

REPORT ON SCOPING VISIT TO KENYA

19-22 June 2017

Twende Mbele

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TWENDE MBELE

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Executive summary

1 Introduction

Background

Twende Mbele programme seeks to support governments in South Africa, Uganda and Benin to strengthen government-wide Monitoring and Evaluation (M&E) systems, practices, and their capacity to analyse M&E findings. The programme enhances government accountability and transparency towards citizens and takes a continental peer learning approach to tackle common challenges to M&E of government programmes in Africa.

In terms of benefit, Twende Mbele programme seeks to strengthen government M&E systems and practices as tools for learning about how to improve government performance and accountability. At outcome level, the programme is expected to catalyse and embed changes to the current M&E systems; countries to these improved systems; and use them to inform their development policies and programmes.

Twende Mbele started with three core partners¹ who all have well developed national evaluation systems. The programme intends to extend collaboration with other African countries. The aim is to both widen the peer-learning, both between new partners and with existing partners. There are two categories of potential countries:

- a) those who **have an evaluation system**, which they are using to improve government performance and accountability
- b) those who are already **using M&E** and are keen to deepen their M&E work, and the extent to which it influences national government performance.

During the recent Afrea meeting in Kampala-Uganda (March 2017), Twende Mbele Management Committee met with a number of African countries and it was decided to hold some initial scoping visits to three countries – Ghana, Kenya, and Niger, where some degree of collaboration would clearly be appropriate - to suggest the level and type of collaboration.

1.2 Purpose, approach and process of the scoping mission

Purpose

The purpose of the scoping mission was twofold:

- To provide an idea to Twende Mbele management with Kenya's overall scale and approach to M&E as well as some areas where collaboration would be valuable.
- To assess Kenya's understanding of Twende Mbele type of work, and a realistic picture of how they can benefit (not lots of money), what they are expected to contribute, and steps forward.

¹These are Uganda, South Africa and Benin

Approach and Process

Methodology for the scoping visit started with a literature review of key policy and programme documents that relate to Kenya's Monitoring and Evaluation as well as performance management. Different documents² were reviewed that informed the team understanding of the policy and legal regime supporting the performance management and evaluation by the Government of Kenya.

Scoping mission

The second phase of the study involved country visit to Kenya by a Twende Mbele team comprising; the Acting Commissioner of Monitoring and Evaluation- Uganda's Office of the Prime Minister, the Uganda Programme Coordinator for Twende Mbele and The Deputy Director General for Research and Evaluation of South Africa's Department of Planning, Monitoring and Evaluation (DPME). The team met³ key officials from the Kenyan Government, members of Evaluation Society of Kenya and representatives of other key non state actors. The outcome of the discussions during the scoping visit were triangulated with the analysis of the key documents to inform this report.

2 Background to the country

2.1 Structure of government

Kenya has a decentralised structure of government. The promulgation of Constitution of Kenya 2010 (COK 2010) ushered in a new government structure dubbed 'developmental devolved government' which is comprised of two levels of government; the national government and forty-seven county governments that are distinct and interdependent and shall conduct their mutual relations on the basis of consultation and cooperation. The fourth schedule of the COK 2010 stipulates the functions or power transferred from one level of government to the other, an arrangements shall be put in place to ensure that the accompanying resources for the performance of functions including human resources are transferred'. Through this devolution, the national government is required to predominantly focus on policy making and regulatory functions including research, setting standards and norms and national legislation while the county governments focus on policy execution, service delivery, local government and operational level legislation. The devolved level of government resulted in County Governments assuming substantial development, service delivery and financial accountability responsibilities despite the inadequate capacity to deliver on the devolved functions and power.

2.2 GDP and key economic drivers

Kenya has the largest economy in East Africa and ranked 77th in the world with an estimated GDP \$69.977 billion. Per capita income is around \$1,587. Kenya's population is estimated to be 46 million people and increases by an estimated one million people per year. The World Bank's most recent Kenya Economic Update (KEU) October 2016 projected a 5.9% growth in 2016, rising to 6% in 2017. The key drivers for this growth include: a vibrant services sector, enhanced construction, currency stability, low inflation, low fuel prices, a growing middle-class and rising incomes, a surge in remittances, and increased public investment in energy and transportation.

According to the latest Kenya National Bureau of Statistics (KNBS) quarterly report, Kenya's economy expanded by 5.7% in the third quarter of 2016 compared to 5.8% in the same period in

² See Annex 1 al list of key documents reviewed by the scoping mission team

³ See Annex 2 with a list of people met during the scoping mission.

2015. The quarterly report says that the economic growth was well spread although most of the sectors of the economy recorded slowed growth. The tourism and hotel industry, information and communications, and public administration are among the sectors that registered improved growth during the quarter. Inflation was contained within the Central Bank's target to average at 6.3% compared to an average of 6.14% during the same quarter in 2015. The slight increase in inflation was primarily due to increases in the prices of food and beverages during the period under review. The March 2017, Kenya ranked 92nd in the World Bank ease of doing business rating from 113rd in 2016 (out of 119 countries).

2.3 Why M&E is of interest at this time

Although the COK 2010 provided that the transfer of devolved functions from the national to the county governments would be phased, over a period extending beyond three years, three months following the election of the leadership at the two levels, there was rapid transfer of most of those functions. During the transition, issues and challenges related to human resources, inadequate capacity for the county governments to track the progress of the delivery of services. This, has continued to date, despite numerous efforts to address. Kenya National Monitoring and Evaluation Policy (May 2017) notes that the challenges have continued despite the interventions. Key gaps noted in the policy include weak M&E culture, weak M&E reporting structures, and multiple and uncoordinated M&E system within and among institutions. Others include weak institutional and managerial, and technical capacity, low update of data and weak legal framework. It's therefore important that M&E systems and practices in Kenya is strengthened through the Twende Mbele programme by peer learning across the continent.

3 Overview of the PM&E system

3.1 Legal basis and evolution of the M&E system

Kenya has a robust legal and regulatory framework for performance, monitoring and evaluation. The COK 2000 provides the basis for performance monitoring and evaluation as an important part of operationalising government activities. It emphasises transparency, integrity and access to information and accountability which all state offices are required to adhere to. The County Government Act 2012, Article 18 requires County Integrated Development Plan developed and provide for monitoring and evaluation, and clear reporting and accountability mechanisms. The Kenya Public Finance Management Act 2012 also reaffirms the importance of monitoring and evaluation and notes that the county treasury shall monitor, evaluate and oversee the management of public finances and economic affairs of the county government.

The core work for monitoring and evaluation is delivered using the National Monitoring and Evaluation System (NIMES) coordinated by the Monitoring and Evaluation Directorate (MED) domiciled in the Ministry of Devolution and Planning. The NIMES was established in 2004 through a multi-stakeholder effort to track the implementation of policies, programs and projects at all levels of governance. Involved were development partners such as the UN bodies, the Department for International Development (DFID) and the World Bank (WB) among others. Significant to note is that, the government provides annual budgetary allocation to support the operations of the NIMES. The system is operated under the strategic direction of a National Steering Committee (NSC) that is chaired by the Permanent Secretary in the Ministry of Devolution and Planning which includes stakeholders from the Government, Development Partners and Civil Society Organisations (CSOs).

At its formation, it aimed at encouraging the culture and practice for monitoring and evaluation and promoting accountability to enhance of public service delivery. The NIMES is also expected to provide timely and reliable feedback to the budgetary preparation process through the preparation of monitoring and evaluation reports such as the Ministerial Monitoring and Evaluation Reports (MAMERS), Ministerial Public Expenditure Review (MPER) and the Annual Progress Reports (APRs) among others. Results from the NIMES were to also provide evidence on the effectiveness of government programmes and projects by ensuring active participation of civil society organisations, Non-governmental organisations, academia and private sector among others.

The NIMES operates at both the national and devolved level. At the national level, the framework exists in all the 18 ministries that form the national government structure while at the devolved level, committees exist in all the 47 counties in the countries. The County committees have the flexibility of devolving to lower level structures that are closer to the communities. The framework is expected to provide a transparent platform by which government and development partners can undertake shared appraisal of results.

3.2 Roles of key players in the PM&E system

The role of different stakeholders in performance management and monitoring is clearly spelt in the 2017 Monitoring and Evaluation Policy. Key among them include the following:

Ministry of Devolution and Planning.

The core work for monitoring and evaluation is delivered using the National Monitoring and Evaluation System (NIMES) coordinated by the Monitoring and Evaluation Directorate (MED) domiciled in the Ministry of Devolution and Planning. MED is the government department responsible for coordination of all M&E the activities. Kenya M&E policy outlines the role of MED as:

- Ensuring that coordination arrangements for NIMES are established and implemented
- Convene quarterly meetings for the technical groups

Technical Advisory Groups

The major role of the Technical Advisory Groups is to provide guidance in the following strategic areas of NIMES:

- Capacity Development and Policy Coordination
- Quantitative and Qualitative Data collection and storage, and Indicator Construction.
- Research and Result Analysis
- Dissemination for Advocacy and Sensitization
- Project Monitoring and Evaluation

The membership of the Technical Advisory Groups is drawn from public sector institutions, civil societies, and the private sector and development partners.

Technical oversight Committee

The committee is the technical/professional advisory organ in supporting NIMES operations. It approves work plans and tracks progress in their implementation as well as approve M&E reports before publication. The TOC comprises government officers drawn from the ministry in charge of planning and selected ministries, chairs and secretaries of Technical Advisory Groups (TAGS).

The National Steering Committee

The Committee is the highest policy advisory body under the NIMES institutional arrangements. It comprises members drawn from government (national and county), parliament (Senate & National Assembly), Council of Governors, Controller of Budget, Auditor General, Budget officer- National treasury, civil society, Private sector, development partners, chair and secretary TOC. The Principal Secretary of the ministry in charge of Planning will chair the NSC.

The NSC is responsible for mobilizing resources for NIMES and ensure that funds set aside for the planned activities are utilized as per approved work plans. The NSC also promote the use of international best practices in Monitoring

Cabinet and Ministerial M&E Committee (MMECs)

It's the role of the Cabinet Secretary responsible for planning to present M&E report to the cabinet.

- The M&E policy provides for the establishment of Ministerial Monitoring and Evaluation Committees (MMECS) in each line Ministry to coordinate M&E activities within the ministries, collect information and prepare M&E reports. The MMEC are chaired by the Principal Secretary/ Accounting Officer of each Ministry with the head of the Central Planning and Project Monitoring Unit (CPMU) as its Secretary. The Principal Secretary shall ensure that MMECS are operational.

Parastatals and Semi – Autonomous Government Agencies (SAGAS), Commissions and Independent offices shall also establish M&E committees. The heads of these organizations shall not only chair M&E committees but also ensure that these committees are functional and relevant reports are submitted to MED through the parent ministry.

Parliamentary standing Committee

This committee in relation to M&E will investigate, inquire into and report on all matters related to co-ordination, control and monitoring of the national budget. It will receive and discuss M&E annual reports on the implementation of country policies, programs and projects by NSC.

Controller of Budget

The office of the Controller of Budget (OCOB) is an independent office established under Article 228 of the Constitution of Kenya with the core mandate being to oversee implementation of the budgets of the National and County Governments by authorizing withdraw from public funds. The reporting role entails the preparation of quarterly, annual and special reports to the legislature and executive on budget implementation matters of the national and county governments as provided by the law according to (Article 228(6)).

Budget Office Treasury

The function of this department include: coordination of the preparation and presentation of Parliament of Medium Term Expenditure Framework and Annual Estimates of expenditure; development of broad priorities for allocation of public expenditure and implementing Ministerial Ceiling System; enforcing proper management control, monitoring for efficient utilization of budgetary resource to realize value for money ; setting up systems for the budget process e.g. Government Finance Statistics (GFS) classification MTEF Budget and ensuring that allocation of resources is consistent with Government policy priorities.

Kenya Bureau of Statistics (KBS)

The Statistics Act 2006 specifically mandates KNBS to: Act as the principal Agency of the government for collecting, analyzing and disseminating statistical data in Kenya; Act as a custodian of official statistics; conduct the population and Housing Census every ten years, and such other censuses and surveys as the board may determine; Maintain a comprehensive and reliable national socio-economic database; Establish standards and promote the use of best practices and methods in the production and dissemination of statistical information across the National Statistical System; and plan, authorize, coordinate and supervise all official statistical programs undertaken within the national statistical system.

Auditor General

The Office of the Auditor General draws its mandate from the Constitution of Kenya. Chapter 12, part 6, Article 229 establishes the Office of the Auditor General. Chapter 15, Article 248, Section 3 and Article 249, Section 2(a) and (b) provides for the independence of the Office of the Auditor General. Within six months after the end of every financial year, the Auditor General shall audit and report, in respect of that financial year, on :- the accounts of the national and county governments, the accounts of all funds and authorities of the national and county governments; accounts of all courts ; the accounts of every commission and independent office established by this Constitution; the accounts of the national assembly, the Senate and the county assemblies; the accounts of the political parties funded from the public funds; the public debt; and the accounts of any other entity that legislation requires the Auditor General to audit. The Auditor General may audit and report on the accounts of any entity that is funded from public funds.

SDG Unit

This is the unit charged with responsibility of mainstreaming and coordinating the implementation of SDGs in the country. The unit in collaboration with MED shall both align the National Integrated Monitoring and Evaluation NIMES) with the SDGs and undertake the monitoring and evaluation of the SDGS.

The Summit

The summit is established under section 7 of the Inter-Governmental Relations Act and is at the apex body for intergovernmental relations. It shall comprise of the President or in the absence of the President, the Deputy President, who shall be the chairperson; and the governors of the forty-seven counties. The functions of the summit, which shall meet at least twice a year, shall be among other things, provide a forum for: Consultation and Cooperation between the national and county governments; Promotion of national values and principles of governance; Promotion of national cohesion and unity; Consideration and promotion of matters of national interest; Consideration of reports from other intergovernmental forums and other bodies on matters affecting national interest; Evaluating the performance of national or county governments and recommending

appropriate action ; Receiving progress reports and providing advice as appropriate; Monitoring the implementation of national and county development plans and recommending appropriate action; and coordinating and harmonizing the developments policies.

Council of Governors (COG)

This council is established under Section .19 of the Intergovernmental Relations Act and it shall consist of the governors from the forty-seven counties, with its chair and deputy elected from among its members. The functions of the Council which shall meet at least twice a year, shall be among other things , provide a forum for a) Consultation amongst county governments; b) Sharing of information on the performance of the counties in the execution of their functions with the objective of learning and promotion of best practice and where necessary, initiating preventive action; c) Considering matters of common interest to county governments; d) Dispute resolution between counties within the frame work provided under this act ; e)Facilitating capacity building for governors; f)Receiving reports and monitoring the implementation of inter county agreements on inter county projects; g) Consideration of reports from other governmental forums on matters affecting national and county interest appropriate.

Non state Actors

Development partners who include Civil Society Organizations, Private Sector Organizations, Foundations, Faith based and community based organizations. These organizations shall not undertake M&E but also advocate for the use of M&E and mobilize resources for M&E activities in the country. Civil society play a role in M&E but support is needed to the taskforce which is consisted of state and non-state actors. At National level, the CSOs are represented and VOPES have been recognized (they have representation) which are not yet operational because there are no chapters or structures yet.

Universities, Learning institutions and Schools

Over the years, inadequate M&E capacity has been a challenge in the country. To address this, the MED in partnership with various universities developed M&E curriculums for certificate, postgraduate diploma and Master's degree courses. In addition, MED jointly with Kenya School of Government (KSG), developed County Result Based M&E systems at the devolved structures. Universities and other research service providers will also supply many of the evaluators, particularly where sophisticated research methodologies are needed, e.g. impact evaluations, and undertake research which is closely allied to evaluation, and can help to inform research processes.

County M&E Committees

The committees shall be key policy advisory bodies under the County Integrated Monitoring and Evaluation System (CIMES) institutional arrangements. These committees shall be composed of the two levels of Government at the county, civil society, private sector, and development partners within the County. The County Secretary and County Commissioner (or their representatives appointed in writing) will co-chair the CoMEC which in turn shall promote use of international and National good practices in Monitoring and Evaluation and assist in mobilizing resources for CIMES. The CoMEC shall meet at a quarterly basis.

The Committees shall validate and approve the County M&E documents including: M&E plans, progress reports, indicator handbooks, M&E standards and guidelines among others. These will then be forwarded to the County assembly for debating and adoption.

National and County Stakeholders' Fora

The National and County Stakeholders' fora area key platform for NIMES. The fora shall not have permanent members, but shall consist of representatives from the public, private, NGO, donor sectors and CSOs. These Consultative groups shall be convened for validation and dissemination of key M&E reports. Other objectives of this platform are to share of experience and best practices in M&E from across the globe and provide networking forum for both national/County and international evaluation professionals, one such forum is the National Annual Monitoring and Evaluation Conference/Week organized jointly by MED and other stakeholders.

3.3 Availability of data

Data systems are elaborative and impressive (e-ProMIS) and CIMES where data is entered. In this system, report generation is open to any user. Data is mostly generated from the annual reports but it was not clear whether the information in the system was accurate and reliable. In order to ensure quality of the data, the staff in The National M&E Office undertake field validation where the projects are located in order to compare the results with information in the reports. A sanction is that once a project does not feed the data into the system, there won't be a budget allocation for them. The public has online access to view performances of the Ministries.

Role of national statistical agency (NSA) or Kenya National Bureau of Statistics is to do surveys and they have had a lot of donor support. It was recommended that KNBOS should work with MED since NIMES is just a coordinator of the whole function. MED is the one in charge of coordinating the whole indicator profiling.

Key stakeholder institutions in management of data and information;

- The Office of the Prime Minister
- Ministry of Finance
- Ministry of Public Service
- Ministry of Development Planning
- Auditor General
- National Ministries e.g. Ministry of Social Development
- Local government

- Availability of data from ministries and quality
 - Kenya Demographic and Health Survey (KDHS 2014) and Economic Survey (ES) produced for each year: 2013, 2014 and 2015; while the Communications Authority of Kenya produced and maintained up to date quarterly reports on ICT indicators on its website (up to 1st quarter of 2016) which was impressive. The KDHS is a significantly improved compared to the last one (2009) as it has data disaggregated to county level.

- What issues are there for planning and M&E

3.4 Existing coordination around PM&E

3.5 The role of donors and NGOs in the M&E system

4 The use of monitoring

4.1 **Monitoring at national level**

- Office of PM
- There was strong recognition of the importance of placing more emphasis on spatial planning and the fact the M&E should anchor with the space available. This integrated was highlighted in the Development Plan for 2015-2015 and took into consideration SDG target, African Commission targets, national development targets and important national priorities such as resource potential growth regions, improving competitive, diversification using PETs etc. Strong guidelines must be developed and implemented to mainstream M&E in all stages of the development agenda to avoid losing out.
- It was recognised that M&E broadens performance contracting and improves accountability and better use of funds.
- Ministries produce Ministerial Annual Monitoring and Evaluation Reports (MAMERs) for financial years
- MED produce an Annual Progress Report (APR) and the Comprehensive Public Expenditure Review (CPER) Report including a popular version;

4.2 **Monitoring at county level**

Development of County Integrated Monitoring and Evaluation System (CIMES) to provide guidance to county government in M&E;

4.3 **Monitoring by Parliament**

Constitution gives power to review the estimates of expenditure, as well as oversight of what they approved. Department committees for parliament is structured according to sectors and they require evidence to make decisions. This evidence is often got from audits, expenditure reviews and M&E, including performance reports and public expenditure use. However, the parliament has never debated any M&E reports nor does it receive these reports. In addition, most of the reports that parliament debates and acts upon are often outdated. Although mandated with oversight of government, parliament often lack resources and capacity to undertake monitoring.

The team met officials from the Parliamentary Budget Commission created as a directorate in Parliament. The directorate is divided into three divisions responsible for tax analysis, analysis of bills and Assessing expenditure impact on revenue and expenditure unit. It relates closely with the Budget Department in the Ministry of Finance. They reported that MPs have a little extent on M&E reports especially in oversight committees but are faced with time constraints to study the reports. They recommended:

- Strongly that the M&E policy should be approved and disseminated widely to educate the masses on its provisions.
- Expenditure approvals should be informed by project performance reports and not just financial reports as is the case at the moment.
- MED should establish a structure reporting mechanism to Parliament and
- Approval of new projects should build on and informed by a M&E report on projects to avoid an unmanageable proliferation of new projects in the country

- Strengthen the linkage between e-Promis, IFMIS and the Research Department in the directorate

4.4 Capacity to undertake useful monitoring

4.5 Role of civil society in government monitoring system

As indicated before, core work for monitoring and evaluation is delivered using the National Monitoring and Evaluation System (NIMES) coordinated by the Monitoring and Evaluation Directorate (MED) domiciled in the Ministry of Devolution and Planning. The NIMES was established in 2004 through a multi-stakeholder effort to track the implementation of policies, programs and projects at all levels of governance. Each department have their own vote and monitors independently and report to MED. There is also Medium Term Expenditure Review that reviews projects and programs being implemented. There seems to be an issue of what analysis happens from field visits. Monitoring and evaluation on physical and financial progress, and impact needs physical touch so have to go to project, but of late don't have enough staff to go out.

There are also evaluations done for example on National Education Support Programme – funded by donors, Tusome Programme developed to address quality of maths. All these evaluations are quality assured by the MED although it also has capacity gaps to review them.

5 Experience of evaluation in Kenya

5.1 The capacity in government to manage or undertake evaluations

Six of the 20 MED staff are identified as covering evaluation, although this is a fuzzy division. There is some capacity, although MED indicated that they needed more capacity. MED (undated) refers to weak capacity in MED, and weaker in ministries and counties.

MED (2015) suggests that challenges facing evaluation in the M&E system of GoK include:

- Low frequency of evaluations organised and financed by GoK;
- The few evaluations that have been carried out have had serious weaknesses in terms of TORs, multidisciplinary participation, independence, funding, analysis and dissemination;
- Poor utilization of the monitoring data that is collected and the quality and timeliness of such data is questionable;;
- Evaluations not planned and costed for in the project cycle;
- The need to recognize and strengthen the evaluation profession and to identify individuals and deploy them accordingly; ;
- MED currently lacks a focal point for evaluation support and co-ordination; and
- Efforts to establish a national evaluation plan 2014 were largely supported by line ministries but have been stalled.

MED staff have undertaken some training in M&E, including with CLEAR in Uganda. However most have not had an opportunity to practice and they would like additional training. The need to link training with the opportunity to practice was discussed, so that there is real learning. When an opportunity for the next evaluation comes up ways of supporting MED should be explored.

In a meeting with the Ministries of Education and Health it was apparent that there is little capacity to manage evaluations currently, although some donor supported evaluations have taken place.

Kenya School of Government have 2-week training of trainer courses for technical staff of counties on M&E. Two courses were run through a support project, but now this is demand driven and counties have to pay for the courses.

5.2 The capacity in civil society/academia/private sector to undertake evaluations

For the four evaluations MED have funded, around 10 companies bid, and MED indicated that 4-5 of the proposals were good. So there is obviously some capacity in the country. It is not clear if there is enough if the number of evaluations were to rise.

At present the following universities offer courses in M&E:

MT. Kenya University- Masters and Diploma Courses

University of Nairobi – has 2 different curriculums, General Masters in M&E and another one with a Population bias

Maseno University- Masters course

Africa Nazarene- Masters Course and executive Course

Kenyatta University- Mainly the Short Courses

Daystar University- Diploma and Masters Courses

Karatina University- Masters, Diploma and Executive Courses

5.3 The incentives for ensuring that M&E is implemented and results followed up

MED suggest that the positive incentives are not as strong as negative sanctions. At the moment there do not appear to be strong ones of either, except perhaps under CIMES, where there is a legal requirement to do M&E under the County Government Act.

There appear to be issues around demand for M&E in the first place, and this aspect would need to be a particular focus.

6 Lessons emerging for PM&E in Kenya

6.1 What works well and less well and why

| What works well | What works less well |
|---|---|
| Data Systems are elaborative and impressive | We integration of M&E in the national development plan processes and annual planning space. Linkages with the government development priorities |

| What works well | What works less well |
|--|---|
| | <p>Coordination and harmonisation of central government M&E functions and county M&E activities.</p> <p>Reporting mechanism (Late submission of reports) e.g. Annual reports may come a year late hence a setback to reporting. This was particular affecting the Annual Progress Reports and the information that should feed into e-Promis</p> |
| <p>Planning is done well at both central and local governments with timely national indicators both outcome and output, and so there is a need to move to a higher level since everyone is now ready for M&E.</p> <p>Sanctions if balanced would more effective than incentives since most people will fear the punishments e.g.</p> <ul style="list-style-type: none"> • Performance contracting e.g. cut payments to poor performers • Forums for M&E help to keep people on track e.g. M&E week (more engagements create more interest) • Using M&E reports to inform future decision making • Timely reporting to guide future decision making) • Three back there was hardly any attention placed on M&E but now Countries are realising use of M&E. • Monitoring happens on a daily basis but reporting will be determined by the sector either to be monthly, quarterly or yearly. • The APR report has a monitoring Matrix to determine if the outcomes are being achieved • CIMES backed by a law (act in Parliament) e.g. Counties will not get money unless when they have achieved | <p>Resources required are limited e.g. physical funds are unavailable. Allocation given cannot be 100% yet the activities are expected to be done 100%.</p> <ul style="list-style-type: none"> • Evaluations in public sector is not well caught up but with time it will catch up e.g. during presidential campaigns, issues to do with evaluations are being raised. • Demand has to be created (who wants the information and when it is wanted, who are the suppliers of this information), what support is needed to have this information, all this will help to disseminate the information. • New guidelines should be minimum to be achieved • Lack of legal framework • Long Term Development Plan is a legal basis to NIMES and it's more administrative. • VOPES have been recognised at County level though not yet operational. • VOPES are weak as it is not clear which one to deal with on different aspects of M&E • Data quality remains a challenge both in the reports submitted by government agencies and in supplementary data • Capacity shortfalls on many aspects of M&E remain a challenge. M&E planning, management and execution |
| <ul style="list-style-type: none"> • National Assembly does the general oversight | <ul style="list-style-type: none"> • In Parliament, they need recent information for decision making but the Information at hand is old. They rely on field workers for updated information hence no clear evidence for decision making |

| What works well | What works less well |
|-----------------|---|
| | <ul style="list-style-type: none"> • There are so many projects ongoing and some are redundant due to shortage of resources, some may have funds which they may fail to use hence a challenge to Parliament when discussing the budget for decision making. • Reports don't get a formal way of reaching parliament for use in decision making • Time lag (reports come in late) and it is a challenge to get the information from Government • There is a lot of data in Ministries which they cannot manage |

- What strengths and expertise could this country bring to the partnership?
- What are key risks that might undermine M&E systems

6.2 What principles should underlie priority M&E activities with Twende Mbele

The activities for 2017-18 are already planned and so, while there is flexibility to adjust, care needs to be taken not to overload partners. The principles that underlie Twende Mbele (from the Programme Plan) are that:

The project is owned and driven by African governments;

- Countries participating should have a serious commitments to doing monitoring and also evaluation;
- At least two countries must be involved in each collaboration, so that it is more than multiple countries and the activities leverage on the added value from collaboration across countries;
- We can learn from each other and develop common approaches, but then these need to be adapted for each country's specific context;
- M&E should be used to improve performance and accountability, not for its own sake;
- We commit to doing things differently as a result of the learnings from the project;
- The activities should build on and not duplicate related regional initiatives;
- Knowledge generated is owned by all parties and potentially available to the wider community;
- We must practice what we preach and document and reflect on learnings from the project;
- We must be accountable to each other and to the supporters – so the programme should be managed in a transparent and professional way;
- Funding and the project plan should be flexible enough to respond to emerging opportunities.

Specific principles are suggested in relation to new collaborating countries:

- Building on priorities of the new collaborating country, where these match the needs or capacity of other Twende Mbele partners, so that Ghana gets tangible benefits in the short term;
- Where relevant, including the new country in activities that are relevant to them, and where they have experience to offer

Practically this means planning for:

- Where possible, participation in existing activities of Twende Mbele (e.g. Ghana sharing their experience of a similar system to MPAT)
- Involvement in new Twende Mbele activities, where TM partners, or Ghana have valuable expertise to share (for example sharing experience on national evaluation policies)
- New activities where Ghana and other new countries potentially have interests or capacity development needs in common which Twende Mbele can assist with

6.3 What opportunities exist for interventions which are triggers for wider system change

From a monitoring perspective, it is unclear how much monitoring reports such as APRs influence decisions or budgets as they are late.

Evaluations have potential, but there does not seem to be strong demand. It may well be most important to work on the demand side as the trigger for change, with Parliament, with county assemblies, with CSOs, in training of the top level officials in evidence, and working with the media. There may well also be a need to explore cost-effective models, e.g. for rapid evaluations, and such as using students to do evaluations.

6.4 What role may Twende Mbele realistically play in supporting such initiatives

Twende Mbele has a number of initiatives to promote demand including:

- Training of Parliamentarians/parliamentary committees
- Training of top managers
- Development of CSO roles re national evaluation systems
- Training of the media to be able to use M&E information effectively

These would seem to be some of the most important areas to support. There are also a number of other activities planned that overlap with interest shown by Kenya e.g. the gender responsiveness project.

6.5 What activities does it seem appropriate to collaborate on

6.5.1 Participation in existing activities of Twende Mbele

1. Participating in the **CSO project**, identifying and supporting CSO roles in the national M&E

system.

2. Participating in training of Parliament, in September when the new MPs are in post. This could be one of the most important areas to stimulate demand for evaluation. Include training for the researchers and PBO.
3. Two Kenyans to participate in the DG course when run in Uganda, possibly in February 2018, and to use as champions for possibly running the course in Uganda.

Participating in the collaborative curriculum development project.

There are 5 universities already teaching post-graduate M&E. This is a resource for the region, not just Kenya. This could include seeing possibility of students doing evaluations as Masters Theses.

Sharing/learning:

- Participate in CLEAR Winter School, ideally 2 people.
- Fund 2+ people to attend Kenya M&E Week the week of 20 November
- Peer learning:
- Consider including Kenya as peer reviewers of some Uganda/SA evaluations
- Include Kenya in the NES evaluation workshop 12-14 July in SA
- Participate in gender responsiveness project.

Participating in sharing of experiences of **National Evaluation Policies/Plans**, and using this to provide an impulse for the NEP, as well as clarifying issues such as mainstreaming and funding models, and how to ensure use of evaluations (as well as monitoring information). This could be extended to evaluation systems such as standards.

6.5.2 Activities in Twende Mbele Work plan but with no concept note yet, where Twende Mbele partners, or the country in question have valuable expertise to share

1. Participating in a new media training programme, to stimulate demand for evaluation (Kenya have done media breakfasts and would be prepared to lead on this).
2. Participating in professionalization activity. Interest also in how they build the M&E profession in government.

6.5.3 New activities for Twende to consider for 2018/19 (and start developing concept notes late 2017)

- Sharing of experience on project dashboards/databases including e-PROMIS and e-NIMES
- Development of M&E systems for local government. A lot of the pressure around M&E would seem to come from the counties. This is an areas where a potential new activity in Twende Mbele could be of interest.

4. Development of models for students doing evaluations for their research theses, so reducing the costs of evaluation considerably, but also with some losses in quality, unless this is supervised effectively.
5. Development of models of rapid evaluative tools, e.g. evaluative workshops.

Other suggestions for MED to take forward

6. Develop an inventory of all evaluations conducted in Kenya in last 5 years. Put them in a repository which is publically accessible.
7. Cultivate relationship with PBO, including presentation on e-PROMIS, and e-NIMES, and sharing the current evaluations already done.

6.6 Does the potential country have any existing strong partnerships that are working that Twende might be able to take advantage of?

Kenya is a member of AFCOP and MED is the SAFCOP partner for Kenya. AfDB is a driver for this as well and we should see the potential collaboration with AFCOP.

7 Decisions and way forward

7.1 Key decisions needed by Twende Mbele or by country

Twende Mbele will decide on 12 July whether it agrees in principle to include collaboration with Kenya on the activities below. It may not have confirmed the budget and so exactly which can be done as the Niger trip will only just have been completed the first week of July, so the full implications of the 3 countries may not be known at that stage. Confirmation of which activities should be made by the end of July (with some activities e.g. the NES workshop, in project 5 happening prior).

It may not be possible to do all these activities. MED was requested to prioritise these in case all can't be funded (bearing in mind they are not in the budget for 2017/18).

7.2 Possible roadmap for taking forward activities with Twende Mbele

7.2.1 Participation in existing activities of Twende Mbele

1. Participating in the CSO project, identifying and supporting CSO roles in the national M&E system.
2. Participating in training of Parliament, in September when the new MPs are in post. This could be one of the most important areas to stimulate demand for evaluation. Include training for the researchers and PBO.
 - Submit current 4 evaluations to PBO
 - Discuss with PBO and Clerk possibility of being part of induction training for new MPs – ideally at least 1-2 days.

- Look at possibility of training for PBO and researchers
 - Check with Twende Mbele if current 3 day training would fit (or for researchers could be the 5 day evidence course for managers)

 - Present the evaluations to new Parliamentary Committees, with the custodian Ministries

 - Present donor evaluations to new Parliamentary Committees as well
3. Two Kenyans to participate in the DG course when run in Uganda, possibly in February 2018, and to use as champions for possibly running the course in Uganda.
4. Participating in the collaborative curriculum development project. There are 5 universities already teaching post-graduate M&E. This is a resource for the region, not just Kenya. This could include seeing possibility of students doing evaluations as Masters Theses.
5. **Sharing/learning:**
- Kenya to participate in CLEAR Winter School, ideally 2 people. Ian Goldman to check with Programme Manager on who is attending and raise possibility of second person. MED to consider who second person might be, and also whether to invite key ally e.g. PBO

 - Fund 2+ people to attend Kenya M&E Week the week of 12 November.
6. **Peer learning:**
- Consider including Kenya as peer reviewers of some Uganda/SA evaluations.

 - Include Kenya in the NES evaluation workshop 12-14 July in SA.
7. Participate in **gender responsiveness** project.
8. Participating in sharing of experiences of National Evaluation **Policies/Plans**, and using this to provide an impulse for the NEP, as well as clarifying issues such as mainstreaming and funding models, and how to ensure use of evaluations (as well as monitoring information). This could be extended to evaluation systems such as standards.

7.2.2 Activities in Twende Mbele Work plan with a concept, where partner countries in question, have valuable expertise to share

9. Participating in a new **media training programme**, to stimulate demand for evaluation (Kenya have done media breakfasts and would be prepared to lead on this).
10. Participating in professionalization activity. Interest also in how they build the M&E profession in government.

7.2.3 New activities for Twende Mbele to consider for 2018/19 (and start developing concept notes late 2017) – in all cases discuss with Twende Mbele Management committee and decide on which to take forward

11. Sharing of experience on project dashboards/databases including e-PROMIS and e-NIMES
12. Development of M&E systems for local government. A lot of the pressure around M&E would seem to come from the counties. This is an areas where a potential new activity in Twende Mbele could be of interest.
13. Development of models for students doing evaluations for their research theses, so reducing the costs of evaluation considerably, but also with some losses in quality, unless this is supervised effectively.
14. Development of models of rapid evaluative tools, e.g. evaluative workshops.

7.2.4 Other suggestions for MED to take forward

15. Develop an inventory of all evaluations conducted in Kenya in last 5 years. Put them in a repository which is publically accessible.
16. Cultivate relationship with PBO, including presentation on e-PROMIS, and e-NIMES, and sharing the current evaluations already done.

Annexes

Annex 1: Programme

Monday 19 June

Team arrives in Nairobi. Initial discussion on report structure and allocation of roles.

Tuesday 20 June

| Day 1 | Activity | Venue | Covers |
|----------------------|---|-------------------|--|
| 8.00 – 9.00 am | Courtesy call at MED | Barclays Plaza | Meeting with Few MED Officials |
| 9.30 – 10.00 | Courtesy call to EPS | Treasury Building | Meeting EPS briefly |
| 10.00 – 10.30 | Courtesy call to Ps | Treasury building | Brief meeting with the PS |
| 11.00 am – 2.00pm | <ul style="list-style-type: none"> • Introduction • Opening remarks and objectives • Overview of Twende Mbele initiative • Plenary discussions on Twende Mbele • Overview of NIMES -Mr David Kiboi • Highlights on M&E policy - Dr Samson Machuka | Treasury Building | <p>Presentations from MED and Twende Mbele representatives and discussing on the Initiative.</p> <p>Meeting with Chairperson Evaluation Association Kenya I regard to M&E between non state actors and state actors.</p> |

Wednesday 21 June

| Day 2 | Activity | Venue | Covers |
|----------------|---|-----------------------------|---|
| 09.00 | E – ProMIS demonstration E – NIMES demonstration | MED Offices | Discussing and presenting the database system with a demonstration |
| 11.00 | Parliament (PBO) | | Meeting with the Parliamentary Budget Officers in regard to M&E in Kenya's Parliament |
| 12.30 | Ministry of Education | Min of Education Building | Meeting with the Deputy Chief Economist in regard to M&E in the Ministry |
| 3.00 – 4.00 | Ministry of Health | Ministry of Health Building | Meeting with Ministry Chief Economist in regard to M&E in the Ministry |

Annex 2: List of people met

| Name | Job title | Organisation | Telephone | E-mail address |
|---------------------|-----------------------------------|---|------------|--|
| Irungu Nyakera | Principal Secretary | MoDP | 0203344264 | psplanning.statistic@gmail.com |
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| Elkana Onguti | Chief Economist | Min of Health | 0733792762 | elkana.onguti@health.go.ke |
| Agnes W. Koori | Deputy Chief Economist | Min of Education , Central Planning and Monitoring Unit | 0722654068 | dce@education.go.ke |
| | | | | |

Annex 3: Selected documents consulted

- CLEAR/DPME (2012): "African Monitoring and Evaluation Systems - Exploratory Case Studies", September 2012, Johannesburg: CLEAR Anglophone Africa.
- DPME (2013): "Report on Study Tour to Uganda and Kenya, 29 June 2013 to 6 July 2013", Pretoria: Department of Performance Monitoring and Evaluation.
- MED (2015): "NIMES Development Project (NIMES DP)", Nairobi: M&E Directorate, State Department of Planning, Ministry of Devolution and Planning.
- MED (undated): "Evaluation Report of the National Malaria Control Programme", Nairobi: M&E Directorate, State Department of Planning, Ministry of Devolution and Planning.
- MED (2014): "Final Evaluation of the National Integrated Monitoring and Evaluation System (NIMES) Capacity Development Project (CDP) Final report