

FACTORS AFFECTING MONITORING AND EVALUATION PROCESSES OF NATIONAL –GOVERNMENT CONSTITUENCY DEVELOPMENT FUND PROJECTS: A CASE OF NAKURU COUNTY, KENYA

¹MURAGE SAMUEL MAINA, ²DR. KABARE KARANJA

Abstract: In most of the developing countries, notably in Sub-Saharan Africa, development projects are initiated with the view of improving the living standards of its citizens, as well as socio-economic prowess of such countries. Kenya adopted a people centred approach and launched Constituency Development Fund which has been taunted as one of the most successful development programmes. The Government commits 2% of its GDP to this fund every year. There is limited evidence to demonstrate the outcome of those projects beyond their completion. Two aspects that would contribute towards revealing the end results of these investments are monitoring and evaluation. However, the role of monitoring and evaluation is underrepresented in literature. The purpose of this study was therefore to establish the factors that affect monitoring and evaluation processes of National – Government Constituency Development Fund Projects in Nakuru County, Kenya. This study established the influence of stakeholders' participation, competence of bodies charged with monitoring and evaluation, choice of monitoring and evaluation methodology and resources allocation on monitoring and evaluation of constituency development fund projects in Nakuru County, Kenya. The study was guided by the evaluation theory, program theory and theory of change. The study employed a descriptive survey research design. The target population was 11 Constituency Development Fund Committees within Nakuru County. With such a sample size, a census was conducted. Data was collected through a self-administered questionnaire. Validity and reliability were conducted on the questionnaire. A Cronbach's Alpha of 0.7 revealed the questionnaire was reliable. A pilot study was also conducted in Laikipia West Constituency in Laikipia County to test the items presented in the questionnaire. Data was collected and analysed using descriptive and inferential statistics with the aid of SPSS software to establish the relationship between the independent and dependent variables. Data was presented using frequency tables. The findings showed that stakeholder participation, the competence of NG-CDF committee members, selection of monitoring and evaluation methodology and resource allocation affect the monitoring and evaluation process. Correlation analysis revealed positive associations between stakeholder participation and competence in monitoring and evaluation of NG-CDF projects, $r= 0.839$ and $P= 0.00 < \alpha (0.01)$; between competence of stakeholders in monitoring and evaluation and the methodology used in monitoring and evaluation are positively correlated, $r= 0.245$ and $P= 0.025 < \alpha (0.05)$; and between resource allocation and methodology, $r= 0.825$ and $P= 0.00 < \alpha (0.01)$. The researcher concluded that stakeholder's participation, competence of committee members, selection of monitoring and evaluation strategy and resource allocation affects monitoring and evaluation processes of NG-CDF projects within Nakuru County. These findings are significant to policy makers, NG-CDF project stakeholders and other researchers. Based on the findings, the study recommends an investigation on the role of political patronage on the effectiveness of monitoring and evaluation of NG-CDF projects, as NG-CDFC members serve at the pleasure of incumbent Member of Parliament.

Keywords: Stakeholders' participation, competence, selection of methodology and resource allocation.

1. INTRODUCTION

Monitoring and evaluation systems have been in existence since the ancient times (Kusek&Rist, 2004). The requirements for monitoring and evaluation systems as a management tool to show performance has grown with demand by stakeholders for accountability and transparency (Kusek, 2010). The value and importance of good quality monitoring and evaluation are increasingly recognised by a wide range of stakeholders; planners, funders, policymakers and communities. According to Schwandt, Lincoln, & Guba (2007), the earliest evaluations was applied in the field of education as a means of evaluating performance in schools and the personnel when human capital was identified as a key factor in the industrial production process. This later led to the development of programme evaluation as a distinct field of professional practice aimed at evaluating large-scale development programmes. By the mid-1970s, interest in evaluation had grown to the point where professional organizations were formed in various countries.

One of the challenges identified with the Millennium Development Goals was lack of capacity to monitor and evaluate among world nations. As the world shifts attention to Sustainable Development Goals from Millennium Development Goals, the capacity to monitor and evaluate the progress to these goals has greatly increased. When world leaders gathered in New York in September 2016 to adopt a new agenda for the world, monitoring and evaluation was made a key focus among the nations to develop national and local capacities to monitor and evaluate the achievement of these goals (Kusek, 2010)

Project management institute defines a project as a complex non-routine, one lifetime effort limited by time, budget and resources to meet customers' needs (PMBOK 2010). The success of the project is critical to achieving development agenda in the local communities across the world. Monitoring and evaluation of projects are fundamental if the project objectives and success are to be achieved. It improves the overall efficiency of project planning, management and implementation (Ochieng&Tubey, 2013). Smith (2009) argues that demonstrating the extent to which a project has been able to meet its planned objectives helps ensure that resources are used as effectively, efficiently and appropriately as possible. Project Management Institute explains that project success is measured by product and project quality, timeliness, budget compliance, and degree of customer satisfaction. All projects are essentially an investment plan based on a hypothesis how project financed activities will lead to desired outcomes in social and economic conditions (Smith, 2009).

Statement of the problem

Monitoring and evaluation as a process, is an indispensable tool that is significant in ensuring the major objectives and goals of development projects are achieved (Kenya Human Rights Commission, 2010). Most of the development plans prepared in Kenya including the Vision 2030 have provision for monitoring and evaluation as the means of feedback. The National Integrated Monitoring and Evaluation System (NIMES) is the body that devolves and supervises all the monitoring and evaluation activities in the country. The progress in the implementation of Vision 2030 is done through the annual progress reports which are based on the monitoring and evaluation framework in the country as provided by NIMES. However, over the years, the establishment of monitoring and evaluation system has not been successful as expected despite several attempts to do so in the country (Nyaguthii & Oyugi, 2013). This means that the feedback mechanism on development intervention is affected. Gikonyo (2008) for instance says that reports from NG-CDF Board indicate that initiated projects failed to be completed in time, used more than budgeted allocations and failed to add value to the beneficiaries. Properly functioning monitoring and evaluation system are expected to control against these negative observations.

Despite the interventions made to strengthen monitoring and evaluation of public development programmes, the monitoring and evaluation policy describes weak monitoring and evaluation culture, weak monitoring and evaluation reporting structures and multiple and uncoordinated monitoring and evaluation systems within and among institutions. In addition, the policy point weak institutional, managerial and technical capacities, untimely, rarely analysed or disseminated data and low utilisation of data/information and weak legal framework as some of the challenges facing monitoring and evaluation in the country (NIMES Capacity Development Project, 2014; Centre for Devolution Studies, 2015).

Inadequate stakeholder involvement is one of the most common reasons programmes and projects fail (UNDP, 2013). Monitoring and evaluation of projects are usually constrained by limited resources, stakeholder's participation and the

cost of undertaking monitoring and evaluation process. A study conducted by Kimani, Nekesa, & Ndungu (2009) on best practices in Constituency Development Fund in 10 constituencies across Kenya, identified low levels of public participation in the fund as one of the factors which hampered the ability of the public to effectively monitor NG-CDF usage. The NG-CDF Act provides 2% of the fund for monitoring and evaluation of ongoing projects and capacity building activities. WHO (2006) require that a minimum of 10% of the total financial resources be allocated to evaluation and support the establishment of a training and education infrastructure to develop expertise in the evaluation of development initiatives.

Kamau and Mohamed, (2015) note that significant share of the failed projects usually undergoes the necessary monitoring and evaluation processes which are often a requirement of the law. The paradox is, despite a consensus among scholars that proper Monitoring and evaluation leads to project success, there are still cases of project failure in Kenya. This, therefore, raises serious issues as to whether the monitoring and evaluation methods employed are effective enough to achieve project success.

A study by Kepkemoi, Kwasira, & Muigai (2014) on the influence of project monitoring and evaluation on effective utilization of NG-CDF established a high positive correlation between monitoring and evaluation and effective utilization of NG-CDF funds in Baringo County. The study recommended that a similar study be done in other constituencies.

This revelation, made by the four independent variables discussed in this study had a high propensity of influencing effectiveness of monitoring and evaluation processes. There are limited studies on the factors determining effectiveness of monitoring and evaluation of government funded projects like NG-CDF projects. Thus, this study sought to fill the gap by undertaking a study on the factors that affect monitoring and evaluation processes of National –Government Constituency Development Fund Projects in Nakuru County, Kenya.

Objectives

- i. To analyse the effect of stakeholders participation on monitoring and evaluation of NG-CDF projects in Nakuru County, Kenya.
- ii. To evaluate how the competence of Constituency Development Fund Committee affect monitoring and evaluation of NG-CDF projects in Nakuru County, Kenya.
- iii. To examine how the selection of methodology affects monitoring and evaluation of NG-CDF projects in Nakuru County, Kenya
- iv. To assess the effect of resource allocation on monitoring and evaluation of NG-CDF Projects in Nakuru County, Kenya.

2. THEORETICAL REVIEW

The Evaluation Theory

The Evaluation Theory is made up of the Program Theory and the Social Science Theory. The Evaluation Theory specifies practices that can be used by evaluators so as to create knowledge that is used to describe the importance of social programs and their impact (Chen, 2015). The Social Science Theory provides vital information that can be used during the needs assessment and program design phase. The theory provides the foundation on which effective strategies can be developed to deal with problems in the monitoring and evaluation process and methodology selections, as well as lessons learned and the best practices for resource allocation (Chen, 2015).

The Program Theory

The Program Theory comprises of a logical chain of connections that show the intended accomplishment of a program. There is an indication of how to ensure that there is competence in undertaking program activities such as training stakeholders and networking with other stakeholders. Understanding the inputs, outputs and outcomes of a program help to know when and what to measure (Taylor-Powel et al., 2008). The end result is the ability to match monitoring and evaluation to the program. Taylor-Powel et al. (2008) opine that program evaluation is conducted during the input and output phases as it measures the content of the program, quality and reaches. In the outcome phase, outcome evaluation is done to measure short to medium term program effects while the impact evaluation measures long-term program effects.

Theory of Change

As an improvement to the evaluation theory, the Theory of Change emerged in the 1990s to provide solutions to complex social problems. According to Taylor-Powel et al. (2008), a logic model can be used to express the Theory of Change to understand the short term and medium term changes that are required in order to achieve a long-term predetermined goal. In the continuum of change, the Theory of Change describes interventions that bring about intended outcomes. Monitoring and evaluation is an intricate process in which every outcome is tied to the particular intervention (Kamara & Muturi, 2017). This model provides a medium through which Monitoring and evaluation can be tested and refined.

Conceptual Framework

A conceptual framework is a written or visual presentation that explains either graphically or in a narrative form the main things to be studied, that is the key factors, concepts or variables and the presumed relationship among them (Locke & Latham, 2012). The conceptual framework in this study shows the relationship between the independent and dependent variables in the study and is depicted in Figure 2.1. The independent variable comprises of the factors affecting monitoring and evaluation and they include stakeholder participation, competence, selection of methodology, and resource allocation. The dependent variable comprises of effective monitoring and evaluation of NG-CDF Projects which includes commitment, awareness and number of sustainable projects.

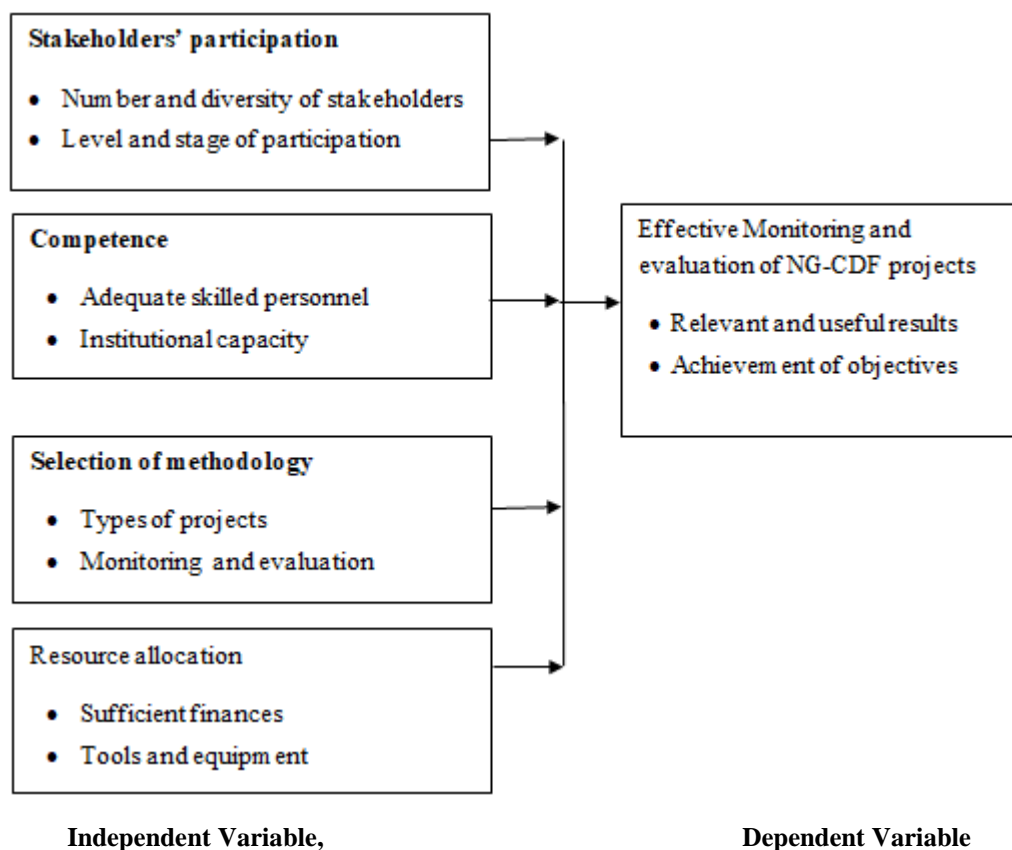


Figure 2.1: Conceptual Framework

Critique of Existing Literature

There have been a number of valuable studies related to factors affecting monitoring and evaluation of development projects. Mushori, (2015) study had three independent variables- staff technical skills, budgetary allocation and stakeholder participation. In spite similarity of variables, the indices of each variable were different from this study. The scope of study was limited to a constituency and infrastructural development projects. NG-CDF projects are not limited to infrastructural development hence the knowledge gap.

Wachamba, (2009) study looked at the determinants influencing the effectiveness of monitoring and evaluation systems in NGO's within Nairobi County, Kenya. Its main objectives were: to find out how selection of tools and techniques, the

role of management, monitoring and evaluation training and technical expertise of staff contribute to the effectiveness of the monitoring and evaluation system. Investigation of technical expertise was limited to the staff while this study examines the competence of stakeholders, which include intended end users of the project. Wachamba investigation is limited to the selection of monitoring and evaluation tools and techniques. This study looked at choice of monitoring and evaluation methodology where selection of the tools and techniques is part of the methodology.

Nabulu, (2015), conducted a study to find out the factors influencing the implementation of monitoring and evaluation of development projects in Kenya. Ogolla and Moronge, (2016) conducted a study on determinants of effective monitoring and evaluation of government-funded water projects in Kenya: a case of Nairobi County. The specific objectives of the study were to determine the influence of technology, stakeholder involvement, project team and budgetary allocation on effective monitoring and evaluation of government water funded projects in Kenya.

Magondi (2013) sought to establish how financial availability, staff participation, management commitment and relevant skills influence implementation of monitoring and evaluation systems in Human Immunodeficiency Virus (HIV) research projects, which are mainly donor-funded, the study used a survey research design where a census of the target population was done using questionnaires as the instruments of data collection.

Askari, (2014) studied the factors influencing effective implementation of monitoring and evaluation practices in donor funded Projects in Kenya. A case of Turkana district. The study revealed that stakeholders are involved in monitoring and evaluation and too much stakeholders' involvement could lead to undue influence on the process. Stakeholders' participation reflects the community needs and stimulates people's interest in implementation of monitoring and evaluation. The study did not establish the extent and level of stakeholders' participation. That is whether participation is throughout the process and in lower and higher level activities.

Barasa (2014) carried out a study to determine the influence of the monitoring and evaluation tools in the completion of the projects. The study was centered on main tools of monitoring and evaluation, which were: strategic plan, logical framework and budget and stakeholders analysis. The study found that inclusion of budget in the strategic plan was crucial, projects had stalled due to underfunding and a budget should be all-inclusive and go beyond bill of quantities. The study focused on budget influence on the level of project completion but not directly on monitoring and evaluation. Budget was studied as a tool and not an input in project or resource in projects and activities.

Different findings have been obtained from these studies. However, they cannot be generalised to Nakuru County NG-CDF projects since the focus, scope and content greatly vary. These studies focused on a single constituency or were specific to the single sector of NG-CDF for example water, education or health. Because of this diversity in the area of investigation, they have not established a strong research base for factors that affect monitoring and evaluation of NG-CDF projects. This study established how stakeholder's participation, competence of committee members, selection of monitoring and evaluation and resources allocation affect monitoring and evaluation of NG-CDF projects in Nakuru County. The study targeted NG-CDFC giving it a wider scope and berth than previous studies.

Summary of Research Gaps

In recent years the importance of monitoring and evaluation has been increasingly realised in development agenda. In many cases, development projects have done what they were set out to do, but with little or no impact on the bigger picture (UNDP, 2009). As the Kenyan government struggles to enhance monitoring and evaluation systems through NIMES, new challenges arise for the practice of monitoring and evaluation as the focus shift from monitoring inputs and outputs to assessing outcomes within a results-based framework.

1. Previous work has established a relationship between stakeholders' participation and effectiveness of monitoring and evaluation of development projects but few attempts have been made to establish the relationship between stakeholders' participation and effectiveness of monitoring and evaluation of NG-CDF funded projects in Nakuru County.
2. Based on the literature reviewed, it is not still known how the selection of monitoring and evaluation methodology affect effectiveness of monitoring and evaluation of NG-CDF projects in Nakuru County.
3. What is not yet clear from the available literature is the effect of the competence of NG-CDF committee on the effectiveness of monitoring and evaluation of NG-CDF projects in Nakuru County.
4. Fewer researchers have explored on the relationship between resource allocation and effectiveness of monitoring and evaluation of NG-CDF projects.

To the best of my knowledge, no studies have specifically focused on how stakeholders' participation, competence, selection of methodology and resource allocation affect effective monitoring and evaluation of NG-CDF projects in Nakuru County. This study, therefore, made an advancement of knowledge and practice of monitoring and evaluation.

3. RESEARCH METHODOLOGY

This study adopted a descriptive research design. The target population constituted all 11 Constituency Development Fund Committees constituencies in Nakuru County. Each NG-CDFC has 10 members (NG-CDF Act, 2015) thus 110 respondents. The list of constituencies was obtained from Nakuru County website (www.nakuru.go.ke) while the list of NG-CDFC members was obtained from respective Constituency offices. A series of structured questions was used. Self-administered questionnaires were dropped and later picked from the respondents through the NG-CDF offices. In order to improve response rates, the researcher maintained telephone contacts with the secretaries to follow up on data questionnaires. One set of questionnaires was designed for the NG-CDFC members. Their opinions were measured on a five-point Likert scale. Qualitative data was organised in themes and analysed. The researcher obtained introductory letter from JKUAT to conduct the study and thereafter contacted all the 11 Constituency Development Fund Committees chairpersons in Nakuru County and informed them of the intended study. The researcher then passed the questionnaire to NG-CDFC members through the secretaries as they frequent the office in different times. Quantitative data collected were analysed with the aid of Statistical Package for Social Sciences (SPSS 21.0 for windows) while qualitative data collected from the field was analysed using content analysis. The data was analysed using descriptive and inferential statistics. Descriptive statistics were used to summarize group data using a combination of tabulated description (Tables), and statistical commentary (discussion of the results). Inferential statistics were used to draw conclusions and they were analysed using Pearson's product-moment correlation coefficient. Correlations were used to determine a relationship between the study variables.

4. RESULTS

Inferential Statistics analysis

Correlation between study variables

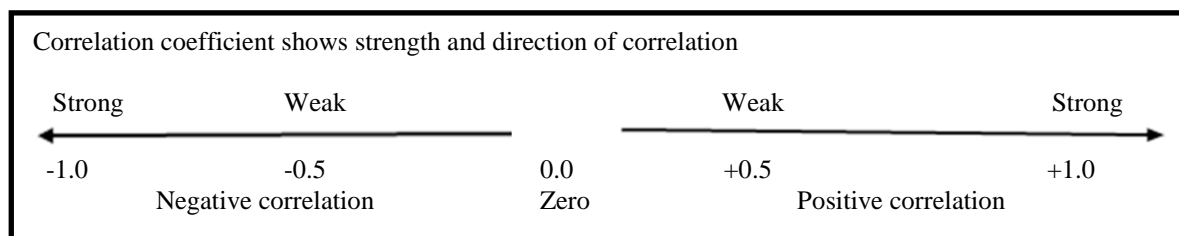


Fig. 4.1: The spectrum of the correlation coefficient (-1 to +1)

Source: Gogtay, N.J. & Thatte, U.M., (2017)

Further, the study wanted to ensure whether a relation that indicates influence existed between the study variables.

Pearson correlation was used and the findings summarized in Table 4.1

Table 4.1: Correlations between the Study Variables

		Stakeholder Participation	Competence	Methodology	Resource Allocation
Stakeholder Participation	Pearson Correlation	1	.839**	.208	.099
	Sig. (2-tailed)		.000	.058	.372
	N	84	84	84	84
Competence	Pearson Correlation	.839**	1	.245*	.090
	Sig. (2-tailed)	.000		.025	.414
	N	84	84	84	84

Methodology	Pearson Correlation	.208	.245*	1	.825**
	Sig. (2-tailed)	.058	.025		.000
	N	84	84	84	84
Resource Allocation	Pearson Correlation	.099	.090	.825**	1
	Sig. (2-tailed)	.372	.414	.000	
	N	84	84	84	84

** . Correlation is significant at the 0.01 level (2-tailed).

* . Correlation is significant at the 0.05 level (2-tailed).

As indicated in Table 4.1, there was a strong positive correlation between stakeholder participation and competence in monitoring and evaluation of NG-CDF projects with a Pearson correlation value of 0.839 and $P=0.00 < \alpha (0.01)$. It was deduced that an increase in stakeholder participation levels leads to an increase in the effectiveness of monitoring and evaluation. This is in-line with UNDP (2009) who state that stakeholder participation is an important aspect of monitoring and evaluation to be effective.

Competence of NG-CDFC members in monitoring and evaluation and the methodology used in monitoring and evaluation are positively correlated with a Pearson correlation value of 0.245 and $P=0.025 < \alpha (0.05)$. This shows that competence of the NG-CDF committee members affect monitoring and evaluation as an increase in the competences of NG-CDFC members influences the methodology that is selected for monitoring and evaluation. This resonates well with Jones (2009) who opines that it is important to empower the stakeholders with knowledge and skills as it helps in the monitoring and evaluation of development initiatives.

Finally, a strong positive correlation was found between resource allocation and methodology with a Pearson correlation value of 0.825 and a $P=0.00 < \alpha (0.01)$. This means that resource allocation affects monitoring and evaluation since an increase in resource allocation influences the methodology that is selected for monitoring and evaluation. Gyorkos (2003) asserts that proper resource allocation plays an integral part in project management. Budgetary allocation is especially a critical aspect that when done properly, leads to a swift process of monitoring and evaluation.

5. CONCLUSION

On stakeholder participation in the monitoring and evaluation process, it was concluded that a criterion is in place for the selection of stakeholders, the stakeholders are involved in the project cycle and the stakeholder involvement in monitoring and evaluation is sufficient. Information on monitoring and evaluation is also disseminated to all stakeholders. The study further concludes that the NG-CDF committee members are competent since they are equipped with basic knowledge, skills, and tools; committee members are trained and retrained; the monitoring and evaluation subcommittees receive support from technical teams and external specialized evaluators are engaged in the monitoring and evaluation process. The study also found that the choice of monitoring and evaluation methodology depends on stakeholders' involvement, intended use of monitoring and evaluation results, the available budget, existing technical capacity, tools and equipment and the nature of the project. The study established a positive correlation between competence of NG-CDFC members, and resource allocation. Allocation and competence of NG-CDFC members increases the effectiveness of monitoring and evaluation. The study finally revealed that budgetary allocation is an important factor that can boost effectiveness of monitoring and evaluation of NG-CDF projects. A strong positive correlation was found between resource allocation and choice of monitoring and evaluation methodology which ultimately affects monitoring and evaluation of NG-CDF projects in Nakuru County.

REFERENCES

- [1] Auya, S., & Oino, P. (2013). The Role of Constituency Development Fund in Rural Development: Experiences from North Mugirango Constituency, Kenya. *International Journal of Science and Research*, 2(6).
- [2] Bruijin, H. (2007). *Managing Performance in the Public Sector*.
- [3] Chambers, R. (2009). *Challenging the Professions: Frontiers for Rural Development*. ITDG.
- [4] Chen, H. T. (2015). *Practical Program Evaluation: Theory-Driven Evaluation and the Integrated Perspective*. Thousand Oaks, CA: Sage.

- [5] CIMES. (2016). Guidelines for the Development of County Integrated Monitoring and Evaluation System. Devolution of Kenya.
- [6] Edcoms. (2013). An evaluation of Big Lottery Fund's Monitoring and evaluation Policy for grant holders. London: Big Lottery Fund.
- [7] Engela, R., & Ajam, T. (2010). *Implementing a Government-wide Monitoring and evaluation System in South Africa Communications, Learning, and Strategy*. USA: World Bank.
- [8] FAO. (2010). The use of Monitoring and evaluation in agriculture and rural development projects: Findings from a review of implementation completion reports. Italy: Food and Agriculture Organization of the United Nations.
- [9] Gikonyo, W. (2008). *The NG-CDF Social Audit Guide: A Handbook for Communities*. Nairobi: Open Society Initiative for East Africa.
- [10] GOK. (2006). *Constituency Development Fund*. Nairobi: Government Press.
- [11] GOK. (2007). *Master Plan for the Implementation of a National Integrated Monitoring and evaluation System 2007/08-2011/12*. Nairobi: Monitoring and evaluation Directorate.
- [12] The government of Kenya. (2014). *End-Term Evaluation Report on the Implementation of the First Medium Term Plan (2008-2012) Of Kenya Vision 2030*. Nairobi: Monitoring and evaluation Department.
- [13] IFAD. (2002). A Guide to for Project M&E: Managing for Impact in Rural Development. IFAD.
- [14] IFRC. (2011). Project/programme Monitoring and evaluation guide. Retrieved from www.ifrc.org
- [15] Ika, L. A., Diallo, A., & Thuillier, D. (2012). Critical success factors for World Bank projects: an empirical investigation. *International Journal of Project Management*, 30.
- [16] Jack, E. F. (2008). Response Rates and Responsiveness for Surveys and Standard. *American Journal of Pharmaceutical Education*, 72(2), 43.
- [17] Jameel, A. (2003). Program Theory Assessment. Abdul Latif Jameel Poverty Action Lab.
- [18] Jones, N. (2009). 'Improving Impact Evaluation Coordination and Use'. DFID Evaluation Department.