

# **THE ROLE OF PARTICIPATORY MONITORING AND EVALUATION PROGRAMS AMONG GOVERNMENT CORPORATIONS: A CASE OF EWASO NGI'RO NORTH DEVELOPMENT AUTHORITY**

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## **ABSTRACT**

The growing demand for organizations to improve project outcome has increased the uptake of Monitoring and Evaluation. Several studies have though established that in order for Monitoring and Evaluation to be effective it should be inclusive. The effects of Participatory Monitoring and Evaluation (PM&E) have enabled the government to improve on service delivery, however, with limited uptake. This research, therefore, was undertaken against this limitation. The study purposed to investigate the role of PM&E programs at ENNDA, which is a state corporation under the Ministry of Environment, Water and Natural Resources. The study sought to establish the role, challenges, tools and strategies ENNDA was using to promote uptake of PM&E. The research was descriptive in that it described the role, challenges and strategies at ENNDA. The population for this research included 149 ENNDA staff and 12 community members. Non-

probability sampling of 113 respondents was arrived at by calculating the target population of 161 with a 95% confidence level and an error of 0.05. Data was collected using questionnaires and analyzed using SPSS. The study established that lack of time, insufficient M&E skills, poor pay, lack of enough funds, inadequate staff, lack of skills, technological challenges, lack of awareness and poor infrastructure hindered Participatory Monitoring and Evaluation. The study concluded that PM&E contributes to project ownership, beneficiaries' empowerment, inclusivity and sustainability. Therefore, the study recommends that ENNDA management should ensure that all the relevant stakeholders are empowered to participate in the Monitoring and Evaluation.

**Key Words:** *participatory monitoring and evaluation, project outcome, service delivery, project ownership*

## **INTRODUCTION**

The term Monitoring and Evaluation started being used in the mid-20th century (Freeman & Peter, 1982). Since then Monitoring and Evaluation has taken on a centre stage in organizational project development. It provides an organization with a powerful tool that improves effectiveness in resource utilization during implementation of programs and execution of development activities as they were planned through continuous and periodic M&E (Chikati, 2010).

Project monitoring and evaluation has been in existence since the creation time. In the book of Genesis, God looked at His creation and was impressed. Gen 1:31 says, "God saw all that he had made, and it was very good" According to Peter and Freeman (1982) "Monitoring" and "Evaluation" only became common in the 1950's. The authors underpin that the need to demonstrate accountability by organizations led to adoption and use of Monitoring and Evaluation.

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According to Ewaso Ng'iro north development authority (ENNDA, 2012), there exists an M&E department designated in ensuring projects are frequently monitored in-order to promote accountability and transparency in resource utilization and attainment of project objectives. Ewaso Ng'iro North Development Authority (ENNDA) is a state corporation established in 1989 by an Act of Parliament, CAP 448 of the laws of Kenya, with a view to planning and co-coordinating the implementation of development projects, in the Ewaso Ng'iro North basin and Catchment areas. Some of the projects carried out by ENNDA include; Irrigation Development, Horticultural Development Program, Livestock Development and Agricultural Improvement Program (ENNDA, 2012).

The Ewaso Ng'iro North River Basin is sequentially the fifth (5) drainage basin in Kenya after Lake Victoria (Basin 1), Rift Valley (Basin 2), Athi River (Basin 3), and, Tana River (Basin 4). The basin is roughly delineated by latitudes 0.5o South and 4.5o North of the equator and longitudes 36.5o and 41o East and covers a total land area approximating 209,576 km<sup>2</sup>; equivalent to 36.4 percent of Kenya's land area (ENNDA, 2012). Kenya National Bureau of Statistics (2009) puts the total population in the area under the Authority's jurisdiction as 2.5 million people of whom 48% are pastoralists and 52% agriculturists or agro-pastoralists living in the upper catchment areas.

The vision of Ewaso Ngi'ro North Development Authority is to be the leading organization in providing sustainable and equitable development for all within the Ewaso Ng'iro North River Basin. This resonates well with its mission which is to contribute to development in the Ewaso Ng'iro North River Basin area through promotion of agro-industry development, creation of employment, resource conservation, sustainable exploitable and management of natural resources, promotion of tourism and sustainable utilization of the environment to mitigate poverty and enhancement of food self-sufficiency (ENNDA, 2012).

## **STATEMENT OF THE PROBLEM**

Participatory Monitoring and Evaluation has a role in the effectiveness of programs among government corporations, especially Ewaso Ngi'ro North Development Authority. But there was no data to indicate the extent of that role, and this was the problem investigated by this study. Nuguti (2009) observes that Monitoring and Evaluation in organizations is very important since it ensures that the performance of Projects and activities at all levels are timely, focused, objective and evidence based. ENNDA has set up a M&E department which ensures that clear statements and definition of action plans to be taken on specified monitoring results in terms of resource adjustment, change of strategy or review of programme/activities are undertaken. This research study acknowledged existence of a M&E department at ENNDA even though it had its own shortcomings. However, this research is convinced that if more people were brought on board results would be better. According to ENNDA (2012), institutionalization of visits by officers from headquarters to the project areas, to inspect the operating conditions of those projects, would address key issues and problems. The officer in-charge would communicate any new information that might have

enhanced the operating capacity of the management was the epitome of Monitoring and Evaluation on course.

The authority had made important strides in initiating M&E policies and strategies in project development. During the time of the study, ENNDA was serving ten (10) counties with an estimated population of over 2.5 Million people (ENNDA, 2012), thus generating over 2,000 jobs directly and about 10,000 jobs indirectly. In as much as ENNDA had achieved much, there seemed little or no records available indicating Monitoring and Evaluation of its projects which were participatory. This means both the workers and the project beneficiaries had little awareness of the projects' operations and effectiveness as appertained their lives.

Since most of the projects were designed and implemented by the government the chances of project sustainability, project ownership and beneficiaries' empowerment were minimal. PM&E proved to be of great value to both the project implementers and project beneficiaries as observed by Matsiliza (2012). Matsiliza notes that PM&E promoted accountability, measured project performance and efficiency, and promoted the ability to address and identify resource gaps. The process had worked in South Africa and Rwanda where, through e-government, public meetings (barazas) and panel discussions, the government was able to exchange ideas with the public (Matsiliza, 2012). The effects of PM&E as cited by Naidoo (2010) have enabled the government to improve on service delivery. However, despite much emphasis by state officers on the importance of PM&E the World Bank (2012) noted that the uptake of PM&E in government was limited. Therefore, this research study investigated the role of participatory Monitoring and Evaluation programs among government corporations, with a case study of Ewaso Ngi'ro North Development Authority.

## **OBJECTIVES OF THE STUDY**

The purpose of this study was to investigate the role of participatory Monitoring and Evaluation in the effectiveness of the performance of government corporations in Kenya; particularly focusing on ENNDA which is a state corporation under the ministry of Environment, water and natural resources. The objectives of this study were to:

1. Establish the role of Participatory Monitoring and Evaluation in the effectiveness of development work at ENNDA.
2. Investigate factors that hindered participatory Monitoring and Evaluation at ENNDA.
3. Assess the effectiveness of the tools used in M&E process within ENNDA.
4. Suggest strategies that could be adopted in enhancing participation of stakeholders in M&E activities.

## **THEORETICAL LITERATURE REVIEW**

The study sought to establish the role of participatory Monitoring and Evaluation program at ENNDA. According to Kombo and Tromp (2006) research must be guided and grinded on existing theory. For this research to be effective various theories were explored. These theories included; Project Management Body of Knowledge (PMBOK) theory, Development model and participatory development model.

### **Project Management Body of Knowledge (PMBOK) Theory**

Project management body of Knowledge is an inclusive term that, “describes the sum of knowledge within the project management profession” (Duncun, 1996). Some of the knowledge areas listed by Duncan include; Project integration, project scope management, project time management, project cost management and project quality management. ENNDA ascribes to project management practices similar to those in PMBOK as they are useful and of value to their projects (ENNDA, 2012). The model is characterized by five project management characteristics that are key to every project effectiveness. The phases include: Initiating, planning, executing, monitoring and closing (Kerzner, 2009). All the above phases are crucial in project effectiveness.

According to Kerzner the project life Cycle is important as it provides a methodology for uniformity in project planning. Project lifecycle enables the project manager, sponsors, senior management and the clients exercise control of the project activities before moving to the next phase. The stakeholders have an opportunity to critique the current phase and document lessons learnt for the next phase. Stakeholders get an opportunity to firm up budgets and schedules for the next phase. Kerzner (2009) asserts that a lifecycle is also critical in ensuring resources for the next phases are availed on time. Stakeholders’ involvement in project development should be done as early as project conceptualization (Mulwa, 2008). Mulwa further asserts that Monitoring and Evaluation of the said projects should be incorporated in project design.

### **Development Model**

According to Abugah (2011), the development model is characterized by top-down development approach where all decisions are made by the government and implemented by it without involving the local people. The Approach was a backlash to the government as projects stalled or some failed to be utilized by the locals after completion. However, the model is highly touted on saving time hence minimizing project cost and reduced project completion period (World Bank, 2010).

The critics of the development model term it as hostile and undemocratic style used by dictators. According to World Bank (2010) the model should not be part of 21st Century agenda as it violates human rights of participation in development agenda. Abugah (2011)

posits that the model experience serious challenges that include; poor outcomes and lack of project sustainable strategies hence frequent breakdown.

### **Participatory Development Model**

The participatory development model aims at bringing on board and involving all stakeholders in development initiatives. It is a bottom-up approach that involves extensive stakeholder dialogues, capacity building and decision making. Since its emergence in 1970's the approach has been used by various development partners to bring on board the primary beneficiaries in development projects World Bank (2010). There are various principles that guide the participatory model and they include; Participation, negotiation, learning and flexibility. The author further adds that participation of the poor and marginalized people in development initiatives intended to benefit them is important for development.

In addition the author observes that popular participation is a strategy which can be adopted to improve project ownership and sustainable development. According to Malcolm (2003), stakeholders include; local people, project managers, project staff and other people with interest in the project. The author argues that all people with interest should be involved in project development and given a platform to make decisions on project resources.

The model has been highly effective due to the art of community inclusivity in the development agenda as active partners and not passive partners hence promoting capacity building. According to Chamber (2003) some of participatory Approaches include; Participatory Rural Appraisal (PRA), Appreciative Inquiry (AI) and Participatory Action research (PAR). PRA entails groups of local people analyzing their own conditions and choosing their own means of action. The PRA methods seek to observe and document phenomenon being observed as they occur. Tools such as maps and diagrams are used with the support of a trained facilitator. On the other hand PAR acknowledges people through involving them in carrying out research in order to make informed decisions (Brock & Pettit, 2007). Appreciative inquiry too being a participatory approach entails appreciating development ideas, strengthens and fulfilling them by utilizing the available approaches.

The participatory model, though highly effective, it is seen as slow and time consuming since all people must be brought on board before any development initiative is undertaken. According to Kerzner (2009), time is a critical component of any project as it determines among others things; project cost and project completion period. The model is also said to be too expensive as people must be engaged in all processes. Due to this factor some of the people may withdrawal from the process feeling their inputs are not relevant or biasness in engagement of stakeholders. The process can as well be said to be a rubber stamp to decisions made on top by the local leaders (Abugah, 2011).



## **Monitoring and Evaluation**

According to Mulwa (2008), the use of conventional Monitoring and Evaluation has been on the rise as institutions and organizations set their own indicators and standards on what will be said to meet the required standards. The author goes on to explain the importance of shifting from the conventional Monitoring and Evaluation method to Participatory Monitoring and Evaluation method which improves inclusivity. In his argument, PM&E is not a method of soliciting information from the stakeholders but part and parcel of the project. In this the stakeholders are able to share experiences and come up with the way forward on the progress of their project.

Chambers (1983) on the other hand argues that PM&E offers new ways of learning hence promoting project ownership and more so the aspect of project sustainability. According to Naidoo (2010), PM&E empowers the marginalized, promotes projects ownership, improves chances of project sustainability and above all open the doors wide for transparency and accountability in Government Corporation.

According to McCarthy (2004, p. 107), “For participatory development to succeed, people must be free to make autonomous choices so that they can improve their control over resources, determine their own agenda and make their own decisions.” This would be a good model for government Corporations like ENNDA, which works among the people. If such models are followed, then the question of ownership will be fully embraced.

In the context of the study the World Bank (2011) asserts that PM&E creates a good environment for interaction between stakeholders and bring on board resources available, use and monitor and evaluate impact brought by the resources. In this case, all stakeholders are able to improve on mitigation factors by engaging in development matters with the government, participatory resource audit, identification of gaps and suggesting the way forward.

In the same breadth Chitere (1994) argues that, “people participation in development is warranted has people tend to resist development ideas imposed on them by outsiders.” On the other hand, Macamo (2005) argues that people participation enables mobilization of resources for development purposes, capacity building, and appreciation of people as part of change. According to the author, participation promotes cohesion and inclusion of all members of the community as the drivers of change.

## **Global Trends**

Mulwa and Nguluu (2003) assert that PM&E is considered as integral to M&E hence a need to shift from the conventional M&E to PM&E in project management in the world today. The authors add that the shift will promote beneficiaries’ inclusivity in project Monitoring and Evaluation, government responsiveness and enhance service delivery. Speer (2012) argues that though the urge to adopt participatory practices in government is still high the culture is

limited. The trend is attributed to the growing need to remain accountable and transparent and also global competition. The author is however in concurrent with Mulwa (2008) that the shift from the traditional M&E of checking financial spending is inherent as there is a need to also focus on output and outcome of the development projects.

Countries like Canada, United Kingdom and United States are major donors that support the developing countries. In the United States there exists an American Evaluation Association (AEA). The World Bank (2009) argues that the need for good governance, sustained and rapid development in Africa led to recognition of Monitoring and Evaluation as a profession and as a result the first African Monitoring and Evaluation association was formed in 1998. According to the World Bank, “Putting up an effective M&E system is of enormous value for it makes processes more transparent as well as providing clear regulatory frameworks...to achieving results” (World Bank, 2012). The association formed is known as, Africa Evaluation Association, AfrEA (Naidoo, 2010).

M&E ensures correct, systematic and relevant data is collected for planning and decision making (Burke, 2004). These associations just as the professional engineering bodies in construction industry the evaluation bodies bring together evaluation professionals to share ideas and knowledge. The bodies improves capacity building, promotes ethics in the profession and sharing of new insights in the discipline. They as well, ensure that the five principles of evaluation are adhered to by professionals. The principles include; systematic inquiry, competency, integrity/honesty, respect for people and responsibility for general and public welfare.

South Africa being one of the African countries that are practicing PM&E in government and local NGOs’ has borrowed best practices from developed countries like Canada, United Kingdom and United States among others. This was done by the department of Monitoring and Evaluation in full support of the government. According to Naidoo (2010), the system has improved service delivery to the people with various check points on loop holes that include impromptu visits on government ministries, service delivery points e.g. health facilities and police station; training of staff on M&E and also creation of an hotline by the president for the public to allow citizens to log their complaints and queries regarding service delivery. During the monitoring visits, the teams interview users and staff as well for their view on system performance and a score card is produced for each facility, as well as an improvement plan (World Bank, 2012). In this case, the people are fully involved in Monitoring and Evaluation process hence enabling the stakeholders to analyze, reflect, develop strategies and draw common conclusion on corrective measures to be taken in future projects (Nuguti, 2009).

### **Local Trends**

In Kenya there is an evaluation society of Kenya, ESK, which was founded in 2010. The society aims at bringing the evaluators together, formation of a vibrant evaluation team and

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network, help in strengthening of evaluators' skills through capacity building initiatives. There exists Monitoring and Evaluation Directorate (MED) which is part of the Ministry of Devolution and planning in Kenya. It is a major policy instrument conceptualized in 2003 to monitor progress of the Economic Recovery Strategy (ERS) (GOK, 2009).

The Monitoring and Evaluation Directorate (MED) is charged with the responsibility of operationalizing the National Integrated Monitoring and Evaluation system (NIMES). According to GOK (2011), NIMES is an instrument of governance under the Results Based Management System designed to show transparency in the execution of government, civil society, private sector and donor programs and projects. It is a central tracking, reporting and evaluating system for all developments, inputs, outputs and outcomes as well as resource utilization.

Borrowing a leaf from South African Government, the Kenya government has also started ministry contracting method where each ministry outlines what they would want to do, indicators and expected outcomes. The Kenyan government has also developed long-term national development plan, Vision 2030 blue print which was approved in 2006 by the third president of Kenya, H.E. Mwai Kibaki (GoK, 2008).

### **The role of PM&E in the effectiveness of programs among government corporations**

The World Bank (2009) argues that participatory Monitoring and Evaluation promotes effectiveness through transparency and accountability by ensuring finances and other resources are utilized as planned. However, according to Singh (2009), planning cannot be left only to the government corporations, but the function should be decentralized down to the people. The need to avert from the natural path of planning to a more development oriented planning that is inclusive is highly emphasized in this research study. The constitution of Kenya gives the citizens the power to participate in decision making (GoK, 2010). According to Brock and Pettit (2007) the public is empowered to monitor how the government runs and utilizes the resources when they are trained on the development project before it starts hence giving them knowledge on what the project is all about. According to the authors the government uses the three models of power; power over, power to and power within to reach the people hence missing the priority of empowering the citizens to participate in development projects.

According to Abugah (2011) the government has on many occasions been accused of using top down development approach hence disenfranchising the beneficiaries from participating. However, Mulwa (2010) encourages the use of bottom-up development approach in which people prioritize development agendas. Singh (2009), notes that the main role of planning is providing congenial economic and political environment in order for people to achieve their cherished goals, set goal and rules of the game. Participation therefore ensures that the stakeholders are involved in development project right from the design stage hence building the state project ownership in them through capacity building.

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## **Challenges in Participatory Monitoring and Evaluation**

Monitoring & Evaluation has had many challenges in different countries. Kenya as any other country is no exception. Some of these challenges include; social, technological, political, capacity development and economic.

### **Social Challenges**

According to World Bank (2012), Monitoring and Evaluation should be participatory so as to empower the less privileged and also to improve on project transparency and accountability. Mulwa (2008) however, argues that there is a failure within the corporate in issuance of relevant reports as the organizations are afraid of being transparent and accountable. Wasike (2010) asserts that reduction of poverty is brought about by empowering the poor which enables them to contribute to decision making, promote social inclusion and sustained growth. He encourages participation in development projects as the people are able to not only enjoy development benefits but also stir the course of the said development.

Narayan (2010) affirms the thoughts of Wasike (2010) by stating that development is not a one man show hence the need to promote inclusivity in development projects so as to enhance people's social-economic aspects. McCarthy (2004) posits that community participation can be enhanced by adopting development methodologies that include; Participatory rural appraisal (PRA), theatre approach among others. According to McCarthy (2004, p. 136) "Participatory rural appraisal visualizes with what exists to focus discussions of what needs to change while theater offers a means of visualizing why and how changes might be necessary and might come about."

The participatory Monitoring and Evaluation approach has been very effective in many social economic development projects in Africa and the world at large. Bayer and Bayer (2002) in their study in West Africa and Kenya reveal the importance of PM&E in enhancing sustainability and project impact to the beneficiaries. According to the authors a project run by GTZ in Marsabit, Marsabit development project (MDP), the need for PM&E was highly emphasized so as to promote self-help capacity. In many instances as reported by Bayer and Bayer (2002), lack of community.

Participation in Monitoring and Evaluation can make developments efforts futile. One of such examples brought out by the authors is a drought monitoring bulleting reports used by various development organizations that were not used by the community since they did not participate in developing the signs. They however indicate that extractive Monitoring and Evaluation cannot be said to be participatory. In another example they use include a situation whereby the development partners developed Monitoring and Evaluation tools for the livestock farmers to monitor milk production but ended up not being used. In this case the principles of PM&E cautions that development should be inclusive and not where the

outsiders develop M&E tools, initialize indicators and standards without involving the local beneficiaries (Julie, 2004).

### **Capacity Challenges**

As indicated in IFAD's guide for Project Monitoring and Evaluation, capacity is the, "ability of individuals and organizations to perform functions effectively, efficiently and in a sustainable manner." The failure to have enough skilled and knowledgeable M&E officers in organizations has led to poor development of the systems that mainly capture and develop too many indicators, focus on operations rather than the strategy to use to get better outcomes. In critiquing the development approach World Bank (2012) identifies capacity building as a major challenge to economic growth.

According to AMREF (2010), there is much attention on Monitoring; procurement processes, disbursement of resources and financial use but little attention on capacity development. Karuoro (2010) presumes that good development depends on much more than good financial management. It is therefore apparent that, there is a need to improve the quality of the people too.

In South Africa it is a constitutional right for people to participate in development projects. According to Naidoo (2010), participatory monitoring in South Africa focuses on empowering the beneficiaries, bringing on board the populars, enhancing transparency and accountability. The author argues that Participatory Monitoring and Evaluation is very vital and important in promoting development and democracy. On the other hand, Mulwa (2008) points out that illiteracy is a key hindrance to Participatory Monitoring and Evaluation hence calling for capacity building. The aspects of PM&E is said to empower people in such areas hence promoting sharing and learning among stakeholders thus ensuring indigenous knowledge is brought on board (McCarthy, 2004). Moseley (2003) points out that increased human resource is as a result of involving people as partners in decision making, hence enabling the beneficiaries to move on their own in future projects. It is apparent that participation improves capacity building thus promoting sustainable development.

### **Economic Challenges**

The failure to consider Monitoring and Evaluation in the design stage and poor pay to evaluators is seen as a key challenge in setting up and running a M&E system (World Bank, 2009). According to Omiti, Mude, and John (2007), many organizations fail to decentralize and allocate resources as they consider Monitoring and Evaluation as just has an activity. In essence, Monitoring has assumed a major biasness compared to Evaluation that receive little or no attention if any. According to Rubin and Rubin (2008), organizations sight lack of funds to conduct Monitoring and Evaluation or even document aspects of PM & E in their projects. Brock and Pettit (2007) argue that Participatory Monitoring and Evaluation is an

expensive venture that requires a lot of resources but is a sure way of ensuring people are brought on board for sustainable development.

### **Political Challenges**

According to Mulwa (2008), Monitoring and Evaluation is a system that should be spelt out by the leaders with the participation of the stakeholders' in-order to enhance transparency and accountability. Macamo (2005) asserts that politics has been used in many instances to undermine a project or to manipulate reports so as to give credibility to poor projects or to solicit for more funds for the continuity of a project. Therefore, the leaders having an upper hand in accessing resources, should help in mobilizing the community and create awareness on the importance of community beneficiaries' involvement in project Monitoring and Evaluation (Valadez & Bamberger, 2000). In South Africa for example, the M&E and particularly Participatory Monitoring and Evaluation was curtailed by politics until 2010 when the directorate saw the light of day (Naidoo, 2010).

### **Technological Challenges**

There is a need to have a system that has simple language in order to promote understandability and reduce duplication of reports by various ministries or departments. The need to streamline reporting is emphasized by the World Bank group as this will help utilize the resource available to meet the desired outcome. According to the World Bank (2012, p. 8), "information management systems to produce the data required are not fully in place in many departments, and required data are often unavailable." Technology should therefore be adopted to improve real time reporting. Technology in PM&E will thus enhance the process of decision making, improve quality of administrative data and enable single entry of data at field level.

Eisman (2011) argues that there is a need to adopt modern technology such as geographical positioning system (GPS), geographical information system (GIS) and Mobile technology in Monitoring and Evaluation. The author asserts that use of technology will help avail information in real time for decision making unlike traditional methods of paper and pen, example such used in 1880 United States census that took seven years to analyze hence hindering possible on time planning and decision making. The government must therefore look for communication channels that are convenient to the people and the stakeholders (Ngwainmbi, 1995).

### **Effectiveness of Monitoring and Evaluation tools**

Nuguti (2009) argues that the Monitoring and Evaluation tools should be effective and aim at collecting relevant data. The tools too should allow participants to give self opinions without being victimized and also offer feedback to the stakeholders. Further the author adds that tools should be designed in a way that they will meet the intended objective has failure of

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meeting the objectives may cause mistrust, disengagement, disinterest and failure to use the findings in decision making.

### **Participatory Monitoring and Evaluation as a strategic strength in the effectiveness of development programs**

Hill and Jones (2008, p. 28) illustrate a strategy as, “a set of related actions that managers take to increase their organization performance”. In this regard the key intention of a strategy is to improve performance. Monitoring and Evaluation aims at improving efficiency and effectiveness of service delivery. The World Bank (2009) asserts that M&E adds value to effectiveness of processes and regulatory frameworks particularly with regard to achieving results. In order to achieve a desired outcome an organization must have a strategy on how to reach a desired end. According to Hitt and Hokinson (2007), the need for an organization to analyze its environment enables it to know her strengthens in terms of its capabilities, competencies, resources available and the context in which it is operating in. According to World Bank (2012), this will help reduce redundancy in reporting, reinventing the wheel, improved political support and stimulation of discussions on lessons as they emerge. South Africa developed a front office service that ensures quality service is delivered. In-order to ensure efficient service delivery hotline service was implemented to enable the public in giving feedback and also impromptu visit to service sites by government official and the public members are carried out (World Bank, 2012).

According to Chikati (2010), participatory monitoring encourages continuous monitoring of projects by the community members with an aim of collecting, analyzing and communicating information in-order to put measures on where things are not working as per the plan. Participatory Monitoring and Evaluation is aimed at drawing lessons that can be used in future projects. As reported by Bayer and Bayer (2002) a lesson can be learnt from Marsabit development project where local community was involved in developing and implementing sustainable resource plan. The key strategy here is to evoke the beneficiaries to participate in development projects by appreciating their skills and sharing of knowledge hence enabling them to give information on how they would want things to appear and monitoring utilization of resources (Mulwa, 2009).

Rimberia (2012) on the other hand opines that, people’s participation through community involvement is one of the strategies organizations can adopt to enable the community to contribute resources and also monitor how the resources are being utilized, hence promoting transparency and equity. Rimberia (2012) and Rubin and Rubin (1992) argue that community participation increases communities’ understanding of projects hence improved ownership and project sustainability.

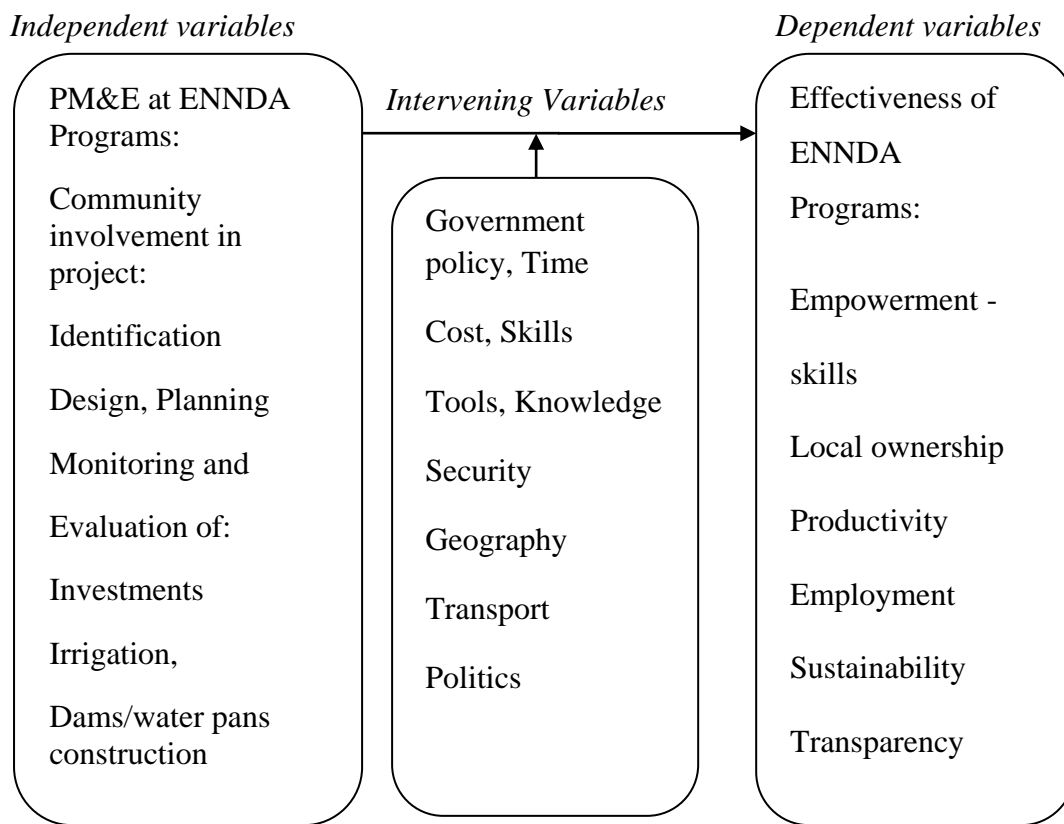
The constitutionally enshrined principles of openness and transparency should enable the government to effectively perform its mandate by interacting with the citizens. Formations of commissions and various oversight authorities enable the citizens to put the government into

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check on matters of economy, job creation and policy formulation (Naidoo, 2010, p. 131). The Naidoo continues to argue that, “The Public Service needs to execute its policy through an administration that supports the transformation of society along political, social, economic, spatial and racial lines.” Thus it is clear that PM & E remains a very important component in the government’s development that assures equity and efficiency in policy implementation (Riley, 2002).

**CONCEPTUAL FRAMEWORK**

The conceptual framework consists of theories relevant to the phenomena being studied which can inform or influence the research (Tashakkori & Teddlie, 2002). The conceptual framework for this research study is presented below:



**Figure 1: Conceptual Framework**

The conceptual framework above shows that the independent variable of participatory Monitoring and Evaluation enables involvement of people in the local community at the levels of project identification, design, implementation, Monitoring and Evaluation. This includes the ENNDA projects of investments and construction of water dams or pans for irrigation purposes. The independent variable of participatory Monitoring and Evaluation affects the dependent variable of the effectiveness of development programs by influencing



local people's empowerment and ownership of the program. This in turn promotes accountability, transparency and timely productivity of the program, leading to sustainability. However, there are intervening variables like government policy, skills of the personnel among others, which affect the relationship between the independent and dependent variables.

## **RESEARCH METHODOLOGY**

### **Research Design**

In this study descriptive design was used as it was most appropriate to describe and portray characteristics of the situation, a group of people and the population; hence getting credible and accurate information (Chandran, 2004). The researcher therefore reported the hindrances, challenges and strategy in place as reported by respondents from ENNDA in questionnaires and interviews. The descriptive research design was adequate to the study as the researcher was able to study a large population of ENNDA by selecting a sample from the population to discover the relative evidences and interrelationship between independent and dependent variables (Tashakkori & Teddlie, 2002).

In achieving credible findings the study also employed cross – sectional design. Lerner (2002) notes that cross-sectional design is where a group of people are studied at one point in time, also called status study, thus making the study relatively quick. Kumar (2005) asserts that cross-sectional study design is adequate in finding out the prevalence of a phenomenon, situation, problem, issue or attitude by taking a cross-section of the population. According to Wheeldon and Ahlberg (2012), cross-sectional study involves observation of a sample selected from a population at one point in time. In this study cross-sectional design was used where the researcher administered questionnaires and conducted interviews to the sampled group of employees of ENNDA in order to get answers on the topic under research.

### **Study Population**

A population is referred to as the universe or target population as an entire group of persons, objects or events that have an observable common characteristic (Mugenda & Mugenda, 2003). In this study, the target population consisted of 149 employees drawn from various departments of ENNDA and the community members represented by 12 committees officials.

### **Sampling Design**

In selecting the departments in which respondents were to be drawn purposive sampling was applied. According to Kumar (2005), purposive sampling is convenient in areas where the researcher knows who has got the information to answer research questions. In this research therefore, the researcher opted to use purposive sampling in selecting key informants. Four top managers were selected for key informants' interviews in-order to enhance the quality of data collected. In purposive sampling, a researcher intentionally selects participants who have

experience with the phenomenon under study. This decision was reached based on the type of data required for this research. Monitoring and Evaluation is a professional exercise that requires specified qualifications to enable carryout the functions assigned. Thus non probability sampling was appropriate because professional data was required. A sample population of 113 was arrived at by calculating the target population of 161 with a 95% confidence level and an error of 0.05 using the formula taken from Mugenda and Mugenda (2003).

### **Data Collection**

The study used both primary and secondary data collection methods. Primary methods included questionnaires and interviews. The methods were conducted in full consent of the respondents. Secondary methods included: literature from the library, journals and text books. According to Gomm (2008), primary data is the one enlisted from the subject under study directly. They include questionnaires, focus group discussions and interviews. Authority to undertake research was sought from the Daystar University School of Human and Social Sciences and a permit from the National Commission for Sciences, Technology and Innovation(NACOSTI) was sought and also permission from the Managing Director (MD) of ENNDA, Kenya. This enabled the researcher to obtain information and confidential documents from the organization involved in this study. On the other hand, the interview schedule was administered through face to face interviews. Questionnaires were administered with the help of one research assistant who had been trained on how to carry out this exercise.

### **Data Analysis Plan**

The quantitative data in this research was analyzed using statistical package for social sciences (SPSS) version 21. Descriptive statistics includes mean, frequency, standard deviation and percentages to profile sample characteristics and major patterns emerging from the data. The quantitative data was presented in tables, charts and graphs. Completeness of qualitative data collected was checked for and cleaned ready for data analysis. Conceptual content analysis was used in processing of this data and results presented in prose form. This involved identifying evolving patterns in the text of the questions and categorizing them into themes. In addition to the basic analysis, a multivariate regression model was applied to determine the relative importance of each of the aspects of PM&E with respect to the various outcomes.

## **RESEARCH FINDINGS**

### **Role of participatory monitoring and evaluation in the success of development work**

The study deduced that there is a participatory monitoring and evaluation system within the ENNDA which is crucial for the success of development work. This was in agreement with Singh (2009) that planning cannot be left only to the government but the function that is decentralized to down to the people. Organizations should also be involved in monitoring and

evaluation as well. The study also revealed that quality work is done which further helps in attainment of objectives. According to Abugah (2011), PM&E encourages the use of bottom-up development approach in which the people prioritize development agendas.

The study also established that PM&E has enabled the management to monitor the progress of the project by assessing actual change against stated objectives to a great extent. It was clear that there are open forums/meetings held at ENNDA which involve Stakeholders influences the success of development work among government corporations to a great extent. These findings concur with Singh (2009) who opined that participation ensures the stakeholders are sat and listened to. The study also found that public accountability has helped in exploring how public management influences the outcome of a project to a great extent. According to the World Bank (2009), participatory monitoring and evaluation promotes transparency and accountability by ensuring finances and other resources are utilized as planned.

Further, it was revealed that the needs identification forums held at the onset of the project greatly contribute to the success of the project. These findings agree with the study by the World Bank (2011) that PME creates a good environment for interaction between stakeholders and bring on board resources available, use and monitor and evaluate impact brought by the resources. The study additionally established that efficient and effective utilization of resources and also project ownership contribute to success in development work at ENNDA.

### **Factors that hinder participatory monitoring and evaluation among stakeholders**

Concerning the factors that hinder participatory monitoring and evaluation among stakeholders, the study established that there is participation in monitoring and evaluation activities within the community or places of work. This is in line with Narayan (2010) who affirms the thought of Wasike (2010) by stating that development is not a one man show hence the need to promote inclusivity in development projects so as to enhance people's social-economic aspects.

The study further revealed that that insufficient M&E skills/ capacity hindered the participatory monitoring and evaluation among stakeholders. These findings agree with the World Bank (2012) that the failure to have enough skilled and knowledgeable M&E officers in organizations has led to poor development of the systems that mainly capture and develop too many indicators, focus on operations rather than the strategy to use to get better outcomes.

According to AMREF (2010), there is much attention on Monitoring; procurement processes, disbursement of resources and financial use but little attention on capacity development. In line with this, the study has also deduced that inadequate M&E systems hindered them to a great extent. The study further established that lack of enough funds, inadequate staff, lack of

skills, long distance to the community, lack of awareness and poor infrastructure were other factors that hindered them. In line with this, Naidoo (2010) states that although participatory monitoring and evaluation is very vital and important in promoting development and democracy, it is bogged by inadequate staff that also lack necessary skills.

**Effectiveness of the tools used in M&E process**

With regard to effectiveness of the tools used in M&E process, the study deduced that the questionnaire is the main tool used in Monitoring and Evaluation activities which was found to be effective. Nuguti (2009) argues that the monitoring and evaluation tools should be effective and aim at collecting relevant data. Nuguti adds that the tools should be designed in a way they will meet the intended objective has failure may cause mistrust, disengagement, disinterest and failure to use the findings in decision making. Additionally, the study established that the tools used in M&E process are successful in offering feedback to the stakeholders. These findings also agree with Nuguti (2009) that the tools too should allow participates to give self-opinions and also offer feedback to the stakeholders. It was clear that participation of stakeholders in carrying out Monitoring and Evaluation activities can be improved by sensitization/creation awareness, by giving tokens of appreciations and through partnership building.

**Relationship between the Independent Variables and the Dependent Variable**

The study used inferential statistics to come up with the regression model explaining the relationship between institutional strengthening, stakeholder perspectives, public accountability and facilitated negotiations (independent variables) and success of development work (dependent variable).

**Table 1: Model Summary**

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	0.857	0.734	0.725	0.147

**Table 2: ANOVA results**

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	7.619	4	1.905	4.161	0.00339
	Residual	56.762	92	0.458		
	Total	64.381	96			

Table 1 is a model fit which established how fit the model equation fits the data. The adjusted R2 was used to establish the predictive power of the study model and it was found to be 0.725 implying that 72.5% of the variations in success of development work are explained

by institutional strengthening, stakeholder perspectives, public accountability and facilitated negotiations leaving 27.5% percent unexplained. The probability value of 0.00339 indicates that the regression relationship was highly significant in predicting how institutional strengthening, stakeholder perspectives, public accountability and facilitated negotiations affected success of development work. The F calculated at 5 percent level of significance was 4.161 and since F calculated is greater than the F critical (value = 2.4472), this shows that the overall model was significant.

**Table 3: Coefficients of Determination**

Model		Unstandardized Coefficients		Standardized Coefficients		
		B	Std. Error	Beta	t	Sig.
1	(Constant)	0.998	0.438		2.279	2.44E-02
	Institutional Strengthening	0.796	0.309	0.103	2.576	1.12E-02
	Stakeholder Perspectives	0.817	0.259	0.12	3.154	2.02E-03
	Public Accountability	0.646	0.188	0.147	3.436	8.03E-04
	Facilitated Negotiations	0.759	0.268	0.164	2.832	5.40E-03

The established regression model for the study was:

$$Y = 0.998 + 0.796 X_1 + 0.817 X_2 + 0.646 X_3 + 0.759 X_4$$

The regression equation above has established that taking all factors into account (institutional strengthening, stakeholder perspectives, public accountability and facilitated negotiations) constant at zero, success of development work will be 0.998. The findings presented also show that taking all other independent variables at zero, a unit increase in the institutional strengthening would lead to a 0.796 increase in the scores of success of development work and a unit increase in the scores of stakeholder perspectives would lead to a 0.817 increase in the scores of success of development work. Further, the findings show that a unit increase in the scores of public accountability would lead to a 0.646 increase in the scores of success of development work. The study also found that a unit increase in the scores of facilitated negotiations would lead to a 0.759 increase in the scores of success of development work. Overall, stakeholder perspectives had the greatest effect on the success of development work, followed by institutional strengthening, then facilitated negotiations while public accountability had the least effect to the success of development work. All the variables were significant ( $p < 0.05$ ).

## **CONCLUSIONS**

Based on the findings of the study the following conclusions were drawn:

1. Participatory Monitoring and Evaluation contributes much to the effectiveness of development work at ENNDA. There are open forums/meetings held which involve empowering stakeholders to be able to participate in M&E, thereby influencing sustainability and effectiveness of development work in ENNDA.
2. Secondly, political manipulation hinders participation in Monitoring and Evaluation activities. Further, the study concludes that insufficient M&E skills/ capacity, lack of interest and poor pay are also hindrances to participation.
3. The questionnaire is a major tool used when carrying out Monitoring and Evaluation activities. This tool is effective and aim at collecting relevant data.
4. Participation of stakeholders in carrying out Monitoring and Evaluation activities can be improved. Improvement can be achieved through technology, team building, acknowledgements, and improving practicability of M&E.

## **RECOMMENDATIONS**

The study established that participatory Monitoring and Evaluation contribute much to the effectiveness of development work at ENNDA. Therefore, this study recommends that ENNDA management ensures that all the relevant stakeholders participate in the Monitoring and Evaluation activities. This will increase the level of effectiveness of their projects. This is because PM&E will enable the institution and the development partners a platform to learn more from previous projects and also help avoid conflicts. Moreover as interventions take place over several years, flexibility is essential, since the number, role, and skills of the stakeholders, and contextual conditions change over time. Sensitization and training is also needed because most community members and their leaders are not well conversant with PM&E. Particular emphasis should be put on their roles, obligations, rights and desired degree of participation as stakeholders of the projects.

The research further recommends that organizations could evaluate the effectiveness of performance measurement systems so as to enable efficient allocation of increasingly scarce resources. In addition the research recommends that PM&E should be employed to bring about transparency on the PPP projects undertaken by institutions which help in exploring how public management and accountability influences the outcome of a project.

Poor pay hinders participation in Monitoring and Evaluation activities in the community or place of work. Therefore, this study recommends review of the current remuneration of employees at ENNDA so that cases of poor pay can be eliminated. Thus, participation can be increased.

The questionnaire was limited because it did not consider illiteracy levels hence some respondents would not fill questionnaires. As such, the study recommends that filling of



questionnaires should be supervised to ensure that individuals who are illiterate are assisted in answering the questions.

For a PM&E process to deliver, a culture that rewards innovation and openness about failure is required and may need to be embraced. It is also important that norms, procedures and incentives are in place that supports transparency, accountability, and learning. Organizations should therefore organize forums that will allow different stakeholders to articulate their needs and make collaborative decisions. This will enable people to understand the views and values they share, work through their differences with others and develop longer-term strategies.

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