rescoping, slightly changed at the country level to focus on inclusive and mutually beneficial economic development. The initial entry was revised

¹² While LC and OU were able to meet this requirement, ILO was unable due to institutional policies. As such, ILO was not able to implement planned activities throughout year 2 and most of year 3. Cumulatively, ILO lost approximately 13 months of the implementation period.

to increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability and productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET and HE relevant to national economies. The ToC shifted emphasis towards institutional strengthening and systemic change rather than a focus on a downstream approach among the core direct beneficiaries, as well as on skills development. The revised ToC adopted three main strategies to achieve the desired change: capacity building of leaders/managers, lecturers and support staff in HEIs, TVET institutions and VRCs; technical assistance (e.g. curricula reviews); and partnerships, convening and partnerships. These strategies and corresponding interventions were to cumulatively contribute to improved skill levels, employment rates and productivity for women, low-income youth and persons with disabilities in Kenya.

Pillars: The original programme design had 4 pillars: relevance, quality, equity, and cost-effectiveness. The programme dropped the cost-effectiveness pillar during the re-design. Under Equity pillar, the budget reduced by 46% due to a scale down on the scope and a change of delivery approach from face-to-face capacity building activities to online training and engagement meetings with the target groups. Under the Quality pillar, the budget reduced by 54% due to a scale down on the scope. Activities under this pillar were reduced to fit within the allocated budget. The outputs description was also adjusted to align with FCDO guidance and reduced scope. Under the Relevance pillar, the budget reduced by 43% due to a scale down on the scope and a change of delivery approach from face-to-face capacity building activities to online training and engagement meetings with the target groups.

Implementing partners: In the re-designed programme covering years 2 and 3 of the programme, the partners were scaled down to three (LC, ILO and OU) who implemented the interventions. The other initial partners (FKE, FAWA, Capital Strategies, Edukans, and Warwick University) were scaled out due to the donor-initiated budget cut

Interventions: Downstream activities assigned to ILO and involving learners in HEIs, TVET institutions and VRCs as well as activities around the National Open University of Kenya (NOUK) were dropped¹³. In the revised design, S4PKe sought to address the skilling landscape and the labour market needs, reinforcing the need to keep abreast of new pedagogical approaches and keep up to date with the realities of the workplace. To this end, the programme provided capacity building interventions related to equity, quality, and relevance for TVET and HE institutions, and targeted technical assistance to the TVET eco-system¹⁴ on equity issues.

Results framework: Some of the outputs and activities were revised and some dropped as well as corresponding output indicators. Indicators at impact and outcome levels remained unchanged.

Target groups: The re-designed programme focused on capacity building activities that targeted and reached teachers and TVET trainers in 14 TVET Institutions (target: 569), Higher Education

¹³ Initially the OU was to provide TA to MOE to plan for NOUK and provide capacity building training for selected staff in 1-3 universities (see S4PKe proposal), after the revision, NOUK was dropped and the capacity building was significantly scaled up to a larger number of selected staff in all 37 public universities at the time. MOE and CUE had a concurrence meeting where they agreed to realign the resources for NOUK to strengthen existing digital online education. In addition, the 'de-prioritization of NOUK' was attributed to COVID19 economic recovery and thus the NOUK investment from National Treasury was not to be realized for 2021/2022 due to budget cuts. NOUK was deprioritised at that stage in favour of building digital education capabilities across the Kenyan HE sector. NOUK is now being implemented in 2023, and is able to draw on the capability developed through S4PKe. OU technical assistance was refocused from providing capacity building to 1-3 universities (see S4PKe proposal) to capacity building for all 37 public universities at the time. Following changes, all S4PKe interventions under the HE component were directly with university staff (leader/managers, lecturers and support staff).

¹⁴ In the S4PKe design this related mainly to interventions targeting TVET institutions, VRCs, TVET agencies and the ministries of education and labour.

academic, support staff and managers in 37 selected public universities (target: 320), and Government representatives (target: 190). Others were industry representatives (target: 510), national Government (Ministries of Education and Labour), and administrators/leaders of target institutions HE, TVET and VRC institutions (principals, managers, deans, Vice Chancellors, Deputy Vice Chancellors, Head of Departments, and Registrars).

In implementing the re-designed programme, Leonard Cheshire served as the lead agency as well as leading the implementation of the crosscutting issues of Gender Equality and Social Inclusion (GESI), Economic Inclusion (EI), Disability Inclusion (DI) and safeguarding across HEIs, TVETs and VRCs and among the TVET agencies targeted in the programme¹⁵. The ILO led capacity building and strengthening of policy and systems in TVET eco-system (involving mainly TVET institutions, VRCs, and TVET agencies), while OU led capacity building and mentorship interventions on digital education (DE) among target HEIs staff (leaders/managers, educators/lecturers and support staff¹⁶). Table 1.1 below summarises the main interventions undertaken by the consortium following the programme re-design and which formed the focus of this evaluation.

Table 1.1: Focus of S4PKe interventions after the business planning rescoping

| |
|--|
| 4.1 Capacity Building |
| a. Capacity Building activities to HEs, TVETs and TVET agencies including capacity building of TVET agencies on Competence Based Education and Training (CBET). |
| b. Open Distance and e-Learning/ virtual materials (ODEL) including development of ODEL to improve access to quality provision and education at KTTC and the State Department of TVET; Digitization of Competency Based Curricula at NITA and TVET-CDACC. |
| c. Designing, compiling, creating and producing baseline capacity training programme in online teaching and learning approaches for Public HEI staff. |
| d. Safeguarding and GESI Components including trainings on Safeguarding, Gender and Social Inclusion (GESI), Disability Inclusion (DI) and Economic Inclusion (EI) aimed at improving access to quality provision and education to TVET agencies. |
| e. Delivering training on Safeguarding, GESI and DI and EI to 7 Mainstream TVETs, 3 Vocational Rehabilitation Centres (VRCs), 4 Special Needs TVETS and 37 HE institutions and the State Department of University Education through the S4PKe online platform developed by the Open University. |
| 4.2 Technical Assistance |
| a. Curricula Reviews including review of occupation training standards, curriculum and assessment tools aimed at improving teaching and leadership, and Developing manual for Recognition of Prior Learning (RPL), Competency-Based Education and Training (CBET) Assessors and verifiers and counsellors. |
| b. Supporting industry engagement models through industrial attachment for KTTC trainers; Developing strategies to catalyse uptake of the schemes and assessment guidelines; Offering targeted support to NITA on strengthening the industry engagement models through the access and use of the disability inclusion employment portals. |
| c. Development of regulatory standards. |
| 4.3 Partnerships, Engagement & Convening |
| a. Exploring industry engagements aimed at improving employment outcomes including Mastercard Foundation, Hyundai/ILO/Plan International |
| b. Partnering with Accenture to develop digital skilling products to help young people build key employability and entrepreneurship skills. This is through the programme dubbed Learning Exchange (LX), a flexible online and offline learning platform intended to the building of knowledge and skills aimed at improving employment outcomes for young people including young persons with disabilities. |

¹⁵ In the S4PKe design this related mainly to interventions targeting TVET institutions, VRCs, TVET agencies and the ministries of education and labour. The TVET agencies targeted in S4PKe were TVETA, TVET-CDACC, KNQA, KsTVET (formerly KTTC), and NITA.

¹⁶ These were mainly non-academic university employees involved in digital education work and included ICT technicians.

- c. Partnering with the National Council for Persons with Disabilities (NCPWD) to support graduate trainees with disabilities drawn from the SNE-TVET learning site to access the online employment portal supported by Fuzu and S4PKe.

Broadly, S4PKe interventions across the 3 pillars fall under two main components or work streams: digital education capacity building (and mentorship) interventions for HEIs led by OU (HE work stream) and technical assistance and systems strengthening interventions led by ILO that targeted the TVET eco-system including TVET institutions, VRCs and TVET agencies (TVET/VRC component). Capacity building interventions on GESI, EI and safeguarding led by LC cut across the two work streams.

1.2 Purpose, Objectives, and Scope of the Evaluation

This end line evaluation was intended to serve learning and accountability purposes. It sought to provide information on the level of achievement of performance targets and the effectiveness of S4PKe interventions among the target groups and institutions and within the target counties and nationally. The specific objectives of the evaluation were to:

1. Establish the relevance of the programme design and implementation strategy in relation to the United Nations (UN), Sustainable Development Goals (SDGs), DWCP (Decent Work Country Programme), ILO and national development frameworks.
2. Provide a comprehensive measurement of the S4PKe's results against the intended intermediate outcomes and outcomes, in particular improving skill levels, employment rates and productivity for women, low-income youth and persons with disabilities in Kenya, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen.
3. Understand the drivers, enablers and barriers to specific sub-groups (women, low-income youth and persons with disabilities) targeted by the programme.
4. Understand how and how well the programme adapted the design and implementation of activities and outputs, and the degree to which these activities and outputs achieved their desired effects at outcome level.
5. Understand how and how well the programme included and supported women, low-income youth and persons with disabilities, (specifically, capture changes in safeguarding, inclusion and gender-sensitive practices within the target institutions - HE and TVETs) and has contributed to increasing equity, quality and relevance and improving skill levels, employment rates and productivity.
6. Identify unexpected positive and negative results of the programme.
7. Describe and assess the lasting impact that the programme has had and will have (or can reasonably be expected to have) at the level of communities and systemically.
8. Draw lessons and good practices from the process, design, implementation, successes, and failures of the programme to inform the key stakeholders (i.e., national stakeholders, partners' beneficiaries and the donor) for future similar interventions and support with the dissemination of evaluation findings and lessons from the programme.
9. Provide recommendations to programme stakeholders to promote sustainability and support further development of the programme outcomes.
10. Assess the extent to which the programme outcomes will be sustainable.

The evaluation findings were intended to provide insights to support the sustainable and inclusive economic growth needed to reduce poverty in partner middle-income countries (MICs). Specifically, the evaluation findings were to be used in three main ways to drive the global skills for prosperity and evidence impact:

- a. At the consortium level, the evaluation will be used to assess results against indicators set at the output, intermediate outcome, outcome, impact levels and value for money (VfM).

- b. At the national and sub-national level, the findings will be used to inform implementation of decisions.
- c. At international level, it will be used by other donors, academic institutions, and education networks to inform the wider policy debates concerning improving skill levels, employment rates and productivity for women, low-income youth and persons with disabilities in Kenya and internationally. In addition, it will inform systemic changes such as GESI and digital transformation to education - to enable more inclusive and accessible practices and increase productivity.

The evaluation covered all S4PKe programme components (HE, TVET/ VRC), pillars (equity, quality and relevance), target groups (individuals and institutions), target industry sectors, and target counties. It covered the programme work undertaken during the inception phase by eight partners and later on by LC, ILO and OU up to the end of March 2023.

1.3 Structure of the Report

This report has five chapters, each containing sections for enabling systematic presentation and discussion of the findings. Chapter 1 (Introduction -- this chapter), provides a brief background and overview of the programme, including changes that happened in the original design of the programme at the end of the inception phase. Also, the chapter presents the purpose, objectives, and scope of the evaluation.

Chapter 2 summarizes the evaluation approach and methodology. The chapter describes the evaluation approach and design, key evaluation questions, and methods of data collection and analysis. The evaluation methodology described in the chapter is aligned to the requirements of the evaluation terms of reference (ToR) developed by the S4PKe consortium.

Chapter 3 presents and discusses the key findings of the evaluation. The findings are organized around the core evaluation criteria and themes: relevance, coherence, effectiveness, efficiency, impact, sustainability, lessons learned and good practices. The chapter has a section dedicated to the major S4PKe components (HE, TVET/VRC) to ensure specific findings relevant to these elements are systematically discussed. Relevant examples and evidence on the findings are provided using text, tables, figures, and boxes.

Chapter 4 presents the lessons learned and good practices emerging from the design, implementation, and results of the S4PKe. Both the lessons learned, and best practices are deduced from insights from the triangulation of data obtained in the evaluation.

Chapter 5 draws from the preceding chapters to provide evidence-based conclusions and recommendations for action by the different stakeholders of S4PKe. The recommendations provide the consortium and other key stakeholders of S4PKe with suggestions on how to promote sustainability and support further development of the outcomes of the programme during the post-implementation phase. The priority rating and the expected actor(s) are provided for each recommendation.

Relevant annexes are presented at the end. These include the terms of reference of this evaluation, S4PKe results framework, evaluation questions, indicators tracking table, select tables and figures, list of key informants, documents reviewed, and the operational definition of key terms and concepts used in the report.

CHAPTER 2: EVALUATION APPROACH AND METHODOLOGY

2.1 Evaluation Design

The evaluation design conformed to best practices in final evaluations as well as the requirements set out in the terms of reference (Annex 1). The evaluation applied a utilization-focused¹⁷, systematic and participatory approach in its planning, execution, and reporting. Further, the evaluation process was organised and conducted under four inter-linked phases: inception/planning, data collection, data analysis, and reporting and feedback. Each of these phases had specific activities and deliverables and the tasks were organized logically. The evaluation task manager and reference team comprising key staff from the S4PKe consortium remained in touch with the evaluation team throughout the four phases.

Various principles guided this evaluation. These included participation and inclusiveness, efficiency, reliability and validity of data, and rigor in terms of search for solid evidence, systematic analysis of data, objective interpretation and presentation of the findings. Other principles that guided the evaluation process included professionalism, safeguarding¹⁸ and flexibility in its execution¹⁹.

The evaluation team comprised the Consultant, Associate Consultant, twelve research assistants, and two disability experts who supported data collection among some of the persons with disabilities in the sample institutions, and one data analyst and manager. The Consortium Evaluation Task Manager and other members of the evaluation reference group²⁰ oversaw the evaluation process.

The evaluation team triangulated data, data sources and methods of data collection and analysis in answering the evaluation questions. Both the key and specific questions were aligned to the evaluation objectives and the Organisation of Economic Cooperation and Development/ Development Assistance Committee (OECD/DAC) evaluation criteria. These two elements guided the development of the data collection tools, data analysis, and the presentation of key findings contained in this report.

A mixed-methods approach was adopted where quantitative and qualitative data were collected by the evaluation team from secondary and primary sources to respond adequately to the evaluation questions and to meet the evaluation objectives.

Validity was achieved by subjecting research tools to a thorough process of expert reviews to improve on content, construct, and criterion validity. Draft data collection tools prepared by the consultant were shared with the evaluation reference group for review and approval. The face validity was assured through alignment of the language, tone and formatting of the tools to the data needs.

Reliability of the data was assured through appropriate targeting of evaluation participants with the correct tools, and the piloting of the tools at the Paramount Chief Kinyanjui Technical Training Institute in Nairobi County. This included the pre-testing of electronic data collection tools, notably questionnaires hosted on the Kobo Collect Platform. After piloting, internal consistency was checked and appropriate amendments made. Reliability of data was further enhanced by the appropriate administration of data collection tools by the evaluation team drawing on insights from a two-day methodology training conducted prior to the commencement of fieldwork. The reliability

¹⁷ This evaluation sought to produce evaluation results that meets the needs of intended users.

¹⁸ This refers to observing the consortium's safeguarding policy and other relevant policies.

¹⁹ During the field phase, the evaluation team paid attention to field dynamics and instituted necessary adjustments in consultation with the Evaluation Task Manager and Reference Team.

²⁰ These comprised core S4PKe staff from each of the consortium member.

of electronic technology deployed in the evaluation (Kobo Collect Platform) was determined and modified as appropriate.

2.2 Sampling

Selection of representative samples of evaluation participants was accomplished mainly through random and purposive sampling methods using sampling frames provided by the consortium members. Random sampling was used to select trainees/learners in sample HEIs, TVET institutions and VRCs while purposive sampling augmented with snowballing was used to select key informants from the target HEIs, TVET institutions and VRCs; S4PKe staff; officials from TVET agencies and the ministries of education and labour at the national and county levels; and other stakeholders of the programme.

All 37 public universities (29 for programme A and 8 under programme B) participated in the evaluation. The total population of leaders/managers, educators/academic staff and support staff from the 37 universities who had participated in S4PKe interventions were enlisted in the evaluation through the use of an electronic questionnaire. The questionnaire was sent to all participants of programme A and Programme B participants that were on record (participants' lists).

From among the 37 universities, the evaluation team visited six of them to conduct face-to-face interviews with at least 3 administrators/leaders/managers (VC, DVC, Dean, Head of Departments, or Registrars), and at least 2 lecturers/academic staff from any of the departments aligned to the five target industry sectors. Additionally, in these universities, the evaluation team selected learners randomly from departments aligned to the five target industry sectors and engaged them in the evaluation through an electronic learners' questionnaire²¹. Also, the evaluation team held non-participant observations in these institutions.

Among the 14 mainstream TVET institutions involved in S4PKe, 5 of them representing one each from each of the five target counties were purposively selected. To ensure disability inclusion, 2 of the 4 special needs TVET institutions involved in S4PKe interventions and 2 out of 3 VRCs were purposively selected. In the sample TVET institutions and VRCs, at least 3 administrators (leaders/managers) and 2 academic and support staff were selected purposively and engaged in face-to-face interviews. Also, the evaluation team selected learners randomly from departments aligned to the five target industry sectors and engaged them in the evaluation mainly through an electronic learners' questionnaire. Additionally, the evaluation team held non-participant observations in these institutions.

The number of learners selected in the sample HEIs, TVET institutions, and VRCs depended on the student population in the available departments aligned to the target industry sectors²². Between 20 and 50 trainees/learners were selected randomly from each of the five target industry sectors in the sample HEIs, TVET institutions and VRCs and enlisted in the evaluation. Table 2.1 below provides the list of sample HEIs, TVET institutions and VRCs.

²¹ This was accomplished in Chuka University, Kibabii University, Multi Media University of Kenya, Technical University of Mombasa, and Maseno University.

²² Not all the institutions offered all five courses related to the five-targeted sectors. As such, only those courses available were considered. In the sample VRCs, substitution of the target sectors was done with what was available as they offered almost none of the target sectors related courses.

Table 2.1: List of sample HEIs, TVET Institutions and VRCs²³

| | INSTITUTION | COUNTY |
|----|---|---------------|
| | Higher Education Institutions | |
| 1 | Kibabii University | Bungoma |
| 2 | Multimedia University of Kenya | Nairobi |
| 3 | Chuka University | Tharaka Nithi |
| 4 | Maseno University | Kisumu |
| 5 | Technical University of Mombasa | Mombasa |
| 6 | Kenyatta University | Nairobi |
| | Mainstream TVET Institutions | |
| 7 | Paramount Chief Kinyanjui Technical Training Institute | Nairobi |
| 8 | Kitale National Polytechnic | Trans Nzoia |
| 9 | Kenya Coast National Polytechnic | Mombasa |
| 10 | Bumbe Technical Training Institute | Busia |
| 11 | Ramogi Institute of Agriculture and Technology | Kisumu |
| | Special Needs TVET Institutions | |
| 12 | Machakos Technical Institute for the Blind | Machakos |
| 13 | Sikri Technical Training Institute for the Blind and Deaf | Homa Bay |
| | Vocational Rehabilitation Centres | |
| 14 | Nairobi Industrial Rehabilitation Centre | Nairobi |
| 15 | Odiado VRC | Busia |

All the targeted TVET agencies (5) and state departments overseeing TVET and labour issues (3)²⁴ were involved in the evaluation. Between one and 2 representatives relevant to the programme from each of the 5 targeted TVET agencies, two officials from the ministries of education and labour (1 MoE and 1 MoL) in the target counties, and at least one national level official from the relevant state departments in the ministries of education and labour were identified purposively and enlisted as key informants.

Industrial sector players and employers at national level and in the target counties as well as other key TVET stakeholders were identified through purposive and snow balling methods and engaged in face-to-face key informant interviews. Finally, key consortium members involved in the S4PKe management and implementation (management and technical teams) and FCDO representatives were identified purposively and involved in the evaluation as key informants.

As shown in table 2.2 below, the evaluation involved 752 participants from different respondent categories.

²³ This refers to HEIs, TVET institutions, and VRCs visited by the evaluation team to conduct face-to-face interviews and non-participant observations.

²⁴ These are the State department from TVET and state department for higher education in the Ministry of Education, and the State department of Social Development in the Ministry of Labour.

Table 2.2: Sample distribution by respondent categories

| Respondent Category | Total |
|--|--------------|
| Consortium members (LC, ILO and OU) | 15 |
| Donor representative (FCDO) | 1 |
| Leaders/managers and staff in higher education institutions (37) | 75 |
| Leaders/managers and staff in sample (5) mainstream TVET institutions | 21 |
| Leaders/managers and staff in sample (2) special needs TVET Institutions | 7 |
| Leaders/managers and staff in sample (2) Vocational Rehabilitation Centres | 19 |
| Learners in sample (5) higher education institutions | 274 |
| Learners in sample (5) mainstream TVET institutions | 182 |
| Learners in sample (2) special needs TVET institutions | 111 |
| Learners in sample (2) vocational rehabilitation centres | 6 |
| TVET Agencies (TVETA, TVET-CDACC, NITA, KNQA, and KTCC) | 10 |
| MoE at national level and in target counties | 8 |
| MoL at national level and in target counties | 8 |
| Target industry sector representatives at national and county levels | 9 |
| Other stakeholders e.g. education experts | 6 |
| Total | 752 |

In terms of gender and disability status, 433 (58%) of the evaluation participants were male, 319 (42%) were female, while 164 (22%) were persons with disabilities²⁵. Noticeably, the vast majority of the evaluation participants (573 representing 76% of the total sample) were learners from sample HEI, TVET institutions and VRCs. The rest of the sample (179 representing 24%) were key informants from TVET agencies, government officials, industry sector players, S4PKe staff, FCDO representatives and other S4PKe stakeholder groups. Annex 6 (Distribution and characteristics of the sample) provides more details on the sample in terms of select variables such as stakeholder type, gender, disability status, and role in S4PKe programme.

2.3 Data Collection and Management

Secondary data were collected from S4PKe documents as well as external sources including GoK reports, media reports, blogs, and institutional websites. Desk review was used as key source of evaluation data and was the starting point in data collection. Annex 8 provides a list of the documents reviewed.

Diverse primary data sets were obtained from key stakeholders of S4PKe identified in Chapter 1. These included learners (women, low-income youth, and persons with disabilities), administrators (managers/leaders), academic staff, and support staff in the sample HEIs, TVET institutions, and VRCs.

The evaluation team carried out fieldwork between the 4th week of February up to Mid-March 2023. Fieldwork commenced simultaneously among the different evaluation participant categories in the sample institutions, and at the county and national levels. The evaluation team made introduction meetings (courtesy calls) to the heads of the sample institutions.

²⁵ These are best estimates based on the obtained data. A few of the respondents who participated in the evaluation through electronic questionnaires (Programme A and B in HEIs as well as leaders/managers, educators and support staff in HEIs, TVET institutions and VRCs; and industry sector representatives) did not provide details on their gender or disability status. The data from learners provided the clearest picture on gender and disability status. Out of 573 learners who participated in the evaluation, 229 (40%) were female while 344 (60%) were male. In terms disability status, 164 (28.6%) had a disabilities while 409 (71.4%) did not report any disabilities.

Methods of data collection used were key informant interviews, questionnaires in both physical and electronic formats²⁶, and non-participant observations in the sample HEIs, TVET institutions, and VRCs.

Prior to field work, the evaluation team participated in a two-day methodology training aimed at achieving a common understanding of the evaluation objectives, responsibilities, data collection methods and tools, sampling, ethical issues, and other aspects of the evaluation. During the first day of the training, LC facilitated a session on gender equality and social inclusion (GESI), Disability Inclusion (DI), Economic Inclusion (EI), Safeguarding policy, code of conduct, and other relevant policies. This was followed by the pre-test, refinement and approval of the data collection tools.

The evaluation team received and kept data from the researcher-administered interviews, while responses to electronic-based questionnaires (mainly among learners) were captured in real-time in the *KoboCollect* platform managed by the data analyst.

Only authorised persons (evaluation team members) had access to the evaluation data (personal, institutional, and other data sets). They handled the obtained data ethically and in strict conformity to the Kenya data protection act. No. 24 of 2019. Also, they complied with guidelines and commitments made during a two-day evaluation team methodology training, as well as provisions in individual service contracts, and relevant LC policies. The consultant will keep the data safely for at least 4 years after which the data may be destroyed.

2.4 Data Analysis

The qualitative data were analysed using the thematic content analysis (TCA) technique. Here, data from the various sources was synthesized to identify commonly occurring themes from opinions, feelings and experiences expressed during the key informant interviews, group interviews, non-participant observations, and secondary data. The TCA data analysis process resulted in data display matrices summarising data analysis results for each tool. These matrices serve as evidence and source of qualitative findings and are presented in the main report.


The quantitative data were analysed using Stata version 16 for the descriptive statistics and visualizations were done using Ms Excel. The data analysis results were in the form of tables with frequencies, mean, proportions, and cross-tabulations. Annex 9 provides select tables, figures, and excerpts from the data analysis process.

2.5 Ethical Considerations and Quality Assurance

The evaluation team took necessary ethical and quality assurance steps to ensure high-quality evaluation process and outputs. The steps taken included participatory planning of the evaluation process, methodology training for the evaluation team, pre-testing of data collection tools, close supervision of field data collection, review of field data prior to analysis, systematic data analysis process, and paying attention to issues of validity and reliability of data collection and data analysis.

The evaluation team collected data only from consenting adults who were eligible to participate based on sampling requirements. All respondents were required to sign an informed consent form, indicating their voluntary participation in interviews, and granting their permission for the interview to be audio recorded. Appropriate safeguarding measures were taken when engaging

²⁶ Learners in HEI, TVET institutions and VRCs with visual, physical or mental impairment could not participate effectively in the evaluation (completing the online questionnaire) disability specialists and care givers of persons with disabilities supported the learners in filling of the learner's questionnaire.



with trainees with disabilities. This included the support of disability experts to aid in data collection. In cases of diminished autonomy to consent, guardians' consent or school administration consent was sought.

The evaluation design reduced the traceability of the participants by minimizing the collection of personal details. The obtained data were securely stored and accessed only by authorized personnel during the data analysis and the report writing phases. The evaluation team was trained on core research ethics and consortium' policies.

2.6 Limitations of the report

The evaluation concentrated mainly on the work of the programme after its re-scoping at the end of the inception period. As such, the assessment of performance towards indicators in the original results framework that were not captured in the redesigned programme were left out. It became clear during the planning phase of this evaluation that these indicators were not part of the scope of the evaluation.

CHAPTER 3: KEY FINDINGS AND ANALYSIS

3.1 Relevance

This section addresses evaluation objective 1: Establish the relevance of the programme design and implementation strategy in relation to the United Nations (UN), Sustainable Development Goals (SDGs), Decent Work Country Programme (DWCP), ILO and national development frameworks. Further, it answers 3 key evaluation questions, around the validity of the objectives and design of the programme; responsiveness of the programme design to the needs, priorities and rights of the core beneficiary groups; stakeholder participation in programme design, implementation, and access to benefits by the programme's target groups. Each of these issues are addressed systematically in line with how they are framed in the Terms of Reference (ToR).

3.1.1 Extent to which the objectives and design of the programme, including the underlying theory of change, were valid and responded to the needs, priorities and policies of intended beneficiaries, other key stakeholders, and national policy frameworks including national development plans, United Nations Sustainable Development Cooperation (UNSDCF), Sustainable Development Goals (SDGs) and ILO P&B

S4PKe involved diverse stakeholder groups identified in Chapters 1 and 2. S4PKe programme developed a criteria for selection of beneficiaries into the programme and liaised with relevant government bodies to select HEIs, TVET institutions and VRCs into the programme. The selected institutions/agencies subsequently used an S4PKe developed criteria to select participants of its various interventions²⁷. The selection criteria paid attention to inclusion of women, low-income youths and persons with disabilities. Specific selection criteria were used as per the nature and needs of the intervention and implementing partner. Being a technical assistance programme, S4PKe responded to the priorities and needs of the government and the various target institutions who participated in the programme.

S4PKe's intervention logic (aim, impact, outcome, output) as well as vertical logic (indicators and targets) are clearly focused on issues around gender equality, equity, social inclusion, decent work and economic growth, quality education, sustainable development, among others. As such, the programme was well aligned with Kenya's national priorities as well as global commitments around these issues. These include at least five Sustainable Development Goals: Goal 1 (no poverty), Goal 4 (quality education), Goal 5 (gender equality), Goal 8 (decent work and economic growth) and Goal 10 (reduced inequalities).

The programme was relevant to Kenya's Vision 2030 Development Programme that seeks to promote Kenya as a globally competitive country that offers high quality of life to all citizens by 2030. The attainment of Vision 2030 is premised on the existence of skilful, productive, competitive, and participation of youths, low-income women and persons with disabilities economic development.

Throughout the S4PKe programme implementation, the government paid close attention to the target sectors including Building and Construction, Automotive Technology, Agriculture/Agro-

²⁷ In the HE work stream for example, after the programme revision, all 37 public universities at the time were engaged. SD selected 29 to start immediately (programme A) and 8 to follow after completing training for digital education 'thought leaders' and co-designing practical digital education capacity building projects (programme B). Each university selected their participants based on the broad yet clear criteria provided to ensure participants were relevant to digital education, had the right experience and access to technology, internet and time. Participants were then asked to confirm that they wanted to engage in the programme, as well as their motivation, time, access to technology (devices) and internet, among others.

processing, Maritime, and Hospitality and Tourism sectors. These sectors are catalysts for economic development, both nationally and globally. For instance, Marine training is one key sector with job creation potential of 40,000 jobs and could offer a solution to the youth unemployment problem in Kenya. S4PKe's advocacy for maritime training to target women, low-income youth and people living with disability was timely and aligned with government agenda and existing skills gap.

The HE digital education capacity building programme was relevant to prevailing concerns regarding the quality and experience of ODEL provision, including the challenges faced by HEIs, their staff and their students during the Covid-19 pandemic. S4PKe helped to build national digital education capability which emerging evidence suggests is already having a positive impact on learning, and which supports current GOK plans to establish the Open University of Kenya (OUK) in 2023.

3.1.3 Extent to which the objectives and design of the programme were responsive to the needs, priorities and rights of women, low-income youth and persons with disabilities

The objectives and design of S4PKe remained largely responsive to the needs, priorities and policies of women, low-income youth and persons with disabilities. The programme design adopted a system approach guided by the revised theory of change. The assumption was that the positive results of the programme will trickle down to benefit women, low-income youth and persons with disabilities.

Equipping women, low-income youth and persons with disabilities with technical skills helps them to become more economically productive, improving their quality of life, thus reducing inequities and help in alleviating poverty. Commendably, S4PKe provided an opportunity for the target sub-groups to enrol in work-readiness programme under the Accenture LX programme. The evaluation results drawn from S4PKe documentation as well as stakeholder interviews indicate that interventions that directly targeted the beneficiaries, such as the LX programme activities, were already making a difference to students.

The programme mainstreamed gender equality and disability inclusion in the design and delivery of activities. Safeguarding, Economic, Gender and Disability inclusion were a core component of the programme, and these components spoke directly to the needs of the key beneficiaries. S4PKe worked to transfer knowledge and skills around these issues, which were important for target individuals and institutions to promote gender equality, inclusion and safeguarding.

The OU modelled good practice in inclusive and accessible online and digital education provision for persons with disability through the use of (a) inclusive pedagogies and learning design, (b) an accessible learning platform²⁸ and (c) provision of technical and study support. This meant that participants with disabilities (22%), for whom online learning can be challenging, performed comparatively well (56% - 78% completion, compared with 69-75%) with those who did not declare a disability.

The Directorate of Social Development at the Ministry of Labour (MoL) credits the improved interactions on GESI, Disability Inclusion and safeguarding at the institution to the trainings received from the programme at the Nairobi Industrial Rehabilitation Centre, Odiado and Itando VRCs. Besides the pedagogical skills, trainers in the VRCs received livelihood skills on how to interact with persons of the other gender and there was no discrimination of any kind. The GESI

²⁸ The SFPK portal (<https://www.open.edu/openlearncreate/course/index.php?categoryid=499>) was built on the OU's OpenLearn Create platform (<https://www.open.edu/openlearncreate/>), the OU's accessibility statement can be found here: <https://www.open.ac.uk/about/main/strategy-and-policies/policies-and-statements/website-accessibility-open-university>

and safeguarding component was highly relevant to the target groups.

S4PKe worked with five TVET agencies (TVETA, TVET-CDACC, KNQA, NITA and KTTC) during the inception phase to spearhead a harmonized skills and TVET system in Kenya, whose leadership, managerial and technical capacity would be critical for the success of the programme implementation. In addition, the Government was embarking on a fundamental redesign of the curriculum to allow the disadvantaged youth and adult learners to open ways for them to academic, professional, occupational, and other specific careers areas this would ascertain TVET programs' quality across all the TVET providers guaranteeing a strong link between skills learnt and the labour market's needs by producing graduates with superior employability.

The following seven issues were noted regarding the design and implementation of the re-scoped programme that are relevant to this section:

- The design did not factor in the differences between VRCs and TVET institutions. Unlike TVET institutions, VRCs do not offer competitive modules but offer specific trade skills. S4PKe's baseline survey data had showed that VRCs were not offering most of the courses in the target industry sectors. However, the re-designed programme lacked the necessary adjustments.
- The revision of the programme design resulted in the deprioritising some of crucial activities of S4PKe, notably downstream interventions that aimed at engaging learners (women, low-income youth, and persons with disabilities) in the target TVET institutions and VRCs.
- The scaling of the digital education to all the 37 public universities was beneficial to the HEIs and a downstream effect. Programme B universities indicated that already 140,000 students will benefit from the 15 digital education projects that have already been completed during the life of the project,
- The consortium partners, target institutions and government departments selected beneficiaries or participants of S4PKe interventions largely in disregard of the target industry sectors. This issue was most pronounced in HEIs where participants of Programme A and Programme B interventions were not necessarily from departments or schools aligned to the five target industry sectors.
- Some of the S4PKe staff felt that in light of the huge budget cut, short implementation period, and COVID-19 disruption, and in order to enhance effectiveness, impact and viability, the programme re-design should have considered a reduction in the target industry sectors and components (TVETs, HE and VRCs).
- The re-designed programme had an aspect on promoting employability (also reflected in the impact and outcome statements and indicators) yet it did not have a representative of employers as a consortium partner.
- The aim and objectives as well as the impact and outcome level indicators were retained in the results framework despite the significant shift in programme focus and interventions.

3.1.4 Extent to which ILO constituents (government, employers' and workers' organisations) were involved in the programme design, implementation and benefited of the results.

S4PKe interventions targeted or engaged a wide diversity of stakeholder groups, who included government officials and institutions at national and county levels, employers' and workers' organizations, TVET agencies, HEIs and TVET institutions, among others. Within the TVET/VRC component led by ILO, S4PKe engaged mostly with government institutions (including TVET agencies), employers' organisations, and workers' organisations.

The involvement of ILO constituents (government, employers' and workers' organizations) occurred mainly during the implementation phase rather than at the programme design (proposal development) stage. To some extent, the consortium consulted with the relevant Government actors (MoE and MoL) at the programme design stage and throughout the implementation phase. This finding applied also to the HE component.

During the implementation phase, ILO adopted an inclusive and participatory delivery model working with its constituents. Also, ILO worked with appropriate representatives from both industry and educational experts, reviewing existing models and practices of delivery and assessment and determining areas requiring strengthening to be more in line with programme policy priorities and good practice²⁹.

S4PKe was successful in offering leadership and providing evidence-based technical assistance to the Government of Kenya in areas of institutional capacity building of key TVET Agencies and other national skills development systems and structures. The programme further contributed to strengthening of their linkages with industries and fast-tracking implementation of the quality and relevant competency-based education and training (CBET). Equally, ILO was instrumental in offering support towards building the capacity of TVET teachers on effective pedagogical approaches as well as enhancing their continuous professional development.

More institutions aspired to develop and improve their tailor-made curriculum. However, they lack resources to carry out comprehensive assessments on target groups including testing their existing competencies, and comprehension levels at the time of entry. While S4PKe exposed them to skills that were relevant to the job market and that can make them sustain themselves, it did not address certain issues such as the differences between VRCs and TVET institutions. Unlike TVET institutions, VRTC do not offer competitive modules. They offer life, psychosocial and trade skills that enable learners to relate well in public and undertake decent work.

Overall, insights from stakeholder interviews and review of S4PKe documentation indicated that planned interventions that were carried out were aligned with the priorities, strategies, policies and plans of the ILO constituents including government, employers, and worker organizations and FCDO.

Box 1: Key findings on relevance

- The objectives and expected results of the programme were in tune with relevant national, regional and international covenants, commitments, frameworks and standards such as the United Nations Sustainable Development Cooperation (UNSDCF) and Sustainable Development Goals (SDGs).
- The design of the programme was sensitive and responsive to gender equality and social inclusion with substantial mainstreaming of GESI, EI, DI and safeguarding in programme activities.
- The programme was relevant to the needs of government, HEIs and participants, responding meaningfully to significant national priorities including building national digital education capacity across the HE sector in support of improving the quality of ODEL, as well as building national capability to establish a new national OUK in 2023.
- Apart from government representatives, other stakeholder groups did not participate meaningfully in programme design (proposal development) but rather in the design of the capacity building and training during the implementation phase.
- Some of the S4PKe stakeholders faulted the design and implementation the re-designed programme noting that it did not provide substantial benefits to its core beneficiary groups – women, low-income youth and persons with disabilities.

3.2 Coherence

The focus under this criterion is aligned to the second part of evaluation objective 1: Establish the relevance of the programme design and implementation strategy in relation to the United Nations (UN), Sustainable Development Goals (SDGs), DWCP, ILO and national development frameworks. It answers four key evaluation questions: To what extent was the programme consistent with and complementary to other interventions and policies? To what extent did the programme adapt to changes in the policy environment? Did the programme have realistic, logical, and coherent designs with clearly defined outcomes, outputs and indicators? Is the theory of change still valid?

²⁹ This was also noted in the HE component. Here, Programme A participants informed programme design via a comprehensive needs assessment study. Programme B participants directly designed practical digital education projects, which then informed the training programme and mentoring support they were provided.

3.2.1 Extent to which S4PKe remained consistent with and complemented other interventions and policies.

As already noted, the programme was well aligned with Kenya's national plans and priorities as well as global commitments, including at least five Sustainable Development Goals: Goal 1 (no poverty), Goal 4 (quality education), Goal 5 (gender equality), Goal 8 (decent work and economic growth) and Goal 10 (reduced inequalities). The various interventions implemented under the re-scoped design represented an important contribution to the realisation of these commitments in Kenya.

External coherence of the programme was apparent as it collaborated with other actors for support, creation of complementarity and synergies, and avoiding overlaps. The programme was largely consistent with and complemented other interventions and policies.

Equally, S4PKe's interventions and strategies were well aligned to Kenya's national development policies as well as the Governments' agenda to revolutionize the education sector and establishing business incubation centres in TVET institutions. For example, with supported from the programme the TVET Authority (TVETA) developed two regulatory standards while NITA, TVET-CDACC and KNQA were capacity build in GESI among other support.

Work under the relevance pillar aligns S4PKe with Kenya's national development plans, specifically the Kenya Vision 2030 Development Programme, which seeks to promote Kenya as a globally competitive country that offers high quality of life to all citizens by 2030. The attainment of Vision 2030 is premised on the existence of skilful, productive, competitive, and adaptive human resource.

At the national and sectoral level, the GoK has been working with its other development partners to initiate other interventions and programmes aimed at enhancing skills development to meet the needs of the dynamic labour market. Some of these initiatives have focused on reforming education and training sectors in Kenya, promoting adoption of the Competency Based Education and Training (CBET) in TVET and labour market data generation, capture, sharing and utilization in curriculum reviews and re-design. A key focus was on quality TVET programs across all the TVET providers to guarantee a strong link between skills learnt and the needs of the labour market, by producing graduates with superior employability. This was also a primary focus area for S4PKe.

S4PKe was coherent in its alignment with GoK policies and priorities relating to gender equality, youth and women empowerment, affirmative action, digital education, and commitment to establish an Open University of Kenya (OUK) in 2023 to increase access and reduce cost of university education while making 100 per cent transition to higher education a reality.

A stakeholder illuminated the complementary nature and relevance of S4PKe interventions to GoK policies and priorities as follows:

... we do not allow for anything that is not consistent to our policies and manner of intervention to be implemented as a government and so far, we have not received any reports that indicate any contradiction to what your original objectives were so I assume that all activities were consistent and as I said they complement our aspirations as a department and even support our policies.

The internal coherence of S4PKe was apparent and was ensured during the review of the programme work plan, log frame, revised theory of change, secondary benefit tracker, value for money indicator and various reports.

The consortium developed and finalized 15 inception phase deliverables including frameworks and strategies aimed at building programme internal coherence by supporting implementation and management of the programme. Also, as already noted in Chapter 1, S4PKe is part of the global Skills for Prosperity Programme, which draws on UK expertise to improve the equity, quality, and relevance of higher education (HE), technical and vocational education and training (TVET). The S4PKe was aligned with S4P interventions in 8 other countries (other than Kenya), and whilst interventions across these differed, the aim, objectives and intended outcomes were shared.

3.2.2 Extent to which the programme adapted to changes in the policy environment

S4PKe adapted to changes in the policy environment in Kenya. For example, during COVID-19 pandemic, the programme adapted to the new policies and guidelines by incorporating ICT in delivery of planned activities. This minimised direct contact among persons and minimised the spread of the disease.

The programme adapted to the policies that other different agencies were developing and customized them by incorporating elements of GESI, EI and Safeguarding. It also adapted to the budget cut and significant shift in GOK priorities at the time, by substituting establishment of NOUK and capacity building activities in 1-3 universities, by scaling up the capacity building component, conducting this nationally, in all 37 public universities.

S4PKe's approach was also revised and adapted from blended (online capacity building augmented by in-person sessions) to pure online capacity building thus reaching to more universities and individuals using minimal resources. The same applied to GESI, Safeguarding and Economic Inclusion modules, which were digitalised to reach out to 37 public universities, TVET institutions and VRCs. This adoption enhanced the programme VfM.

The implementation of the MERL framework was supported by a technical support team at the S4P hub and this allowed the programme to utilise what worked well and to avoid what did not work well. The programme developed frameworks drawn from the Global S4P's prosperity fund and this helped S4PKe to adapt appropriately.

In the original strategy, the programme's TVET activity was to be implemented more directly with the end user beneficiaries - mostly the trainees and trainers. The strategy changed and the programme worked more with policy makers and administrators.

The HE component on the other hand, changed and as a result the OU had reduced direct engagement with just policy makers (MOE SDHER and SD TA to support planning for establishment of NOUK) and worked directly with trainers (university staff) to affect improvements in digital education provision for students and beneficiary groups.

3.2.3 Whether the theory of change was still valid

The revised theory of change was used to adjust programme scope to fit available resources, drive continuous improvement, monitor evidence, and use learnings to inform adaptations throughout the implementation and reporting cycle.

The emphasis of the revised ToC shifted more towards institutional strengthening and systemic change rather than focus on the participation of the beneficiaries and focus on skills development. The revised ToC describes how the programme interventions

delivered change and outlines a roadmap within which the programme took place, setting out the causal pathway, critical elements, and strategies that were utilized by the programme, together with the key assumptions between different levels of the

intervention logic.

The revised theory of change (ToC) was in line with the stated objectives and expected results. It led to substantial improvement in programme implementation and results. Since inception the programme has focused on reducing unemployment among women, low-income youths and persons with disabilities by providing support to tackle skills deficits which are holding back sustainable and inclusive growth.

Box 2: Key findings on coherence

- Internal coherence demonstrated by alignment with the aim and objectives of the Global Skills for Prosperity Fund; priorities and interventions by LC (GESI, EI), ILO (decent work and labour issues), and OU (Digital/online education).
- External coherence demonstrated by alignment with the aspirations of Kenya Vision 2030 (employment, gender equality, wealth creation, among others); GoK policies and priorities relating to gender equality, youth and women empowerment, affirmative action, quality digital education provision, OUK, TVET sector, employment); and UN and global commitments, especially SDGs: Goal 1 (no poverty), Goal 4 (quality education), Goal 5 (gender equality), Goal 8 (decent work and economic growth) and Goal 10 (reduced inequalities).
- The programme aligned and responded well to the socio-cultural, economic, political and policy context it operated.
- The revised ToC was in line with the stated objectives and expected results and led to improvement in programme implementation and results.

3.3 Effectiveness

This section assesses the extent to which the S4PKe programme achieved its intended objectives outlined in the results framework (Annex 3). It is the largest component of this chapter and concentrates on four key evaluation questions relating to the achievement of objectives and intended results; outstanding achievements; unexpected positive and negative results; what worked (or did not work) to improve skill levels, employment rates and productivity for women, low-income youth and persons with disabilities in Kenya as defined by the programme. Separate sections highlighting the TVET/VRC and HE components are presented. In assessing the effectiveness of S4PKe, the evaluation utilised available data on performance indicators at impact, outcome and output levels and the results are presented in Annex 5 (Indicators Tracking Table). This included insights from stakeholder interviews and desk review.

3.3.1 Extent to which the objectives and intended results of the programme were achieved, including differential results across the target sectors, target institutions, and target groups (women, low-income youth and persons with disabilities)

S4PKe performed well in achieving the intermediate and immediate results, especially under the HE component. As discussed below and also reflected in Annex 6, the achievement of targets at outcome and impact levels could not be ascertained due to a lack of reliable and up-to date monitoring data. However, based on insights from desk review and stakeholder interviews, it was clear that S4PKe had notable achievements (outputs and activities) relevant to the expected outcomes and impacts.

Direct interventions and work with the direct beneficiaries (TVET/VRC work stream), however, did not happen due to budget cuts. This led to re-scoping of the work after the 6-month inception. Discussions with some S4PKe's core staff indicated that, while the programme targeted five industries, scaling them down to a maximum of 3 could have made the programme objectives more attainable considering the project period (30 months) and the resource constraints occasioned by the budget cut.

In relation to industry linkages and promoting employability among persons with disabilities, employers tend to still harbour prejudice and, in some cases, deny opportunities to persons with disabilities because they look at productivity versus the cost of labour. A stakeholder illuminated this issue in the following manner:

We have concentrated so much on the acquisition of skills but ours is not to make them excel but rather to make them acquire basic skills to make them walk on their own. To change their attitudes to interact with others and live among communities and be accepted within the community and be engaged like any other normal persons without discrimination or stigma, that should be our priority.

The programme reached over 4,000 direct and indirect beneficiaries mainly through its capacity building interventions in the target HEIs, TVET institutions and VRCs.

The programme reached eleven TVET institutions and three VRCs as highlighted below

| | |
|--|---|
| Seven mainstream TVET institutions | <ol style="list-style-type: none"> 1. Paramount Chief Kinyanjui Technical Training Institute (Nairobi County), 2. Kabete National Polytechnic (Nairobi County), 3. Kitale National Polytechnic (Trans Nzoia County), 4. Kenya Coast National Polytechnic (Mombasa County), 5. Dr Daniel Wako Murende Technical Training Institute (Busia County), 6. Bumbere Technical Training Institute (Busia County), and 7. Ramogi Institute of Agriculture and Technology (Kisumu County). |
| Four special needs TVET institutions | <ol style="list-style-type: none"> 1. Karen Technical Training Institute for the Deaf (Nairobi County), 2. Machakos Technical Institute for the Blind (Machakos County), 3. St. Joseph's Technical Institute for The Deaf in Nyang'oma (Siaya County), and 4. Sikri Technical Training Institute for the Blind and Deaf (Homa Bay County). |
| Three Vocational Rehabilitation Centres (VRCs) | <ol style="list-style-type: none"> 1. Odiado (Busia County), 2. Itando (Vihiga County), and 3. Nairobi Industrial Rehabilitation Centre (Nairobi County). |

In addition, the programme reached all 37 selected public universities. The number of targeted HEIs were increased from 3 to 37 in order to build digital education capacity at a national level and help to improve and increase access to good quality, affordable and flexible skills training and higher education for targeted groups.

3.3.2 Progress towards the impact

The expected impact of the programme is “increased inclusive, mutually beneficial economic development resulting from greater, more equitable employability & productivity by enabling policies and practices that ensure cost-effectiveness, access, and sustained quality of TVET and HE relevant to national economies”. This contribution was to be illuminated through the tracking of four impact level indicators outlined in the results framework: Primary Indicator 1 (GRF PI 1) on access to TVET/HE, primary Indicator 2 (GRF PI 2) on labour force participation rate, primary Indicator 3 (GRF PI 3) on unemployment rate, and secondary benefit indicator 1 (GRF SBI 1) on total value (£) of UK Education and Skills exports in Kenya.

S4PKe did not periodically collect data on these indicators hence the lack of reliable and up-to-date data to make a well-evidenced assessment on the indicator targets and the exact contribution/impact of S4PKe³⁰. However, the available data indicate there was improvement in three of the impact indicators as shown below:

³⁰The most probable reason why the programme did not collect this data is because when the design was changed from downstream targeting to system approach, impact tracking was not revised to align to the new design.

Primary Indicator 1 (GRF PI 1): Number of women, low-income youth, and persons with disabilities with improved access to TVET/HE.

- During 2021/2022 academic year, 562,000 students including women, low-income youth, and persons with disabilities were enrolled in universities in Kenya during the academic year 2021/2022. This is compared to 540,876 learners including women, low-income youth, and persons with disabilities enrolled in HE (314, 695 (58%) Males and 226, 181 (42%) females) enrolled in the university during the 2020/201 academic year.

Primary Indicator 2 (GRF PI 2): Labour force participation rate by age, gender, target sectors, disability
(Contextual Indicator).

- The Kenya Labour Force Participation Rate increased to 73.2 % in December 2021, compared with 63.9 % in 2020.

Primary Indicator 3 (GRF PI 3): Unemployment rate by sex, age and persons with disabilities
(Contextual indicator).

- The unemployment rate was 5.6% in 2023 compared with 7.2% in 2021.

The latest official data (KNBS economic survey report for 2022) shows that unemployment rate in Kenya remained high despite a minimal improvement between 2020 and 2021. The increase in employment rates between 2020 and 2021 were supported by an estimated Real Gross Domestic Product (GDP) of 7.5% in 2021 compared to a contraction of 0.3 per cent in 2020³¹.

3.3.3 Progress towards the expected outcomes

Outcome 1: Improved TVET and HE equity through access, quality provision and education progression to employment for low-income youth, women and persons with disabilities in Kenya (Equity).

Overall, S4PKe contributed to improving TVET and HE equity through access, quality provision and education progression to employment for low-income youth, women, and persons with disabilities in Kenya. Aligned to this outcome, the programme conducted capacity building on gender inclusion, social inclusion, and economic inclusion and safeguarding among the target group in HE, TVETs and VRCs. Equally, KNQA and NITA boards were capacity build on the same. This promoted equity as the staff were empowered to handle and relate to women, low-income youths and PWD both in class teaching and at policy formulation level.

Together with TVETA, the programme further developed mainstreaming of persons with disabilities standard and guideline for the TVET sub-sector. This policy framework is aimed at promoting equity among PWDs in TVET. The programme further promoted equity by capacity building HE academic, management and support staff on digital education while the TVET trainers were capacity build on digital pedagogy. Both programmes had strong elements of inclusivity and accessibility of PWD to online learning thus promoting equity among persons with disabilities and low-income youth as online classes are relatively affordable and accessible.

Regarding equity in employment, the programme piloted a Learning Exchange programme (LX) in two institutions. One institution was for able bodied trainees while the other institution was a special needs institution for persons with disabilities. The pilot internal evaluation reported improved employability by over 60%.

To promote equity in employment placement, the programme optimised and strengthened further

³¹ For more details, see KNBS Economic Survey Report 2022 <https://www.knbs.or.ke/wp-content/uploads/2022/05/2022-Economic-Survey1.pdf>

the National Council for Persons with Disability (NCPWD) career portal which was developed during the FCDO-funded Innovation to Inclusion (i2i) programme. The portal was to support Persons with Disabilities in growing their careers by providing them with opportunities to gain relevant skills and find suitable jobs in industries/roles that they are interested in. NCPWD has placed 5,732 (42% male, 28% female and 30% with gender undefined) to employment while 427 employers most of them from the public sector have signed up.

Outcome 2: Improved learning outcomes from TVET and HE provision in the public and private sectors to support future employability (Quality).

S4PKe's baseline survey report of February 2021 indicated that TVET trainers and HE academic staff in the public sector faced knowledge transfer challenges emanating from inadequate pedagogical skills for delivery of CBET curriculum and in adequate digital education skills respectively. Therefore, there was a need for capacity building TVET trainers, HE staff and development of standards based on harmonised principles that would ensure optimal delivery during lessons.

S4PKe promoted quality through provision of digital infrastructure in two TVET institutions and development of massive open online course (MOOC) on CBET that was delivered by Ks-TVET.

To enhance development of quality CBET curriculum the programme supported training of 20 CDACC technical staff on pedagogy at Ks-TVET. Still on quality the programme together with TVETA developed the industrial attachment standard and guidelines and initiated the development of sector skills council standard and guidelines that is still ongoing.

Further, the programme conducted digital education capacity building for 337 HE academic, management and support staff in 37 universities. Of these, 233 completed all the assessments and achieved their certificates of completion.

To further promote quality, S4PKe provided technical support in the development of CBET manual and sensitization of the target individuals and agencies.

Overall, S4PKe made a notable contribution to the improvement of learning outcomes from TVET and HE provision in the public sectors to support future employability.

Outcome 3: Improved relevance of TVET and HE to the skills set needed by industry in Building and Construction, Automotive Technology, Agriculture/Agro-processing, and Hospitality and Tourism sectors key to national economic development (Relevance).

Overall, S4PKe made an important contribution towards improving relevance of TVET, VRCs and HE to the skills set needed by industry in general and not specifically in Building and Construction, Automotive Technology, Agriculture/Agro-processing, and Hospitality and Tourism sectors key to national economic development.

The evaluation results showed that sectors requiring higher level of skills are often fields outside the scope of traditional TVET programmes such as the marine sector. S4PKe developed five marine occupational training standards and training curriculums with Kenya Coast National Polytechnic expanding its module portfolios to accommodate marine courses. In addition, stronger leadership was reported within the lead agencies looping in other players such as the Bandari Maritime Academy, Kenya Wildlife Service Training Institute. This leadership was fundamental to making these changes happen. Knowledge, skills and competencies that are to be developed through any training programs and institutions would enable the HEI and TVET graduates to fit into the labour market enhance improving employability challenges.

The programme worked closely with TVETA and CUE, being the two agencies that provide accreditation of training programmes by mandate for TVET and HE respectively. This was to strengthen structures for relevant skills development through regulations. Also, S4PKe engaged with the Kenya National Qualifications Authority (KNQA) to strengthen recognition of prior learning by supporting development of recognition of prior learning policy. The policy aims to promote recognition and equation of relevant skills acquired through informal and non-formal training system in all areas but specifically in the targeted sector.

To enhance relevance in TVET institutions, HEIs and VRCs the design phase of S4PKe was to utilise the Kenya Labour Market Information System (KLMIS) in ensuring that the different institutions mandated to produce graduates with the required skills are able to realize this aspect through the labour skills set demands. This would have been critical in updating of the Kenya National Occupational Classification Standards (KNOCS). However, this intervention was not included in the re-designed programme.

Intermediate result 1: Changes in national strategies, policies, and regulations aimed at improving TVET/HE equity in public and private sectors through access, quality provision and education progression to employment for low-income youth, women and persons with disabilities in Kenya (Equity).

Overall, S4PKe made an important contribution towards changes in National strategies, policies, and regulation aimed at improving TVET/HE equity in public and private sectors through access, quality provision and education progression to employment for low-income youth, women and persons with disabilities in Kenya.

Several sustainable national strategies, regulations had been developed which were aimed at improving TVET/HE equity in public and private sectors for low-income youth, women and persons with disabilities (access, quality provision and progression to employment). First was the development and implementation of the Recognition of Prior Learning. The TVET Act No. 29 of 2013 underscore the need to recognize that trainees who may have acquired knowledge and skills that are valuable even before they start studying given courses.

S4PKe supported the realization of CBETA Guidelines which recommends where training facilities are not equipped to accommodate trainees with special needs, alternative arrangements shall be made for training and assessment to take place at the nearest Education Assessment and Resource Centres. Also, S4PKe supported development of industrial attachment standards, which aimed at encouraging institutions and students to take up real life problems from the industry for study, and application of principles taught as a part of course work.

Based on the CBETA Guidelines (TVETS – 01 – 2019 - CBETA – Requirements and Guidelines 2019) in safeguarding, S4PKe supported development of the standard and guidelines for inclusion of persons with disabilities in TVET. The standards and guidelines for inclusion of PWDs in TVET is expected to improve equity of training services for persons with disabilities in the TVET sector. It is envisaged that through standardisation, service delivery disparities that are encountered when services are rendered to persons with disabilities in the TVET sector will be addressed. Embracing inclusion of trainees with disabilities in TVET will enhance equity in involvement in productivity and earnings of employees with disability. Making skilling programmes accessible to persons with disabilities enables them to acquire skills and qualifications required in the labour market and improve their employment prospects.

Intermediate result 2: Improved TVET/HE pedagogy and leadership through training, partnerships and the development of effective standards and quality assurance systems and processes (Quality).

Overall, S4PKe contributed towards improved TVET/HE pedagogy and leadership through

training, partnerships and the development of effective standards and quality assurance systems and processes.

While equality and standardisation can coexist peacefully, S4PKe addressed the critical aspect on whether a standardised education system can also be equitable using a gender and disability lens. S4PKe supported the development of regulatory standard on industrial attachments and internships. The standard was developed in a participatory working session with representatives drawn from TVET institutions for trainees with persons with disabilities, industries, Kenya Institute of Special Education, consultants in the Special Needs (SNE) and TVETA staff. The inclusion of the persons with disabilities was a critical component in the process; their participation in the design of the technical training and industry engagement models is often ignored. and

Teachers/trainers and representatives of TVET/HE agencies who participated in this evaluation reported that pedagogy, quality, and leadership of TVET/HE provision by S4PKe had improved. From S4PKe's internal evaluation report of capacity building programme of HE staff, the following contribution was noted among the university staff pedagogical skills:

- Changed the way they viewed digital education
- Re-focused their attention to student learning needs and matters of accessibility and inclusion
- Empowered them to use new teaching approaches such as flipped learning
- Enabled them to change their course design and delivery approaches
- Familiarised them with educational applications of social media

Intermediate result 3: Improved public/private sector partnerships and relationships established in the development, management, delivery, and assessment of skills development relating to TVET/HE (Relevance).

Overall, S4PKe contributed to improved public/private sector partnerships and relationships established in the development, management, delivery, and assessment of skills development relating to TVET/HE. In particular, S4PKe developed marine occupational training standards to support marine programmes, courses/ modules; this was created following improved public/private sector partnerships and relationships drawn from the TVETA, KWS and the Kenya Coast National Polytechnic.

Also, S4PKe succeeded in creating and strengthening industry engagements aimed at improving TVETs and HEIs including Accenture, Mastercard Foundation, KCB-Ajira Foundation, Hyundai/ILO/Plan International. A total of 29 organisations of persons with disabilities were meaningfully engaged in partnerships, engagement and convening activities to industry engagement models match the labour market and promote access and inclusivity.

It is hoped that the gazettelement and subsequent implementation of the industrial attachment standards and sector skills standard will go a long way in improving TVET and VRCs relationship with the industry and labour market.

Progress towards the immediate results

The targets for indicators under output 1 relating to equity, output 2 relating to quality, and output 3 relating to relevance were met and exceeded in most cases as demonstrated in the following examples.

Immediate result 1: Improved access, quality provision, and education progression to employment process for low-income youth, women, and persons with disabilities in TVET and HE in Kenya (Equity).

- 460 out of a target of 190 (242%) MoE/Government staff, TVET/HE institutions, teachers, trainers, and industries received training, and capacity building support on Safeguarding, GESI, and Economic Inclusion.
- 10 out of a target of 3 targeted technical assistance interventions including curricular review, inclusive regulatory and policy work to TVET agencies accomplished.
- 377 (i.e. 337 for HEIs and 40 TVET institutions) out of a target of 240 were staff trained on digital (online, blended) education provision (design, delivery) and improved digital (online, blended) education learning and teaching content and/or services.

Immediate result 2: Improved teaching and leadership, including teacher training in content or pedagogy in TVET and HEs; leadership coaching; and strengthening of inspection and quality assurance systems and processes in TVET, HE, TVET - Curriculum Development, Assessment, and Certification Council (CDACC), Kenya National Qualifications Authority (KNQA), Technical Vocational Education and Training Authority (TVETA), Kenya Technical Training College (KTTC) and National Industrial Training Authority (NITA) (Quality).

- 229 (target of 35) government staff and TVET agencies received training, coaching or capacity building support on pedagogical approaches including Recognition of Prior Learning (RPL) and CBET.
- Delivered 7 targeted technical assistance interventions on inclusive pedagogical approaches to TVET/HE agencies.

Immediate result 3: Improved industry engagement models to match labour market demand and supply through the development of curricula, knowledge, and training products for the four target sectors (Relevance).

- 29 (out of a target of 12) TVET/HE institutions, TVET agencies, Organizations of People with Disability (OPDs) and industries received capacity building support on inclusive industry engagement models for the target sectors.
- 180 Students were on boarded as part of the commitment to implement sustainable interventions for learners accessing work readiness training to enter employment in the targeted industry sectors.
- 29 (out of a target of 12) TVET/HE institutions, TVET agencies, Organizations of People with Disability (OPDs) and industries received capacity building support on inclusive industry engagement models for the target sectors.
- In collaboration with Accenture, S4PKe delivered 7 digital skilling products from Accenture's global learning platform to help 240 learners build key employability and entrepreneurship skills.

3.3.4 Performance of the TVET/VRC Component

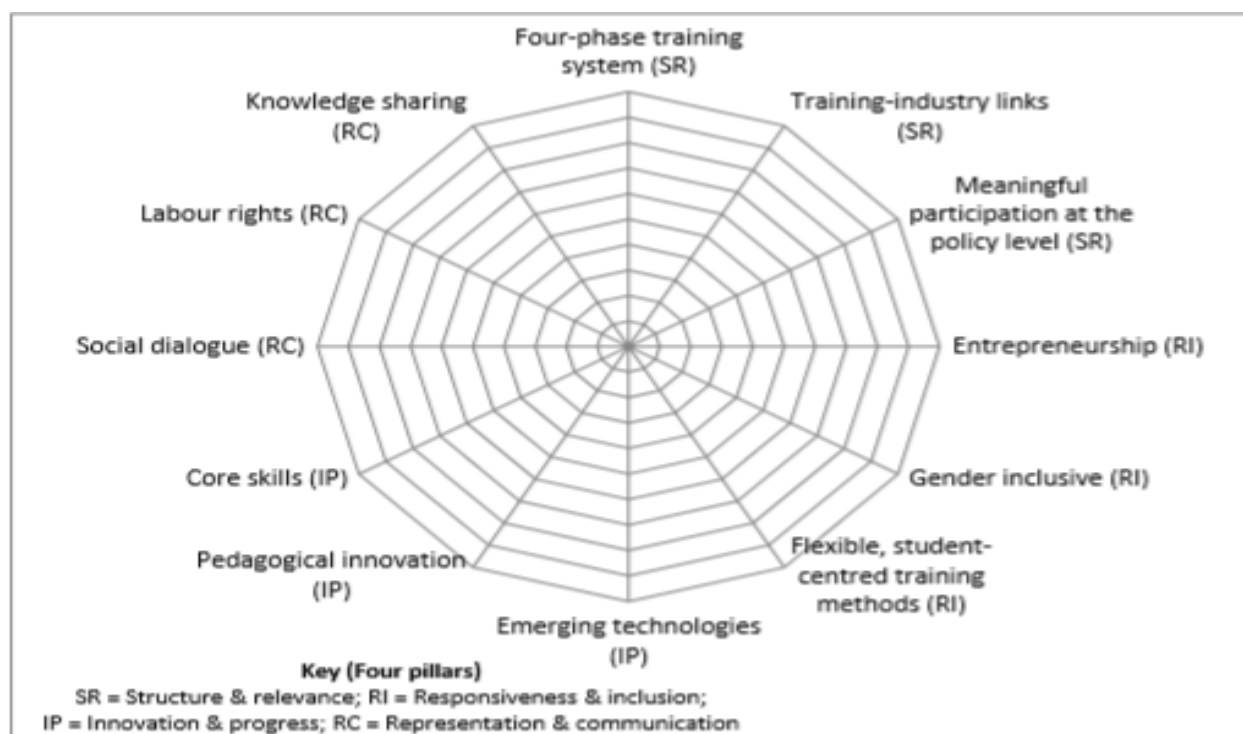
ILO led this component with substantial involvement of LC through training on GESI, EI and safeguarding. This component was designed to support the creation and strengthening of a strong skills ecosystem in Kenya. The interventions and policies were centred on the need to focus on engaging skill providers and skill and training receivers. The programme reached all targeted six (6) TVET agencies, fourteen (14) TVET institutions and three (3) VRCs. After the programme redesign, two major strands of work were pursued:

- a) Institutional capacity building of key TVET Agencies and other national skills development systems and structures and strengthening of their linkages with industries.
- b) Quality and relevant competency-based education and training (CBET) implementation including technical assistance to targeted TVET institutions and support towards building the capacity of TVET teachers on effective pedagogical approaches as well as enhancing their continuous professional development.

S4PKe programme conducted an organizational capacity assessment of TVET agencies in Kenya and developed a short to medium-term capacity development and/or technical assistance plan to equip them for effective implementation of Competency Based Education and Training (CBET) in Kenya.

S4PKe adopted an inclusive and participatory delivery model working with appropriate representatives including both industry and educational experts, reviewing existing models and practices of delivery and assessment and determining areas requiring strengthening to be more in line with programme policy priorities and good practice. The approach adopted when working with TVET in target institutions and enterprises is as shown in the figure 1 below.

Figure 1: S4PKe's approach in the implementation of TVET and VRC interventions



To leverage on training and skills development, S4PKe developed an implementation plan to improve TVET delivery and assessment practices based on capacity assessment and priorities of the government. This included an appropriate monitoring and evaluation feedback loops; and skills and sustainable learning to facilitate access to and transitions in the labour market.

The programme supported strengthening of TVET agencies and institutions through different interventions as shown in the table 3.1 below.

Table 3.1: Interventions implemented by the programme targeting TVET institutions and VRCs.

| Name of activity/Intervention | Implementing/ Targeted agency | Number of persons trained | Number of standards/ curriculum developed | Description of achievement |
|---|-------------------------------|---------------------------|---|--|
| Capacity building of KNQA board. | KNQA | 12 | None | 12 board members trained on CBET, RPL, GESI, Safeguarding, and Economic Inclusion. |
| Digitization of CBET curricula for online and open-distance e-learning | CDACC, NITA | 43 | None | 13 curricula digitized to completion (5 CDACC and 7 NITA) |
| Development of regulatory standards on internships and attachments. | TVETA | 15 | 2 | 2 Standards were developed (Industrial Attachment and Internship) |
| Capacity building of TVETA and TVET CDACC staff on Competency-Based Education and Training (CBET). | TVETA and TVET CDACC | 71 | None | 71 TVETA and CDACC staff trained |
| Training of KTTC Top management on CBET and Recognition of Prior Learning (RPL) | KTTC | 15 | None | KTTC Management sensitized in CBETA Standards and RPL |
| Development of CBET Sensitization Manual | TVETA and KTTC | 30 | 1 | CBET Sensitization Manual developed and tested. |
| Development of occupation training standards in the maritime sectors | TVETA | 25 | 5 | 5 Occupation Training Standards Developed. |
| Capacity Building of Sector Training Committees on Competency-Based Education and Training (CBET) and Recognition of Prior Learning (RPL) | NITA | 9 | None | 9 STCs members on Agriculture, Livestock, Forestry, Fishing & Allied Agencies (ALF) economic sector trained. |
| 19 CDACC staff trained in Pedagogy. | CDACC | 19 | None | 19 Technical staff trained and completed 9 months of instructor training at KTTC. |
| Development of maritime curriculum. | KCNP | 20 | 5 curricula | Not clear |
| Training of in-service on digital pedagogy | KTTC | 70 | Not clear | Not clear |
| Capacity building of TVET practitioner (Curriculum developers, assessors and verifiers) on TVET standards | TVETA | 14 TVET ins 10 NP | Not clear | Not clear |

S4PKe further established and strengthened industry engagements aimed at improving employment outcomes with Accenture, Mastercard Foundation, Kenya Commercial Bank (KCB)-Ajira Foundation, Hyundai/ILO/Plan International; and other partnership opportunities aimed at improving financing of TVET institutions and HEIs (secondary benefits), industry - education links, technical interventions/ support.

S4PKe carried out an assessment of TVET teacher development preparedness through the review of pedagogical skills training programs, systems and frameworks and continuous profession development (CPD) in Kenya. In addition, the programme conducted a skills gap analysis in industries key to the Counties of Mombasa, Nairobi, Kisumu, Trans-Nzoia and Busia's economic growth and developing corresponding occupational standards in collaboration with industry for utilization in CBET rollout in TVET institutions.

The programme conducted training on Safeguarding, GESI and EI in TVET covering all target institutions (HEIs, TVET institutions, and VRCs) and TVET agencies. The evaluation findings showed there was improved delivery methods and interaction among trainers who participated in S4PKe capacity building interventions in these institutions.

Stakeholder interviews indicated an appreciation of interventions under this component. Where interventions were implemented, the component produced highly useful products and benefits for the target groups. Also, stakeholder interviews underscored that activities and outputs achieved under this component had great potential, with enhancement and continued utilisation, to produce significant impact over time. For example, a majority (66%) of the 293 TVET learners who participated in this evaluation indicated they had acquired skills, attitudes, and confidence to work. Also, a majority of the learners (64.1%) indicated that industrial attachments were accessible or highly accessible.

The evaluation results revealed several challenges or bottlenecks in efforts to create a stronger TVET ecosystem. These challenges also acted as barriers to equitable, quality, and relevant educations and skills training for specific sub-groups (women, low-income youth and persons with disabilities) targeted by the programme. The observed challenges included the following:

- Overlap of the functions of the bodies created by the TVET Act.
- Low uptake of developed competency-based curricula by TVET institutions and VRCs slowing down the roll-out of CBET.
- Efforts to work with industries to develop Occupational Industry Standards were slow. The Sector Skills Assessment Committees (SSACs) that are responsible have not operated optimally due to a lack of rapport and clear collaboration framework with the industry.
- Inadequate industry participation in the curriculum formulation, and therefore graduates do not have relevant skills that match the labour market needs. This mismatch between demand and supply of labour tended to contribute to rising unemployment and low productivity.
- Not all trainers and industry experts have trained built on CBA (lack of capacity).
- Lack of funding by TVET institutions and VRCs, as well as by HEIs to implement all the advocated improvements in infrastructure, expertise, materials for learners with disabilities, and collaborations with other actors especially regarding digital learning and.
- Lack of good Learning Management System (LMS), good internet connection as well as equipment (computers and laptops) for use in DE.
- Specific to S4PKe, there were minimal basket of benefits among the target TVET institutions and VRCs because of few interventions undertaken by the programme, comprising mainly training in GESI, EI, DI and safeguarding leading to minimal basket of benefits.

In addition, the programme engaged with three out of the twelve government Vocational and Rehabilitation Centres. Insights drawn from the Directorate of Social Development, Department of Social Development at MoL demonstrates improved delivery methods and interaction among

trainers who went through the programme and the spill over to the societies where they were drawn from ending up improving attitudes.

The lack of funding to implement all that was advocated for including digitalisation, curriculum improvement, improvement of infrastructure for inclusivity of persons with disabilities and choosing to only work with 3 VRCs out of the 12 undermined the potential impact of the programme. It would have been helpful if S4PKe worked with other partners to reach the 12 institutions and leverage enough resources to build their capacities. Equally, employees in the sample VRCs expressed a need to be trained on coping mechanisms when working with persons with disabilities.

3.3.5 Performance of the Higher Education interventions (HE component)

OU led this component with involvement of LC through two capacity building workshops on GESI, Economic Inclusion and Safeguarding. In the HEIs, S4PKe focused on online digital education capacity building and mentorship of university staff (leaders/managers, lecturers and support staff).

In the original programme design, S4PKe's role under this component was to provide support on two critical strands. The first was technical assistance to the National Open University of Kenya (NOUK) through the co-development of NOUK model options paper; and the co-development of costed NOUK roadmap in the second year of the S4PKe. To this end:

- Global national Open University models were researched and Open University model options were presented.
- A series of three NOUK development meetings and workshops were held in early 2021, in which stakeholders and officials in Ministry of Education (MOE) State Department for Higher Education and Research (SDHER) and the Commission for University Education (CUE) worked through developing the NOUK problem statement and articulating the specific areas and priorities GoK wanted to address through establishing a NOUK.
- NOUK model options and considerations were presented and discussed with MOE SD and CUE.
- The updated and finalised Open University model options document was submitted for further consideration, deliberation and shaping of NOUK by MOE SD and CUE.

The investment in NOUK from National Treasury was not realized for year 2021/2022 due to budget cuts. Planned interventions focusing on NOUK were revised to provide training towards more building capacity within the HE sector³². Thus, S4PKe's technical assistance was refocused from NOUK to developing national digital education capability³³ and target institutions were increased from 1 - 3 to 37 public universities. Good quality ODEL provision and OUK was seen as relevant to providing more accessible and more flexible HE access for all in Kenya, and was particularly relevant for women, persons with disabilities and low-income youth.

³² S4PKe delivered the Co-development of a NOUK model options paper. This aimed at enabling GOK to have a good foundation when discussions around NOUK were revived in the future.

A National Universities Distance and Online Learning (NUDOL) roadmap was initially discussed, with digital education capacity building for 10-12 public universities. This was then adjusted further, after consultation with government and FCDO, to focus solely on national digital education capacity building for 37 selected public universities, in two distinct engagement streams or cohorts (Programme A and Programme B). The aim being to develop digital (online, blended) education expertise (Programme A) and demonstrate digital education capability of Kenya public higher education (Programme B). Programme A included an online course with eight self-paced sessions requiring 30 hours of study, supported by wraparound webinars and an online community of practice. Programme B included initial digital education training for ODEL thought-leaders (150-hour micro-credential course) followed by an eight-block self-study course requiring 72 study hours, supported by live expert webinars, monthly mentoring sessions, moderated discussions, practical workshops and an online community of practice.

³³

The second task under the HE component was to strengthen existing digital online education capacity for select public universities through a baseline training and mentorship in online teaching and learning approaches for HE sector staff. In line with this, 29 public HEIs were selected by MoE to engage in the baseline capacity building training (Programme A) and 8 public HEIs to engage in the in-depth capacity building response (Programme B). The programme was successful in engaging all 37 of these public universities.

The 37 public universities were invited by the Ministry of Education to introduce a team of 8-10 participants, and an allocated team co-ordinator, to join the capacity development programmes. Participants had to meet the criteria outlined in Table 3.2 below for successful capacity building.

Table 3.2: Participants' recruitment criteria for Programme A and B

| Criteria | Minimum requirement |
|--|---|
| Roles | 8 staff made up of: 4 educators, 2 support or technical staff and 2 managers |
| Level of existing digital education experience | Preparation and delivery of a minimum six hours of online or blended teaching at undergraduate or postgraduate level |
| Time to engage with the capacity building programme and relevant activities | 6-13 hours per week |
| Access to appropriate devices and software to engage with the digital capacity building activities | Internet-connected PC or laptop (a smart phone will not suffice) Operating system no more than five years old. Software including at a minimum a word processor, w web browser and presentation software |
| Access to reliable connection | 10 Mbps for synchronous activities and webinars (Teams, Zoom) 5 Mbps for downloads |

Work under this component surpassed the set output targets. For example, under programme A, 262 participants from 29 universities were introduced to the programme out of which 245 were enrolled on the programme. From the enrolled, 170 (67%) completed the capacity development programme surpassing the target completion rate of 50%.

Under programme B, 96 participants drawn from 8 public universities were introduced to the programme. From these 83 participants enrolled on the programme and 63 (76%) participants completed the capacity development programme. The completion rate target of 50% was surpassed.

S4PKe conducted a needs assessment which formed the basis upon which capacity building programme for programme A and B were developed. The programme needs assessment results demonstrated that most public universities were struggling with digital teaching and learning. S4PKe set out to address this and play a critical role in capacity building university staff with digital education.

Under the Programme B HE work stream, 15 digital education projects were co-designed/developed by target participants through a series of 24 co-design workshops as well as training needs assessment of all participants. These practical projects were then reviewed and approved by participant's university leadership. The collaborative and collegiate approach to the capacity building is something participants noted and appreciated. The positive effects of the S4PKe intervention in the universities can be discerned from the sentiments of a university sector stakeholder involved in this evaluation:

From what I hear, the universities who participated in program A and B are happy. The programme was like a rebirth for universities. You can see universities now have clear glimpse of what digital/online learning is. It is now their daily take. The program opened the minds of the participants. However, the number reached was small, only 12 persons per university.

In all, 15 practical projects were completed across the 8 universities³⁴. At the institutional level, the target was that at least 50% of the 8 universities demonstrate improved digital education content or services through a practical project, and all 8 (100%)

Stakeholder interviews noted a need to extend the digital education programme from the 37 universities to the extra six un-chartered universities together with the private universities and TVET institutions. Also, there were suggestions of a need to put together relevant frameworks and standards to expand and support digital education in Kenya's education institutions. A positive development in this area is the government's commitment to set up an Open University of Kenya (OUK) to increase access and reduce cost of university education while making 100 per cent transition to higher education a reality.

The analysis of stakeholder interviews and S4PKe documentation revealed outstanding success stories that affirm the significance and the value of the HE component towards the achievement of the objectives of the programme. Commendably also, an online community of practice (CoP) was established under this component to help members share best practices, knowledge and innovate around digital education issues.

In one university, the budget allocation for ICT and ODEL was increased to enable the institution to undertake online teaching/learning effectively, from Ksh. 300,000 to Ksh. 1.2 m. Also, these would continue to be standalone budget lines in the university's budget. Further, some universities such as Dedan Kimathi University of Technology reported uploading the programme A training materials to the universities LMS for all the lecturers to benefit.

In one of the benefiting universities, there was an expressed interest and commitment to embrace online learning through procuring of an online lab and the Senate had reportedly approved this intervention.

The evaluation findings indicated high levels of satisfaction among university students concerning digital education measures underway in the target universities and this can be attributed, to fair extent, to S4PKe interventions. In a latest survey undertaken in one of the universities shortly before this evaluation, 82% of the students indicated they were satisfied or very satisfied with online teaching conducted in their university. Regarding common courses taught online, 85% of students indicated they were satisfied or very satisfied.

In relation to employment-related issues, a significant percentage (60%) of university students who participated in the evaluation felt highly confident to join the world of work after graduation. The learners indicated that their institutions offered support in terms of work-readiness related seminars and workshops with career guidance training topping the list.

Similarly, 59% of the university students who participated in this evaluation reported that they had acquired skills, attitudes around confidence to work. Annex 9 (Select tables, figures and excerpts) provides additional information on the reported experiences and views of learners in HEIs and TVET institutions on the different issues pursued by the S4PKe.

3.3.6 Assessment of digital education programme (online and blended) as an approach to deliver an effective capacity building platform

S4PKe's capacity building activities on ODEL were most pronounced within HEIs where the programme trained leaders/managers, academic staff, and support staff in 37 universities under Programme A and B components. S4PKe interventions in HEIs were led by the OU with inputs on GESI and safeguarding from LC. Leadership and strategic guidance was given by the SDHER,

³⁴ Not all universities designed 3 projects; some designed 1, some 2 and a few did 3 projects.

university leadership, and the S4PKe coordinator in each university. In the TVETs, identified trainers were offered in-service training on digital pedagogy at KTTC. The TVET programme leadership was drawn from the consortium, state department of TVET and state department of higher education. The TVET programme management provided conceptual, technical, operational, and strategic guidance for the digital education capacity-building programme.

S4PKe supported the digital education programme as an approach to deliver an effective capacity building platform. The technical assistance and capacity building was aimed at strengthening the existing digital online education capacity for select Public Universities through training in online teaching and learning approaches for digital Higher Education, strengthening existing digital online education capacity, and inclusivity.

Most universities were struggling with digital learning and S4PKe critical role to assist them embrace and implement online learning. Overall, S4PKe trained 337 digital education champions across 37 universities that can move digital education forward and support the establishment of the Open University of Kenya.

The S4PKe digital education Programme A specifically provided training for 29 universities, to help participants develop effective online pedagogies. The training addressed key areas identified through a comprehensive needs assessment study. Participants did not need to know specific content to engage with the S4PKe digital education training. However, after the training they would be equipped to deliver their subject area via digital means and be able to apply best practices and pedagogies in their work.

Close collaboration between higher education institutions and the Ministry of Education continued to strengthen the digital education capacity across all the public universities in Kenya.

S4PKe digital education Programme B was an in-depth training programme for eight universities. It provided (a) training in key areas of digital education, drawing on data from a training needs assessment and (b) it supported the design and implementation of practical digital education capacity building projects. The Programme B capacity building projects were defined, designed and developed by the university participants themselves, and reviewed and ratified by their university's leadership to ensure alignment with institutional digital education priorities and university support in terms of time and resources. The programme further developed a coaching and mentorship model as an effective way for university teams to coalesce around the capacity building response and conceive the practical application of the training and their specific role in it. In relation to costs for programme B universities to complete their practical digital education project: (a) staff were specifically directed to design projects that did not incur costs or require resources unavailable to them, and (b) university leadership were asked to review projects and commit to supporting where resources were required.

Extensive, responsive, and bespoke support, including 1:1 mentoring support was provided to enable participants to successfully complete the online training, for example, this is demonstrated in the significant number of participants with disabilities who successfully completed the training.

Digital education programme as an approach to deliver an effective capacity building platform was a highly valued intervention of the S4PKe. The evaluation participants in the sample HEIs singled out digital online model as a best approach in delivering an effective capacity building programme to update the knowledge and skills of university staff. The online programme was found to be an effective way of promoting quality and equitable access to education.

The following additional findings emerged regarding digital education interventions conducted by S4PKe in HEIs and TVET institutions:

- The S4PKe digital (online, blended) education program provided an opportunity for delivering an effective capacity building platform to update HEI staff knowledge and skills in practice.

- The process of digital education programme implementation in HEIs was collaborative and inclusive bringing on board the MoE, programme implementers and the universities.
- S4PKe accorded a national collaboration between all 37 public universities in Kenya, and the OU in the UK which is a world leader in digital (online, blended) higher education. There were extensive elements of collaboration throughout the programme such as in the co-development of the practical capacity building projects, 10 expert webinars, 6 practical workshops, the online community of practice group and approximately 150 mentoring sessions.
- The reception and general perception of the digital leaning programme was positive across all HEIs and TVET institutions covered.
- S4PKe interventions came at a time when learning institutions in Kenya were grappling how best to exercise their core mandate of teaching/learning amidst the COVID-19 pandemic. As such, the digital capacity building programme was timely, appropriate, relevant, and useful in improving quality of delivery of digital education³⁵.
- Both the baseline training and capacity-building programmes were a better model compared to the TOT as an approach to deliver an effective capacity building platform to update HEI staff knowledge and skills, because the course models the online, interactive and accessible pedagogy and learning being discussed, and the training content can be cascaded by participants using the same, open online course that they experienced.
- The coaching and mentorship model in partnerships with eight selected public universities was an effective way for university teams to coalesce around the capacity building response and conceive the practical application of the training and their specific role in it.
- Although most of the university staff had basic knowledge of teaching online classes, the training enhanced their capacity to deliver interactive, online, supported digital education.
- The programme adopted an inclusive design from the design all through the implementation and this enabled the implementation. The course was well designed and well-intended to accommodate disability challenged persons taking into consideration their learning needs.
- Through the S4Ke HE training, many lecturer are much more conversant with the drivers, enablers and barriers in terms of target groups accessing and engaging with quality digital HE, and thus much better equipped to address these in their provision, as demonstrated for example in the practical digital education projects.
- Improved infrastructure, expertise, and collaborations were needed to enhance the effectiveness and impact of the digital learning in HEIs and TVET institutions. This need has been highlighted in a recent study conducted on DE in universities in Kenya during the COVID-19 period³⁶.
- HEIs and TVET institutions learned more about what is required to deliver good digital education, such as a good Learning Management System (LMS), good internet connection as well as equipment (computers and laptops especially those contained authoring elements especially for the visually impaired).
- Online support mechanisms were necessary for persons with disabilities (learners and educators).
- In the HE work stream, OU provided and supported the LMS platform 'Open Learn Create' on which the HE digital education was accessed³⁷.
- There was a need for close collaboration between HEIs, TVET institutions and the Ministry of Education to continue strengthening the digital education capacity across all the public

³⁵ MoE estimated that COVID-19 affected learning for approximately 15 million learners due to closure of learning institutions, and that over 1.9 million learners in HEIs had to study online after the closure of physical learning facilities, with the Principal Secretary for Higher Education and Research (Dr Beatrice Muganda) noting that "stakeholders in the higher education sector felt lost in a labyrinth when COBID-19 struck" as the trusted methods of teaching, policies, and financing strategies seemed irrelevant". The pandemic amplified these challenges, which already existed. See <https://www.standardmedia.co.ke/education/article/2001470085/study-exposes-failures-of-online-learning-during-covid-19-crisis>

³⁶ Ibid

³⁷ See, <https://www.open.edu/openlearncreate/course/index.php?categoryid=499>

universities and TVETs in Kenya.

- For a robust implementation of the digital education programme in Kenya, there was a need for enhanced resource allocation by the GoK (funding) to HEIs, TVET institutions and VRCs.

Annex 10 presents a detailed assessment of the digital education interventions utilising 4 evaluation questions developed by LC and the OU. These questions were:

- (i) The infrastructure, expertise, and collaborations needed to design and implement the SFPK capacity training in digital (online, blended) education programme in Kenya.
- (ii) The process of digital education programme implementation in Kenya.
- (iii) Factors influencing the successful implementation of the digital education program in Kenya.
- (iv) Ways in which knowledge, skills and practice of the participants changed during the digital education programme.

The assessment indicates that DE is a valuable approach for strengthening equitable access to quality and relevant education in HEIs (as well as in TVET institutions and VRCs) in Kenya, including in the post-COVID-19 era. S4PKe digital education interventions in HEIs were delivered effectively.

3.3.7 Gender Equality and Social Inclusion

A review of S4PKe documentation and insights from stakeholder interviews indicate that both the original and revised design of the programme was sensitive to gender equality and social inclusion. The programme deliberately targeted three vulnerable groups – women, low-income youth and persons with disabilities – as well as engaged with four special needs TVET institutions and three VRCs as a way of promoting GESI and safeguarding.

The consortium developed Gender Equity and Social Inclusion Action Plan and conducted self-assessments on various institutions³⁸ on Safeguarding, Gender, Equality and Social Inclusion (GESI), and Economic Inclusion (EI). Also, a number of standards and guidelines and capacity building have been done to promote GESI. For example, all the TVET agencies were trained on GESI, EI and Safeguarding, including the boards of NITA and KNQA. LC together with TVETA have developed draft standards and guidelines on inclusion in TVET institutions. The draft standard was validated on 16th January 2023³⁹.

The criteria for entry into S4PKe interventions in both HE and TVET/VRC components had requirements of ensuring participation of persons with disabilities, women and low-income youth.

S4PKe conducted training on Safeguarding, GESI and DI and EI in TVET covering all target institutions (HEIs, TVET institutions, and VRCs) and TVET agencies. Analysis of stakeholder interviews showed that capacity building and interventions around these issues aspects were one of the most successful and appreciated aspects of S4PKe. There was an expressed commitment by leaders/managers in the sample HEIs, TVET institutions and officials who participated in the evaluation to continue promoting and institutionalising these principles in their policies and work. This positive attitude was captured in the sentiments of a stakeholder who commented as follows:

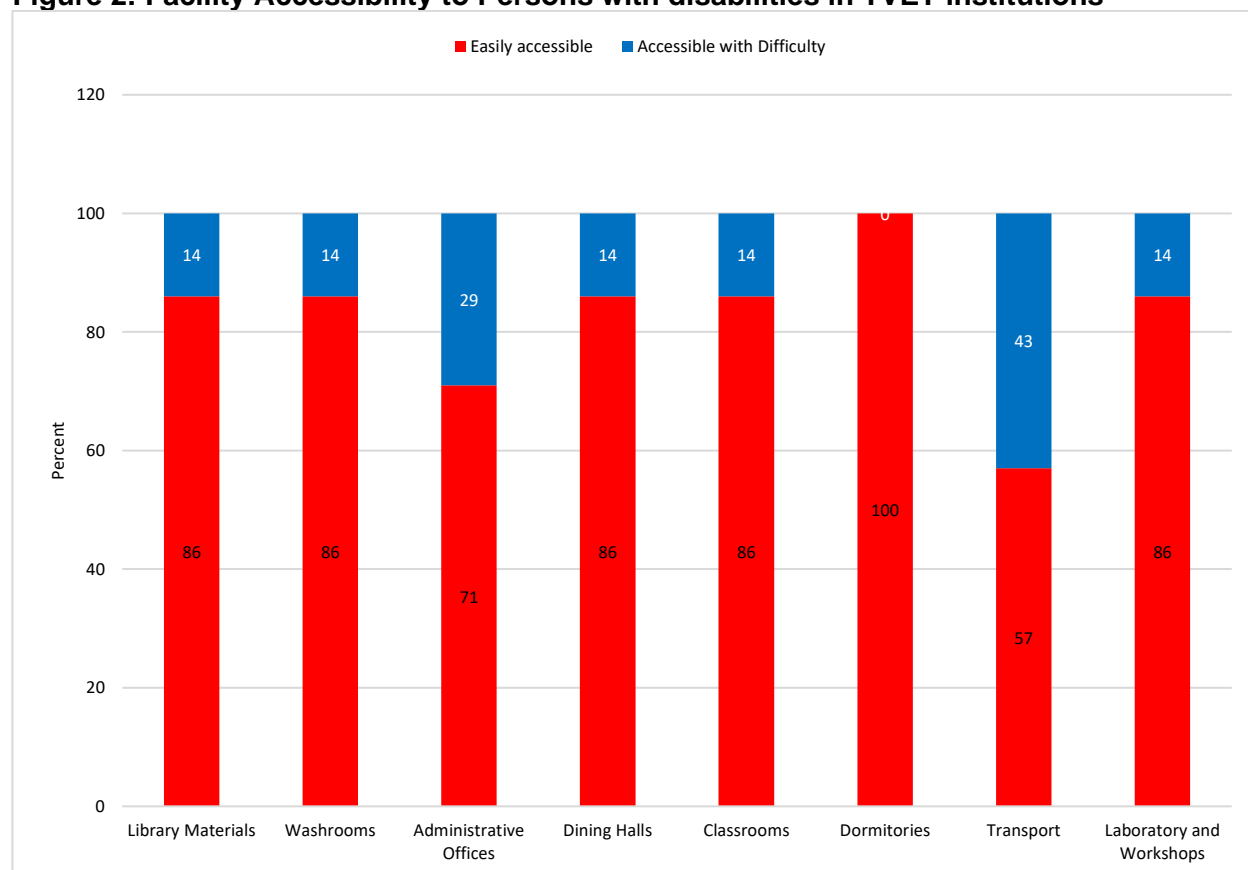
The social aspect of our work is important, specifically inclusion of women and persons with disabilities. This will continue to a great extent and will be sustained because there is widespread sensitization on gender and persons with disabilities. Even today, there is less segregation of gender in classroom and there is considerable gender inclusivity cutting across sectors and organizations and institutions.

³⁸ State Department of Vocational and Technical Training; State Department of Labour and Social Protection; Kenya Technical Training College (KTTTC); Kenya National Qualifications Authority (KNQA); TVET Authority (TVETA); National Industrial Training Authority (NITA) as well as 6 mainstream TVET Institutions; 6 Special Needs TVET Institutions and 2 Public Universities.

³⁹ <https://web.facebook.com/photo/?fbid=507166234856421&set=pcb.507166338189744>

Non-participant observations made by the evaluation team on the extent of disability sensitivity of physical facilities in HEIs and TVET institutions indicated that HEIs and TVET institutions and VRCs physical facilities were accommodative to PWDs. This was confirmed by key informant interviews, as well as views of learners involved in this evaluation as shown in figure 2 below.

Figure 2: Facility Accessibility to Persons with disabilities in TVET institutions



All universities that were involved in this evaluation indicated that they had put in place learning resources and infrastructure to improve learning environment for persons with disabilities. The resources includes improved IT facilities (upgraded servers, improved Wi-Fi facility) enhanced bandwidth, audio books, visual learning materials, , studio and the Laboratory for recording of a lecture, pavements, ramps and lifts for wheelchair users mobility.

Administrators and academic staff interviewed in HEIs, TVET institutions and VRCs observed that they have plans to keep encouraging more young women to apply for courses traditionally dominated by males such as engineering and vice versa for courses viewed traditionally as female-oriented such as hospitality courses. Also, administrators from the sample HEIs, TVET institutions and VRCs indicated that students from low-income backgrounds are identified and assisted either through bursary systems, or sponsorships programs. Those experiencing abject poverty and in dire need of personal effects are enlisted at the dean of students' office and institutional arrangement are made to ensure their wellbeing is taken care of at the institution level through well-wishers' contribution or a work-study arrangement at universities. Administrators in VRCs reported that they do not send away any students due to lack of school fees and that they accommodate those using provisions from the government.

Trainers and academic staff in HEIs, TVET institutions and VRCs reported that they had learned new coping methods from S4PKe, which has improved how they relate and interact with students with disabilities. They strived to treat them with respect and consideration as persons with

interests and needs and not just persons who merely require empathy.

Under the LX programme, Paramount Chief Kinyanjui TTI and Sikri TTI received various ICT equipment that learners in these institutions used to enhance digital learning. For example, Sikri TTI received 20 laptops, 10 mobile phones, internet dandles, and AT among others. Non-participant observations by the evaluation team indicated that learners in the two institutions were enthusiastically utilising these materials.

Insights from interviews held with the staff and learners indicated they highly appreciated and valued the LX Programme inputs as important for enhancing access and quality of learning especially to persons with disabilities.

Machakos Technical Institute for the Blind (MTIB) and Nairobi Industrial Rehabilitation Centre (a VRC) reported acquiring and installing programmes for the visually impaired on the desktops in their computer labs to make ICT training and online learning possible for them. An administrator and a VRC in Nairobi reported installing ramps to entrances of all bathrooms and toilets and a disability friendly toilet in the institution after attending the inclusivity session led by LC.

Most of the institutions indicated they will continue with efforts to promote inclusion of women, persons with disabilities and low-income youth in education and skills training endeavours. However, a vast majority of evaluation participants identified lack of financial resources to be a major barrier to achieving the desired improvements relating to gender and disability inclusion targets.

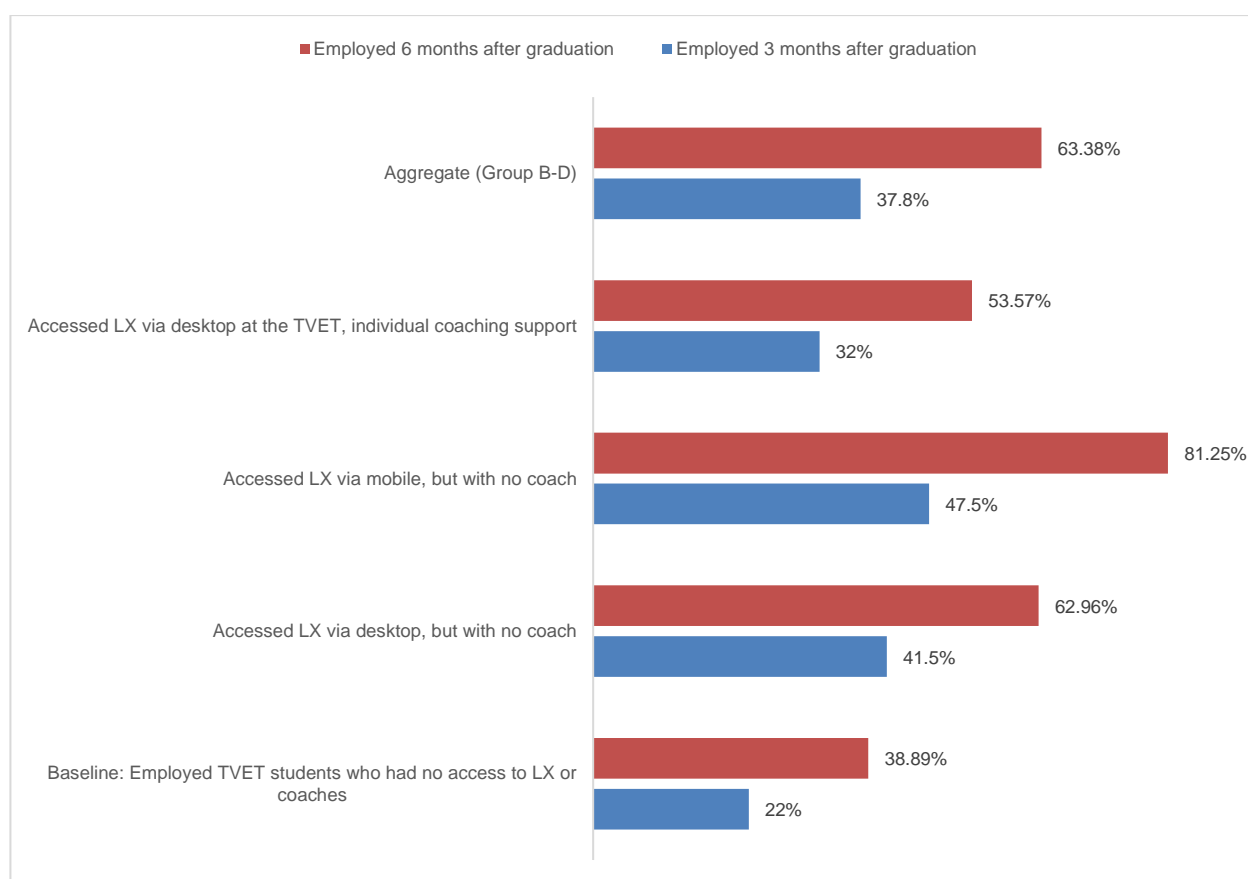
3.3.8 What worked (or did not work) to improve skill levels, employment rates and productivity for women, low-income youth and persons with disabilities in Kenya

Over 180 TVET learners had been on boarded as part of the commitment to implement sustainable interventions for learners accessing work readiness training to enter employment in the targeted industry sectors. S4PKe programme in collaboration with *Accenture* developed seven digital skilling products to help 240 learners build key employability and entrepreneurship skills within a month.

As shown in figure 3 below the LX TVET-graduate-students who went through the LX's training plan were twice likely to get a job as compared to TVET-graduate-students who had no access to the LX. The employment rates significantly increased to 37.7% three months after graduation and to 63.38%, six months after the graduation.

The employment rates increased by an average of 23.85% between the three and six-months after graduation mark. With significant increase observed among TVET-graduate-students who accessed LX using a mobile, LC was interested in exploring whether mobile devices would be an impactful and more cost efficient and accessible means of accessing LX advancing through employment. In comparing, the programme found that learners using a desktop had a higher completion rate than learners using a mobile at 43% vs. 30%, respectively. However, the same learners who used mobile recorded the highest employment rates at 81.25%.

Figure 3: Employability of graduates of TVET institutions who accessed the LX Programme⁴⁰



Feedback on LX was generally positive and data collected indicates immediate benefits for learners, including increased levels of self-confidence and improved skills, especially in career planning and job searching. Students who accessed LX were nearly twice as likely to be in a job 3 and 6 months after the short 1-month skilling period as their peers in same context who didn't have access to it.

Most of the respondents across all levels opined that with increased curriculum quality to match the market needs, delivered by trainers with quality pedagogical skills, the trainees will leave the institutions with skills to fit into the job market and compete fairly.

Students and the staff interviewed at a TVET narrated that training that student received on employment readiness such as writing a CV, administration skills and learning about employer expectations prepared them for the job market. In addition, data from interviews with some students shows that they are ready to be entrepreneurs after graduation from the TVET, thanks to the training they received from S4PKe program on the same. Although most students reported not finding their own industrial attachment opportunities, trainers indicated that at times the institution have arrangements with other institutions and often send the students for attachment which also prepares them for employment by gaining work experience.

The evaluation findings show an increasing demand for digital and soft skills in the labour market. This means that TVET trainers need to foster the development of these skills in their students. TVET teachers should gain deeper knowledge about how to deliver the skills to their students,

⁴⁰ S4PKe delivered the LX programme in two TVET institutions – Paramount Chief Kinyanjui TTI (mainstream TVET institution) and Sikri TTI (Special needs TVET institution). The data presented in Figure 4 is drawn from the responses of learners from the two institutions.

especially within practical settings, while integrating innovative teaching approaches into their daily practice.

S4PKe emphasized the need for target institutions to be open to inclusion and has shown that inclusion and providing foundational skills for young people was key. S4PKe helped TVETA to look into the 5 sectors subsequently developing good curriculum for them although a lot remains to be done.

3.3.9 Unexpected positive and negative results

The analysis of stakeholder interviews and programme documentation revealed the following unexpected results:

- *New partnerships:* These were created from the influence of HE component. For example, Jaramogi Oginga Odinga University of Science and Technology partnered with Commonwealth of Learning in order to enhance sustainability of the programme while Taita Taveta University acknowledged developing interest in digital education after the S4PKe experience and went ahead to forge collaboration with a university in Britain and South Africa.
- *New income generation for some of the HE institutions:* One university reported being able to train a neighbouring institute on digital learning and in turn earning an income. At least three universities secured research, investment or grant funding to build on their digital education capability following S4PKe.
- *Feelings of missing out:* S4PKe interventions in both HE and TVET/VRC components was small relative to need and interest. For example, only 8 - 12 staff were selected by their university to engage directly in S4PKe interventions, and under 5 staff in TVET institutions and VRCs. Members within the target institutions felt they missed out and some tended to resent the programme. Also, some of the stakeholder interviews questioned the criteria used to select the actual participants of the S4PKe from across the various stakeholder groups. Moreover, some of the respondents noted that the missing out of private universities and private TVET institutions from participating in S4PKe interventions tended to diminish the potential impact of the programme.
- *Loss of jobs:* In one university, 40 lecturers were offloaded due to the adoption of digital learning leading to a saving of Ksh. 2.4 million per semester in salaries. While this outcome was an important achievement for the university in the context of the current university funding crisis in Kenya, it represented loss of livelihood for the affected staff.
- *Effects of budget cut:* Budget cut (41.5%) of the approved budget resulted in the re-design of the programme and consequently the dropping off of 5 of the consortium members. It was strenuous for LC to explain these changes to the affected partners. In turn these affected relationships to some extent as well as stakeholders' attitude towards FCDO. This evaluation came across words such as "painful decision", "difficult to explain", "drastic", which demonstrate stakeholders' reservations regarding this donor-initiated decision.

3.3.10 Programme Reach

S4PKe focused on capacity building activities that targeted and reached teachers and TVET trainers in 14 TVET Institutions (target: 569), Higher Education academic, support staff and managers in 37 selected public universities (target: 320), and Government representatives (target: 190). Others were industry representatives (target: 510), national Government (Ministries of Education and Labour), and administrators/leaders of target institutions HE, TVET and VRC institutions (principals, managers, deans, Vice Chancellors, Deputy Vice Chancellors, Head of Departments, and Registrars). Clearly, the vast majority of the direct beneficiaries of the re-designed programme were the leaders/managers, lecturers/trainers and support staff in the HEIs, TVET institutions and VRCs, as well as staff within MoE, MoL, TVET agencies, and industry sector actors.

S4PKe planned to reach a total of 5,719 direct TVET beneficiaries through its various capacity building, technical assistance and partnerships interventions. Based on the available S4PKe M&E data, the programme reached 2,318 individuals representing 40.5% of the target. Of these, 927 were men (40%), 1,391 were women (60%) while 199 were persons with disabilities (8.6%). In addition, the programme succeeded to reach an additional 2,230 indirect beneficiaries⁴¹.

Table 3.3: S4PKe programme reach

| | <i>Target (March 2023)</i> | <i>Actual reach (March 2023)</i> | <i>Level of achievement of target (%)</i> |
|--|---|---|---|
| <i>Direct beneficiaries (Participants in S4PKe TVET interventions)</i> | <i>Total; 5,719 Men: 2,288 Women: 3,431 PWDs: 600</i> | <i>Total; 2,318 Men: 927 Women: 1,391 PWDs: 199</i> | <i>Total; 40.5% Men: 40.5% Women: 40.5% PWDs: 33.2%</i> |
| <i>Direct beneficiaries (Educators, leaders and technical support staff in S4PKe HE interventions)</i> | <i>Total: 320 Not set</i> | <i>Total: 337 Men: 217 Women: 120 PWDs: 74</i> | <i>Total: 105% N/A</i> |
| <i>Indirect beneficiaries</i> | <i>Not planned</i> | <i>Total; 2,230 Men: 892 Women: 1,338 PWDs: 40 (OPDs)</i> | <i>N/A</i> |

Source: S4PKe M&E data 2023

Data in the above table shows that a majority of those who the programme reached were women. Approximately, 40.5% of the target for both men and women was achieved, while 33.2% of the target for persons with disabilities was achieved.

3.3.11 Enablers and barriers that influenced programme performance

This section speaks to objective 3 of the evaluation: Understand the drivers, enablers and barriers to specific sub-groups (women, low-income youth and persons with disabilities) targeted by the programme. It concentrates on answering four key evaluation questions: What were the major factors influencing the achievement or non-achievement of the objectives and intended results? What are the main internal and external factors that have facilitated or obstructed the achievement of intended results? To what extent has the COVID-19 pandemic influenced the programme results and effectiveness? How effective was the programme approach of addressed this influence?

The evaluation findings revealed that several factors (enablers) positively influenced the performance of the S4PKe programme. At the same time, other factors acted as barriers or hindrances to smooth activity implementation. While these factors did not affect the different components of the programme in the same manner or magnitude, they affected, either positively or negatively, the overall performance of the S4PKe. These factors can be traced to three parts of the programme cycle - design, inception, and implementation phases.

3.3.11.1 Enablers of programme performance

(i) *Consortium implementation modality and allocation of work based on proven expertise:* Clearly, S4PKe was an ambitious programme that required broad based expertise, experience and some level of local presence. One implementation partner could not possibly implement all its components effectively. The scope of work was broad and required expertise drawn from different specialty. Therefore, the consortium modality was the most effective delivery method for this type of intervention.

⁴¹ In the re-designed programme, these referred mainly to learners in HEIs, TVET institutions and VRCs.

(ii) *Allocation of work based on proven expertise:* Each partner handled areas they had proven track record of delivering effectively. In this case, OU concentrated with HE component, while ILO focused on interventions involving TVET institutions, VRCs and TVET agencies, and industry sectors. LC integrated its expertise in GESI, EI and safeguarding into the 2 components hence adding value to the quality of results under them. The complementary strengths of the three implementing partners contributed to the success of the programme.

(iii) *Teamwork:* The programme enjoyed a harmonious working relationship within itself and with other stakeholders. The S4P Hub provided S4PKe with technical support across different themes including GESI, MREL, VfM and were available and pro-active throughout the engagements. As already noted, the consortium shared staff with expertise in areas such as monitoring and evaluation, safeguarding, disability, and gender across the consortium. The sharing of these expertise allowed cross-building of capacities. In particular, it enabled the inclusion lens to be placed at the core of the consortium approach and enabled each implementing partner to apply the acquired knowledge on inclusion to a wide range of future programmes.

(iv) *Adaptive management:* S4PKe worked within a dynamic environment with various challenges such as COVID-19 disruptions. Flexibility in programme implementation was necessary in order to respond effectively to the changing external context. This was enabled by adopting an adaptive approach involving the appropriate adaptation of work plans. The programme was able to retune to existing realities, notably budget cut to come up with realistic work plans. Coupled with the adaptive management approach, is what clearly emerged as good programme management. Overall, S4PKe was a well-managed action that had useful management tools including competent and professional staff.

(v) *Stakeholder's commitment to the success of the programme:* Although S4PKe operated within a highly challenging environment, the consortium members were committed to implementing the programme as per the terms of the contract. This commitment was demonstrated, for example, by the acceptance of LC and OU to pre-finance the programme. This was not possible for ILO due its internal policies. Also, the consortium partners hired qualified experts (staff and consultants) to lead on various tasks. The other S4PKe stakeholders were committed to its success, demonstrated by continued participation and support to activities carried out. The stakeholder groups appreciated and valued the programme's collaborative and collegiate approach to the technical assistance and capacity building interventions in both the HE and TVET/VRC components. The development and implementation of the stakeholders' engagement plan developed during the inception was particularly helpful. The government ministries, agencies, TVET institutions, VRCs and universities had a good buy-in of the programme and this facilitated programme implementation. In many instances, the target institutions were ready to co-create and co-fund the programme. FCDO remained cooperative and supportive to the consortium members throughout the programme cycle.

(vi) *High demand for services and benefits:* There was a high demand and acceptability among the target groups of S4PKe's services and products and this supported, to a great extent, its success. Among the HEIs and TVET institutions, capacity building on digital learning was rated as highly valuable, while CBET and other products developed by S4PKe such as the CBET curricula and work standards were perceived to be crucial for improving labour and employment practices among the target industry players, young people and the country generally. GESI, EI and safeguarding was a highly rated service of the programme. One key stakeholder of the programme commented that training sessions conducted on GESI, EI and safeguarding made all the other pieces of work that S4PKe undertook "merrier" and "juicier". Such acceptability of programme services coupled with high demand for them motivated the implementing partners to work harder despite the various challenges encountered during the implementation phase.

(vii) *Appropriate partnerships*: The S4PKe team expanded partnership with Accenture to include work readiness pilot programmes in TVET institutions aimed at building the capacity of TVET students and career coaches. Accenture and Leonard Cheshire (LC) co-designed and delivered a pilot to explore the potential for its skilling resources, Learning Exchange (LX) to improve the work readiness and employment outcomes of young people and young people with disabilities at significant scale in Kenya by instituting the courses into the TVET system. These learnings could support discussions with the Ministry of Education around embedding LX into the TVET curriculum. The enhanced focus on youth with disabilities aims to provide insight to Accenture on how accessible and inclusive the learning platform and content is currently in order to determine impact on scale. The pilot incorporates 240 students split into four test cohorts exploring the impact of LX access, coaches and mobile access.

(viii) *Useful programme management tools*: This is one of the noticeable strengths and good practice emerging from S4PKe's implementation phase. As is clearly discernible from Annex 8 (Documents Reviewed) that list more 90 separate programme documents, the consortium developed and implemented useful programme management documents and tools. These include MERL manual and framework, communication and visibility plan, exit strategy and sustainability plan, VfM framework, stakeholder engagement plan, among others. These documents were essential to enable the consortium members and other stakeholders to have a common understanding on responsibilities, processes, and "how to do" different components of the programme. Importantly, such documentation was essential for enhancing efficiency and effective working relationships in the programme.

3.3.11.2 Barriers (challenges) to programme performance

Although S4PKe to a great extent has been successful based on the revised theory of change, at least 10 factors posed challenges to its implementation or realisation of the desired levels of effectiveness and impact. These factors also acted as barriers to specific sub-groups (women, low-income youth and persons with disabilities) targeted by the programme to acquire equitable, quality, and relevant education and skills training.

(i) *Lack of resources among the target institutions*: More institutions aspire to develop and improve on tailor-made curriculum but lacked the resources to consider the target groups and their competences. What the programme offered was to expose them to skills that are relevant to the job market that can make them live and sustain themselves. In addition, S4PKe did not address the differences between VRCs and TVET institutions; unlike the latter, VRCs do not offer competitive modules but life skills and psychomotor skills (Trade skills).

(ii) *Budget constraints*: Reduction of funding (41.5% budget cut) led to the revision of theory of change and the logical framework. This adversely affected the original implementation design and to a great extent the implementation strategy. The budget cut, delayed funds disbursement and pre-financing requirement⁴² slowed down momentum in activity implementation. The dropping off of five partners meant that interventions allocated to them had to be either dropped or redesigned to fit to other intervention. The specific effects of this donor-led decision are elaborated clearly in S4PKe year 2 annual report.

(iii) *Delays in funds disbursement and the constraints of a new funding mechanism*: Delayed disbursement of year 3 funds constrained the implementation phase as time was limited. For example, some interventions allocated to ILO were pending, incomplete or ongoing at the time of this evaluation⁴³.

⁴² This affected ILO activity work plans as it could not meet this requirement due to its internal financial and budgeting process.

⁴³ ILO lost an estimated 13 months' worth of implementation time: initial 7 months due to contractual challenges and the last 6 months due to the funding mechanism requirement.

(iv) *COVID-19 pandemic*: The protracted effect of the COVID-19 pandemic slowed the pace of implementation of planned work and in some instances hindered the execution of planned activities. In particular, in-person activities and engagements. While virtual engagements were a plausible alternative, internet connectivity among some of the target participants proved a major challenge.

(v) *Short implementation period*: Assessed against the scope of work, the programme timeframe of 2.5 years was short. As such, the consortium had to rush through some interventions in order to complete within the timelines. For example, in the HE component, the programme was ending when the real practice and scaling up of its services to students commenced and more time would have enabled meaningful support and evaluation of this next phase. Under the TVET/VRC work stream, even after the development of OS and curricula, the project did not go through the process of piloting and implementing the 5 curricula developed due to delayed funding and short lifespan of the programme.

(vi) *Lack of downstream interventions*: As a result of the budget cut, downstream activities in the HEIs and TVET institutions were not included in the redesigned programme. Thus, S4PKe did not directly engage its core beneficiary groups (women, low-income youth, and youth with disabilities) in HEIs, TVET institutions and VRCs and in the target counties. This was a major gap that undermined its potential impact. In addition, the programme redesign resulted in FKE dropping out of the consortium, yet it had been assigned to lead employability-related work. This affected efficiency of achieving the intended objective of promoting employability among the target groups and undermined S4PKe's potential contribution to change at impact and outcome levels in relation to employment issues.

(vii) *Targeting gaps*: Some of the stakeholder interviews in HEIs revealed that beneficiaries of the digital education programme were selected from departments and schools that were outside the five target industry sectors. In one instance, a key informant complained that S4PKe education activities focused on the school of ICT and Mathematics in a specific university, yet the university offered courses (agriculture and hospitality) that were aligned to the target industry sectors⁴⁴.

(viii) *Diverse beneficiary-specific challenges*: The commitment by universities to give workload relief to trainees was not always honoured. Many participants worked in the evening with OU staff, which was straining for both actors. Also, although the platform used to deliver the online HEI training supported free and readily available accessibility features, and persons with disabilities performed just as well in completing the online training as those who did not declare a disability, there was a lack of assistive devices for persons with disabilities for online learning in both HEIs and TVET institutions. The target institutions lacked software to help the modules to be used in form of Braille. Although 92% of participants in HEIs confirmed having access to adequate technology and internet connectivity, affordability of technology (phones, and laptops) and internet connectivity needed in digital education remained a big problem among the participants.

⁴⁴ Based on the overall S4PKe design, the principal focus of interventions within HEIs, TVET institutions and VRCs were the 5 target industry sectors. As such, programme participants were expected to draw from mainly faculties, schools, and departments aligned to these sector industries. While there was significant adherence to this principle in the TVET/VRC component, this was not the case in the HE component. This is because the selection of participants was made by the universities hence those who participated in the programme did not necessarily come from the five target industry sectors. Within HEIs, S4PKe focused on digital education pedagogy, good practice, support, content and learning design, assessment, which were key foundation principles applicable across disciplines. Arguably, this enabled the universities to link the programme outcomes to their institutional need and digital education priorities and strategy.

(ix) *Inadequate physical and human resources*: There was a lack of a desk/officer at the state department of TVET that could have facilitated inter-agency coordination and working together and the different government agencies tended to work in silos. In addition, a lack of a vehicle reportedly limited staff mobility (ILO) to the programme sites which were sparsely located.

(x) *External factors*: The most notable factor was the August 2022 General Election in Kenya, which slowed down government implementation of joint work plans. Also, during the election period, TVET institutions remained closed as they served as polling stations.

Box 3: Key findings on effectiveness

- Results that are reported in programme records are an accurate record of achievement.
- There are outstanding achievements in all components of S4PKe.
- S4PKe performed well, especially the HE component.
- S4PKe results align or support the revised theory of change.
- There are positive views and satisfaction with services and benefits produced so far.
- S4PKe succeeded in raising awareness and promoting GESI, EI and safeguarding among HEIs, TVET institutions, VRCs and other stakeholder groups it engaged.
- Several external factors, including substantial budget cut and effects of COVID-19 affected programme performance.
- Mitigation measures adopted by the consortium against COVID-19 pandemic and other hindrances during the implementation phase were adequate.
- S4PKe did produce unintended positive results, particularly for HEIs. However, there were three negative effects and there is no evidence these have been mitigated adequately.
- S4PKe did not directly engage women, low-income youth and persons with disabilities in its interventions despite these being its core beneficiaries. It was however an effective technical assistance programme which strengthened systems, services and offerings that will benefit these target groups.

3.4 Efficiency

The efficiency criterion is aligned to the 4th evaluation objective, which seeks an understanding how, and how well S4PKe adapted the design and implementation of activities and outputs, and the degree to which these achieved their desired effects at outcome level. This section attempts to meet this evaluation objective by answering seven key questions under the efficiency criterion.

3.4.1 Utilisation of available resources to achieve the programme outputs and outcomes

The resources made available to the programme were used strategically to achieve the programme outputs and outcomes. No wastage of resources was noted. Due to COVID-19 infection rates during implementation period, most of the programme activities were conducted virtually thus saving on the programme resources. Further, the ToC was revised and thus the design of the program was changed to emphasise more on capacity building through workshops and seminars, with little procurement of inputs and direct implementation to the end beneficiary. Also, a significant effort and resources were spent in shaping policies through development of policy frameworks and standard and guidelines.

Among the challenges raised by the consortium partners that impacted on efficiency was the delayed disbursement of funds. This was adversely affected the efficiency of one of the consortium partners (ILO) since their policy does not support pre-financing. Because of this, at the time of evaluation data collection, ILO was still implementing three interventions.

The consortium members noted that the programme's human resource portfolio was lean and to some extent slowed down activity implementation. The lean staff mostly affected ILO and LC consortium partners. This challenge was mitigated by the use of consultants and co-creation with the target institutions. It took time to recruit and contract consultants.

3.4.2 Whether S4PKe delivered the intended results in an economic and timely way

S4PKe delivered the intended results in an economic manner although not always on time for TVET/VRC work stream. This was mainly due to delays in funds disbursement in year 2 and 3 of implementation. In the HE component, work planning took into account the COVID-19 risk hence focused on a fully online and remote delivery approach. All the HE interventions were implemented on time and in an economical way by leveraging on online technology.

Some of the planned activities (mostly face-to-face training/workshops) could not be implemented due to surge in COVID-19 infection rate, the imposition of lock lockdown by the Government and delayed disbursement of programme funds. Also, some of the activities (mainly TVET/VRC work stream) could not be immediately implemented using online delivery. As such, some targets were either fully missed, partially implemented or implemented outside the planned time. By July 2022, 13 planned activities relating to the TVET/VRC component were off schedule by between 5 - 50%⁴⁵.

In Quarter 10 progress report, the consortium requested FCDO to consider additional funding beyond year 3 to cater for the activities targeting TVET agencies as well as learners (downstream activities) that had been deprioritised during the re-scoping exercise occasioned by the initial funding cuts. The additional resources were needed for improving access and quality of CBET in the target TVET institutions and VRCs. Additionally, the consortium requested FCDO to allow additional project time to ensure smooth conclusion and implementation of the sustainability strategies of the project. However, both requests were not granted.

The consortium partners had to rework the implementation schedule to fit the remaining time frame and the reduced budget. Although LC and OU were able to achieve all planned activities, ILO was not able to do this due to a loss of approximately 13 months in the implementation schedule occasioned by delay in concluding the contracting process with LC (6 months) and pre-financing difficulties.

Over 25 sub-activities under the TVET/VRC component were not accomplished by the end of the S4PKe implementation period on 31 March 2023. These activities are listed in the No-Cost Extension Plan prepared by the Consortium (Annex 11) and relate to the following 7 expected sub-outputs:

- Conduct follow up capacity building sessions based on the capacity development plans priorities from the safeguarding, GESI and Economic Inclusion assessments in all the for TVET agencies i.e. TVETA, NITA, KNQA and TVET-CDACC on providing technical assistance.
- Support the establishment and management of industry engagement models across all the target TVET institutions through the newly developed apprenticeship schemes (entrepreneurship clubs, indentured learnerships, graduate, apprenticeship skills upgrading and attachment)
- Support career and work readiness training including enterprise training models for low-income youth, women and persons with disabilities in TVET in Kenya (focus on Life Skills Training (LST), Core Business Skills Training (CBST), and Business Development Services (BDS)).
- Development of E-learning and virtual materials (ODEL) for KTTC.
- Improved teaching, leadership and the evaluation of CBET delivery and quality assurance systems.
- Strengthened Capacity of sector training council members and the Secretariat.
- Enhance uptake of the newly developed Apprenticeship schemes (indentured learnerships, graduate, apprenticeship skills upgrading and attachment).

In February 2023, the FCDO disbursed funds to ILO to implement three interventions before the end of the programme (31 March 2023): development of five maritime curriculum, training of in-service on

⁴⁵ S4PKe July 2022 Quarter report

digital pedagogy, and capacity building of TVET practitioner (curriculum developers, assessors and verifiers) on TVET standards. ILO successfully implemented these tasks.

3.4.3 Extent to which S4PKe leveraged resources to address programme objectives including gender equality and non-discrimination of persons with disabilities

Leveraging of available resources is an important aspect of programme efficiency. The evaluation results indicate that to a large extent, S4PKe succeeded in leveraging resources to address programme objectives including gender equality and non-discrimination of persons with disabilities.

S4PKe benefited from the technical inputs of FCDO in developing the country M&E frameworks, which integrated inclusion and disability. Similar support was received in the development of the programme ToC and VfM frameworks.

The consortium partners brought on board disability mainstreaming, safeguarding, GESI, digital learning, and skills and policy development in TVET. This meant that designs and interventions benefited from the different expertise especially objectives on gender equality and non-discrimination of persons with disabilities.

Respondents felt that mainstreaming GESI and inclusivity of persons with disabilities was one of the major achievements of the project. The programme trained KNQA and NITA board on inclusivity. The TVET Authority together with LC further developed inclusivity to TVET standard and guidelines.

3.4.4 Whether the programme was managed efficiently

S4PKe was a well-managed action. As the lead agency, LC performed its responsibilities well in line with the grant agreement held with FCDO. LC further signed legally binding agreements with the consortium members. At the proposal stage, the consortium committed to setup a clear governance, management, and advisory structures, including the establishment of various governance committees.

There were appropriate programme operational practices, documentation, relationships, and results. For example, the programme worked according to agreed budget, had good financial management practices, applied value for money principles, and the consortium maintained a strong working relationship throughout the implementation period.

The programme had useful programme management tools such as the VfM guidelines and communication strategy that were maintained and updated. Also, the consortium worked harmoniously, and built cordial working relationships with other stakeholders. There was good public relations, which allowed the programme to access government support whenever required.

Workstream review meetings took place weekly during periods of high activity and bi-weekly the rest of the time. Management meetings and technical groups meetings took place on needs basis. However, there is no evidence of any of the proposed governance committee being constituted. Also, it was noted that the programme had only few consortium meetings that involved all three consortium partners. Some of the S4PKe staff indicated they were not fully apprised of the work or achievements of the components they were not directly responsible for.

3.4.5 Value for Money

In efforts to maximise impact, successful programmes apply VfM principles throughout the programme cycle. This section illuminates on the following efficiency-related evaluation key questions: To what extent did the programme adopt and apply VfM and 'adaptive management' practices? Are the resources (financial, human, and physical) made available to the programme used strategically

to achieve the programme outputs and outcomes? To what extent did the programme deliver the intended results in an economic and timely way? In answering these questions, the evaluation assessed the value for money using the 4Es framework (equity, effectiveness, efficiency and economy).

S4PKe applied the VfM principle, and this is evident in both the programme design and implementation. S4PKe's VfM processes optimised utilization of available resources. S4PKe documentation and interviews with staff revealed awareness and efforts to pursue value for money throughout the programme cycle. Similarly, stakeholder interviews did not cite any experience of instances of wastage or mismanagement of physical, financial, and human resources available to the consortium.

Effectiveness: The programme was designed to assess cost per beneficiary attributable to positive change practices to manage key effectiveness drivers. This was assessed through periodic performance reviews. The Programme demonstrated the capability to deliver in difficult environments. The consortium shared staff with expertise in areas such as monitoring and evaluation, safeguarding, disability, gender, across the consortium. By empowering individuals with skills and increased employability, and employers to access a wider pool of skilled labour relevant to their needs, the programme will bridge the gap between the demand and the supply.

Economy: The programme focused on optimizing available resources following good practices in managing key economy drivers and economies of scale. The key cost drivers in the programme were salaries, consultancy costs, travel and administrative expenses. The programme utilised 17% of its total budget in Year1 towards management costs; 20% in Yr2; and 29% in Yr3, therefore the management cost as a percentage of total programme cost was 23%. This shows that 77% of S4PKe's budget went to programme activities. LC's procurement policy followed FCDO requirements of obtaining three quotes on purchases over £500 and an invitation to tender for purchases over £5,000. LC applied its procurement policy across consortium members and all downstream partners. Cost drivers were identified and utilized to secure discounted rates with suppliers through the procurement process. The programme adopted joint meetings across partners; and utilized the digital space where feasible as cost savings mechanisms.

Efficiency: S4PKe was designed to deliver higher quality outputs using faster and fewer inputs. The Programme Budget Execution Rate was 76%. The consortium members considered the most efficient interventions to achieve change. For instance, the open and distance education model utilised in the HE work stream enabled significant reach at considerably lower cost per beneficiary than a face-to-face model. The programme interventions including workshops and training were delivered in groups and online to minimize travel costs, thus enabling greater numbers to be reached. Where possible, training adapted existing approaches and modules already developed by consortium members minimizing development cost. The consortium shared staff with expertise in areas such as monitoring and evaluation, safeguarding, disability, gender, across the consortium. This allowed cross-building of capacities needed to deliver the planned work. These practices aligns well with the finding that S4PKe was a well-managed and cost-effective operation.

Equity: S4PKe took affirmative action to support persons with disabilities, women and low-income youths in special TVET institutions in Kenya. The programme rolled out a baseline survey showing extent of disability in TVET institutions, HEIs and VRCs and assessments on GESI were conducted. VfM indicators to track the programme equity considerations were used and the results were applied in informing decision making and programme implementation. A measure of affirmative action was also taken when delivering interventions. For example, under the HE component, universities were encouraged to consider persons with disabilities in the selection of staff. In some cases, universities were able to add additional participants where this provided more persons with disabilities opportunities to engage in the capacity building. On Programme A, 22% (n=56) of participants declared a disability and 33 (56%) of them completed the course, while

69% of those who did not declare a disability completed. On Programme B, 18 (22%) of the participants declared a disability, 14 (78%) of them completed, while 75% of those who did not declare a disability completed.

3.4.6 Monitoring and Evaluation, Learning, and Reporting

Monitoring and Evaluation, Learning, and Reporting (MELR) are central elements in the programme cycle hence the need to assess how S4PKe approached and conducted these functions. This section illuminates on two key evaluation questions: Has the programme developed an M&E strategy that enhance accountability, learning, contribute to knowledge base and feed into management? Does the programme have realistic, logical, and coherent designs with clearly defined outcomes, outputs and indicators?

S4PKe's monitoring, evaluation, research, and learning activities were spearheaded by the Consortium MERL Manager, who worked closely with the technical leads and management team in Nairobi and London as well as the technical team at the S4P's Hub.

There was an elaborate MERL framework, which guided the MERL function. The framework was drawn from the Global S4P's prosperity fund and this helped S4PKe to adapt appropriately by utilising what worked well. The framework integrated accountability and learning and provided an institutional framework for tracking progress made against the performance indicators and the institutionalization of learning and knowledge management overall, and across activities assigned to the different partners. Also, there was a comprehensive M&E plan, which specifies the data requirements, frequency, responsibilities, standards, utilizations, and resources available.

There are over 20 high-quality MERL guidelines, tools/templates, and reports including the programme's baseline survey report of 2020. The various consortium reports produced were of high quality and were submitted on time. The consortium members produced reports in accordance with the contractual arrangements agreed with FCDO and LC, including the use of the required formats. Apart from monthly and quarterly reporting, annual reports provided significant information on progress, and continuous evaluation approach informed reflexive project implementation to maximise the achievements of the outcomes.

There were several instances of learning from implementation among the consortium members and other key stakeholders of the S4PKe. Periodic roundtable meetings comprising the consortium members, FCDO, and GoK representatives took place to discuss and learn from implementation and any emerging operational issues.

A database of products and events by the consortium was maintained by LC and was available to consortium members on demand. Knowledge products generated by S4PKe – including stories of change, research reports, and assessments - are validated, as far as possible, and the final versions were uploaded on the LC and programme website.

An elaborate dissemination plan was spelt out in S4PKe's communication and visibility plan. Furthermore, the knowledge products were shared with a wider audience through Twitter, Facebook, and other communication platforms.

Learning, reflection, and dissemination events were held with programme stakeholders, including the highly praised learning event held on 24th and 25th January 2023 at the beginning of fieldwork for this evaluation. Although more face-to-face meetings and monitoring visits were planned, these could not be undertaken due to the COVID-19 pandemic or budgetary constraints.

The results of a programme sustainability assessment questionnaire involving S4PKe management and technical teams revealed that the programme had necessary capacity in MERL function. The assessment returned a high score (average of 6.3 out of a maximum of 7 scores)

on the programme evaluation domain, which captures the core areas of the MERL function. The assessment showed that S4PKe provided strong evidence to the stakeholders that it worked with (monitoring, analysis and reporting), and that the programme reported short term and intermediate outcomes to its stakeholders.

3.4.7 Communication and Visibility

Communication and visibility are central elements of programme management and are crucial for enhancing stakeholder commitment, support, and satisfaction levels, as well as contributing to programme effectiveness, efficiency, impact, and sustainability.

The review of S4PKe documentation and insights from stakeholder interviewed indicated that the programme had largely effective communication practices. There was a well written and clear communication and visibility plan developed during the inception phase. There was a separate communication strategy which aimed at streamlining communications among consortium members, supporting delivery of programme outputs; and amplifying the UK government effort to improve livelihoods of Kenyans.

The communication strategy had apportioned responsibility to FCDO/ Hub, Programme Manager and technical lead, technical lead, MREL Manager, Finance Manager, Consortium members, Programme Officer. The Chief of Party was to be S4PKe spokesperson and 'face' of the programme, mandated with provision of general oversight and guidance.

S4PKe maintained substantial online social presence, through the use of social media such as MS Teams, Zoom, LinkedIn, Facebook and WhatsApp in its implementation. This proved to be a better model and choice for instance for the online community of practice to roll out the digital online education.

As is evident under the section on sustainability, the communication domain of the programme sustainability assessment attained an average score of 6.36 out of 7.0 maximum scores. It was the highest ranked of the seven domains. This score indicated, among others, that S4PKe had communication strategies to secure and maintain stakeholders' support, staff communicated the need for the programme to its stakeholders, and that the consortium presented the S4PKe to its internal and external stakeholders in a way that generated interest. Also, the consortium made efforts to increase awareness of the issues it tackled and demonstrated the value of the programme to the stakeholder groups.

The following issues were noted regarding S4PKe's communication and visibility practice and experiences:

- The consortium reported having experienced delayed communication from FCDO in relation to the budget cut issue. They felt that FCDO took long to take decisions. This was felt more when FCDO took a lot of time before communicating to government agencies and relevant stakeholders the decision on programme budget cut.
- The consortium members reported hitches in communication with either beneficiaries or government agencies that were to facilitate programme entry.
- The consortium did not succeed to constitute intended governance committees that were to bridge communication between the programme and target institutions.
- There were reported instances of government bureaucracy and top-down practices. This was more in relation to directives and decisions by MoE regarding the participation of HEIs and TVET institutions in S4PKe activities.
- There was no programme launch in the target counties and among the target institutions (TVET institutions and VRCs) leading to reduced visibility of the programme.

- Even within the HEIs where launch of Programme A and B interventions took place, the programme was not well known outside those who were direct participants⁴⁶.
- A considerable number of the programme beneficiaries were unaware that ILO and OU were working under the S4PKe or that FCDO funded the programme.
- The LC was the most visible partner among the evaluation participants, while FCDO was the least known partner. ILO and OU were most visible among stakeholders they had engaged directly with.

Box 4: Key findings on efficiency

- Well managed and cost-effective intervention.
- S4PKe had efficient use of available human resources.
- Available financial resources were strategically used and no wastage of resources was noted.
- S4PKe had effective use of available ICT infrastructure (DE, GESI&EI delivery) and other physical resources, although there was a lack of vehicle for use by ILO.
- Short implementation period (loss of an estimated 13 months by ILO), coupled with budget constraints, delayed disbursement of funds, COVID-19 disruptions, and August 2022 general elections undermined timely activity implementation particularly in the TVET/VRC component.
- S4PKe's internal monitoring system, as well communication and visibility practices were largely effective but required improvement.
- S4PKe applied value for money principles and there were no reported instances of waste in the programme operations.
- Relationships between the consortium members and other S4PKe stakeholders was cordial and supportive and this supported implementation of planned activities.
- S4PKe adapted well to its internal and external context.
- Implementation arrangements were adequate for the achievement of the expected results.
- Delayed disbursement of funds from FCDO affected timely completion of planned activities (TVET/VRC work stream).

3.5 Impact

The 7th evaluation objective sought a description of the lasting impact that the programme had and will have (or can reasonably be expected to have) at the level of communities and systemically. The 6th evaluation objective focusing on unexpected positive and negative results of the programme is also relevant to the impact evaluation criteria. The section illuminates on the two evaluation objectives by answering the following three impact-related evaluations questions: To what extent did the programme generate or contribute to the generation of significant higher-level effects, whether positive or negative, intended or unintended? What impact did the programme have on skilling advancing to employment of women, low-income youth and persons with disabilities? To what extent does the programme results contribute to the identified SDGs and relevant targets?

3.5.1 Extent to which S4PKe generated or contributed to the generation of significant higher-level effects, whether positive or negative, intended or unintended

There were divergent views from the S4PKe stakeholders regarding whether or not S4PKe resulted in significant changes among its target groups or in the wider society. Whilst some stakeholders felt the programme had made a significant difference in terms of improving knowledge, skills and practice among those that participated in its various technical assistance and capacity building interventions in both the HE and TVET/VRC components, other stakeholders felt that the programme did not contribute any major changes hence it was not impactful. These stakeholders provided various reasons to account for this view. The common reasons were that S4PKe:

- Had only completed implementing planned activities in both the HE and TVET/VRC

⁴⁶ During field visits to the sample institutions (HEIs, TVET institutions and VRCs) the evaluation team noted that only few within those institutions recognised or were aware of the programme. These were mainly the staff and learners who had participated in its activities. Details about the programme was not evident in the noticeboards, websites and documentation from these institutions. A similar low or lack of awareness of awareness of the programme or its interventions was noted among other stakeholders in the target counties, including MoE and MoL officials and industry sector players.

components hence it had no tangible impact yet.

- Was implemented over a short period.
- Reached few beneficiaries in the target institutions (HEIs, TVET institutions, VRCs and TVET agencies).
- Did not implement downstream activities that would have directly engaged the intended core beneficiaries (women, low-income youth and persons with disabilities).
- Failed to complete all activities planned for year 2 and 3 (TVET/VRC component).
- Did not include some potential beneficiary groups such as private universities and TVET institutions – in its activities.

The above reasons tends to indicate gaps in S4PKe programme design and implementation that undermined its potential for impact. Insights from stakeholder interviews and desk review also indicated that S4PKe's impact would have been felt, substantially, if the original programme design was implemented and if all planned interventions in the re-designed programme had been fully implemented.

At the level of trainees, the programme has not had much impact at improving skills level and employability of low-income women, youths and Persons with disabilities in the five target sectors. This could be attributed to the budget cuts and the revision of theory of change which refocused to target on the system strengthening without any activities that directly involved the intended core beneficiary groups – women, low-income youth and persons with disabilities. Also, delay in implementing some interventions and the programme short implementation period meant that there was no sufficient time for impact to be realised among the programme's core beneficiary groups.

Some of the programme participants in HEIs pointed out that they were not sure how to respond to the question of impact as there were no mechanisms to measure the trickle-down effect of S4PKe interventions. They were not sure whether or not capacity building activities conducted among Programme A and B participants in the universities made any notable change among the learners. A respondent captured this issue candidly in the following manner: "It is impossible to claim that our activities benefited the core target beneficiaries of the S4PKe as envisaged in its original design".

At the institution level, the impact was not directly felt by the low-income youth, women, and persons with disability but there was an assumption that over time they will be the secondary beneficiaries of the competencies gained by trained institution staff. Improved attitudes and infrastructure in the different institutions targeting students with disabilities would also lead to improved access and quality learning for students including women youth and people with disability. The standards, guidelines and policies developed by TVET agencies with the support of the programme are expected to impact the sub-sector greatly as these will be blueprint upon which the subsector will operate.

At the system level, there were positive signs of potential impact because administrators/leaders, educators/trainers and academic staff in HEIs, TVET institutions and VRCs, as well as decision makers within TVET agencies benefited in terms of new knowledge and enhanced skills from the various capacity building sessions conducted by S4PKe. Similarly, their institutions benefitted by way of access to relevant policies, capabilities, best practice, standards and guidelines. Collectively, these advocated for equitable, quality and relevant education and the inclusion of marginalised groups into VRCs, TVETs and universities.

In the HE work stream, there were several notable changes contributed by S4PKe among the HEIs that could result to impact overtime. These included change in perception and attitude towards digital education, change in work processes, change in teaching and learning practices, new educational products and outputs, new partnerships for Institutions, and new investments in ODEL, ODEL related policies, applications for CUE accreditation of ODEL.

Perhaps the biggest contributions to the generation of significant higher-level effects are in regard to recognition of prior learning, mainstreaming of GESI, Economic Inclusion and Safeguarding in TVET agencies, TVET institutions and VRCs and plans for the establishment of Open University of Kenya (OUK) in 2023.

3.5.2 Impact on skilling advancing to employment of women, low-income youth and persons with disabilities

There are several positive signs of potential impact of S4PKe on skilling advancing to employment of women, low-income youth and persons with disabilities. These are illuminated by the following examples of achievements or products associated with S4PKe in both the HE and TVET/VRC components:

- S4PKe supported the development of RPL policy that is essential for skills advancing especially for women, low-income youth and persons with disabilities.
- The finalisation of GESI, Safeguarding and EI blueprints will go a long way in advancing employment of women, low-income youth and persons with disabilities.
- Support in the development of NCPWD career portal will go a long way in placing PWDs to employment opportunities.
- S4PKe's pilot study on LX promoted employability of women, low-income youth and persons with disabilities by 63% within 6 months of graduation. A stakeholder explained this achievement in the following manner: "...On the employability aspect, those who went through the programme are aware that it is not a must that they should get employment, but they can also create employment opportunities".
- In one university, the budget allocation for ICT and ODEL was increased to enable the institution to undertake online teaching/learning effectively, from Ksh. 300,000 to Ksh. 1.2 m. Also, these would continue to be standalone expenditure votes in the university's budget.
- As reflected by respondents below and in some of the S4PKe documentation⁴⁷, HEI staff are better equipped to deliver more accessible, cost effective, inclusive, flexible, good quality digital (online, blended) education content, services and provision, which will enable more women, low-income youth and PWDs to have access to HE that they did not have before:

The training focused on very key areas in digital integration in terms of structural design, innovative pedagogies, assessment and use of open education resources. All these resonate very well with the capacity requirements of our staff so it is through this that we will develop a comprehensive capacity building for our academic staff. We will use the knowledge we acquired through the S4PKe program to cascade and help our academic staff upskill their knowledge and skills in terms of instruction design, pedagogies, assessment because the digital landscape is very dynamic and fast evolving, we have to keep evolving. So this is our next plan now.

The program was a game changer in adopting online learning in our university. This is the future, with or without Covid-19, In due course it is also cost effective. At the beginning, it was expensive because of the need to put up infrastructure and training staff. Once the modules are developed and infrastructure ready you then start reap benefits. The maintenance cost is quite low. One off investment but the returns are huge. Digital education program is a value addition element that result in better quality students and outcomes-better skills knowledge and attitudes transfer.

- Although some of the evaluation participants from HEIs did not feel S4PKe had improved employability, access and equality as the programme did not directly target the trainees, they noted that with the knowledge of inclusivity, the institutions were now more

⁴⁷ This is in reference to HE Digital Project Showcase Videos and Internal HE Digital Education Project Evaluation Report.

accommodative to women, low-income youth and persons with disabilities.

3.5.3 Extent to which S4PKe's results contributed to the identified SDGs and relevant targets.

It was not possible from the available data to ascertain the exact extent to which S4PKe results contributed to the identified SDGs and relevant targets. However, an analysis of S4PKe's objectives, interventions and achievements in both HE and TVET/VRC components indicate that its work was well aligned to and hence contributed to the furtherance of the goals and aspirations of various SDGs, especially the following:

- a) No 1: No poverty- S4PKe interventions advocated for equitable employment opportunities and enhanced earnings devoid of discrimination on account of gender, social status and disability status supports greater access and enjoyment of basic human needs of health, education, and sanitation.
- b) No 4: Quality education S4PKe interventions advocated for equitable and inclusive education to enable upward social mobility and end poverty.
- c) No 5: Gender equality – S4PKe interventions underscored access to education, skills training and employment opportunities regardless of gender, advancement of equality laws, and fairer representation of women.
- d) No 8: Decent work and economic growth – S4PKe interventions underscored the creation of jobs for all to improve living standards, providing sustainable economic growth.
- e) No. 10: Reduced inequalities within and among countries – S4PKe interventions underscored non-discrimination and equitable access to quality and relevant education, skills training and employment opportunities for women, low-income youth and persons with disabilities.

Box 5: Key findings on impact

- S4PKe stakeholders had divergent views regarding the impact of the programme. Whilst some felt it had made a major difference in both the HE and TVET/VRC components, others felt it was too early to claim or pinpoint any impact of the programme.
- At the system level, there were positive signs of potential impact of S4PKe because administrators/leaders, educators/trainers and academic staff in HEIs, TVET institutions and VRCs, as well as decision makers within TVET agencies benefited in terms of new knowledge and enhanced skills from the various capacity building sessions conducted by S4PKe.
- S4PKe interventions, especially the digital education work has contributed notable changes to the target groups.
- There are various positive signs of potential impact of S4PKe on skilling advancing to employment of women, low-income youth and persons with disabilities, especially relating to the system level.
- S4PKe was well aligned to and hence contributed to the furtherance of the aspirations of SDGs 1 (no poverty), 4 (quality education), 5 (gender equality), 8 (decent work and economic growth) and 10 (reduced inequalities).
- With time, more support and continued application, the various products and gains achieved by S4PKe are likely to produce significant change at societal level, in particular in Kenya's education, skills development and employment sectors.

3.6 Sustainability

This section provides answers, systematically, to all seven sustainability-related questions captured in the evaluation ToR. It illuminates on evaluation objective 10 that seeks an assessment on the extent to which the programme outcomes will be sustainable.

The consortium members made important efforts to enhance the sustainability potential of the S4PKe programme generally, and the different components and results they were responsible for. These efforts included the development and implementation of an exit strategy and sustainability plan, forging of partnerships with government stakeholders, capacity building of the target groups, and ongoing negotiations with the GoK and FCDO to provide resources and support that would boost not only programme effectiveness and impact but also sustainability of its results during the post-implementation period.

The services and benefits of S4PKe will continue, to a large extent, because the programme focused on high value activities that advocated for equity, quality, and relevance in TVET and HE⁴⁸ provision in Kenya. This finding is underscored by the results from a programme sustainability assessment that showed S4PKe was a fairly sustainable action⁴⁹.

The assessment focused on 7 key capacities (factors or indicators) of a highly sustainable programme: environmental support, funding stability, partnerships, organisational capacity, programme MERL, adaptation, and communication. These capacities relate, broadly, to the different sustainability components - institutional, financial and benefits sustainability. The assessment returned an overall score of 5.74 out a maximum 7.0 on the programme sustainability continuum in which higher scores represented high sustainability potential.

Apart from funding stability (2.92) all other domains had an average score of over 6.0 as shown in the table below. As such, funding or lack of financial resources among the consortium members and key stakeholders of the S4PKe (including GoK, HEIs, TVET institutions) remains the main threat to the sustainability of the programme. Also, these results indicate that financial sustainability of the S4PKe remains a challenge. Annex 10 (Select tables and figures) provides fuller results on this assessment.

Table 3.4: S4PKe programme sustainability assessment

| | Sustainability domain | Desired status | Average score out of 7.0 | Interpretation |
|---|------------------------------|--|---------------------------------|--|
| 1 | Environment support | Supportive internal and external environment for the programme | 6.16 | Key stakeholders of S4PKe have been committed to its success and could be called upon to support continuity of its services and benefits |
| 2 | Funding stability | Consistent financial base for the programme | 2.92 | Lack of funds is likely to constraint continuity of S4PKe services and benefits. |
| 3 | Partnerships | Cultivated connections between programme and its stakeholders | 6.14 | S4PK forged important partnerships (organisations/institutions and individuals) that could be called upon to support continuity of its services and benefits |
| 4 | Organisational capacity | Having internal support and resources needed to effectively manage the programme and its activities. | 6.24 | Consortium members' capacities have been adequate and supportive of the sustainability of S4PKe services and benefits. |
| 5 | Programme evaluation | Programme assessments are used to inform planning | 6.3 | MERL function has been adequate and is supportive of the sustainability of S4PKe services and benefits. |
| 6 | Programme adaptation | Takes actions that adapt the programme to ensure its effectiveness | 6.06 | Consortium made appropriate adaptations, and these are supportive of the sustainability of S4PKe services and benefits. |

⁴⁸ S4PKe Exit and Sustainability Strategy March 2021.

⁴⁹ The assessment was based on an electronic programme sustainability questionnaire. The participants were all S4PKe programme staff from both the management and technical teams across the 3 consortium members. Other stakeholders of the programme gave their opinions on the sustainability issue through questions contained in the key informant guides.

| | | | | |
|---|----------------|--|------|---|
| 7 | Communications | Strategic communication with stakeholders and stakeholders about the programme | 6.36 | Communication was sufficient and supportive of the sustainability of S4PKe services and benefits. |
|---|----------------|--|------|---|

The evaluation results indicate that S4PKe was successful in building a level of sustainability within enabling environments. S4PKe has developed a number of sustainability measures which includes capacity building of human resource at government agencies and state departments, development of policies, standards and guidelines in ensuring the impact of the programme continue after funding has ended at the system level.

The triangulation of evaluation data revealed several positive signs of sustainability of the S4PKe services and benefits, as well as factors that are likely to hinder the programme sustainability potential. The major signs of sustainability of sustainability of the services and benefits of S4PKe include the following:

Capacity building: S4PKe built the capacity of staff in HEIs and TVET institutions and VRCs that participated in the digital education interventions. The programme has put in place adequate measures to enhance programme sustainability. This will ensure the programme interventions continue after the programme time elapse.

Institutionalisation of S4PKe services in the target HEIs, TVET institutions and VRCs: Some institutions had already made efforts to institutionalise some of the S4PKe services. For example, the Kenya Coast National Polytechnic developed five maritime curriculum and commenced their utilisation. Many of the target institutions engaged in the S4PKe have mainstreamed safeguarding and GESI into their work. Kibabii University has also made notable strides in this area.

Exit and sustainability plan: One of the evaluation questions sought answers on how the exit strategy of the programme contributed to ensuring the sustainability. The sustainability/exit and handover strategy ensured that implementation of the programme activities was designed in a manner that promoted continuity after the programme life cycle. This was seen, for example, in the partnerships and capacity building of government agencies mandated to intervene on the skilling sector. S4PKe's exit strategy and sustainability plan were appropriate in terms of the measures contained in the two documents. The phasing over strategy was the most preferred exit strategy that involved institutionalisation of the activities. This will have the activities feature in institutions annual performance contracts, budgets and work plans.

Availability of S4PKe products to stakeholders: As part of sustainability, S4PKe has left behind a legacy course (online course for HEIs) and materials which people and institutions can use going forward. More people can learn and obtain certificates. The MoE has expressed a commitment to support the continuity of the course. Also, MoE has appointed a technical working group to support these and facilitate the Kenya digital education community of practice. Additionally, TVET institutions that were supplied with physical resources under the LX programme are likely to continue using them.

Ongoing efforts to enlist partners to continue with S4PKe interventions: The consortium was in discussions with donor agencies in the education and skills development sector for instance the USAID and UNICEF to pick up the programme and sustain gains from this programme.

Integration of S4PKe results into national institutions: S4PKe has strategically pursued integration/institutionalization of the programme results aimed at addressing economic barriers among marginalized young people including women, low-income youth, and youth with disabilities

accessing industries and labour market. For example, S4PKe has encouraged approval/gazettement of the reviewed marine occupational training standards, curriculum and assessment tools aimed at improving teaching and leadership; developed manual for Recognition of Prior Learning (RPL), and CBET Assessors and verifiers and counsellors.

Leveraging additional interest and investment: S4PKe was successful in leveraging additional interest and investment. For example, Accenture and Leonard Cheshire (LC) co-designed and delivered a pilot in two TVET institutions to explore the potential for its skilling resources, Learning Exchange (LX) to improve the work readiness and employment outcomes of young people and young people with disabilities at significant scale in Kenya by instituting the courses into the TVET system. The LX pilot has received positive backing from the State Department of TVET, TVET authority and the TVET institutions. TVET institutions were exploring sustainable mechanisms of linking up the entrepreneurial online learning with the other industry engagement models including the entrepreneurship clubs.

High demand and acceptability of services: This was one of the important positive signs of sustainability of the programme. There was an overwhelming stakeholders' view that its services among the different stakeholder groups were highly relevant and desirable. This will encourage the beneficiaries to utilise the services and obtained from the programme during the post-implementation phase.

Ongoing interventions by ILO: Plans were in place to finance ILO with Ksh. 4M for completion of five curricula in maritime sector and help TVET Authority to roll out CBET manual by training of CBET curriculum developers, assessors, verifiers and quality assurance officers in the counties.

Stakeholder interviews indicated that the following three S4PKe components were likely to continue, to some degree during the post-implementation period:

Digital education: HEIs and TVET institutions are already building on capacity building measures by the S4PKe to develop, improve and utilise digital learning services. S4PKe has assisted in developing some level of human resource capacity on digital education in the HEIs and TVET institutions that were reached. The administrators, academic staff and support that participated in the digital education activities are likely to continue utilising and expanding the reach of this component of S4PKe work, with some HEIs instituting new policies and resources relevant to mainstreaming good digital education practices. The GoK has decided on the establishment of OUK, which was generating significant interest on digital education. MoE has already commenced discussions with OU around the issue and this is a positive sustainability development. The eventual launch of OUK is likely to rejuvenate the work already started by S4PKe. Also, the online community of practice (CoP) established under the HE component to help members share best practices, knowledge and innovate around digital education issues is likely to continue. In addition, SDHER have instituted a technical working committee comprised of representatives from SDHER, CUE and participants from both Programme A and Programme B to take forward digital education capacity building activity.

Reforms Committee to support sharing and use of expert education resources

Team formed to lead digital education in Kenyan schools

Principal Secretary says university councils should encourage public-private partnerships

BY STANLEY KIMUGE

The government has formed a team to spearhead digital education in the country's institutions of higher learning.

Members of the Digital Education Technical Working Committee are Darius Ogutu (Director of Higher Education), Prof Mike Kuria (Chief Executive, Commission for University Education - CUE), Prof Anne Assey (the University of Nairobi), Dr George Onyango (Kenya University) and Dr David Ngatia from Kabanga University.

Technical assistance

Other members are Dr Masibo Luma-la (Moi University), Rose Ndegwa (representative of the State Department of Higher Education) and CUE representative Lynette Kisaka.

Higher Education Principal Secretary, Beatrice Inyangala, said team would spearhead the adoption and promotion of the use of Skills for Prosperity Kenya (SFPK/S4Ke) online courses, a Commonwealth and government-funded scheme.

The plan under the Open University of the UK was handed over to the Ministry of Education.

Dr Inyangala said the programme would provide technical assistance to improve quality, relevance and equity of higher education and technical, vocational education and training (TVET).

"The team will support the sharing and use of the expert Open Education Resources (OER) developed during SFPK programme. It will also support the development of the Kenya Digital Education Community of Practice (CoP) that includes establishing the terms, focus a membership, criteria, facilitation and moderation of the group," the PS said during the tenth Eldoret University graduation ceremony.

She said that the committee would take over management and dissemination of resources left by the programme through advancing digital education.

"Human resource is important in the dynamic world of academia. I expect universities to conduct regular training to enhance competency-based technological skills and motivate staff to maintain vigour in teaching," Dr Inyangala said.

She urged university councils to encourage public-private partnerships and explore ways of diversifying revenue streams.

Dr Inyangala said the government is committed to channelling more financial resources to universities to sustain their operations.

"The government has initiated reforms geared towards developing and streamlining development and pro-

grammes. Key among these reforms is strengthening research, research systems and infrastructure," she added.

University of Eldoret Vice-Chancellor, Teresa Akenga, said the institution has become a centre of excellence in blue economy, agriculture and technology.

More than 30,000 students have graduated with degrees and diplomas from the university.

Eminent persons

Prof Akenga asked the government to enhance funding of public universities to enable them discharge their core mandates.

"Let the government not focus on universities in financial distress but all public universities," the VC said.

Prof Akenga added that university chancellors need to be eminent persons as they will provide the right leadership in governance.

She added that her term as the University of Eldoret chief executive is coming to an end but said the management team would ensure a smooth transition.

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30,000

The number of Eldoret University students who have graduated with from the time it received a charter 10 years ago

Interventions targeting young people in HEIs and TVET institutions: These are likely to continue, in varying degree, in some of the institutions and target counties. Already, ILO was involved in implementing some of the downstream interventions in the TVET institutions although this work is expected to end at the programme end. Linked to the S4PKe interventions, FCDO has provided a grant to a Kenyan NGO - African Centre for Women, Information, Communication and Technology (ACWICT) - to implement employment-focused interventions targeting 400 women and girls in Turkana County. This grant aims to equip the beneficiaries with skills, through training in solar energy and ICT, that will enable them obtain employment in green energy and economy. Also, many universities have or were developing new, improved, digital education content and/or services that will benefit young people (learners)⁵⁰.

Results that state and non-state actors can pick and integrate in their work: This includes, for example, the CBET manual developed by the S4PKe. CBET is a national policy hence the manual will continue being used to train TVET trainers in the country.

There was a likelihood that the GESI and safeguarding component of S4PKe could face difficulties in continuing in the same level. This is because no funding had been secured and also because

⁵⁰ Examples include the following: Quality online learning material (The Co-operative University of Kenya), STEM wikis (Machakos University), An eLearning lab (Taita Taveta University), Mathematics lab (Machakos University), A bank of video lectures (Tharaka University and Karatina University), Electronic studio (Karatina University), Online learning policy and a policy for compensating faculty members for online content development (Garissa University), Digital library resources (Karatina University, Bomet University College and Taita Taveta University), Specialised YouTube channel (Dedan Kimathi University of Technology and The Technical University of Kenya), and A media lab (Bomet University College, in progress).

LC was closing office in Kenya. However, the remaining partners - OU and ILO – would be able, with funding, to continue the development, provision and delivery of this component.

The evaluation results, including the scores of the programme sustainability assessment undertaken among S4PKe staff, revealed that lack of finances (funding) was the major factor that was likely to affect continuity of the services and benefits S4PKe when donor funding comes to an end.

Collectively, stakeholder interviews revealed specific measures that were needed to enhance sustainability of the services and benefits of S4PKe. These measures touched on all the major components, interventions and issues the programme addressed: HE, TVET, VRCs, digital education, and GESI. The following common measures were identified:

- Follow up and continuous collaboration and engagements of all key stakeholders is important for sustainability.
- Provide financial support to acquire essential infrastructure to support the programme sustainability.
- Undertake capacity building of targeted institutions management and marshalling government for greater buy-in.
- Provide additional funding beyond year 3 to cater for the deprioritised activities among TVET agencies as well as downstream activities due to the budget cut.

Box 6: Key findings on sustainability

- S4PKe had a sustainability plan and handover strategy and useful sustainability measures (including capacity building).
- Programme delivery strategies factored in the issue of sustainability.
- There was high interest or use of programme benefits/ services, which is a positive factor for sustainability.
- There are several notable signs of sustainability of the programme benefits and services: (i) capacity building/trained staff (HR) in DE, GESI, EI and safeguarding; (ii) high demand/usefulness of benefits/services and products (policies, new digital education modules and programmes, university policies, guides and handbooks, resource collections and repositories, and materials/equipment left behind); (iii) institutionalisation of DE, GESI, EI and safeguarding; (iv) favourable GoK policies e.g. OUK (digital learning), TVET education, gender equality, affirmative action; (v) ongoing replication e.g. HEIs own initiatives; (vi) DE community of practice; and an (vii) expressed willingness by the target institutions and programme participants continue utilizing new knowledge, information, skills, and relationships acquired from the programme going forward.
- Lack of finances (funding) was a major factor likely to undermine continuity of S4PKe services and benefits when donor funding comes to an end.

CHAPTER 4: LESSONS LEARNED AND GOOD PRACTICES

4.1 Introduction

This chapter focuses on evaluation objective 8, which seeks to identify lessons and good practices from the process, design, implementation, successes and failures of the programme to inform the key stakeholders for future similar interventions. Specifically, it seeks to answer two related key evaluation questions: What lessons emerge from the design and implementation of S4PKe for scale up and replication? What good practices and innovations emerge from the design and implementation of S4PKe for scale up and replication?

4.2 Lessons Learned

The evaluation findings indicate that important lessons emerge from the design and implementations of the programme. The various stakeholders of S4PKe identified fairly common things the programme could have done differently to achieve and enhance smooth implementation, impact and sustainability. These lessons are around the programme reach, planned interventions, implementation duration, visibility actions, and funding and relate to programme design, implementation and results.

- i) The significant building of new skills and capabilities through the technical assistance and capacity building interventions has potential to benefit the intended core beneficiaries of the S4PKe programme - women, low-come youth and persons with disabilities - long after the S4pPKe programme. To maximise its direct impact, however, the programme could have prioritised and retained activities that directly engaged its core beneficiary groups – women, low-come youth and youth with disabilities.
- (ii) Because S4PKe used a systemic approach, working within the existing systems and structures was essential for achieving the required results especially in view of various constraints: budget (reduced budget), limited implementation period (2.5 years), and human resources (lean staff portfolio).
- (iii) Collaboration and partnerships with the industry can open opportunities for improved financing mechanisms to improve the quality, relevance, and skill experience of TVET and HE skills training programmes leading to a more responsive and productive workforce.
- (iv) While planning and sharing activities with the beneficiary institutions, it was necessary to enter into binding MOUs other than operate under informal agreements. For example, S4PKe could have entered into MOUs with universities with clear ToRs.
- (v) Capacity building of key individuals and entities at national and institutional level involved in decision making, co-creation and implementation of programme intervention was an important mitigation measure against potential operational and implementation challenges that often undermine programme effectiveness.
- (vi) Building flexibility in programme design and implementation was critical for remaining relevant and effective when operating within a challenging environment and in order to accommodate changes in the priorities of key stakeholders.
- (vii) Universities have challenges in delivering online education to persons with disabilities hence a need for S4PKe to model and to build capacity on good use of pedagogies, and assistive technology for persons with disabilities for online learning.
- (viii) Online learning can be particularly challenging but the use of inclusive pedagogies, accessible platforms, and the provision of support, enable participants with disabilities to

complete the programme successfully at comparative rates with those who did not declare a disability.

- (ix) Attaining the desired change and impact in gender equality, social inclusion and promotion of skills and employability among women, low-income youth and persons with disabilities in the target counties and national level required longer time, substantial coordination and collaboration with actors at local and national levels in appropriate interventions.
- (x) Younger staff in universities were not competent in digital education matters contrary to the common perception that they are competent in digital application since they are always online. There was a need to pay attention to this reality and include them when designing digital education programmes.
- (xi) There was still resistance to the adoption of online classrooms, especially for subjects that required practical work. People still view online classes as having poor quality and leading to half-baked graduates, which will remain a challenge for those implementing digital education to continue to address, largely through good quality provision.
- (xii) Ensuring impact and outcome indicator statements are clearer and easier to measure and more periodic outcome and impact monitoring would have enabled better measuring of programme progress.
- (xiii) A longer implementation period could have enabled more cascading of the training at institutional level as well as more time to realise gains from the capacity building and technical assistance.
- (xiv) The importance of having a dynamic local coordinator to support progress and implementation of the largely digital/remote activity on the ground.
- (xv) The need to consider and manage expectations around digital vs printed certificates was important to some participants and their context.
- (xvi) The need to work with institutional leadership to secure support for time intensive capacity building initiatives, such as the 15 digital education projects, and ensure institutional incentives and support materialise.
- (xvii) Choosing and socialising the use of digital platforms to facilitate online discussion and collaboration, for example: (a) after participant feedback the HE capacity building programme switched from using Teams to Zoom as this was more familiar to participants and some felt it was more bandwidth friendly, however (b) while WhatsApp was the first choice and Facebook group a second choice for the 'community of practice' discussion and collaboration platform, we selected Facebook because WhatsApp was limited to too few participants at the time; Facebook group however has remained a barrier for some participants to fully engage with the Community of Practice.


4.3 Good Practices

The evaluation participants, as well as insights from the review of S4PKe documents revealed several good practices that could be scaled up and replicated by a future phase of this programme or by other actors in the education and skills development sector in Kenya and other countries. The following are some of the best practices emerging from S4PKe:

1. *Building on the achievements, and ongoing government projects:* The programme built on existing government projects by providing technical assistance. This facilitated the

government to quickly buy into the interventions and work together towards the realization of the government objectives.

2. *Undertaking organizational capacity assessments and training needs analysis of targeted institutions/agencies:* S4PKe carried out various research (capacity analysis) in all target agencies/institutions participating in the programme. This analysis looked at the strengths, weaknesses, opportunities, and how best the programme could come in to offer technical assistance. Insights from these analyses informed the design and implementation of planned activities.
3. *Adaptive management:* S4PKe worked within a dynamic environment hence the importance of flexibility in programme implementation in order to respond effectively to the changing external context. This was enabled by the appropriate adaptation of work plans.
4. *Elaborate programme documentation:* The consortium developed useful management documents and tools, such as MERL manual, communications and visibility plan, and VfM framework. These documents were essential for providing a common understanding and guidance on responsibilities, processes, and “how to do” the different components of the programme.
5. *Integration of GESI, economic inclusion, safeguarding and VfM in operational management:* GESI, EI and safeguarding remained an important measure for programmes that designed to benefit and empower vulnerable groups. S4PKe placed these at the centre of the programme design and implementation. Also, centering VfM in operational management was important for ensuring effective use of available resources, especially in light of substantial budget cut.
6. *Blending technology with physical activities:* This not only contributed to efficiency and VfM, but also enabled activities to take place within a challenging context, notably the challenges of COVID-19 and budget cut.
7. *Co-creation of learning products:* S4PKe co-created its services and products with other actors, and also used existing structures, policies and human resources (e.g. at MoE and TVET agencies) in support of its work. For instance, the ILO did not hire a consultant to develop most of the learning products but worked closely with departmental heads and knowledge experts to develop a CBET manual. This promoted ownership of the product within the TVET ecosystem because the products were relevant, contextual, and responsive to the needs of the sub-sector. Co-creation of programme A and B was also experienced in the HE component. The mentoring of training participants by experts in relevant fields, enabled them to apply and develop their skills, and implement their significant digital education projects.
8. *Additional good practices emerging from the HE component:*
 - Expert webinars enabled universities in Kenya to benefit from world-leading experts in various areas relevant to digital education.
 - The use of appropriate digital education pedagogies and an accessible learning management system (LMS) meant that persons with disabilities performed just as well throughout the online HEI training / courses as those who did not declare a disability.
 - The co-design of practical digital education projects meant (a) the training was tailored towards something specific that participants and their institutions wanted to achieve and (b) participants were motivated to make the most of the programme as an opportunity to achieve a project that was important to them.
 - Well defined selection criteria that cut across key groups (leaders, educators, and technical support staff) has meant that a core group in each institution, representing



various areas required to implement digital education, are trained, and can work together to contribute to the implementation of good quality digital education in their institution.

- Online courses often have online discussion groups or forums, however the establishment of a 'Community of Practice and Study' group, independent of the online course, meant that we were able to use this to start to develop a professional digital education Community of Practice (COP). MOE has appointed a technical working committee to support this online COP after the end of S4PKe and will be able to draw on COP expertise in establishing the new OUK.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

S4PKe was a highly relevant intervention. It focused on addressing key issues affecting young people in Kenya (equity, quality and relevance of education and skills training in HEIs, TVET and VRC institutions).

The programme aligned well with the legacy of Prosperity Fund requirements blended with FCDO requirements, that of the consortium members (including ILO's Kenya decent work country programme), national development frameworks (Vision 2030 as well as education and labour policies), and UN and SDGs, especially goals 1 (no poverty), 4 (quality education), 5 (gender equality), 8 (decent work and economic growth, and 10 (reduced inequalities).

Being a technical assistance programme and despite a myriad of challenges (notably COVID-19 pandemic, substantial budget cut and delays in funds disbursement), S4PKe performed well, overall, in meeting its intended outputs (intermediate and immediate results), as well as making an important contribution to the higher-level objectives (outcomes and impact).

The programme contributed important changes (knowledge, skills, attitude, and relationships) in HE digital education and strengthened TVET eco-system through the development of relevant standards, guidelines, and policies. These are relevant to efforts to improve equality, quality and relevance of education and skills training within Kenya's HE and TVET sub-sectors.

S4PKe brought new approaches and rejuvenated core aspects of international development, including GESI, disability inclusion, economic inclusion, and safeguarding. Its outputs are expected to generate, with time, the desired outcomes for the core beneficiary groups – women, low-income youth and persons with disabilities.

Key stakeholders reached by the S4PKe interventions had positive views regarding its implementation and performance. They viewed it to be a worthy investment and an important contributor to efforts to improve equality, quality and relevance of education and skills training within Kenya's HE and TVET sub-sectors. It has also produced a few unexpected positive and negative results. The latter provides important lessons to the consortium and other actors when designing and implementing similar interventions.

The programme was a well-managed action, a view that was supported by the existence of various programme management tools including VfM guidelines, MREL plan, communication and visibility plan, among others. There were clear management structures and a dedicated technical team. Implementation-related decisions were made in a collaborative manner between the partners and reporting was conducted appropriately.

The consortium implementation modality was appropriate for the programme, as it offered numerous advantages, including the creation of complementarity and synergies for the programme. Led by Leonard Cheshire, the consortium members implemented the programme harmoniously despite the challenges due to budget reductions. These positive elements aided the programme to make good progress towards its intended results.

S4PKe was awarded during COVID-19, hence some adaptation was necessary to allow smooth activity implementation. Also, the revisions in GoK priorities towards prioritising digital education capacity building for universities were informed by the experiences of universities and students during COVID-19. Following substantial budget cut, the programme adjusted appropriately through a re-scoping exercise to make it a viable intervention.

The VfM assessments conducted in the programme, clearly indicate S4PKe leveraged resources from within the consortium and with other actors such as Accenture to address programme objectives including gender equality and non-discrimination.

The interventions undertaken among the target groups of the re-scoped work (HEIs, TVET institutions, VRCs and TVET agencies), including capacity building on GESI, EI, DI and safeguarding clearly demonstrate useful efforts by S4PKe to support women, low-income youth and persons with disabilities to benefit from equitable, quality and relevant education, skills training, employment rates and productivity.

The important changes S4PKe has contributed among the target groups (knowledge, skills, attitude, relationships, and policies), have not yet trickled down substantially to women, low-income youth and persons with disabilities or at the societal level. This is because the implementation of the planned technical assistance and system strengthening activities had only ended in the HE component, while some of the planned activities under the TVET/VRC component had not been completed at the end of the programme period. It is expected that the changes contributed by the programme will in the long run trickle down to women, low-income youth and persons with disabilities.

The benefits and services of the programme, especially in relation to digital education, have a high likelihood of continuity. This is because there are various good signs of sustainability, including the existence of trained staff in DE, GESI, EI and safeguarding and high demand/usefulness of benefits/services and products left behind (policies, new digital education modules and programmes, resource collections and repositories, skills, practices and capabilities among others).


Several important lessons emerge from the design, implementation, and results of the programme. These lessons include the need for the implementation of downstream activities alongside technical assistance for systems strengthening and capability building in order to maximise the impact of the programme.

Overall, S4PKe programme was an ambitious yet a resilient and cost-effective programme. It had a sound implementation strategy, maintained relevancy, achieved important milestones, and brought out various good practices despite significant challenges especially COVID-19 disruption, budget cut, and delays in disbursement of funds on the part of FCDO.

5.2 Recommendations

The following recommendations are geared towards promoting sustainability and support further development of S4PKe's programme outcomes, as well as for the benefit of future programmes:

1. FCDO, and GoK (MoE and MoL) should consider developing and implementing a second phase of the programme to enable the consolidation and expansion of the gains of the evaluated intervention (High priority).
2. Government of Kenya (MoE, MoL and TVET agencies) should consider institutionalising and cascading the various principles (notably GESI, EI and safeguarding), policies, standards, products, services and benefits from S4PKe interventions with a view to sustainability (High priority).
3. FCDO should in future provide adequate funding, appropriate financing mechanism and timely disbursement of funds to implementing partners to facilitate smooth activity implementation (High priority).
4. Government of Kenya (MoE, MoL and TVET agencies) should through policy intervention on GESI and EI enhance inclusivity in the access of benefits from similar programmes for marginalised groups, especially persons with disabilities (High priority).

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5. Government of Kenya (MoE, MoL and TVET agencies) should formalise the NOUK ambition and explore ways of enhancing digital education in HEIs, TVET institutions and VRCs. This include creating a link between relevant HE and TVET regulators at MoE (notably CUE and TVETAs) and the HEIs, TVET institutions and VRCs, (High priority).
 6. Government of Kenya should support building the capacity in assistive technology for persons with disabilities (both students and staff) (High priority).
 7. Implementing agencies should utilise various measures such as launch meetings to enhance the visibility of similar interventions (Medium priority).
 8. FCDO along with other international donors and implementing partners should consider packaging similar programmes into phases of approximately 3 years of actual implementation rather than as short interventions (Medium priority).
 9. Implementing agencies should ensure similar programmes have specific, measureable, achievable, relevant, and time-bound (SMART) change (impact and outcome) statements and indicators and select indicators that have more reliably published or available data, or that are within the implementing partners' control to obtain (Medium priority).

ANNEXES

1. Terms of Reference of the end line evaluation
2. Revised Theory of Change
3. Results Framework
4. Evaluation Questions Framework
5. Indicator Tracking Table
6. Sample Distribution
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