



REPUBLIC OF KENYA

Master Plan

For the Implementation of

A National Integrated Monitoring and Evaluation System for Kenya



NIMES

keeping development on track

2007/08-2011/2012

Monitoring and Evaluation Directorate

Ministry of State for Planning, National Development
and Vision 2030



MASTER PLAN FOR THE IMPLEMENTATION OF A NATIONAL INTEGRATED MONITORING AND EVALUATION SYSTEM FOR KENYA

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<i>Acronyms</i>	<i>vii</i>
<i>Foreword</i>	<i>xi</i>
<i>Preface</i>	<i>xiii</i>
Section I: Rationale for the National Integrated Monitoring and Evaluation System	1
1.1 Background	1
1.2 The National Integrated Monitoring and Evaluation System (NIMES)	3
1.2.1 Linkages and Coordination Arrangements.....	5
1.2.2 National Monitoring and Evaluation Policy	7
1.3. Scope of the National Monitoring and Evaluation System	8
1.4 Core Output	8
1.5 Evaluations	9
1.6 Master Plan.....	9
1.6.1 Master Plan Outline.....	10
1.7 Budget	11
Section II: Quantitative and Qualitative Data Collection and Storage and Indicator Construction	12
2.1 Introduction.....	12
2.2 Indicators	16
2.3 KENINFO Database	21
2.4 Strategic Objectives	21
2.5 Implementation.....	22

Section III: Research and Results Analysis.....	24
3.1 Introduction.....	24
3.1.1 Identification of Research Areas	24
3.2 Implementation.....	43
Section IV: Dissemination Advocacy and Sensitization	47
4.1 Introduction.....	47
4.2 Operationalizing the Monitoring and Evaluation Communications Strategy	47
4.3 Dissemination of Key Monitoring Reports	53
4.3.1 Dissemination of Policy Reports.....	53
4.4 Data Dissemination	53
4.5 Dissemination of Reports of the African Peer Review Mechanism (APRM)	53
4.5 Expected Outcomes and Output	54
4.6 Products	55
Section V: Project Monitoring and Evaluation.....	56
5.1 Introduction.....	56
5.1.1 Challenges.....	57
5.2 Expected Outcomes.....	60
5.2.1 Strategic Objectives.....	60
5.3 Implementation.....	63
5.4 Products	63
Section VI: Capacity Development and Policy Coordination.....	64
6.1 Introduction.....	64

6.1.1 Creating an Enabling Environment for Monitoring and Evaluation	64
6.1.2. Rationalization of Key Policy Reports	65
6.2 National Capacity Development for Monitoring and Evaluation.....	66
6.3 Implementation Plan.....	67
Section VII: District Monitoring and Evaluation	69
7.1 Introduction.....	69
7.1.1 District Preparation for Monitoring and Evaluation	69
7.1.2 Issues for District Monitoring and Evaluation	71
Section VIII: Institutional Arrangements	73
8.1 Introduction.....	73
8.1.1 District/Devolved Level Reporting and Monitoring	73
8.1.2 National/Central Level Reporting and Monitoring	74
8.1.3 Non-Government Sector.....	74
8.1.4 Operational Arrangements.....	75
8.1.5. Reporting and Coordination Arrangements.....	77
8.2 Description of Institutions: Terms of Reference and Membership	79
8.2.5 Dissemination for Advocacy and Sensitization: This Technical Advisory	84
8.2.9 Membership of NIMES Committees and Technical Advisory Groups	89
8.3 Budget.....	89
8.3.1 Technical Budget	89

Figures and Tables

Figure 1: National Integrated Programme of Surveys and Censuses	15
Figure 2: Nationally Monitored Indicators:	18
Figure 3: Five-Year Plan for the Quantitative and Qualitative Data Collection, Indicator Construction And Data Storage	23
Figure 4: Five-Year Work Plan for Research and Results Analysis	45
Figure 5: Five-Year Plan For Dissemination for Advocacy and Sensitization	49
Figure 6: Project Monitoring Swot Analysis	59
Figure 7: Five-Year Work Plan for Project Monitoring and Evaluation.....	62
Figure 8: Five-Year Work Plan for Capacity Development and Policy Coordination Technical Advisory Group.....	68
Diagram A: NIMES Institutional Arrangements for Coordination and Reporting	78
Table 1: Programme of Support Summary Budget	90
Box A: Poverty, Equity and Growth Issues.....	25
Box B: Public Sector Efficiency and Effectiveness Issues.....	26
Box C: Social Sector Issues	36
Box D: Industry, Trade and Investment Issues	38
Box E: Environment Issues	39
Box F: Financial Sector Issues.....	43

ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
APR	Annual Progress Report
APRM	African Peer Review Mechanism
A&RTAG	Analysis and Research Technical Advisory Group
BOP	Budget Outlook Paper
CBO	Community-Based Organization
CDF	Constituency Development Funds
CDTF	Community Development Trust Fund
CMEC	Constituency Monitoring and Evaluation Committee
CPPMU	Central Planning and Project Monitoring Unit
CSO	Civil Society Organization
DAMER	District Monitoring and Evaluation Report
D&ATAG	Dissemination and Advocacy Technical Advisory Group
DC	District Commissioner
DDO	District Development Officer
DDTAG	Data Development Technical Advisory Group
DFRD	District Focus for Rural Development
DMEC	District Monitoring and Evaluation Committees
GOK	Government of Kenya
HIV	Human Immuno-Deficiency Virus
IP-ERS	Investment Programme for Economic Recovery Strategy
KDHS	Kenya Demographic and Health Surveys

KIHBS	Kenya Integrated Household Budget Survey
KIPPRA	Kenya Institute for Public Policy Research and Analysis
KJAS	Kenya Joint Assistance Strategy
KNBS	Kenya National Bureau Of Statistics
KSH/	Kenyan Shillings
LATF	Local Authority Transfer Fund
M&E	Monitoring and Evaluation
MDGS	Millennium Development Goals
MED	Monitoring and Evaluation Department
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOH	Ministry of Health
MOF	Ministry of Finance
MPND	Ministry of Planning and National Development
MPER	Ministerial Public Expenditure Review
MTEF	Medium Term Expenditure Framework
NACC	National Aids Control Council
NCAPD	National Co-ordinating Agency for Population and Development
NPMF	National Performance Management Framework
NEPAD	New Partnership for African Development
NESC	National Economic and Social Council
NGO	Non-Government organization
NIMES	National Integrated Monitoring and Evaluation System

NSC	National M&E Steering Committee
OP	Office of The President
PAS	Performace Appraisal System
PC	Performance Contracts
PER	Public Expenditure Review
PEST	Political, Economic, Sociological And Technological
PETS	Public Expenditure Tracking Surveys
PRS	Poverty Reduction Strategy
RBM	Results-Based Management
SAGAS	Semi-Autonomous State Agencies
TAG	Technical Advisory Group
TC	Town Councils

FOREWORD

The Government of Kenya when taking office in 2002 committed to showing Kenyans results. To support this strategic shift towards Results-Based Management, Government established a set of reforms within the Public Sector. One of the main pillars of the Public Sector reforms is the National Integrated Monitoring and Evaluation System (NIMES).

NIMES was established in 2004 with the mandate to provide regular annual reports on the Implementation Plan for the Economic Recovery Strategy (IP-ERS) and to develop a harmonized approach to monitoring projects executed with government and other development partner funds. The Ministry of Planning and National Development through its Monitoring and Evaluation Directorate has carried out this mandate and three Annual Progress Reports and a Mid-Term Report have produced on the IP-ERS.

The experience of producing monitoring reports has changed mind-sets within Kenya and the culture of Monitoring and Evaluation will now be sustained through a framework that has been developed and is shown with its implementation plan in this Master Plan document. The development of this Monitoring and Evaluation framework means that when implementation of the Vision 2030 begins in January 2008, institutional arrangements will already be in place for tracking progress made on policies and programmes, included in its first Medium-term Plan.

As it was with the IP-ERS, monitoring reports generated by NIMES will serve as evidence-based knowledge and learning and consequently used to refine policies, programmes and procedures for the Vision 2030. Capacity development will be required for the implementation of this Master Plan and the Ministry of Planning is committed to providing the necessary sensitization and training at all levels of Government and also for civil society, private sector and donor partners who will be required to participate in helping to generate accurate reports through NIMES.

Most importantly, monitoring reports and evaluative evidence from the Performance Contracting and Performance Appraisal Systems produced under NIMES will ultimately serve as the major input into the budget process by informing the quantum of allocations for each sector. The Ministry of Planning

and National Development is committed to providing the enabling environment for Monitoring and Evaluation to be institutionalized as the means of improving the lives of Kenyans.

Honourable Henry Obwocha

Minister of Planning and National Development

July 2007

PREFACE

The Ministry of Planning and National was given the mandate to implement a National Integrated Monitoring and Evaluation System (NIMES) as part of the governance reforms of the Government of Kenya, through the Implementation Plan of the Economic Recovery Strategy (IP-ERS). NIMES is intended to be the mechanism whereby performance is measured at the Ministerial and individual levels, through the Performance Contracting and Performance Appraisal systems and at the sectoral, District and national levels through administrative data, survey and census data collection, service delivery surveys and participatory poverty assessments. Through NIMES capacities will be built at all levels so that a 'culture of Monitoring and Evaluation' can be sustained.

NIMES' institutional framework for implementation is designed to ensure that all programmatic activity by government, civil society, the private sector and donor partners, particularly for the Vision 2030, is monitored. Its success will depend on contributions by participating institutions within these sectors and, its sustainability through the enabling environment of a National Monitoring and Evaluation Policy. Its use as key tool in determining budget allocations will also serve as an incentive for all sectors to provide report on their activities.

NIMES will facilitate better evaluation of planned policy outcomes and measurement of performance and more systematic monitoring and reporting. As a result the culture of Monitoring and Evaluation will be encouraged in Kenya.

This Master Plan sets out the five strategic areas of focus of NIMES for the period 2007-2012. Through interventions in these focal areas, monitoring indicators for the Vision 2030 and other commitments by Government, e.g. the MDGs will be developed for tracking national, District and sectoral progress; policy research and analysis will be undertaken; harmonized standards for project monitoring will be set; policy results will be communicated in formats that are easily digestible by Kenyans at all levels and; capacities will be built for sustaining the Monitoring and Evaluation function. In the first instance, priority will be given to monitoring programmes and policies of the Vision 2030 Medium-term Plan.

This Master Plan is intended as a guide for all sectors and for anyone wishing to understand the efforts that the Government of Kenya is making to document and disseminate policy and programme results. It has been compiled in a participatory way through representation from Government line Ministries both at national and District level, civil society, the private sector, donor partners, public Universities and leading research institutions on its Technical Advisory Groups. A Technical Oversight Committee comprising Directors from the Ministry of Planning and National Development and other senior Government Officials has guided its development and its work plans and a National Steering Committee has approved the proposed work plans.

The Master Plan also owes much of its programme design to the conscientious staff of the Monitoring and Evaluation Directorate, who pooled learning through experience gained from producing three (3) Annual Progress Reports on the IP-ERS, two (2) Public Expenditure Reviews and District Annual Monitoring and Evaluation Reports. Lastly, I acknowledge the input of Dr. Olney Daly, Monitoring and Evaluation Adviser in the Ministry of Planning and National development who guided the process.

Dr. Edward Sambili, CBS

Permanent Secretary

Ministry of Planning and National Development

July 2007

SECTION I

RATIONALE FOR THE NATIONAL INTEGRATED MONITORING AND EVALUATION SYSTEM

1.1 Background

Perhaps one of the longest experiences with Monitoring and Evaluation in Kenya has been that of civil society. The tradition continues today with the Monitoring and Evaluation system of organizations, such as the Community Development Trust Fund (CDTF) that has managed to maintain an accurate database of the projects it implements.

In the case of Government Monitoring and Evaluation systems in Kenya, the first comprehensive proposal for Monitoring and Evaluation was prepared in 1983 when the District-Focus for Rural Development (DFRD) strategy was introduced. Subsequent planning and policy documents, however, did not articulate any clear mechanisms for Monitoring and Evaluation, although Government at the time did develop short, medium and long-term plans that would have required a tracking system and which, in some cases, such as, the National Poverty Eradication Plan (NPEP) advocated for the use of a participatory system of monitoring its progress.

Interest in integrating Monitoring and Evaluation into the planning process re-emerged in the year 2000 when the Poverty Reduction Strategy (PRS) and District Development Plans were being prepared. The PRS was a medium-term instrument and it was critical for the Government to be able to quickly determine whether its policies were impacting the development process, in the way it was planned. There were however limitations placed on the type of Monitoring and Evaluation that was planned for PRS, as its design tended to focus at the national level, with little emphasis on tracking lower level programme interventions.

Efforts made under the DFRD strategy and PRS were primarily to institutionalize Monitoring and Evaluation in planning processes, as aspects of a Monitoring and

Evaluation system already existed in the form of administrative data collection systems (largely in Government Ministries) and, within projects undertaken with specific funding either from Government or development partners. Additionally, the Kenya National Bureau of Statistics (KNBS) had been carrying out decennial censuses and ad hoc surveys (including those surveys carried out on a fixed periodicity, such as the Kenya Demographic and Health Surveys (KDHS)), whose results contributed to efforts at monitoring national trends.

Currently, while there continues to be a significant amount of administrative and other data collection, little attention is paid to data analysis and; quantitative and qualitative findings are rarely used to inform future planning and policy making. Further, even though much of the data originate at the lower geographic levels (e.g., villages and districts), there is an inadequate supply of information for planning and policy making at these levels. The reason is that data collected by line Ministries at the lower levels are usually forwarded to their central level headquarters with little or no feedback.

Information dissemination and feedback aspects of Monitoring and Evaluation are also not well developed. Surveys and censuses are rich sources of information, but rarely is in-depth analysis performed in order to sufficiently mine the information contained in the voluminous amount of data that they generate. There is also limited dissemination of the results of studies and analysis that do take place and even more limited opportunities for feedback from villages and communities that supplied the information.

Resources for data collection for Monitoring and Evaluation are at best scarce. Traditionally, little provision is made in national and sub-national budgets for these activities. At the sub-national level however, the situation tends to be more critical and basic equipment (including paper, pens etc.) is absent. The data collection aspect of Monitoring and Evaluation also requires transport facilities (e.g. motor cycles, but often four-wheel drive vehicles), which are expensive and therefore scarce. The advent of computers has also done little to improve Monitoring and Evaluation activities at the sub-national level as these areas tend to be the last to be computerized - further weakening their capacities relative to the central level.

Historically, externally funded development projects have also tended to pay more attention to monitoring activities. Comprehensive Monitoring and Evaluation Plans are included in their design and implemented through units, specifically established for this purpose. Although, more often than not, this type of Monitoring and Evaluation has focused on tracking input of resources rather than on output and outcomes.

1.2 The National Integrated Monitoring and Evaluation System (NIMES)

In the year 2003, a National Integrated Monitoring and Evaluation System (NIMES) was conceptualized as the mechanism for the Government of Kenya to monitor the Implementation Plan for the Economic Recovery Strategy (IP-ERS). The design for NIMES had been elaborated in the IP-ERS document.

According to the IP-ERS, the overarching goal of the NIMES was to “...provide the government with reliable mechanisms to measure the efficiency of government programmes and the effectiveness of public policy...provide the government with the needed policy implementation feedback to efficiently reallocate its resources over time...also set the basis for a transparent process by which the government and the international donor community can undertake a shared appraisal of results and create smooth release of external support, including budgetary support.”¹

NIMES was conceptualized with the objective of:

- Building the Monitoring and Evaluation Practice throughout Kenya, ensuring integration of Government and its non-state partners in the reporting process.
- Strengthening capacities for Monitoring and Evaluation at all levels and for all components the Practice.
- Producing policy research and key Monitoring and Evaluation Reports.
- Tracking Follow-up on the Implementation of Recommendations of Major Monitoring Reports.

1 See the Economic Strategy for Wealth and Employment Creation, Chapter 7.

- Institutionalizing Standards for Harmonized Project Monitoring and Reporting at the National and Sub-national Levels.

The Government also established a Monitoring and Evaluation Department (MED) within the Ministry of Planning and National Development (MPND) to coordinate the system.

Over the financial years 2003/04-2005/06, MED produced three Annual Progress Reports on the IP-ERS under NIMES. During this time however, it became evident that there was need for a more comprehensive institutional and coordinating framework to fully integrate Monitoring and Evaluation into planning and policymaking.

The framework and its plan for operationalization, developed through a series of consultations with government, civil society, private sector and donor partner stakeholders, has been adopted and its execution arrangements are elaborated in this document as the master plan for the implementation of NIMES over the five year period July 2007- June 2012. It is under this framework that the first Medium-term Plan for the Vision 2030 will be monitored.

Institutionalizing NIMES is also satisfying a crucial aspect of the governance reform agenda for Results-Based Management (RBM) under the Public Sector Reform and Development Programme (PSRDS). NIMES is embedded in the RBM National Performance Management Framework (NPMF) for Public Sector Reform. The NPMF is the overarching framework for management accountability and results for the Kenyan public service. In addition, the Performance Contracting and Performance Appraisal Systems will also be tracked under NIMES.

With NIMES as a pillar of the RBM system and the use of its monitoring reports to determine budget allocations, all sectors will have an incentive to provide reports to the system – thus ensuring its sustainability. Additionally, a national Monitoring and Evaluation Policy will be prepared to enhance the implementation of NIMES thus providing an enabling environment for all sectors to submit reports to the System.

1.2.1 Linkages and Coordination Arrangements

The objectives of NIMES therefore, will be fulfilled through the institutional and coordination framework, with the Monitoring and Evaluation Directorate (MED) of the Ministry of Planning and National Development (MPND) as its focal point. MED will receive information from line Ministries, parastals, reform programmes, civil society, the private sector and donor partners and provide feedback monitoring reports. In the first instance, focus will be on Government and Local Authority reporting, integrating civil society, private sector and donor partner reporting, as the system becomes more developed.

Administrative Data Collection Systems: Line Ministries' administrative data collection systems will provide information for NIMES. The Kenya National Bureau of Statistics (KNBS) through its Statistical Capacity-Building Project (STATCAP/NSS) will develop the technical and other capacities of Line Ministries to carry out their data collection for input into NIMES. MED will collaborate with the KNBS to ensure that data for the construction of sector monitoring indicators are collected through these administrative data collection systems. MED will also collaborate with the KNBS to ensure that its survey programme, also planned under STATCAP for the period 2004/04-2007/08 and the Population Census planned for 2009, provide the relevant information for indicator construction and research and also that the social and economic database KENINFO is regularly updated. MED will not be engaged in primary data collection (except in the occasional cases where they are needed for policy research) and therefore its collaboration with KNBS will be integral.

Qualitative Data Collection Systems – Participatory Poverty Assessments (PPAs): NIMES will also monitor parastals and provide policy guidance through research on their efficiency and effectiveness. Strong linkages are also expected with the Directorates within the Ministry of Planning and National Development (MPND). The Sectoral Planning Directorate has carried out four Participatory Poverty Assessments (PPAs) to date and, is expected to continue to this process on a fixed schedule – every three or four years. These data will be utilized by NIMES for in-depth analysis for policy advice. The Rural Planning Directorate (RPD) will be integral to the operation of NIMES since it is also being implemented at the

District Level. There will be collaboration with the RPD to build infrastructure at the District level for Monitoring and Evaluation, particularly the District Information and Documentation Centres (DIDCs) that will serve as information dissemination points for NIMES.

Reform Programmes: Monitoring and Evaluation of reform programmes will also be conducted by NIMES. In the case of the Governance Justice Law and Order Sector Reform (GJLOS) programme, monitoring will be conducted through the administrative data collection system of the Ministries of Justice and Constitutional Affairs, and Youth Affairs and also the Immigration and Registration of Persons, State Law Office, Judiciary, Office of the President, Office of the Vice President and Home Affairs. MED will collaborate with the Programme through its Reference Group to establish sector monitoring indicators, select a core set of GJLOS indicators for national monitoring and set targets. The core indicators will be part of the set of indicators on which MED will report through NIMES.

The Public Finance Management (PFM) reform programme will also be linked to NIMES. The PFM reform programme is multifaceted in that it has several components each with its own set of indicators and a set of high-level outcome indicator whose baselines have been set using the international PEFA standards. Additionally, the process of implementation of the reform itself will be monitored. A system will therefore be set up within the PFM Coordination Unit for monitoring all of the aspects of the PFM reform programme. Results and indicators will however be disseminated through the NIMES Dissemination for Advocacy and Sensitization work programme, with feedback to be obtained through NIMES' Service Delivery Survey programme.

Regional Programmes: The African Peer Review Mechanism (APRM) will also be linked to NIMES. The APRM monitors policy and programme implementation from the Citizens' perspective. A Monitoring and Evaluation Systems for the APRM that will take into consideration its special requirements for reporting qualitative data, is under construction. The monitoring reports will however be channeled to NIMES for dissemination under the national system.

Non-State actors: Civil society (NGOs, CBOs, FBOs), the private sector and other development partners will be integrated into NIMES. The activities carried out by these sectors at the project and programme level will be reported through NIMES. MED will develop standards for harmonized reporting that will improve the quality of monitoring reports through NIMES.

1.2.2 National Monitoring and Evaluation Policy

Monitoring and Evaluation in Kenya is in a very nascent stage, where the culture of reporting is yet to be inculcated. MED will develop a National Monitoring and Evaluation Policy so as to consolidate the linkages between itself and the sub-systems on which it will depend for information. A fully operational NIIMES and its implementing arrangements under the Monitoring and Evaluation Policy will assist in institutionalizing results-based management reforms and also re-orient public service agencies towards the production of tangible results and value for money.

While the policy will function as a quasi-enforcement mechanism, a system of incentives will also ensure the sustainability of NIMES. Currently, there are incentives for Ministries to report to NIMES as budget allocations are already being based on its flagship Annual Progress Report on the IP-ERS, there will however be further incentives as the system deepens and reporting becomes more universal throughout the country. District and sub-national reporting systems will particularly benefit from the incentives to reporting under NIMES. These benefits will also be seen at the individual level, as Ministerial and District performance will be linked to individual performance appraisal and, ultimately to wage reform. In the final analysis therefore, NIMES will become an incentive-based reporting system both at institutional and individual levels, thus ensuring its sustainability.

NIMES will therefore ensure that the necessary institutional and other capacities are built so as to facilitate improved access to incentives by line Ministries, parastatals etc. Institutional and coordination arrangements for the strategic areas of coverage for NIMES are set out below.

1.3. Scope of the National Monitoring and Evaluation System

Implementation of NIMES will be through support in five strategic areas of intervention, viz:

1. Quantitative and Qualitative Data Collection, Indicators Construction and Archiving.
2. Research and Results Analysis
3. Dissemination for Advocacy and Sensitization.
4. Project Monitoring and Evaluation.
5. Capacity Development and Policy Coordination.
6. The Logical Framework for NIMES is shown in Annex 1 and five-year work plans for implementation are found in Sections II-VII.

1.4 Core Output

NIMES will regularly generate a set of monitoring instruments for feedback to the sub-systems and to lower geographic levels where data are routinely collected. The main products will be the Annual Progress Reports and Mid-Term and End-Term Reviews of the ERS or successor medium-term plan, the Public Expenditure Review (PER) report, District Annual Monitoring and Evaluation Reports (DAMERs) and the Annual Project Monitoring Report (APMR). The National M&E Policy will also be a product of NIMES, but only as it sets an enabling environment and legal framework for information gathering. Other key output will include the:

- Set of regularly monitored sector indicators and a core set of indicators for national monitoring.
- Popular versions of the Annual Progress Reports and Mid-Term Reviews and Terminal Evaluation Reports.
- Report on the MDGs.
- Policy research papers.

- Policy briefs and seminars.
- In-depth analysis of census and survey data.
- Quarterly project monitoring reports.

A website will also be created through which NIMES documents will be publicly accessible. Also a social and economic database will be created and made operational to facilitate archiving of data and indicators that will facilitate the reporting process.

1.5 Evaluations

In the first four years of implementation, NIMES will focus on the establishment of monitoring indicators for its programmes and project standards that will enable monitoring of project progress. In the fifth year of implementation of the Master Plan however, increasing focus will be placed on evaluating the impact of the policies and programmes and project implementation. Ad hoc evaluation will however be conducted at any stage of NIMES' implementation or on demand, especially on policies and programmes that have been completed.

In addition to the evaluation of the programmes and projects after four years of implementation of NIMES, the Master Plan itself will also be evaluated. Evaluation will be made on the:

- Fulfillment of its stated objectives.
- Extent to which NIMES has been able to produce its deliverables/products (both in terms of their frequency and timeliness)
- Impact of the system and its products on the planning and policy processes of Kenya.

1.6 Master Plan

This Master Plan is the Government of Kenya's programme for closing the gaps and fully establishing the NIMES. It is based on an assessment of the gaps observed

in sub-systems on which the national System depends, i.e., the lack of project monitoring standards, the lack of an integrating institutional and policy framework for reporting, the incompleteness in coverage of the full scope of monitoring and evaluation activities within the framework; the weak coordination capacity, other weakness in the development of indicators, particularly for national and District monitoring, lack of provision for research to inform policy, lack of a communications strategy for building the monitoring and evaluation Practice and culture and for receiving feedback and finally, inadequate capacity for sustaining NIMES.

The Master Plan is a medium-term framework lasting five (5) years and addresses the immediate priorities for NIMES. A fully functioning NIMES is however expected to take much longer and therefore the Master Plan is a living document that will be informed by the successes and challenges encountered during its implementation.

The Master Plan has a five-year perspective, but will be monitored and evaluated annually by the Technical Oversight Committee and the National Steering Committee. Lessons learnt will be used to inform its implementation for the next year. The Master Plan has an accompanying Programme of Support or indicative financing framework for its five-year plan of activities. This budget for this Programme of Support will also be reviewed and revised annually.

1.6.1 Master Plan Outline

The key elements of NIMES are elaborated in the remainder of this document as follows:

- Quantitative and qualitative data collection and storage and indicator construction - Section II.
- Research and Results analysis - Section III.
- Dissemination for Advocacy and Sensitization - Section IV.
- Project Monitoring and Evaluation - Section V.
- Capacity Development and Policy Coordination - Section VI.

- District Monitoring and Evaluation – Section VII.
- Institutional arrangements - Section VIII.

1.7 Budget

A separate document – the Programme of Support – has been prepared with a budget for the implementation of the Master Plan and for achieving its output. The summary budget from the Programme of Support is however shown in Table 1 of the Master Plan. This budget is intended to cover the cost of technical work to be undertaken under NIMES, such as, the development of sector and national indicators, policy research, capacity support for both programme and project monitoring and for building the Monitoring and Evaluation Practice.

SECTION II

QUANTITATIVE AND QUALITATIVE DATA COLLECTION AND STORAGE AND INDICATOR CONSTRUCTION

2.1 Introduction

NIMES is mandated to produce Annual Progress Reports on Government's key policy instrument. Three such reports have been produced on the ERS together with a mid-term report and a terminal evaluation report is also expected at the end of the ERS period. All of these reports have been based on a set of thirty-one indicators selected for this purpose.

As the ERS comes to an end in December 2007, Government's new policy framework beginning in January 2008 will be the Vision 2030 – a long-term strategy that will be implemented through a series of five-year medium-term plans. Renewed focus is therefore being placed on the role of indicators in the Monitoring and Evaluation system.

The process of selecting indicators for national monitoring is usually a tedious one as there needs to be a balance between the number of indicators that will be selected, the type of indicator and the availability of data on a preferred indicator. In the case of monitoring of the ERS, it was found that many of the preferred indicators were not available, mostly because of the unavailability of data.

This component of the NIMES will therefore focus on identifying indicators for tracking progress of the first Vision 2030 Medium-Term Plan. It will however go a step further than was the case for tracking the ERS and support the establishment of a set of indicators for monitor within sectors and at the District and lower geographic levels.

Background documentation for the identification of sectoral and geographic-based indicators will be strategic plans. As in the case of the ERS, it is expected that line

Ministries will prepare strategic plans in order to implement their component of the Vision 2030.

District administrations have been preparing District Development Plans (DDPs), but these documents have more or less been prepared in isolation of the national policy framework. In the case of the Vision 2030 this situation is expected to change and, similar to ministerial strategic plans, the DDPs will also be aligned to the Vision 2030 Medium-Term Plans

Under the revised DFRD strategy there is also now provision for constituency-level Monitoring and Evaluation. Together with efforts to localize the MDGs through community-level action, this means that indicators will be established at even lower levels over time.

At the time of the design of the ERS reporting arrangements, the establishment of monitoring indicators proved to be a great challenge even at the national level. Even greater challenges are therefore expected as lower-level indicator identification and construction is undertaken.

The component of NIMES is designed to support the establishment of monitoring indicators at all levels, including verification and through its processes identify gaps in data provision to be filled either by the administrative data collection system or the KNBS.

A review of the current status of administrative data collection systems reveals:

- Lack of a co-ordinated flow of information: While structures are in place for many of the administrative data systems, the flow of information from Line Ministries, Districts and Town Councils to headquarters is still not smooth. As a result there is still a high dependence on surveillance and other systems that are not representative of the national situation and are not sustainable in the long run.
- Inadequate capacity: Capacity at the sub-national level has the appearance of being sufficient. These capacities, e.g., from the KNBS, NCAPD and even ministries' Monitoring and Evaluation units however, are not well coordinated. Lack of equipment, computer skills, and vehicles is another challenge. In the

case of most of the Ministries, one of the greatest needs is for the information system to be computerized.

- Infrastructure: Lack of all-weather roads, telephone and electricity and other enabling infrastructure provides a challenge to data collection and affects both its horizontal and vertical flow.
- Few incentives for both data collectors and providers: Those responsible for data collection are not motivated and the providers do not seem to understand the importance of giving the data. Incentive for strengthening these systems will be in their usefulness, particularly at the sub-national levels.
- Capacity for data analysis: Little or no analysis is conducted at the sub-national level which means that very little of the data collected at these levels are used for local policy making. Since its usefulness is not clear to local level administrators, collection of these data is an apparent meaningless chore for those who are responsible for this activity.
- Incomplete coverage: Reluctance of the private sector and civil society to report to the National System. Partnerships with these sectors are important and various mechanisms need to be developed so as to integrate these sectors into the National System.
- There is still a high dependency on surveillance and other systems that are not representative of the national situation and that are also not sustainable.

In general, administrative data systems need to be strengthened, if they are to effectively contribute to the sustainability of NIMES. The Kenya National Bureau of Statistics (KNBS) is currently implementing a capacity building programme. This programme ends in 2007/08 and is expected to support administrative data collection on public finance, communications, trade, tourism, agriculture, nutrition, the environment, commodities, cooperatives, energy, education, health, crime and housing.

The KNBS has an on-going programme for conducting surveys and censuses that would assist in providing data for constructing key indicators. The programme started in 2003/04 and to date, the Kenya Integrated Household Budget Survey

(KIHBS) and the DHS have been conducted. The DHS was completed in 2003 and the data are available. Analysis for household budget survey is ongoing, with the first report already released.

Figure 1: National Integrated Programme of Surveys and Censuses

	SURVEY/CENSUS	LAST CONDUCTED	PLANNED	STATUS
1.	Household Budget Survey	1993/94	2003/04	Completed 2005/06
2.	Labour Force Survey	1998/99	2004/05	
3.	Demographic & Health Survey	1998	2003	Completed 2003
4.	Agriculture Survey	1987	None Planned	----
5.	Literacy Survey	----	2006	Completed 2006/07
6.	Establishment and Distribution of Services Surveys	----	2007	On-going mailed questionnaire administration
7.	Agriculture Census	Nil	None Planned	----
8.	Industrial Production Census	1977	2007	----
9.	Governance Survey	----	2007	----
10.	Population and Housing Census	1999	2009	Preparations have begun

2.2 Indicators

Tracking indicators for the ERS has also been limited in scope. A review of the ERS indicators has shown the following:

- **Scope of the indicators:** The core indicators relate only to IP-ERS monitoring (and to the MDGs - to the extent that these are aligned with the IP-ERS indicators). The Government of Kenya has expanded its conceptualization of NIMES as a system that should meet its entire national, regional and global policy monitoring and project monitoring requirements. This means that all other aspects of reporting are not monitored on a regular basis. Additionally, the Vision 2030 will impose new monitoring demands.
- **Omission of critical indicators:** The current set of indicators is not comprehensive enough to effectively facilitate monitoring implementation of medium and long-term policies and programmes.
- **Monitoring of cross cutting issues:** Issues such as gender, youth, HIV/AIDS, and environment are not adequately reflected in the 31 indicators.
- **Baseline data on some indicators:** Data are either not available for some of the indicators identified for tracking, or they are not available for the baseline year since such data are not collected on an annual basis.
- **Linkages between indicators and Strategic Plans:** Gaps exist between annual work plans and strategic plans that in some cases were not aligned to the IP-ERS. Many ministries did not have Strategic Plans at the time that NIMES was being initiated and, those that did have Strategic Plans they were, in some cases, not aligned to the IP-ERS. Most of them have now completed their Strategic Plans but a number do not have well-formulated annual work plans, which could form an appropriate basis for M&E, and in many cases the appropriate indicators at outcome and output level have not been fully or appropriately defined.
- **Legal framework on monitoring and evaluation:** There is currently no legal backing for NIMES resulting in various challenges in the indicator development process, ownership and adherence/reporting. Instead, the systems rely on

affected the quality of data collected and timeliness thus compromising its effectiveness.

- Data definitions and standards: KNBS sets standards and supports institutions on data concepts and definitions. Institutions for the most part however, are not conversant with these standards resulting to varying definitions.
- Data collection costs: Surveys and censuses are expensive to undertake and are therefore dependent on external funding and sometimes their timeliness is an indication of external priorities.
- Data gaps and inconsistency: Incomplete or delayed surveys contribute to unavailability of data necessary for setting baselines or monitoring trends.

Figure 2: List of National Monitorable Indicators for the First Medium Term Plan 2008-2012 of Kenya Vision 2030

No	Indicators
1	Annual Growth Rate of GDP
2	Gross National Savings to GDP
3	Investments to GDP
4	GDP per capita* Calendar year
5	Overall Inflation Rate
6	Annual Average
7	Broad Money M ₃ Supply
8	Credit to Private Sector to total Domestic Credit
9	Credit to Private Sector
10	Overall Balance to GDP (Incl. Grants)
11	Total Revenue to GDP
12	Total Expenditure and net lending to GDP
13	Development expenditure to GDP
14	Development Expenditure to total Expenditure
15	Domestic Debt to GDP
16	Current Account Balance to GDP
17	Months of Import Cover
18	External debt to GDP
19	External Debt Service to Exports
20	Total Public Debt service to Government Revenue
21	Cost per MB

voluntary compliance by the participating institutions. The result is that Line Ministries perceive the requirement to develop indicators as an extra burden on their already over-loaded planning units and minimum of effort has been expended on the exercise. Ministries are not compelled to participate in M&E or in the indicator development process.

- **Monitoring and evaluation culture:** Ineffective communication to Ministries to substantiate the benefits of engaging in M&E processes; M&E is not yet institutionalized and general awareness on the importance of M&E is lacking.
- **Capacity for monitoring and evaluation (indicator development/data management) at all levels:** In general, Line Ministries have not been adequately guided in the development of indicators. This is mainly due to inadequate capacity within MED to fulfill this aspect of its mandate. This deficiency has resulted in weaknesses in the choice or definition of indicators in the IP-ERS log-frame. Many of the indicators in the IP-ERS log-frame do not conform to all the desired quality aspects.
- **Co-ordination between MED and stakeholder/partners:** This has resulted in duplication and multiple M&E systems. Poor co-ordination of various reporting processes such as PER, IP-ERS APR and of donor reporting has resulted in line ministries preparing multiple reports on different indicators and following different formats.
- **Harmonization of data collection instruments:** Different institutions use different tools such as questionnaires, focus groups discussions and interviews to conduct surveys.
- **Weak qualitative data collection and storage systems:** Collection of qualitative data is expensive in terms of time and money. There is also inadequate capacity especially in the ministries to collect and analyse qualitative data.
- **Capacity for data collection and storage at all levels for planned surveys and censuses:** Most institutions planning to conduct surveys or censuses are constrained by inadequate financial, technical and human resources. This has

22	Percentage of government institutions supported with high capacity bandwidth
23	Classified Roads Maintained and Rehabilitated
24	Additional Power Generating Capacity
25	Households with Electricity Connections
26	Contribution of Manufacturing Sector to GDP
27	Households with Access to Radios
28	Households with access to TVs
29	Percentage of Mobile penetration
30	Population Using the Internet
31	Land Policy submitted to Cabinet
32	Jobs created
33	Percentage of industrial disputes settled over reported
34	Number of MSE worksites upgraded
35	Tourism Earnings
36	Number of Bed Nights available
37	Visitor Arrivals
38	Historic sites and Monuments
39	Agriculture GDP growth rate
40	Contribution of Agriculture to GDP
41	Agro-processing technologies developed
42	Value of livestock and livestock products exported
43	Fish Landed
44	NER Early Childhood Education
45	Primary to Secondary Transition Rates
46	Pupil: Teacher Ratio
47	Textbook : Pupil ratio
48	Girl/Boy Enrolment Ratio Secondary School (Gender parity)
49	Girl/Boy Enrolment Ratio Secondary School - North Eastern Province
50	Adult Literacy Rate
51	U-5 Mortality Rate
52	Maternal Mortality Rate
53	Babies Delivered by Doctor or Midwife (in Hospital or Dispensary)
54	BCG Immunization rate
55	Measles Immunization rate
56	Children under 1 year fully immunized
57	HIV/AIDS Prevalence Rate
58	Number of patients on ARVs
59	Proportion of inpatients with Malaria

60	Inpatient malaria mortality as % of total inpatient morbidity
61	Households with Access to Piped Water in Urban areas
62	Households with access to Water from a Protected Source
63	Water Storage per Capita
64	Households with Individual or Shared Access to Toilet Facilities - Urban areas
65	Households with Individual or Shared Access to Toilet Facilities - Rural areas
66	Proportion of Land Area Covered by Forest.
67	Poverty Levels (Population below Poverty Line)
68	Number of households in need of Food Aid
69	Grain Reserves (90 Kg Bags) of Maize
70	Proportion of women recruited in public sector
71	Number of eligible Households with OVCs receiving cash transfers
72	Youth Employment Rates
73	Number of eligible Households with vulnerable persons Receiving Cash Transfers
74	Population Growth Rate
75	Proportion of population urban
76	Police to population Ratio
77	Offenders produced to courts for trial or sentencing
78	Number of District Peace Committees held annually

For purposes of monitoring the Vision 2030 therefore the set of ERS indicators will be revised. Additionally, the full spectrum of indicators will be used, including:

Input Indicators: Resources required for implementation of project or programme, measured by required financial and human resources including skills.

Output Indicators: Activities carried out, measured by, training seminars and workshops or goods and services generated by the project or programme.

Outcome Indicators: Use of output and level of sustained production of benefits, measured by effectiveness or results in terms of access, usage or stakeholder satisfaction from goods and services generated by projects and programmes.

Impact Indicators: Use of outcomes and sustained positive development change, measured by results achieved by the combined effects of outcome

Process Indicators: Means of ascertaining progress in the implementation of a programme or reform, measured through the establishment of key milestones.

As far as possible also, indicators will be aligned to the MDG indicators. Also efforts will be made to align governance indicators developed under the GJLOS reform programme to those developed through the APRM citizens' monitoring arrangements for the Vision 2030.

2.3 KENINFO Database

KENINFO – a social economic database has been established as an integrated database. The database is also intended to be the basis of reporting on a diverse set of commitments by the government.

KENINFO will be institutionalised at both the central and district levels for use as the main tool in the preparation of all national, regional and global reports. Terms of reference will be developed for its use. A training plan for central government, district and town council, civil society and private sector users will also be designed and implemented.

2.4 Strategic Objectives

Strategic issues for NIMES on the derivation and construction of indicators and data storage can be summarized as those relating to (a) weak capacity (b) inadequate co-ordination and harmonization and (c) lack of data. MED will work in collaboration with the KNBS to address these issues. Three strategic objectives have therefore been identified for action.

- To build capacity at the central and District levels for Government line Ministries, particularly MPND, SaGAs, CSOs and private sector on quantitative and qualitative indicator development, data collection and storage.
- To update core set of indicators for National Monitoring of Vision 2030.

reporting in all ministries at central and devolved levels.

- Facilitate the development of qualitative indicators and the harmonization of qualitative and quantitative indicators in key sectors.
- Facilitate the conduct of Service Delivery Surveys and Participatory Poverty Assessments.

2.5 Implementation

These strategic objectives are expected to be achieved over an initial five-year period through the Technical Advisory Group on Quantitative and Qualitative Data Collection and Storage and Indicator Construction. The TAG has already set out a five-year work plan. Yearly work plans will be developed and implemented following approval of the Technical Oversight Committee and endorsement by the National Steering Committee.

Figure 3: Five-Year Plan for Quantitative and Qualitative Data Collection

OBJECTIVE	ACTIVITIES	FY07/08	FY08/09	FY09/10	FY10/11	FY11/12
To build capacity at the central and District levels for Government line Ministries, particularly MPND, SaGAs, CSOs and private sector on quantitative and qualitative indicator development, data collection and storage.	Sector-wide capacity development workshops on identification of sector management indicators and selection of nationally monitored indicators. District capacity development workshops on identification of district monitoring indicator					
To update core set of indicators for National Monitoring of Vision 2030	National Workshops to agree on core set of Indicators for National Monitoring					
Establish effective and efficient data collection and storage systems for reporting in all Ministries at central and devolved levels.	Participate on the KENINFO Technical Working Group to ensure sustained updating of the Database with the sectoral indicators. Liaise with KNBS on roll-out of KENINFO in Districts To Collaborate with KNBS to Ensure Availability of Data for Construction of Key Monitoring Indicators. On-going dialogue and participation in STATCAP Technical Advisory Groups					
Facilitate the development of qualitative indicators and the harmonization of qualitative and quantitative indicators in key sectors. Facilitate the conduct of Service Delivery Surveys and Participatory Poverty Assessments	Harmonization workshops for GJLOS and APRM to agree on a set of governance indicators. Prepare plans for SDS and PPA and mobilize resources.					

RESEARCH AND RESULTS ANALYSIS

3.1 Introduction

Although a schedule of surveys and censuses has been developed and the KNBS has established a Poverty Analysis and Research Unit (PARU), there has been increased awareness in Kenya of the need for more policy-oriented research and analysis that is not currently provided by the KNBS and PARU. This kind of research will assist policy makers and planners at all levels, in assessing the efficacy of existing frameworks and to make the necessary adjustments. The Research and Results Analysis component of NIMES will fill the gap in the policy research agenda of Government.

3.1.1 Identification of Research Areas

One of the key outputs expected from this component of NIMES is the implementation of a research plan that will inform Government's policy initiatives. This research agenda has been prepared by a team drawn from local public universities and research institutions. The team has drawn on the ERS and Annual Progress Reports (APRs) and other policy statements by Government.

The agenda will be flexible so as to accommodate any other research that will be required during the implementation phase of the Vision 2030 long and medium-term plans. The research agenda has six themes as follows:

- (i) Poverty, Growth and Equity
- (ii) Public Sector Efficiency and Effectiveness
- (iii) Social sector
- (iv) Industry, Trade and Investment
- (v) Environment and Natural Resources

(vi) Financial Sector

3.1.2 A number of issues have been identified under each of the six themes and areas such as Gender, Governance, HIV/AIDS and the Environment are treated as crosscutting themes and as areas of focus on their own. The research plan for the first year has prioritised some issues for immediate policy research and initiative. Priorities within each of the six thematic areas have been determined as follows:

1) Theme 1: Poverty, Equity and Growth

Several issues of Poverty, Equity and Growth have been identified requiring clarification and policy direction. The issue of how poverty is measured and its various dimensions has however been selected as most salient and therefore priorities for execution. The others are shown in Box A.

Poverty Measurement

The specific issues have been determined as those relating to measurement of poverty as the measurements may not be adequate and there is the need to review them. There was need to broaden the scope of the measurement to incorporate its various dimensions, such as, the social and cultural dimensions of poverty. There was also the need to review the methodology used for the conduct of the Participatory Poverty Assessments (PPA).

Box A

Theme 1: Poverty, Equity and Growth issues

- Economic growth options
- Review of different growth strategies (export-led development; private sector-led growth, small sectors, etc)
- Local innovations and people's participation
- Catalytic growth and productivity
- Poverty and ASALS
- Growth with equity
- Strategies for breaking the poverty cycle, e.g. Micro-Finance
- Food security

II) Theme 2: Public Sector Efficiency and Effectiveness

Box B shows this issues considered to be most important in the area of Public Sector Efficiency and Effectiveness. They included governance and productivity, including the capacity of government to deliver on its programmes, public finance management, effectiveness of state corporations etc. Priority has however been given to research on the performance of state corporations, general labour productivity and assessing the performance contracting mechanism, recently introduced by government.

BOX B

Theme 2 Issues: Public Sector Efficiency and Effectiveness

- State corporations – effectiveness and efficiency
- Fiscal decentralization e.g. CDF, LATF etc
- Public Sector Productivity
- Inventory of skills (capacity by ministries Human resources, development appropriate skills from universities)
- Performance contracting
- Public expenditure management and taxation
- Pension schemes (could be social issues)
- Governance – productivity

Labour Productivity

One of the key reforms envisaged to be undertaken in the labour market in Kenya is to hasten the pace of labour productivity growth. Productivity is an important determinant of competitiveness since it enhances the capacity of firms to become viable, profitable and create sustainable jobs. Studies show that Kenyan firms have a weak competitive edge over Uganda and Tanzania, and a significant competitive disadvantage to strategic competitors like China and India. Competitiveness of Kenyan firms has been declining while firms in India and China continue to advance.

The weak competitiveness of the country's enterprises is attributed to low levels of labour productivity and the weak link between wages and individual employee productivity. Mainstreaming labour productivity in wage setting requires development of sound productivity measures. While the Wage Guidelines identifies labour productivity as a major wage compensation factor, no measure of productivity has been developed.

Study of this area is expected to bring recommendations on appropriate mechanisms for measuring productivity in Kenya and mainstreaming productivity in wage setting. Studies will be done in collaboration with the Ministries of Labour and Human Resource Development, and Trade and Industry and the Productivity Centre of Kenya.

Performance of State Corporations

Corporate governance guidelines for state-owned corporations in Kenya have been operational since 2002. The guidelines were formulated against a backdrop of elaborate lack of good governance standards and practices in the corporations. Research findings indicate that the corporations lacked corporate objectives and strategies, had highly politicized leadership and management, employed on subjective among other shortcomings. The cumulative effect of all these deficiencies was the corporations' failure with many of them making losses and requiring constant subsidy from the public exchequer.

The corporate governance guidelines suggested major reforms in the leadership of the state corporations including establishment of clear strategies and objectives, effective performance monitoring systems, boards and management systems that are autonomous and accountable to Parliament, and guarding against political interference in their management. Whereas anecdotal evidence shows that a number of the corporations are recording positive changes such as in leadership and financial performance, there has not been any systematic and comprehensive study to evaluate the adoption of corporate governance standards and practices and the implication of that adoption on their performance.

The status of corporate governance will be measured by existing corporate

governance practices and standards with respect to key governance areas including:

- Protection of shareholders investments.
- Protection of stakeholders (e.g., employees) interests.
- Risk management
- Internal control.
- Human resource management.
- Succession planning.
- Social and environmental responsibility.

Performance will be measured through such financial indicators as profitability (including asset and debt performance) and non-financial indicators such as labour performance, staff turnover and other factors that show whether the company is in difficulty or not (e.g., levels of working capital, stocks, debts, and losses).

Performance Contracting

A performance contract is a freely negotiated performance agreement between government, acting as the owner of a government agency and the government agency. It is also defined as an agreement between two parties that clearly specifies their mutual performance obligations, intentions and responsibilities.

Performance contracting is part of broader public sector reforms aimed at improving efficiency and effectiveness in the management of the public service. Performance Contracts are implemented to improve service delivery and efficiency in utilization of resources. This reform initiative is being implemented across the public service, in commercial and non-commercial state corporations as well as in the core civil service. Performance contracts are intended to improve accountability and focus resources on the attainment of key national policy priorities.

The objectives of performance contracting are to:

- Reverse the decline in efficiency and ensuring that resources are focused on

attainment of the key national policy priorities of the government.

- Institutionalising performance oriented culture in the public service through introduction of an objective performance appraisal system.
- Measure and evaluate performance.
- Link reward to measurable performance.
- Strengthen and clarify the obligations required of the government and its employees in order to achieve agreed targets.
- Improve service delivery to the public by ensuring that top-level managers are accountable for results, and in turn hold those below them accountable.

The research will seek to answer the following questions:

- i. Was the process well conceived, designed in terms of systems and structures?
- ii. How have the three systems of performance (information system, evaluation system and incentives/sanctions systems) operated?
- iii. Are the structures and institutions in place adequate and functioning as intended?
- iv. Are the instruments (e.g. guidelines, reporting formats) used in the implementation of the PC process adequate and comprehensive enough?
- v. Has the process impacted positively on service delivery both in terms of quantity and quality?

III) Theme 3: Social Sector

Several themes have been identified in the social sector as needing further understanding and policy recommendation (see Box C). The impact of HIV/AIDS, gender issues pertaining to inheritance rights, the slow movement of health indicators and skills mis-match between the producers and users human resources have however been selected as priorities for research.

Development Impact of HIV/AIDS with Emphasis on State Security

Kenya has made recent gains in the war against the HIV/AIDS pandemic. The trend in the incidence and prevalence has reversed with the prevalence rate falling from 13.9% to 6.7%. Nonetheless, its disproportionate impact on the most economically active and productive household/community members, especially those in the age bracket of 15-49, increase the burden on the less productive, i.e., the young and the old – themselves in need of care. Existing data indicate that a million people in this age bracket are living with HIV/AIDS. It is also this age bracket, which constitute 84% of the infected population, that exhibit the highest infection rate in Kenya. As this productive age cohort continues to be ravaged by HIV/AIDS, it is bound to have devastating socio-economic, political and worst of all security consequences.

Socially, HIV/AIDS is linked to reduced social networks, falling social outcomes, increased vulnerability of households and intergenerational poverty transfers. There also exist economic threats resulting from loss of productivity, investments and reduced labor supply. Ill health and absenteeism lead to falling output per worker, which directly influences national output thereby subjecting countries to increasing poverty levels. Reduced labor supply to the agricultural sector reduces food production and increases food insecurity. To the private sector, reduced productivity, increased labor costs, diversion of productive resources to care for the sick and the affected and skill depletion directly result in reduced profitability. HIV/AIDS can also go beyond socio-economic impact to pose severe threats to national and even international security and stability.

The study's main objective would be to assess and monitor the impact of HIV/AIDS and how this translates to insecurity in the country that has the potential to disrupt all productive socio-economic activities.

Gender

The UNDP (2005) report on Kenya estimates the Gender Development Index (GDI) at 0.538 suggesting diminishing deprivation among women overtime. However,

this national aggregate most likely masks gender inequalities and disparities that exist among the different regions in the country and also the local and community level. Women in Kenya constitute 52.2% of the total population. About 87% of these are found in rural areas and are predominantly engaged in agricultural economic activities. Women contribute about 60% of their labour to rural development activities and 80% to production of food crops. This is in sharp contrast to their share of income (10%) and the 1% resources they control (UNFPA, 2002). Although agriculture is the mainstay of Kenyans rural economy, it remains precarious and dependent on rain fed cropping and is seasonal. Hence, one can argue that majority of women continue to engage in economic activities that do not empower them socially and economically.

Poverty remains higher among women than men due to discriminatory practices, inequality in opportunities in wage employment, lack of access to education and the right to own property. In Kenya, the proportion of women in wage employment remains low at an estimated 29.2% (UNDP, 2005). It is also a fact that industrial employment opportunities are lower for women than men (ibid). This is further compounded by the fact that women form about 70% of the agricultural labour force-mostly working in family farms without pay. There are also gross discrepancies with regard to wage employment and access to education. It is, however, the continued cultural biases that are perpetuated through patriarchy that the core of gender disparities is propagated.

Landownership and property rights have been identified as one of the areas in which the female gender is disadvantaged. In many traditional African societies during the pre-colonial period, women played important and recognized roles in the economic well being of their communities. Women were the major food producers and had access to the cultivation of land but not always control. Thus, the value of women's productive labour in producing and processing food established and maintained their rights in the domestic and other spheres. The advent of British colonialism and settler economy it has been argued negatively impacted on food production and women's access and control over land. Land alienation reduced economic independence by compromising on productivity. As colonialism continued to entrench itself, the importance of women's agricultural contribution

and their only economic basis declined as subsistence food production was replaced by cash crop cultivation controlled by men. Men controlled proceedings of the cash crops even though women did all the work around cash crop cultivation. The situation was further compounded by the introduction of private landownership, which excluded women through the Swynnerton Plan of 1954. The Plan aimed to provide individualized tenure security and to stimulate farm investment, agricultural growth, and the emergence of a land market. The programme was maintained following independence, and expanded nation-wide. Kenyans were granted individual titles, which fragmented customary holdings. The Plan saw land registered under male ownership thus further weakening women's autonomy in the economy, (Quan, 2000).

In many Kenyan communities customary law bars women from inheriting ancestral land, which is traditionally passed down through male descendants. Registration for land ownership title deed requires "head of the family" but once a man dies, his male relatives may threaten his widow's continued access to the land.

Widow inheritance rights do exist in principle and lands in the hands of widows tend to pass to a male heir of the next generation. Women's rights are not specified in this system and they cannot, therefore, treat the land as an economic asset that allows them access to cooperatives and loans. Widespread disinheritance of females places women in a significantly weaker economic bargaining position within and outside the family. This, according to the HDR (2001), has led to low agricultural production, food shortages, underemployment and low or no incomes for majority of rural population. This issue needs to be critically looked at in a social, cultural and economic rights approach and is closely linked with women's citizenship. The recent defeat of the proposed new constitution in 2005 was in part attributed to clauses in the proposed constitution of women's right to family land ownership.

Research will focus on the following:

- i. Cultural beliefs and practices in terms of gender access to land and other properties
- ii. Concerns among Kenyan communities that relate to control and inheritance of land among women

- iii. Socio-economic differences in views on widow inheritance.

Slow Rate of Improvement of Health Indicators

According to the Economic Recovery Strategy the primary objective of the health sector is enhancing accessibility and affordability of basic health services for Kenyans. Like many developing countries, Kenya continues to be burdened by communicable diseases such as malaria, HIV/AIDS and Tuberculosis. Malaria remains a key public health problem in Kenya, accounting for 32% of outpatient visits in health facilities and causes an estimated 5% of total deaths with about 26,000 deaths per annum. The National malaria strategic plan (GOK 2001) estimates that more than 20 million Kenyans are regularly affected or at risk of the disease with about 70% of the population living in malaria endemic areas. It is estimated that 92 children die of malaria every day in Kenya. Pregnant women living in endemic areas are at increased risk as malaria lowers their immunity, increases a woman's risk to spontaneous abortion, still births and low weight babies. Low birth weight is a major determinant of child survival and growth. Socio-economically, the government estimates that 170 million working days are lost each year in Kenya as a result of the disease (Ibid). HIV prevalence is estimated at 7.4% with prevalence rates among women ages 15-24 years attending Antenatal clinics being about 10%. It has been noted that the rates of new infections remain high.

Other health indicators show that a lot still remains to be done. For example, the Kenya Demographic Survey (2003) estimates maternal mortality to be 414 per 100,000 live births. Although an estimated 88% of women receive antenatal care from a medical professional during pregnancy, only about 42% of women deliver with a skilled attendant. This is despite the fact that 27% of deaths in women are attributed to pregnancy related causes and 45% of deaths occur within the first 24 hours of childbirth. Infant and child mortality is unacceptably high. Child mortality is estimated at 129 per 1000 live births and is believed to be higher in some areas. The number of children fully vaccinated is said to have reduced in 2004/05 from 60% to 59% (GOK, 2006). In general, life expectancy remains low at about 50 years for both males and females.

The high levels of poverty exacerbate the health situation in Kenya. According

to evidence on health status, the prevalence and incidence of sickness are similar for both the poor and non-poor. However, the response to sickness is markedly different. An overwhelming majority of the poor cannot afford private health care (76% rural and 81% urban) and rely on public health facilities. However, 20% of the urban poor and 8% rural poor found even public health charges unaffordable. Furthermore, 58% urban and 56% rural poor reported that they do not seek public health care because of the unavailability of drugs. A further indicator of disparity is that only 37% of poor mothers gave birth in hospital compared to 58% of the non-poor mothers. (Poverty reduction strategy paper, 2002)

The Government has put in place various initiatives aimed at improving the health of Kenyans but the total health expenditure on health is still low. In 2006 the Government increased spending on health care from to 7.7% of the GDP. Despite this and other Ministry of Health interventions, the key health indicators remain poor. The Ministry has set health targets that are in line with the Millennium Development Goals (MDGs) - reducing infant/child mortality, improving maternal health and addressing diseases such as HIV/AIDS and malaria. For example, the health sector targets are to increase immunization coverage and reduce infant mortality to about 70 per 1000 by 2007 a figure that is still high. This proposal seeks to find out the major factors contributing to poor health indicators/outcomes in Kenya and what needs to be done to redress these.

It is important to establish through research, factors that contribute to continued poor health indicators (high infant and child mortality rates, high maternal mortality rates among others). Research questions will be raised on the contribution of factors such as, HIV/AIDS prevalence, poverty, public expenditure in health, cost of care, doctor/patient ratios and poor governance to the non-improvement of health indicators:

Skills Mis-Match: Polytechnics and Universities versus the Motor Vehicle Industry

Human capital in form of skills is an indispensable factor in a country's socio-economic development. In developed countries, human capital continues to be the driving force in productivity growth, resulting in sustained increases in per capita

income. Human resource in these countries is developed in a strategic manner and linked to national strategies. As a result, these countries are able to plan and train the human capital to meet the labour market demands. This mitigates on the skills mismatch and gaps, facilitates creation of employment and ensures full utilization of the labour force.

Kenya cannot afford to procrastinate on taking steps towards the achievement of its goal of being a Newly Industrialized Country (NIC). The new goal post for its NIC strategy has been shifted from year 2020 to 2030, according to the newly launched Vision 2030. Without proper understanding of the labour market requirements, human capital development in Kenya will not be aligned to the development needs.

Although Kenyan households have increasingly participated in funding education as depicted by the increasing number of adults who have enrolled for parallel and evening classes at various levels in tertiary institutions, a huge chunk of the budgetary allocation by the government has been channeled to basic education with very little going into the development of specific industrial skills. As a result, Kenya has a large educated labour force that lacks employable skills. This is manifested by the increasing high unemployment rates of graduates from various levels of educational institutions. Indeed, anecdotal evidence shows that the labour market in Kenya tends to prefer diploma graduates from national polytechnics and other middle-level technical institutes to their counterparts in public universities as far as specific technical skills (such as mechanical engineering) are concerned. This development has confirmed fears about the skills mismatch between what the educational and training institutions are providing and what the labour market requires.

It would be crucial, therefore, to investigate the skills mismatch between specific skills that are taught in institutions of higher learning and the labour market requirements, if Kenya is to realize its goal of being an NIC by the year 2030.

Objectives of the proposed study are to:

- i) Identify specific technical skills taught in institutions of higher learning and those required in the labour market;

- ii) Find out if there is skills mismatch between what is being taught in educational and training institutions and the labour market requirements;
- iii) Analyse the causes of skills mismatch taught in educational and training institutions and those required in the labour market;
- iv) Make recommend ways of reducing the skills mismatch and strengthen the linkages between education and training institutions and the labour market.

The study will be done in collaboration with the Ministries of Labour and Human Resource Development, and Education, Science and Technology.

Box C

Theme 3: Social Sector Issues

- Education quality and skills mismatch between supply and demand for education
- Financing the Social Sector
- Health and the reasons why health indicators are not improving despite increasing resources.
- HIV/AIDS as a development determinant
- Health management systems
- Youth unemployment and skills
- Elderly and poverty
- Gender and poverty
- Public utilities (water, housing etc)
- Population distribution and the effects of growing urbanization
- Physical Infrastructure

IV) Theme 4: Industry, Trade and Investment

The relationship between trade and poverty reduction has recently been the subject of international study and debate. Kenya's trade and barriers to trade are also seen as important to local poverty reduction efforts. Research in this area will focus on policy constraints to Kenya's export of key commodities, Kenya's competitiveness, regional issues and role of small and micro-enterprises in the market.

Transactional and Policy Constraints Affecting Key Export Commodities

The areas of concern are transactional and policy constraints that hinder broadening and diversification of Kenya's export base, and consolidation and expansion of Kenya's market share in the various export markets. There is therefore need to improve exporters' competitiveness and to enhance Kenya's ability to take advantage of the opportunities presented under AGOA and post Lome agreements, among others. The components of a good trade development approach may be designed to include: market and product development; business and trade information delivery; capacity building and training for exporters; capacity building for Trade Support Institutions (TSIs); and project management including monitoring and evaluation.

Several commodities and commodity groups have been identified and prioritised as critical by the Government of Kenya's National Export Strategy and the Export Promotion Council's Strategic Plan. The target sectors include: processed horticultural products, value added tea and coffee, apiculture, textiles and garments, fish and fish products, livestock and livestock products, and commercial crafts. These sectors are expected to contribute substantially to employment and wealth creation, poverty reduction and overall economic growth and development.

In general terms, the challenges that need to be addressed to promote trade are of three types, viz:

- "Border-in" needs such as: lack of technology, low quality and standards of products, lack of investment and operating capital, weak managerial and marketing skills, and inadequate e-competency, among others;
- "Border-out" needs such as: market information, trade finance, export insurance and guarantees, business contacts, national branding, and promotional support; and
- "Border" issues such as: availability and efficiency of infrastructure, and the cost of business support services.

Box D

Theme 4: Industry, Trade and Investment Issues

- Constraints to trade transactions – internal and external policy constraints, prices
- Competitiveness, business environment
- Manufacturing, agricultural services
- Regional issues (e.g. illicit trade)

V) Theme 5: Environment and Natural Resources

Environment and natural resources provide the base for economic and social development including poverty reduction. However, Kenya faces serious interrelated environmental problems, including deforestation, soil erosion, desertification, water shortage, industrial pollution and degraded water quality. Water resources are under pressure from agricultural chemicals and urban and industrial wastes, as well as from use for hydroelectric power. Shortage of water is projected to pose a serious development in the coming years. Water-quality problems in lakes, including water hyacinth infestation in Lake Victoria, have contributed to a substantial decline in fishing output and endangered fish species. Pursuit of environmental sustainability in Kenya, therefore, has the targets of integrating the principles of sustainable development into Kenya's policies; reversing the loss of environmental resources such as forests, fisheries, quality water; and reducing the proportion of people without sustainable access to safe drinking water.

Access to water and sanitation thus defines human poverty status directly in many communities. Access to safe water is currently estimated at 89.7% in urban areas and 43.5% in rural areas, or a national average of about 57% (as reported in the 2000 Multiple Indicator Cluster Survey). In addition, about 81% of the population has access to safe sanitary means, with 94.8% in urban areas and 76.6% in the rural areas. The World Bank's 2004 Water and Sanitation Country Assessment has put the current coverage at 49% for water supply (urban 86% and rural 31%) and 86% for sanitation (urban 96% and rural 81%). To achieve the targets in the water and sanitation sector, the people without access to safe water and improved

Box E

Theme 5: Environment Issues

- Protection
- Extractive industries
- Waste management
- Natural resources e.g. mining
- Water, wildlife, forests

sanitation need to be halved, which translates to 80% nationwide coverage of safe water supply (urban 96% and rural 66%) and 96% coverage of improved sanitation (urban 96% and rural 89%).

Important development targets for Kenya have included in the past:

- Establishing a water management system as provided for by Water Act 2002.
- Improved Rural Water Coverage
- Improved Urban Water Coverage
- Improved Rural Sanitation
- Improved Urban Sanitation

Increased per capita water storage and delivery is necessary if Kenya is to achieve overall access to water services. The key interventions the government has put in place to achieve this include:

- i. Rehabilitation and augmentation of the existing water supply and sewerage works.
- ii. Implementation of the proposed new water supply and sewerage projects.
- iii. Construction of small, medium and big dams and pans.
- iv. Rehabilitation and sinking of new boreholes/ wells.
- v. Carry out roof/rock catchment activities.

- vi. Purchase and installation of surface water monitoring equipment.
- vii. Carry out groundwater investigation and purchase and rehabilitate relevant groundwater monitoring equipment.
- viii. Construction of gabions, check dams, forestation, terracing, and building dykes.
- ix. Operationalization of all institutions.
- x. Rehabilitate and augment the existing irrigation works.
- xi. Intensification of leak control programme to reduce unaccounted for water.

The research will seek to bring understanding of the socio-economic and cultural factors that affect the provision of water and will make recommendations on how access to water and sanitation by Kenyans can be improved.

VI) Financial Sector

Box F shows salient development issues identified as relating to the financial sector of Kenya. The provision and access to micro-finance, and business policies and practices have been identified as important for immediate study.

Constraints to the Provision of MicroFinance Services in Kenya

There has been a direct link between microfinance services and the growth of Small, Micro and Medium Enterprises (SMMEs) sector,² where majority of microfinance clients are and which sector has been recognized as an important player for economic recovery.³ The Government is keen on tapping the full potential of the sector for economic and thus currently a Bill is before parliament that aims strengthening the regulatory framework. Despite these efforts, there is a dearth of information on the extent of MFI activities and their impact in the financial

2 *It is already a truism that the MSE sector controlled by small firms, some of them unregistered, is the fastest growing and biggest employer after agriculture - Daily Nation, Tuesday, 11th May 2004*

3 *"SMEs offer the best opportunity to fight poverty in this country," says Kenyan Finance Minister on page 44 of the Daily Nation of 29th April 2004*

intermediation process in the country.

Research will assess the strengths and growth constraints of the MF sector. It will adopt two pronged approach aimed at reviewing the MF legal & regulatory framework and bridging the information gap identified above with a view to providing some basic information that can enhance policy and investment decisions in microfinance sub-sector. Specific objectives include:

- i. Profiling the institutions that are involved in microfinance activity as their core business.
- ii. Profiling the products (and their terms) in the microfinance.
- iii. Reviewing the proposed MF Bill in view of the challenges that face the sector and the recent developments in the entire financial sector.
- iv. Identifying the relative role played by the sector in the process of financial intermediation.
- v. Detailing the concerns and suggestions that the MFIs have about the sector especially as relates to supervisory and regulatory issues.
- vi. Considering other institutions dealing with the microfinance.
- vii. Given the emphasis of the sector in terms of poverty reduction, look at the constraints for entry of the targeted group and what it means for use of funds.
- viii. Inform the process of developing the legal, regulatory and policy instrument for the sector.
- ix. Making policy recommendations for the way forward for the sector to realize its potential growth.

Proposed studies will examine the various parliamentary acts that currently govern MicroFinance operations and the proposed MicroFinance Bill will be reviewed.

Evaluating Business Policies and Practices in Kenya

The 2005 World Bank report ranks Kenya's "ease of doing business" at position 68

out of 155 countries based on ten (10) indicators including “starting a business”, “dealing with licenses”, “hiring and firing workers”, “registering property”, “getting credit”, “protecting investors”, “paying taxes”, “trading across borders”, “enforcing contracts”, and “closing a business”. For example, it took 13 procedures, 54 days and 48.2% of per capita income to start a business in Kenya while the corresponding figures for the OECD countries are 6.5, 19.5 and 6.8% respectively. Apart from multiple and lengthy bureaucracy procedures, Kenya’s business environment is also weakened by malpractices such as bribery of public officials to circumvent those bureaucratic procedures. These weaknesses are likely to discourage existing and potential investors and ultimately slowing economic recovery and growth. In spite of this, there have been various policy initiatives to reform the business environment; for example, preliminary analysis indicates that there is an on-going program of identifying and eliminating unnecessary business licenses. However, there lacks comprehensive data and information on the indicators the reform program is targeting and with what results, constraints and successes.

Research in this area will identify and evaluate policies that have been designed to improve the business environment in Kenya. In addition to the 10 indicators identified by the World Bank 2005 report, we will study policies regarding security (of persons and property) and infrastructure (e.g., transport, communication, power supply) among others. The specific objectives of the study will be to:

1. Analyze changes that might have occurred in the indices of the 10 World Bank indicators from 2005 to the present.
2. Establish whether doing business is actually getting easier and secure. This may, for instance, be measured by establishing whether the number of new local and foreign investments is greater than those closing down, say, over the last 5 years.
3. Examine the extent to which outcomes in 1 and 2 above may be related to policies specifically designed to improve the business environment.

The expected outputs and outcomes are data and information generated will lead to improvement of policies and conditions for doing business and ultimately increased corporate and country economic growth in Kenya.

Box F

Theme 6: Financial Sector Issues

- Banking rates, charges, etc.
- Development finance (access to loans, equity and capital markets)
- Micro finance
- Insurance and social
- Hire purchase, mortgages
- Housing
- Co-op Movements

3.2 Implementation

The work plan in this component of NIMES will address the following:

- Prepare key monitoring report, such as the APR and PER.
- Prepare a policy research plan.
- Implement the research agenda.

The research plan that has been prepared concomitant with the identified themes above, for planned implementation over the next five years, is attached as Annex 2 to the Master Plan. In addition to the research priorities identified in the plan, other areas of research, as demanded by Government, will be addressed as the need arises.

The Technical Advisory Group will also provide peer guidance, direction and review during the production of key monitoring reports such as the Annual Progress Reports (APR), the Public Expenditure Review reports and all other monitoring reports to be produced under NIMES. The regular monitoring reports are intended to assess the efficiency of spending and their effectiveness at the

lowest level service delivery points. The PER report is prepared annually and may be supplemented by more in-depth sectoral Public Expenditure Tracking (PET) studies. The Research and Results Technical Advisory Group will also commission and provide oversight to the preparation of the PET studies.

The five-year work plan to be implemented by MED, under the guidance of the Research and Results Technical Advisory Group is given on the next page.

Figure 4: Five-Year Work Plan for Research and Results Analysis Technical Advisory Group

Objective	Activities	Year 1	Year 2	Year 3	Year 4	Year 5
Develop Research Plan	Review APR and PER documents					
	Review TORs for Design and Printing of PER and APR					
	Provide Inputs to the organization of Dissemination and Validation Workshops for APR and PER					
	Desk review policy documents and other relevant reports					
	Identify research themes					
	Brainstorm on various themes					
	Develop guidelines for developing research concept notes					
	Prioritize research concept Notes					
	Develop consolidated Research agenda based on research concept notes					
	Present Research Agenda to Technical Oversight Committee (TOC)					
	Develop Research proposals					

	Activities	Year 1	Year 2	Year 3	Year 4	Year 5
Implement the Research Plan	Assessing The Impact Of HIV/Aids On State Security					
	Gender					
	The Factors That Contribute To Continued Poor Health Indicators					
	Access To Water Resources					
	Provision Of Microfinance Services In Kenya: Strengths, Constraints And The Way Forward.					
	Determining The Scale Of Skills Mismatch Between The Mechanical Engineering Departments Of National Polytechnics And Public Universities Vs. Skills Required By Kenya's Motor Vehicle Industry.					
	Measuring Labour Productivity And Mainstreaming Productivity In Wage Setting					
	Evaluating Business Policies And Practices In Kenya					
	Evaluating The Corporate Governance and Performance Of State-Owned Corporations In Kenya					
	Performance Contracting					
	Transactional and Policy Constraints Affecting Key Export Commodities					

SECTION IV

DISSEMINATION ADVOCACY AND SENSITIZATION

4.1 Introduction

One of the strategic areas of focus for the NIMES system is the vertical sharing of information from Cabinet to grassroots/community levels and horizontally across government departments and to the non-governmental sectors (private sector, CBOs and FBOs) at both levels. The objectives to be addressed are:

- Prepare an M&E Communications strategy for the institutionalization of the National Integrated M&E System.
- Implement the M&E Communications Strategy.
- Popularise and Print M&E Products.
- Build the M&E Practice through Advocacy and Sensitization.
- Build the capacity for M&E Communication and Coordination to influence decision making.

4.2 Operationalizing the Monitoring and Evaluation Communications Strategy

The Master Plan has made provision for the institutionalization of the NIMES through the preparation of a Monitoring and Evaluation Communications Strategy and implementation plan. The strategy is designed to:

- Generate accurate information that will facilitate benchmarking and institutionalization of NIMES.
- Increase the level of awareness of NIMES and its products.
- Strengthen communications and coordination for Monitoring and Evaluation.

- Increase knowledge and awareness of Monitoring and Evaluation data and information.

The work plan for operationalizing these objectives, including the target audience and communications channels/methods is on the next page.

Figure 5: Five-Year Work Plan for Dissemination for Advocacy and Sensitization Technical Advisory Group

OBJECTIVES	ACTIVITIES	FY07/08	FY 08/09	FY09/10	FY10/11	FY11/12
Prepare an M&E Communications strategy for the institutionalization of the National Integrated M&E System.	Develop user-friendly strategies for responsive dissemination of NIMES data and information Hold a workshop to disseminate the M&E Communications strategy and build on stakeholder consensus.					
2. Implement the M&E Communications Strategy.	Hold internal stakeholder meetings to ensure consensus, lessons learnt and communication needs of the Ministry and feedback on progress of implementation Evaluate MED's SWOT & PEST analysis in relation to Communication and examine how the communications strategy can address it Develop MED's internal communications plan to boost productivity Develop a media plan to better understand how to communicate with the media and how to attract their attention for the communication initiatives Pre- and-Post testing of messages(content analysis) Evaluate and refine the Strategy using findings from formative studies Monitoring media coverage of NIMES and its products					

OBJECTIVES	ACTIVITIES	FY07/08	FY 08/09	FY09/10	FY10/11	FY11/12
2. Implement the M&E Communications Strategy.	Carry out a situational analysis to gain more insight into M&E information needs and uses of NIMES's products by various stakeholders					
	Carry out a Government Image analysis					
	Monitor media coverage and undertake a content analysis					
	Pre and Post testing of messages; design instruments, data collection and analysis					
	Carry out Formative studies to identify gaps in the M&E Communication's Strategy					
	Pre and Post testing of campaign messages					
	Formative studies					
	Pre and Post testing of campaign messages					
	Summative studies					
	Design and Publication of M&E IEC materials					
	Collaborate on the launch of NIMES.					
	Develop feedback mechanisms to articulate the stakeholders perception of the progress made by the ERS and also the Vision 2030 Medium-term Plans					
	Prepare a NIMES documentary					

OBJECTIVES	ACTIVITIES	FY07/08	FY 08/09	FY09/10	FY10/11	FY11/12
3. Popularise and Print M&E Products	Collaborate in the preparation of popular versions of monitoring reports. Collaborate in the dissemination of research findings, project status reports and other special survey report findings					
4. Build the M&E Practice through Advocacy and Sensitization	Collaborate in convening Annual M&E Week activities Sensitisation/lobbying meetings, seminars and retreats targeting Senior Govt.officials					
5. Build the capacity for M&E Communication and Coordination to influence decision making	Purchase materials and equipment for the M&E Communications and coordination Unit e.g. computers, books, binding machines etc. Collaborate on the development process of the M&E Directorate website Identify Training opportunities on M&E Communications and collaborate with the					

4.3 Dissemination of Key Monitoring Reports

As part of the Communications Strategy and dissemination plan, several key reports will be launched and their findings highlighted through policy seminars and stakeholder workshops. The main reports will be the Annual Progress Report on the current Medium-term Plan (e.g. on the ERS and the Vision 2030), an Annual District Monitoring and Evaluation Report, an Annual Project Monitoring Report and the annual Public Expenditure Review.

Implementing the communications strategy will involve facilitating print-ready reports, ensuring that they are copy edited and formatted. Covers will carry an appropriate and standard design and colour will be maintained for each publication. Popularizing the Annual Progress Report of the Medium-term Plans (of the ERS and Vision 2030) will be a key output under the Communications Strategy. The Technical Advisory Group will be responsible for the arrangements for translations into Kiswahili and any other preferred Kenyan language.

4.3.1 Dissemination of Policy Reports

There are other reports that are produced through NIMES, such as, reports of surveys and censuses produced by the KNBS and the Participatory Poverty Assessment (PPA), produced by the Ministry of Planning and National Development's Sectoral Planning Directorate (SPD). The main reports of these surveys will be launched and disseminated by the KNBS and Sectoral Planning Directorate (SPD) of the Ministry of Planning and National Development, however MED will conduct further policy analysis using these reports. Analyses prepared by MED will be disseminated through the NIMES Technical Advisory Group on dissemination.

4.4 Data Dissemination

The KENINFO database will be an important tool of the communications strategy. The database currently has thirty-one (31) indicators, but will be upgraded to include other sector management indicators, as they are identified, district indicators and other administrative data and survey and census tabulations. These

data will be available not only to government planners and policymakers, but also to the non-governmental sector, researchers and generally all stakeholders.

The database is already available on CD-ROM, but will soon be accessible also by Internet. As such, it will be widely available, including to persons outside of Kenya, to researchers, the media, development partners, members of parliament. Its versatility in producing maps and graphs in addition to indicators and other data together with their sources makes it a user-friendly tool.

A Technical Working Group coordinates KENINFO with technical backstopping from the KNBS. The KNBS is however collaborating closely with MED, since the Directorate has a vested interest in the development of the database and its availability for use in the preparation of Ministerial Public Expenditure Reviews (MPERs) and Annual Progress Reports – both of which are the responsibility of MED. The KNBS and MED will collaborate in recruiting a full-time Coordinator for KENINFO so as to ensure that the Database reaches its full potential as a dissemination tool.

4.5 Dissemination of Reports of the African Peer Review Mechanism (APRM)

NIMES has been established as the Government of Kenya's only reporting system. Through the African Peer Review Mechanism however, there is provision for citizens' reporting. Reporting on the findings of these focus groups on Government's service delivery is the other aspect of the strengthening institutions of governance under the IP-ERS set of goals. In order that these findings could be taken into account in the planning and policy-making processes, the reports will be disseminated through NIMES.

APRM will utilize the District Information and Documentation Centres (DIDCs) as spaces for citizens' consultations. The DIDCs will be upgraded through MED's capacity development programme to facilitate dissemination at the district level. These centers will be furnished with recent publications from the KNBS, MED, NGOs etc. and will be equipped with computers and VSAT. Through the DIDCs information from the district will be warehoused (using KENINFO) and be available

for analysis and utilization at that level, by both government and non-governmental personnel. The VSAT will also allow easy access to and sharing of information and lessons by government and non-government personnel, as well as transmission of data to Nairobi headquarters of the Line Ministries.

4.5 Expected Outcomes and Output

Over the five-year period of the Master Plan the following outcomes are expected:

- Communications research institutionalised within the Monitoring and Evaluation communication strategy.
- Execution and evaluation of the Monitoring and Evaluation communications strategy.
- Timely and reliable feedback mechanism on the national development process.
- Increased levels of understanding of the Monitoring and Evaluation practice at all levels of government, civil society and private sector. Entrenched M&E Culture.
- Raised positive profile, image and credibility of the NIMES.
- Enhanced synthesis, documentation, storage and retrieval of Monitoring and Evaluation messages and materials.
- Increased accessibility to Monitoring and Evaluation materials generated from the NIMES through established linkages and networks.
- Improved capacity to effectively manage communication issues/crisis.
- Increased accessibility and use of relevant M&E information.
- Ensure that Monitoring and Evaluation information and data influence policy and decision making in government.
- Ensure active participation of CSOs and private sector in the NIMES.

- Increased reporting on development issues in the mass media.

In the first year the expected output are:

- Enhanced knowledge and understanding on the M&E information users and stakeholders to inform the development and implementation of the M&E communication strategy by way of appropriate channels and messages.
- Increased understanding of M&E target users and stakeholders including citizenry through increased awareness, knowledge, attitude, and practice of M&E to inform the development of strategic approaches, appropriate channels and messages.
- A Monitoring and Evaluation communication strategy that effectively sets priorities and capitalizes on the strength and opportunities of the NIMES in its environment as well as minimize the threats
- All NIMES products packaged into popular versions.
- Increased access to NIMES reports (hard and soft copies) by the Kenyan public.
- Harmonized calendar of NIMES implementation progress.

4.6 Products

Implementation of the work plan will be through the Dissemination for Advocacy and Sensitization Technical Advisory Group. The products for which this TAG will be directly responsible for are:

- Publicity materials on (e.g. brochures, fact sheets, etc.) on the NIMES including its implementation framework.

SECTION V

PROJECT MONITORING AND EVALUATION

5.1 Introduction

Project monitoring is an important aspect of NIMES since much of the development assistance to Kenya and also some specific activities funded by the Government, is in the form of discrete projects. In a Circular issued on 7 July 2005, the Head of the Public Service mandated that greater attention be paid to project monitoring and evaluation. To carry out this mandate, the Central Planning Units within line Ministries were re-named Central Planning and Project Monitoring Units (CPPMUs) and given the responsibility for monitoring projects administered in their various Ministries and sectors.

The Circular was issued in response to the challenges being encountered by Government in getting regular and quality reports on its project portfolio. These challenges exist despite a special programme spearheaded by CIDA for the establishment of the Project Planning and Evaluation Unit as far back as 1970 and the introduction of project preparation and appraisal guidelines in 1983 and the establishment of the Public Investment Programme (PIP) in 1991.

The PIP was intended to introduce:

- A Project Cycle System that guides projects and program identification, implementation, monitoring and evaluation and also application of standard criteria to the selection of public investments;
- An instrument of economic management that was used to monitor public sector capital formation targets and ensuring that sector strategies are translated into projects and programs;
- A tool for better aid coordination to assist in matching of Government investment needs with aid agency financing opportunities;
- Strengthening public expenditure management overall by sharpening

departmental priorities, improving the phasing of projects and programs, and relating their cost and subsequent operating costs to Recurrent and Development;

- Monitoring the investment plan of state corporations that may directly or indirectly impinge on the Government's finances; and
- Accurate forecasting of future recurrent expenditure demands on financial resources.

These initiatives were not as successful as they could have been because of the lack of capacity of the relevant institutions to implement the inherent policies. In the year 2000 the Medium Term Expenditure Framework (MTEF) replaced the PIP. The MTEF is expected to link policies and programming to the budgeting process and as a result, improve the quality and productivity of public expenditure by enabling re-programming of resources to identified priority areas. The Framework is also expected to promote quality expenditure through proper planning, setting clear targets, and prioritization of development initiatives, ranking and costing of activities. Finally, it should result in the development of a monitoring and evaluation framework that will show how the activities are funded, implemented and their progress tracked.

5.1.1 Challenges

While MTEF has improved the planning and budgeting process, there are still some challenges that relate to the critical stages of the project cycle, viz. planning, implementation and even in the post implementation period and to project monitoring. These limitations, such as, poor information flow, low absorption capacity for resources, lack of teamwork and participation of stakeholders in project identification and planning (and therefore lack of ownership), political interference often lead to misuse of resources, corruption, collusion and fraud.

The absence of proper monitoring and evaluation standards exacerbates the challenges encountered in project implementation and accountability. An inventory of some of the specific issues that relate to these challenges shows the following:

- Line ministries have different M&E systems.
- Absence of project vetting criteria.
- Weak capacity to undertake comprehensive monitoring and evaluation.
- Conflict of interest for the financiers.
- Monitoring and evaluation activities are inadequately funded. Project planning does not incorporate a Monitoring and Evaluation component; hence there is usually no funding.
- Weak monitoring and evaluation culture.
- Weak project information systems.
- Absence of a monitoring and evaluation Policy
- Conflict – especially in projects implemented with locally administered funds.
- Poor IEC (information, education, communication) in project planning and execution.
- Low absorption capacity.
- Poor planning and lack of involvement of all stakeholders.
- Inadequate inventory of development projects
- Lack of a harmonized set of standards for project appraisal, planning, implementation and reporting (monitoring and evaluation).

This situation is further compounded by the threat of HIV/AIDS that has already begun to undermine the national human resource base, political interference, especially in local projects and competing interests of development partners and conditionalities pegged to development assistance. Attempts are being made to address these challenges through the Results-Based Management Framework, governance reforms, such as the Public Finance Management and the Governance Justice Law and Order reform programmes and through other governance arrangements, such as NIMES.

Figure 6: SWOT Analysis of Project Monitoring Systems

Strengths	Weaknesses
<ul style="list-style-type: none"> • Some line Ministries/ organizations have M&E system • RBM initiatives are emphasizing on M&E • Development of a 5 year M&E master plan, including annual work plans is underway • A public that is yearning for results from the Public Sector • Public Private Sector Partnership to enhance accountability • Establishment of the Integrated National Integrated Monitoring and Evaluation System (NIMES) • Availability of local resources 	<ul style="list-style-type: none"> • Line ministries have different M&E systems, while others do not have • Lack of project vetting criteria • Lack of capacity to undertake comprehensive M&E • Conflict of interest for the financiers • M&E is inadequately funded • Project planning does not incorporate an M&E component hence not funded • Weak M&E culture • Weak project information system • Lack of M&E Policy • Conflicts in locally administered funds. • Inadequate use of IEC (information, education, communication) • Low absorption capacities • Poor planning mechanisms • Lack of an effective and integrated National M&E system • Weak inventory of development projects • Sustainability
Opportunities	Threats
<ul style="list-style-type: none"> • A manifesto for 5 years for prospecting MPs • Current Political good will • ICT • Partnership with stakeholders 	<ul style="list-style-type: none"> • HIV/AIDS • Political interference • Diverse development partners • Donor conditionalities

5.2 Expected Outcomes

At the end of the five-year period of implementation of this Master Plan, it is expected that the following results will be achieved:

- Strengthened Capacity in Project Cycle Management
- Timely implementation of projects
- Integrated national project M&E System
- M&E Policy and Legal Framework in place
- Strengthened Project Information Systems
- Enhanced monitoring and evaluation culture and collaboration among stakeholders during project management
- High Number of sustainable projects in the country
- Enhanced Accountability and Transparency in the administration and management of projects funds

5.2.1 Strategic Objectives

Over the five-year period seven strategic objectives for Project Monitoring will be addressed. They are to:

- Strengthen capacity at all levels for project cycle management.
- Provide information that will reduce delays in project implementation.
- Develop an integrated and harmonized Project Monitoring and Evaluation System.
- Develop a Project Management Information System.
- Promote a Project Monitoring and Evaluation Culture and Stakeholder collaboration.
- Introduce standards that in the long run would reduce the incidence of stalled, terminated and unsustainable projects.

- Strengthen governance of public development funds utilization.

NIMES will build on the existing strengths, such as, the mandate to the Central Planning and Project Monitoring Units (CPPMUs) to be responsible for tracking projects in their Ministries/Sectors and; revised DFRD strategy - with its monitoring and evaluation reporting arrangements (through the DPMUs and DMECs) clearly articulated. An assessment has already been carried out on Ministries'/sectors' monitoring and evaluation practices and the findings have been used to develop a harmonized set of project planning, appraisal, monitoring and evaluation standards for use by government and non-governmental sectors and for large and small projects.

The standards – when adopted - will be rolled out to the CPPMUs and DMECs for implementation. MED through NIMES will also report on a core set of information collected on project portfolios of each Ministry/Sector on a quarterly basis. A comprehensive analytical report will also be prepared annually as one of the main products of NIMES.

The strategic objectives to be achieved over the next five years are shown on the next page.

Figure 7: Five-Year Work Plan for Project Monitoring

OBJECTIVES	Activities	Year 1	Year 2	Year 3	Year 4	Year 5
Develop an integrated and harmonized project M&E system	Carry out a SWOT analysis; identify strategic issues & objectives for Project Monitoring and Evaluation					
	Review and harmonise current project M&E standards and draft a harmonized set of Project Monitoring Standards.					
	National-level validation of draft project standards					
	District-level validation of Standards					
	Validation of Standards by CPPMUs					
	Piloting of the draft project monitoring standards; CPPMUs & Districts					
	Convene one-day national stakeholders workshop to finalize the draft projects standards					
	Roll out, dissemination of and sensitization on project M&E standards to CPPMUs, PPOs & DDOs					
	Rolling out, dissemination of and sensitization on project M&E standards to DMECs and other stakeholders					
	Produce quarterly project M&E reports					
Strengthen project information management, dissemination and communication systems	Collect & analyse baseline project data and information from line ministries					
	Develop and update a central project databank					
	Develop & disseminate project information manuals and brochures					
	Develop project M&E management information system (MIS)					
Strengthen Capacity for project cycle management at all levels	Train TAG Members, CPPMUs officers & DDOs on projects M&E					
	Equip projects M&E offices in MED, CPPMUs, DDOs with modern computer software & hardware and necessary office equipment					

5.3 Implementation

The Project Monitoring Technical Advisory Group will facilitate implementation of the Project Monitoring component of the Master Plan. The composition, terms of reference and operations of this group are given in Section VII. The work plan for the first year of implementation is shown in Annex 2.

5.4 Products

Implementation of the work plan for project monitoring will result in the following products.

- Baseline Project Monitoring Report – June 2007
- Quarterly reports – March, June, September, December each year
- Annual Project Monitoring Analytic Report – June each year subsequent to 2007.

SECTION VI

CAPACITY DEVELOPMENT AND POLICY COORDINATION

6.1 Introduction

Capacity development and policy coordination have been included as an essential aspect of NIMES because of the Monitoring and Evaluation Practice is still in its nascent stage. In fact, the issue of capacity development is so important to the sustainability of NIMES that it is treated in two ways. First of all, capacities that relate to the four main components of NIMES will be developed as those components are implemented. Secondly, capacity issues that are cross-cutting are given specialized treatment. This section of the Master Plan addresses crosscutting capacity and policy development issues as they relate to NIMES. They are:

- Creating an enabling environment for Monitoring and Evaluation.
- Rationalization of key monitoring reports.
- Building national capacity for Monitoring and Evaluation.

6.1.1 Creating an Enabling Environment for Monitoring and Evaluation

The absence of a monitoring and evaluation policy has been a limitation to the implementation of some of key components of NIMES, particularly project monitoring. Project monitoring standards have been developed, but enforcement is an issue that is constantly raised, as the standards go through their validation process.

Additionally, line Ministries, parastatals and non-governmental organizations will be required to report on programme progress. As in the case of project monitoring, currently, there is no legally binding framework for programme monitoring. The Monitoring and Evaluation Directorate therefore runs the risk of lack of cooperation

by the agencies that are required to provide information for production of its key reports, such as, the Annual Progress Reports (APR), the Public Expenditure Tracking (PET) studies, the Public Expenditure Review (PER) and the Ministerial Public Expenditure Review reports that are a prerequisite for the preparation of the PER.

A national Monitoring and Evaluation Policy is therefore of paramount importance. The Policy will be developed through a consultative process at the Central and District levels. The Policy is intended to formalize reporting arrangement between MED and its Central and District level counterparts and also to consolidate and highlight existing reporting modalities among actors at those levels.

6.1.2. Rationalization of Key Policy Reports

The PER and the APR are important input to the Medium Term Expenditure Framework (MTEF) and budgetary process. The PER is produced as part of the budget calendar, while the APR, though an important reference document, is informally used for that purpose.

Technically, the preparation process for the PER and the APR are the same, but the planning and execution schedules are not. The production of these reports therefore should be synchronized so as to reduce transaction costs, both for the line Ministries and the Monitoring and Evaluation Directorate. A reasonable schedule for the production of these documents is that they should be drafted between the months of October and November and finalized in December - when the MTEF guidelines and Budget Outlook Paper are being prepared.

There is already some progress towards this harmonization process, but in addition to the synchronization of preparation schedules, the content and formats of these documents must also be rationalized. While the preparation of the documents is within the domain of the Research and Results Analysis group, it is the Capacity Development and Policy Coordination TAG that will oversee the rationalization of the content and formats of these reports.

6.2 National Capacity Development for Monitoring and Evaluation

Perhaps the greatest challenge for NIMES will be the capacity to start-up the system, in the first place and to sustain its operations. NIMES will require a well-trained cadre of persons, at both the central and district levels, with statistical, research, report writing, development journalism, media, ICT, documentation, project monitoring and management skills. A programme for systematic capacity development has to be put in place to ensure that this training takes place.

This comprehensive training plan has to be developed and resources secured for its execution. The training plan should address individual training needs and also programmes for group training, using institutions, such as, the Kenya Institute of Administration, the University of Nairobi (including the Schools of Journalism and Social Sciences). These institutions should be engaged in process of developing capacity for NIMES either through special programmes and courses designed to meet the needs of NIMES or, through the revision of existing course curricula to include subject-areas not currently covered.

Other capacity development is expected to be carried out in the areas of project monitoring, development of indicators and report writing. These specific technical competencies will be developed by or at the instigation of the relevant TAG, the Capacity Development and Policy Coordination Technical Advisory Group will however, prepare a monitoring plan for tracking capacity development supported through NIMES.

District capacity development is perhaps the most salient aspect that will be undertaken under NIMES. District capacities in ICT, project monitoring, indicator development and preparation of monitoring reports, database development and infrastructure development are severely inadequate. MED will mobilize funds in collaboration with the Rural Planning Directorate of MPND to support this capacity development under NIMES.

MED will also collaborate with the KNBS and APRM to build statistical capacities and other capacities for citizens' reporting. In addition to these capacities MED

will also collaborate with development partners in providing equipment, both at the national and sub-national levels.

6.3 Implementation Plan

The Capacity Development and Policy Coordination Technical Advisory Group has developed a five-year work plan to develop capacities of MED, line Ministries at the Central and District levels and eventually for non-state actors. Through this programme human capital will be built and equipment needs assessed and progressively met.

Terms of Reference for this TAG are in Section VII. The Work Plan is shown on the next page.

Figure 8: Five-Year Work Plan for Capacity Development and Policy Coordination Technical Advisory Group

Objectives	Activities	FY07/08	FY 08/09	FY09/10	FY10/11	FY11/12
To develop a national M&E Policy and Framework for coordination and implementation of NIMES	Organise stakeholder consultations					
	Draft Policy					
	Prepare cabinet memo and sessional paper					
	Engage AG's chamber to prepare the legal framework					
To develop national capacities (both infrastructure and human capacities) for implementation of NIMES.	Conduct capacity needs assessment at national and district levels.					
	Develop capacity building implementation plan					
	Organise and facilitate capacity building (M&E training for MED staff, CPPMUs, DPMUs, DMECs, procure ICT equipment, construct/ rehabilitate DIDCs, install internet etc).					
	Assess capacity gaps and recommend optimum staff capacity for MED.					
To develop M&E methodologies and operational guidelines.	Review the current methodologies and operational guidelines and reconcile them with standards developed by other TAGs.					
	Prepare a programme of support document					
To mobilize resources for MED & NIMES.	Prepare annual work plan and budgets for MED to source funding from the Government.					

SECTION VII

DISTRICT MONITORING AND EVALUATION

7.1 Introduction

NIMES will be implemented at the Central and devolved level. Devolved level implementation within the five strategic focal areas will be at the District level. District level Monitoring and Evaluation however has special considerations.

7.1.1 District Preparation for Monitoring and Evaluation

Assessments have shown that Districts lack information, facilities, resources, capacity and a framework for integrating all of the initiatives at that level. The policy environment at the District level is also weak. District administrations have tenuous linkages with Local Authorities and Town Councils. As a result there is no coordinated planning by these two important development institutions at the District level.

The weakness in the policy environment is also evident in the lack of coordination in data collection. Several line Ministries collect data at the District level, e.g., health, education, agriculture, but these activities are not coordinated with, nor is expertise sought from the District Statistics Office. Additionally when line Ministries collect data, these data are sent directly to their headquarters, before being shared with the District Statistics Offices. Analysis of these data takes place at the central level instead of the District level, where the information should be available for policy and planning.

District Development Plans (DDPs) are currently being prepared and District Annual Monitoring and Evaluation Reports (DAMERs) developed. The preparation of both the development plan and monitoring report for Districts will be reviewed under this Master Plan.

A new methodology for the preparation of DDPs is being piloted in Homa Bay and Nyando Districts. This methodology is expected to be rolled-out to all other Districts for the preparation of the new round on DDPs, based on the Vision 2030 medium-term plan. DAMERs will also be prepared in closer alignment with DDPs and in conjunction with District Annual Reports now being submitted to the Rural Planning Directorate (RPD) of the Ministry of Planning and National Development under the DFRD strategy.

If Districts are to implement and monitor their DDPs, however, there is need for upgraded infrastructure and adequate equipment. District Statistics Offices lack computers, vehicles and even suitable office space. Some District administrations also suffer from lack of space. Under the revised DFRD strategy, renewed emphasis is being placed on the establishment of District Information and Documentation Centres (DIDCs).

Eight Districts have piloted the establishment of DIDCs by upgrading available space and acquiring computers and other technology. The DIDCs are meant to provide resources for the community and their upgrading will assist Kenya in bridging the technological divide as has been done in many developing countries, where community interventions help provide access to computers by the poor. The DIDC is an excellent vehicle for bringing access to technology to communities, but the capacity does not exist in the centers. The rollout of NIMES to the Districts therefore, will begin in these pilots, where there is already infrastructure. The model and methodology will be spread throughout Kenya.

Capacity gaps are most evident in the District administrative levels in the Government, Local Authorities and committees, such as the CDF committee. At the Government level, the new DFRD strategy will reinforce the District Planning and Management Unit (DPMU), headed by the District Development Officer (DDO) and supported by other line Ministries District heads. The Town Clerk heads local Authorities, but rarely is there joint planning and execution of projects between these two administrative systems. Efforts will be made to implement NIMES jointly with the two departments. Non-government organizations will also be included in the District development activities.

7.1.2 Issues for District Monitoring and Evaluation

District monitoring and evaluation will first of all therefore, address the gaps within the District planning framework that will hinder the Monitoring and Evaluation process. Initial support will be for the:

- Integrating District reporting arrangements in the national Monitoring and Evaluation Policy, particularly for statistical data collection.
- Sensitization on the Vision 2030 first Medium-term Plan and other reform programmes, particularly GJLOS, RBM and Public Finance Management reforms and, also on NIMES itself as part of the governance system.
- Implementation of the DFRD strategy, including developing Terms of Reference (ToR) and institutionalizing District Planning and Management Units and other institutions of the strategy.
- Preparation of District Development/Strategic Plans in alignment with the Vision 2030 Medium-term Plan and, identification of monitoring indicators.
- Development of a District social and economic database and District Monitoring and Evaluation Reports (DAMERs).
- Integration of the Local Authorities in the Monitoring and Evaluation system.
- Upgrading of District Information and Documentation Centres with computers, Internet connectivity and documents.
- Capacity development for District data analysis and use.

The overarching goal of District Monitoring and Evaluation is to create a district-planning mechanism that informs the national planning and budget allocation process; support sector policy and programme design, implementation and monitoring; encourage continuous management improvement, transparency and accountability - at district level and; integrate MDGs in the planning, implementation and monitoring processes.

The immediate objectives for District Monitoring and Evaluation are to:

1. Strengthening the capacities of District Monitoring and Evaluation Committees for defining, measuring and monitoring District performance indicators.
2. Establish the Constituency Monitoring and Evaluation Committees (CMECs) according to the provisions of the revised DFRD strategy.
3. Strengthen other capacities at the district level, in the line Ministries and local authorities for data analysis and use and construction of databases.
4. Construct/rehabilitate and equip District Information and Documentation Centres.

INSTITUTIONAL ARRANGEMENTS

8.1 Introduction

The main thrust of NIMES is to enable the government to report on its national development priorities, such as, its Medium-term Plans, the National Management Accountability Framework, Performance Contracts and also its commitments within other frameworks such as the MDGs and NEPAD/APRM. Implementing NIMES involves a complex system of reporting by all stakeholders, including line Ministries at the central and district levels, SaGAs and the non-governmental sector, i.e. CBOs, FBOs and the Private Sector.

From the time of its conceptualization, NIMES was designed to facilitate reporting at the central and district level. The central level reporting structure involves the Government Ministries, including reform programmes, SaGAs and the non-governmental sector operating at this level. Whereas the central level reporting system is relatively horizontal, District reporting tends to be more vertical as line Ministries and departments (e.g. the KNBS) at the District level report 'upwards' to their headquarters. There is little horizontal interaction between government Ministries, or between the Ministries and local authorities and the non-governmental sector, at the devolved level.

8.1.1 District/Devolved Level Reporting and Monitoring

At the devolved level, the District Focus for Rural Development strategy has been revised and indicates that implementation and reporting will be through the District Planning and Management Unit (DPMU) and the District Development Committee. Monitoring and evaluation is through the District Monitoring and Evaluation Committee (DMEC). The Rural Planning Directorate (RPD) of the MPND will oversee the DFRD framework and the implementation of these devolved arrangements.

Reporting and monitoring at the devolved level also involves local authorities, non-governmental agencies and other fund managers, such as, the Community Development Fund (CDF) committee, bursary fund committee and the HIV/AIDS. Currently, there is no interaction between the government's District reporting and monitoring systems and those of local authorities or the other committees.

8.1.2 National/Central Level Reporting and Monitoring

At the central level, there is data collection by the Kenya National Bureau of Statistics (KNBS) and the Sectoral Planning Directorate of the MPND. Other data are also collected through private institutions (in some cases on behalf of government). The Sectoral Planning Directorate undertakes the Participatory Poverty Assessment (PPA). Four such assessments have been undertaken to date, but the latest has improved its methodology and has aligned its sample with that of the Kenya Integrated Household Budget Survey (KIHBS). Analysis of the KIHBS results and the PPA will also be done to complement each other.

Other central level actors are SaGAs and the non-government sector that also conduct research and collect data. The non-governmental sector actors are critical to NIMES in that they manage large entities and significant resources as service providers, particularly in health and education.

8.1.3 Non-Government Sector

Currently, the implementation arrangements for the National M&E System (both at the central/national and at the district/devolved/sub-national levels) have not sufficiently engaged civil society. Civil society organizations are registered, but they vary in size and in level of contribution. Most of the civil society organizations operate at the district level and require the permission of the district authorities to implement their projects. Nevertheless, CSOs depend on their headquarters to release information for monitoring and evaluation and any other purpose.

Despite these government-civil society linkages, it has been difficult to elicit reports from this sector. This position could be attributed to lack of understanding by civil society organization of the nature of the M&E plan (in the same way as government

A policy/legislative framework would assist in mandating reporting by all agencies. It is preferable however to use less coercive means of eliciting information, relying instead on voluntary reporting. Means will therefore need to be found to engage civil society and secure their 'buy-in' to the process. There has been some learning from the experience in the process of localizing the MDGs. The lessons from this process will be used to improve civil society reporting under NIMES.

Engaging civil society organizations and building their capacities for the Practice of M&E and for reporting are therefore key aspects of NIMES through its communications strategy. The components to be integrated into the National M&E System are varied. The institutional framework for integrating these components has not yet been agreed upon. Nevertheless it is clear that these arrangements will require strong management and technical capabilities to guide the process. Some progress has however been made in this regard.

The Private Sector will also be engaged to provide information. Currently, there is some Private Sector reporting in the areas of Education and Health and through business and other industry surveys. Arrangements will be made to build the capacities of the Private Sector to report in other areas, not yet being covered.

Development Partners from the donor group are already involved in NIMES through the Technical Advisory Groups and the National Steering Committee will be integrated into the reporting arrangements of NIMES. Donors will however, be further integrated into the reporting systems, particularly as the Government assesses progress on the MDGs Goal 8.

8.1.4 Operational Arrangements

Coordination of these two diverse reporting systems with their network of actors is necessary for NIMES to become functional. The coordination framework consists of two guiding committees and five Technical Advisory Groups (TAGs). The Committees and Technical Advisory Groups are as follows:

National Monitoring and Evaluation Steering Committee (NSC) is chaired by the Permanent Secretary, MPND and will provide overall endorsement of the policy direction to NIMES and work plans of the Technical Advisory Groups. The NSC will also assist in mobilizing resources for the functioning of the systems.

Technical Oversight Committee is chaired by the Economic Planning Secretary and will set the strategic direction for NIMES; advise the Monitoring and Evaluation Directorate on actions to be taken and; approve work plans designed to implement NIMES.

Quantitative and Qualitative Data Collection, Storage and Indicator Construction Technical Advisory Group is co-chaired by the KNBS and the Sectoral Planning Directorate, MPND and will facilitate the development of indicators for monitoring and the District and national levels.

Research and Results Technical Advisory Group is chaired by KIPPRA and will develop and guide the implementation of the research agenda for NIMES.

Dissemination for Advocacy and Sensitization Technical Advisory Group is chaired by the Public Relations Officer, MPND and will develop and implement a communications strategy for monitoring and evaluation.

Capacity Development and Policy Coordination Technical Advisory Group is chaired by the Economic Planning Secretary and will undertake a programme to develop capacities for monitoring and evaluation and a national M&E policy. This TAG will also guide the harmonization process of the PER and APR and also mobilize resources for NIMES.

Each Technical Advisory Group will have a component of district implementation. The Quantitative & Qualitative Data and Indicator TAG will oversee the identification of district indicators and collaborate with KNBS in building the district component of the KENINFO database. The Research and Results TAG will include in its Research Plan analysis of policy implications of geographic differentials. The Dissemination TAG will also focus on building the M&E Practice at the lower levels, while the Capacity Development TAG will be responsible for the development of human and other capacities at the district level, including

oversight on the rehabilitation of the DIDC, in collaboration with the Rural Planning Directorate of the Ministry of Planning and National Development. The Project Monitoring TAG will set standards for monitoring projects implemented both from the central level and through locally administered funds – at the District level and below.

8.1.5. Reporting and Coordination Arrangements

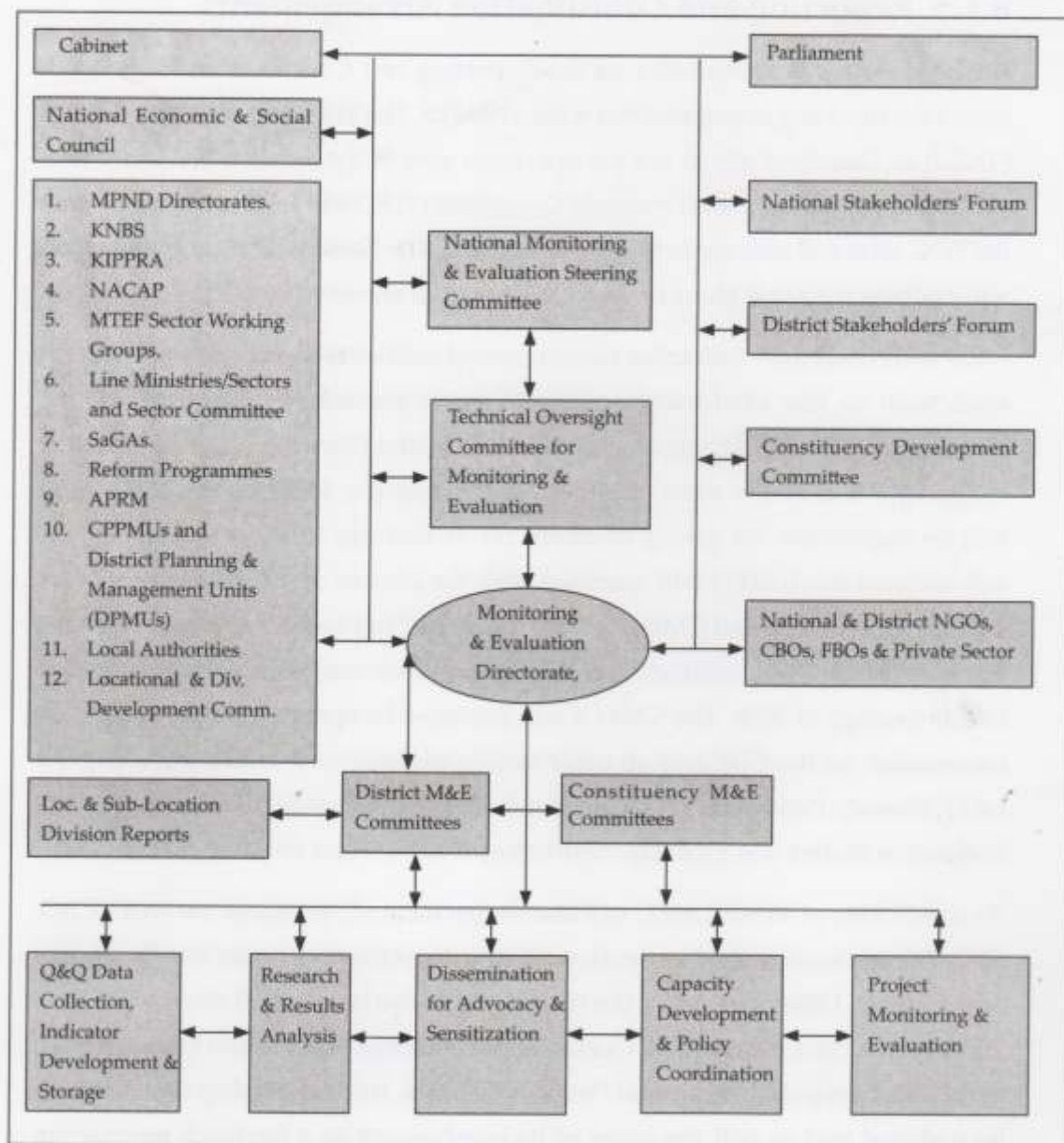
A diagrammatic representation of the Reporting and Coordination Framework shows the reporting responsibilities within NIMES. The Technical Advisory Groups (TAGs) as described above are the operation arm of the system. TAGs are sub-committees of the Technical Oversight Committee (TOC) and will therefore report to the TOC, who will also approve their work plans. The National Steering Committee will endorse the work plans of TAGs and assist in resource mobilization.

MED will collaborate with other Governmental entities at the national and district level, such as, line Ministries/Sectors and sector committees, parastals, Central Planning and Project Monitoring Units and District Planning and Management Units, who will be the main providers of information. MED on the other hand will be responsible for giving feedback on its findings to these entities. At the sub-national level, MED will interface with the District and Constituency M&E Committees (DMEC and CMEC). While the DMEC has been in existence from the inception of the DFRD strategy, the CMECs have been instituted under the revised DFRD strategy of 2006. The CMECs will therefore be operationalized to provide information on the CDF and all other locally administered funds, including the LATF, Bursary Funds and HIV/AIDS fund. The two sub-national Monitoring and Evaluation bodies will facilitate monitoring at key service delivery points.

As coordinator of NIMES, MED will also design methods to engage the NGO, CBO, FBO, Private Sector and other development partners for integration into the system as it matures. Other sections of the citizenry will also be engaged through District and National Stakeholder fora. Currently, the National Stakeholder Forum is used as a validation point for Annual Progress Reports. Its membership will however be widened and so will the scope of its involvement as a feedback mechanism within NIMES.

Finally, MED has reporting obligations to both the executive and legislative arms of Government. Members of the Cabinet and Parliament will receive technical reports from the system, but will also be required to report through NIMES, for example, on the number and types of decisions taken.

Diagram A: NIMES Institutional Arrangements for Coordination and Reporting



8.2 Description of Institutions: Terms of Reference and Membership

8.2.1 National Monitoring and Evaluation Steering Committee: This Committee will be required to:

- Provide policy guidance and oversight to NIMES.
- Review and give final endorsement to work plans of the Technical Advisory Groups, ensuring alignment with budget requests.
- Approve reports of the Technical Advisory Groups on the results of approved work plan activities carried out.
- Bring to the attention of the Technical Advisory Groups any 'best practices' observed worldwide.
- Approve Annual Progress Reports (all other National, Regional and Global reports will be brought to the NSC for information only).
- Approve and endorse the final set of indicators for National and District-level monitoring.
- Mobilize resources for Master Plan priorities established by the Government of Kenya.

Membership: The NSC was established in 2004 as the first institution of NIMES. In addition to government representatives, it has representation from civil society (particularly those that bring gender, HIV/AIDS and disability perspectives), the private sector and donor partners. The Permanent Secretary, Ministry of Planning and National Development is the chairperson of the NSC. The NSC meets quarterly.

8.2.2 Technical Oversight Committee: This Committee will be responsible for guiding the implementation process of the M&E System. It will:

- Review all documents, including work plans of the Technical Advisory Groups, prior to their presentation to the NSC.
- Ensure that work plans are consistent with budgetary requests.
- Ensure that work plans of Technical Advisory Groups complement each other.
- Ensure wider government buy-in and involvement in the implementation of the M&E system.
- Bring to the attention of the relevant Technical Advisory Group any specific request for data, policy research or analysis.
- Initiate the drafting of major reports, particularly the Medium-term Annual Progress Reports.
- Approve the agenda for the NSC Meeting.

Membership: The Technical Oversight Committee has representation from:

- Economic Planning Secretary – Chair
- Chairpersons of Technical Advisory Groups
- Directorates of Sectoral Planning, Rural Planning in the Ministry of Planning.
- Kenya National Bureau of Statistics
- NCAPD
- Heads of Central Planning and Project Monitoring Units (CPPMUs) of key Ministries

- Representatives from reform programmes (GJLOS, PFM and PSRD)
- National Economic and Social Council
- Kenya Institute of Administration

8.2.3 Quantitative and Qualitative Data Collection and Storage and Indicator Construction Technical Advisory Group

This Technical Advisory Group will be responsible for developing monitoring indicators at the central and District levels and ensuring that all data needs for quantitative and qualitative indicators are met through administrative data systems, censuses and surveys and qualitative data-collection activities, such as the Participatory Poverty Assessment (PPA). The TAG will:

- Support the finalization of nationally monitored indicators for the Vision 2030 Medium-term Plan.
- Ensure all data needs are met for the derivation of all of the nationally, regionally and globally monitored indicators, through its census and survey programme and its support to administrative data systems in line ministries.
- Interface with relevant bodies responsible for monitoring MDGs and APRM
- Ensure data quality by strengthening capacities, particularly at the district level.
- Ensure robustness of survey methodologies utilized.
- Mobilize resources for the conduct of surveys.
- Report progress on data collection activities and flow of funds for such activities to the Technical Oversight Committee and the NSC on a half-yearly basis.
- Monitor and report progress on updating of KENINFO and progress with the training plan.
- Collaborate with the KNBS to prepare a capacity needs assessment in line ministries for the collection and analysis of administrative data.

Proposed Membership:

- Kenya National Bureau of Statistics – Co-chair
- Sectoral Planning Directorate, MPND – Co-chair
- Rural Planning Directorate
- Ministry of Agriculture
- Ministry of Education
- NEPAD Secretariat
- Governance Justice Law and Order Sector Reform Programme
- Action AID
- Ministry of the Environment
- UNDP Drylands Project
- PFM Secretariat
- Medium Term Expenditure Framework (MTEF) Sector Working Group (SWG)
- Local Authorities
- European Union
- UNICEF

8.2.4 Research and Results Analysis:

The Research and Results Analysis Technical Advisory Group will be responsible for developing and implementing a national research plan to inform policy. It will:

- Prepare an annual research plan, identifying research priorities based on national situation and information needs of government, civil society etc., including in the research plan:

- o Analysis of on Performance Contracts, providing key linkages between the Performance Contracts and programme monitoring indicators and wages policy.
- o Provision for on-going analysis of the types of projects undertaken using the CDF and LATF and the linkage between those projects and the national medium-term policies and programmes.
- Provide in-depth policy analysis of survey and census data.
- Provide oversight for the preparation of the Annual Progress Report on the ERS and the PER, through the preparation of ToR, selection of Consultants, overseeing the validation of results and providing peer review of the document through its completion.
- Prepare an analysis of the implementation of recommendations of key reports.
- Build capacities for the conduct of research, particularly among graduate students; and, report writing for line ministries.

Proposed Membership:

Members of this Group should be able to either contribute to peer-analysis or bring the 'user' perspective to the work of the group. The Technical Advisory Group will be responsible for preparing ToR for securing services of consultants for the conduct of the Analysis/Research (including the APR) and also for reviewing the work of consultants to ensure that the quality control standards are met. It will also meet monthly to assess its progress and to review submissions from consultants. Its membership is drawn from:

- Kenya Institute for Public Policy Research and Analysis - Chair
- Institute of Development Studies, University of Nairobi
- School of Economics, University of Nairobi
- IPAR
- TEGEMEO Institute- Egerton University

- Institute for Economic Affairs (IEA)
- African Center for Economic Growth (ACEG)
- Centre for Corporate Governance (CCG)
- Kenya Private Sector Alliance (KEPSA)
- Kenya National Bureau of Statistics Poverty Analysis and Research Unit (KNBS/PARU)
- National Coordinating Agency for Population and Development (NCAPD)
- Directorate for Sectoral Planning, MPND
- World Bank
- NGO Council

8.2.5 Dissemination for Advocacy and Sensitization: This Technical Advisory

Group will be responsible for providing support and strategic advice on overall M&E Communication policies and strategies. These range from research and strategy development; to delivery of communication activities and its linkages with Government and non-Government communication interventions. Specifically, it will support and advise on the:

- Framework for the development, implementation and review of the communication strategies for M&E;
- Operationalisation of the communications functions for M&E.
- Adequacy of progress towards the achievement of the goals of the M&E Dissemination Sensitization, Advocacy Strategy (MEDSAS) in keeping with the agreed timetable.
- Major issues and challenges with respect to achieving the goals of MEDSAS.
- Communication policies, goals and targets including those on the M&E Communications Strategy development and research.

- Inter-departmental activities and initiatives relating to M&E Information, Education and Communications strategies/technologies.
- Engagement in communications-related partnerships, Identify relevant individuals, organization and networks to be involved.

Membership is proposed from:

- Ministry of Information, National News Desk
- East African Newspaper
- Standard Newspaper
- Nation Newspaper
- Kenya Broadcasting Corporation
- Association of Media Women in Kenya (AMWIK)
- Office of Public Communications Secretary
- Other staff of the office of the Public Relations Officer (MPND)
- School of Media and Journalism, University of Nairobi
- Media Council
- UNICEF
- KEPSA

8.2.6 Capacity Development and Policy Coordination:

This Technical Advisory Group will ensure an enabling environment for monitoring and evaluation through the development of policy, rationalization of policy reports and building national capacity. It will:

- Develop and finalize the M&E Policy, through a participatory approach of national and regional stakeholders' workshops.
- Carry out Capacity needs assessment for the Monitoring and Evaluation Directorate (staff, competencies, equipment, LAN, WAN, vehicles, office space, etc).

- Assess CPPMUs' capacity needs in relation to M & E – carry out a quick survey/ or organize a meeting for Heads of CPPMUs, discuss the issues and gather the information.
- Facilitate capacity development in terms of human and enabling infrastructure in issues of M & E at central and District levels. Procure equipment such as computers, vehicles, etc.
- Recruitment of staff including consultants to implement M & E activities in MED and other partnering organizations.
- Mobilization of resources for NIMES. Present the Programme of Support document. Identify potential donors. Hold resource mobilization meetings

Membership is proposed from:

- Rural Planning Directorate
- MPND Administration (Communications & Research Adviser)
- GTZ
- Swedish International Development Agency (SIDA) representative
- OXFAM
- KEPSA
- ACTION AID
- Kenya Institute of Administration
- NESC

8.2.7 Project Monitoring Technical Advisory Group:

The Technical Advisory Group will provide broad guidance on issues relating to Project Appraisal, Standard – setting, Monitoring & Evaluation. Specifically its TORs are as follows:

- Set monitoring and evaluation standards for government and donor-funded projects.

- Assess the current reporting formats and make recommendations for revisions where necessary.
- Harmonize reporting formats and storage and retrieval formalities of reports.
- Determine the reporting requirements according to size of project.
- Set out the periodicity of reporting according to size of project.
- Assess current formats for locally administered funds, such as the CDF, LATF, bursaries etc.
- Set reporting standards for locally administered funds.
- Liaise with Analysis and Research and Results Technical Advisory Group to perform evaluations of projects, based on reports submitted.

Membership is proposed from:

- Ministry of Agriculture
- Ministry of Local Government
- Ministry of Roads and Transport
- Ministry of Finance
- KEPSA
- CDTF
- CDF Secretariat
- DFID
- World Bank

8.2.8 Monitoring and Evaluation Directorate:

MED is the Secretariat for the Committees and Technical Advisory Groups and coordinator of NIMES. MED is therefore responsible for maintaining synergies between and among Groups. MED will:

- Be Secretariat for the NSC and TOC and Technical Advisory Groups.
- Advise Technical Advisory Groups of the decisions taken at NSC and TOC meetings, particularly as they relate to the TAGs' work plans and budgets.
- Prepare Cabinet Papers on issues pertaining to NIMES and coordinate the production of policy and other papers required by Cabinet.
- Ensure the government's perspective is reflected in the work of the Technical Advisory Groups, particularly in research priorities and in project monitoring standards.
- Prepare a funding framework for resource mobilization for Master Plan priorities.
- Ensure that funds for Technical Advisory Groups are disbursed on time and work plan activities for the Groups can be carried out on schedule.
- Receive financial and substantive reports on funds allocated to Technical Advisory Groups and consolidate those reports for presentation at TOC and NSC meetings.
- Consolidate financial and substantive reports on a yearly basis for donor partners.
- Prepare donor reports (according to required donor formats) where funds are received directly.
- Ensure that all monitoring products (particularly the APR on the national Medium-term Plan) are prepared on schedule.
- Maintain a documentation center on all matters pertaining to the establishment and functioning of the NIMES. Make this information available to the public when necessary.

8.2.9 Membership of NIMES Committees and Technical Advisory Groups

The membership of Committees and Technical Advisory Groups is a critical element of partnership building for NIMES. Membership is institutional and members are proposed by the Monitoring and Evaluation Directorate and approved by the Technical Oversight Committee (TOC). The Technical Advisory Groups are sub-committees of the TOC and therefore the Economic Planning Secretary, the chairperson of the TOC, issues letters of invitation to members. Membership is for the period of the Master Plan (five years) and participating institutions will be requested to ensure consistent representation at the individual level.

Membership has been determined in a way that will ensure representation from non-governmental sectors, including development partners and also gender balance.

8.3 Budget

The budget for the implementation of NIMES has two components. The first is the cost of technical execution of NIMES. The second is the cost of administration of NIMES.

8.3.1 Technical Budget

The cost of implementing NIMES – as outlined in this Master Plan - has been developed separately as a funding proposal of ‘Programme of Support.’ The detailed budget has been extracted from the Programme of Support is attached as Annex 2. A summary for the budget details is shown in Table 1 on the next page.

Table 1: Programme of Support Summary Budget (US\$⁴)

No.	Strategic Focal Area	Y1	Y2	Y3	Y4	Y5	Total
1.	Quantitative & Qualitative Data Collection and Storage and Indicator Construction	264,000	200,000	110,000	141,000	100,000	815,000
2.	Research and Results Analysis (including Preparation of APR & PER)	496,000	406,000	425,000	425,000	425,000	2,177,000
3.	Dissemination for Advocacy and Sensitization	248,000	224,000	144,000	194,000	140,000	950,000
4.	Project Monitoring	244,000	88,000	84,000	188,000	78,000	682,000
5.	Capacity Development and Policy Coordination	3,015,200	2,987,400	3,014,600	3,111,800	3,038,800	15,167,800
	o/w District Infrastructure & Vehicles	(2,516,000)	(2,516,000)	(2,516,000)	(2,516,000)	(2,516,000)	(12,490,000)
6.	Resource Mobilization	15,000	15,000	15,000	15,000	15,000	75,000
7.	Sensitization and Monitoring & Evaluation	70,000	50,000	50,000	50,000	50,000	270,000
	Total Budget	4,352,200	3,970,400	3,842,600	4,124,800	3,846,800	20,136,800
	Total Budget (excluding District Infrastructure and Vehicles)	1,836,200	1,454,400	1,326,600	1,608,800	1,420,800	7,646,800

4 US\$ equivalent Ksh/=70.

The summary budget shows the cost of implementing NIMES by its five main components. An analysis of the cost by each component is as follows.

(i) District Capacity Development: Construct and Equip DIDCs

Under the district infrastructure component District Information and Documentation Centres (DIDCs) will be established in all Districts to provide all types of information to promote community understanding of national policies and plans. Currently, approximately forty (40) Districts have small DIDCs, with limited equipment. An additional 37 Districts have been recently created, thus increasing the number of DIDCs that must be established. Eight Districts have had their DIDCs upgraded with computers, satellite equipment (VSAT) and access to the Internet. It is intended to scale-up this type of intervention in all other Districts. It is however estimated that VSAT technology will be needed only in a limited set of rural Districts as it is expected that connectivity will shortly be available to a large proportion of Kenya's landmass.

(ii) District Capacity Development: Dissemination and Building the M&E Culture

District capacity development is considered important due to the rural nature of a large proportion of the population of Kenya that has to be reached. Through its dissemination component, NIMES aims to build capacities for feedback on policies and programmes implemented from rural Districts and communities. The provision of space at the District level for Monitoring and Evaluation is also expected to assist in the promotion of an M&E culture.

(iii) District Capacity Development: Project Monitoring

Support for District infrastructure is also necessary, as NIMES will rollout standards for District, Local Authority and Constituency project planning, appraisal, monitoring and evaluation. The importance of institutionalizing project monitoring standards at the district level cannot be underestimated, as this is the main service delivery point at the sub-national level. As such, a large proportion of the Government's budget is allocated to local level programming and

expenditure, particularly through the CDF and LATF. Strengthening monitoring at this geographic level will also assist in monitoring Exchequer funds allocated to district projects, implementation of the Public Finance Management reform programme and other programmes under development, such as the Economic and Social Empowerment Project.

(iv) District Capacity Development: District Monitoring Indicators

NIMES will also seek to deepen understanding of sub-national development dynamics through monitoring district indicators. This Programme of Support will therefore facilitate the development of these indicators through the District Strategic Plans to be developed for the implementation of the Vision 2030. Development of these indicators and also setting of their targets will require extensive consultation and the need to travel through Districts and communities. Vehicular transport for each District is therefore necessary for the implementation of this component of NIMES.

(v) District Capacity Development: Collaboration with Rural Planning and KNBS

District interventions to promote the institutionalization of NIMES will be done in conjunction with other interventions, particularly those under the District Focus for Rural Development Strategy, executed by the Rural Planning Directorate and the Kenya National Bureau of Statistics (KNBS). Development of district indicators will therefore be aligned to the District Development/Strategic Planning drafting process. The budget allocation under the Programme of Support has therefore taken this collaboration into account and, funds are allocated only for the indicator development component of this activity.

The KNBS is building capacities at the District level for the collection of administrative data. These data will form the basis for constructing district indicators. No funds are therefore allocated under the Programme of Support as NIMES will acquire its data largely from the KNBS, line Ministries, SaGAs, reform programme etc.

KNBS is also supporting the development of the KENINFO database. Currently, the database has been focused on storage of national level indicators. MED and KNBS will however collaborate in building the database at the District level and conduct training on its use for District Planning and Management Units and District Monitoring and Evaluation Committees. Building KENINFO at the District level will be funded under the KNBS STATCAP Project and therefore no funds are allocated under the Programme of Support for this activity.

(vi) Other Capacity Development

District capacity development is not limited to the provision of infrastructure and vehicles. Some of the remaining 20 percent of the Capacity Development budget under the Programme of Support is allocated to training of District Development Officers, District Planning and Management Units and District Monitoring and Evaluation Committees and staff of the Monitoring and Evaluation Directorate (MED) at the individual and group levels to improve their competencies in Monitoring and Evaluation.

Additional funds under the Capacity Development strategic focal areas, is expected to assist MED in the development of a national Monitoring and Evaluation Policy, the rationalization of two of the key policy monitoring instruments (the Annual Progress Report) and the Public Expenditure Review and the provision of equipment for MED and the CPPMUs. Equipment allocated to the CPPMUs is for the express purpose of the development of a Projects database and will not duplicate the planned provision of equipment by the KNBS under the STATCAP project for administrative data collection.

Capacity development through the provision of computers to the Districts under the Programme of Support is also intended as part of the upgrade of DIDCs and not to the DPMUs or to the District Statistics Offices, which will receive computers from the KNBS under the STATCAP Project. Provision of computers under the NIMES Programme of Support will also not duplicate efforts by the NEPAD Secretariat under the APRM Programme as the latter programme will provide 10 additional computers for DIDCs in the nine (9) Millennium Districts only. These APRM-provided computers will be used to pilot those Districts as nodes for the

Provincial Centres from which APRM activities will be directed. These computers will also carry special documentation software – to be acquired by the NEPAD/APRM Secretariat.

Capacity development under the Programme of Support/NIMES will be carried out as crosscutting activities (such as the provision of district infrastructure, equipment and vehicles and group training including in development journalism) or, as an activity that is related to specific technical aspects of NIMES. In the latter case, capacity development is linked to that specific area. There will therefore be significant capacity development for project monitoring, indicator construction and report writing.

Quantitative & Qualitative Data Collection and Storage and Indicator Construction

Four (4) percent of the budget is allocated to data collection, storage and indicator construction. As in the case of the districts, these funds will assist Line Ministries in developing indicators for monitoring the Vision 2030 Implementation Plan. This activity will be linked to the Ministerial Strategic Plans for the implementation of the Vision 2030. Other funds allocated under this focal area are intended to support the development of a proposal for the execution of service delivery and public expenditure tracking surveys.

Research and Results Analysis

The next highest allocation -11 percent of the budget - is for (a) conducting a terminal evaluation of the ERS (b) the preparation, publication and dissemination of key monitoring instruments, such Annual Progress Reports for the Vision 2030 and the annual Public Expenditure Review Report and for (c) policy analysis, policy research and dissemination of research findings through policy seminars and printed research papers.

Dissemination for Advocacy and Sensitization

This M&E component is a crosscutting area that will absorb approximately 5 percent of the Programme of Support budget. The budget is small, relative to other components, as some dissemination activities that are specific, e.g. for the APR, PER and the APMR have allocations under those activities. Funds allocated to dissemination therefore are for building the M&E Practice and for more general sensitization and advocacy activities, such as the conduct of a yearly M&E week programme. Additionally, however, a survey to determine the demand for M&E products will be conducted. This survey has been budgeted for under the Programme of Support.

Project Monitoring and Evaluation

Since project-monitoring standards have already been drafted, additional funds allocated for project monitoring under the Programme of Support are intended for piloting and validating the standards, rolling out those standards to CPPMUs and DPMUs and training, particularly for DMECs and Constituency M&E Committees – when established. An annual project monitoring report will also be prepared.

Resource Mobilization and Sensitisation Monitoring and Evaluation

These budget components are for the administration of the Programme of Support. Already, sensitisation on NIMES is taking place; however, when the System is launched and it has become fully operational there will be the need for a large implementation strategy and sensitisation workshops at the National and Provincial/Regional levels. Other funds are for the conduct of monitoring activities, including visits to project sites and also for the preparation of monitoring reports.



NIMES

keeping development on track

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