

**IMPACT OF THE IMPLEMENTATION OF RESULTS-BASED MONITORING AND
EVALUATION ON SERVICE DELIVERY IN KENYA'S PUBLIC SERVICE:
A CASE OF THE MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY
2008-2014**

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NOVEMBER, 2016

Declaration

This research project is my original work and has not been submitted for examination in any other university.

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This research project has been submitted for examination with my permission as the University supervisor.

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Dedication

I wish to dedicate this work to the memories of my late father, Musa and my mother Rebecca.

Acknowledgement

First and foremost, to God be all the Glory for Great things He has done for me. To my project supervisor, Dr. Richard M. Bosire, thank you for the pieces of advice, guidance, tireless efforts and support throughout this journey. I will also like to say a very big thank you to all professors of the MPA program specifically, as well as the department of Political Science and Public Administration of the University of Nairobi for the job well done.

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Acronyms and Abbreviations

AfrEA	African Evaluation Association
APR	Annual Progress Reports
CAPAM	Commonwealth Association for Public Administration and Management
CDF	Constituency Development Fund
CLEAR	Centre for Learning on Evaluation and Results
DPMD	Development Policy Management Division
DPME	Development Performance Monitoring and Evaluation
ECD	Early Childhood Development
ERS	Economic Recovery Strategy
HELB	Higher Education Loans Board
HIV	Human Immunodeficiency Virus
ISO	International Standards Organization
JICA	Japan International Cooperation Agency
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MED	Monitoring and Evaluation Directorate
MOU	Memorandum of Understanding
MTP1	Medium Term Plan One
MTP2	Medium Term Plan Two
NIMES	National Integrated Monitoring and Evaluation System
OECD	Organization for Economic Cooperation and Development
PTA	Parents Teachers Association
RBM	Results-Based Management
RBM&E	Results-Based Management Monitoring and Evaluation
RRI	Rapid Results Initiatives
SPSS	Statistical Package for Social Sciences

TIVET	Technical Industrial Vocational and Entrepreneurship Training
TSC	Teachers Service Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America

Abstract

This study sought to interrogate the effects of implementation of results-based monitoring and evaluation on service delivery in the Ministry of Education, Science & Technology. Multi-stage sampling technique was used to select 108 respondents from 9 out of 17 districts in Nairobi City County. Study findings shows that service delivery in education is measured through monitoring and evaluation as well as customer satisfaction surveys conducted annually. It was revealed that schools rapid results initiative activities or projects included physical development, equipment, books and other learning materials and that service delivery in schools were rated as good. However, desired transition rates target set by the Ministry have not being achieved in both primary to secondary and secondary to university. This is because although transition rate is an important service delivery indicator in the education sector, other factors other than results-based monitoring and evaluation influence it which the Ministry did not consider. This study recommends that stakeholders in education sector should look at service delivery in a holistic manner rather than using isolated components and that government through NIMES should evaluate the results-based monitoring and evaluation system in education sector to address its weaknesses.

CHAPTER ONE: INTRODUCTION

1.1 Background to the Study

Government ministries, departments and agencies have been under great scrutiny to deliver the much needed public services in view of escalating national financial deficits and the need for good governance. This led to the emergence of results-based monitoring and evaluation (Meier, 2003). Results-based monitoring and evaluation specifies public service results and performance expectations of clients and requires performance reporting by government agencies. It also links budget allocation to output delivery and outcomes achieved. This promotes continuous improvement in service delivery and performance analysis of these public organizations (Saldanha, 2002). Improving the public service efficiency and effectiveness through results-based monitoring and evaluation effort's implementation can consequently lead to improvement of service delivery in the public service. This is seen in maximizing integrated strategic planning through value for money, implementing through systematic resource usage, monitoring performance, government's reporting and measurement.

According to Shah (2005), Public service delivery is the meeting of public needs by the government as provided for the people living in its jurisdiction. Public service provides people with services that they need such as education, health, public transport or other utilities that are funded by the public. Public services like public good are mostly under-provided by the market. Services within the public sector are performed by civil servants, employed in government ministries, departments and agencies. These public organizations are not profit-oriented but are mandated to deliver public services to the people (Frank and Gregory, 2004).

Results-based monitoring and evaluation is a style of management which focuses on performance within the public service (Saldanha, 2002). It emanates from management by results which have been in existence for several decades as a practice in business and public administration. The concept of "Management by objectives" propagated in the 1960s and 70s by Peter Drucker, contributed to the ideas of results-based monitoring and evaluation (Vahamaki *et al.*, 2011).

The origin of result-based management can be linked to the New Public Management reform agenda of the 1980s (DPMD, 2003) (Vahamaki *et al.*, 2011). In considering this new reform agenda, the role and institutional character of the state has been questioned specifically as it relates to managing for results. This new approach of management by results emerged from a shift in state ideology of advanced capitalist nations such as the United Kingdom and United States, in the way of frameworks that advances neo-liberalism, which is critical of the welfare state, rejects the existence of a large public sector and emphasizes market competition among others (Haque, 2004). Results-based monitoring and evaluation is characterized by achievements made in the efficient and effective use of resources in the delivery of public service (Nakamura *et al.*, 2000). It is a mechanism for compelling civil servants to set government's programs and objectives in a clearer manner.

Globally, the public has increased demand for transparency and greater accountability for resources spent and better services. Officials elected into public offices have come to the realization that the effective strategy for re-election is delivering results that are tangible to their electorates. Lawton, *et al.* (2000) observed that in the United Kingdom, reporting and measuring performance has always been a compulsory responsibility as given by their clients. In the United States, the measurement of performance by organizations delivering public service has been put in the Government Performance and Results Act of 1993 as a basis for driving improvement efforts (Saldanha, 2002). Stories of successful improvements in public service delivery through results-based monitoring and evaluation implementation have been recorded in several countries including the United States, New Zealand, Canada and Singapore (Thomas, 2004). It can therefore be said that results-based monitoring and evaluation has led to a performance culture that is spreading through the public service in the developed world.

In developing countries such as India and the Philippines, donors have demanded frameworks of good governance and public service delivery against benchmarked results which serve as the basis for sustained development investment support (Saldanha, 2002). Donor efforts to introduce results based management has seen the application of the results-based monitoring and evaluation concepts in developing countries over time (World Bank, 2001; Paul & Sekhar, 1997). Sample surveys have been used to assess public satisfaction with service delivery. Some

of the dimensions assessed in performance are: time and quality of service, helpfulness of staff and amount of time taken for problems resolution. The reports are intended to put public service organizations in check as far as accountability for better public service delivery is concerned (Saldanha, 2002). In Africa, donor demands have influenced the implementation of results-based monitoring and evaluation which has led to stimulated development of M&E practice. According to Picciotto (2012) the demand for evidence from decision makers in African governance systems is weak. The M&E practice of donor-driven orientation has been recognized by the African Evaluation Association (AfrEA, 2007) and within the Paris Declaration on Aid Effectiveness (OECD, 2005). The African governments supported by donors and international development partners such as the World Bank have laid ground for results-based monitoring and evaluation implementation.

In Kenya, the desire to improve public service delivery originated from the Economic Recovery Strategy (ERS) for Wealth and Employment Creation (2003-2007). This strategy was adopted by then new government of Kenya which assumed power on the platform of change as a result of persistent economic performance decline, quality of life and public service delivery before 2003. The new government adopted results-based management (RBM) approach in 2004 with a refocus on delivery of development results to citizens. Key priority areas of the recovery program were good governance and the rule of law as the foundation of economic growth. Kenya's Economic Recovery Strategy (2003-2007) outlined the challenges present in the public service. These included problems with the efficiency, effectiveness and quality of public service delivery (Government of Kenya, 2003).

The Public Service Reforms and Development Secretariat (2006-2008) under the ERS era, was given responsibility for coordinating public service reforms and spearheading public service Results-Based Management. The Secretariat sought to deal with the challenges identified in the ERS by developing a programme to improve ministries' ability to deliver service by developing and managing government programmes with a clear results focus. The Secretariat also undertook structural rationalization of the public service to improve efficiency, and to provide information and education on the reforms and service delivery quality and to improve leadership and management within the public service (Government of Kenya, 2003). This saw the establishment

of various tools of RBM&E such as planning with a strategic focus and yearly work planning in all ministries, departments and agencies (MDAs) in 2004, performance contracting in 2004, launch of National Integrated Monitoring and Evaluation System (NIMES) also in 2004; rapid results initiatives in 2005, *Huduma Bora Ni Haki Yako* (quality service is your right) campaign in 2005, service charters in 2007, and other sectoral reforms such as public financial management within water, health, lands and education among others (Mwiranga, 2011).

The commitment to good governance and infrastructure improvement introduced by the ERS laid the foundation for monitoring and evaluation systems in Kenya. Focus on results-based monitoring and evaluation has seen Kenyan government create institutions and agencies to achieve this goal. One such agency is Monitoring and Evaluation Directorate (MED) in the Ministry of Planning which was established in 2008 to prepare all monitoring products such as the Annual Progress Reports (APR) on the national Medium Term Plan related to Kenya Vision 2030. It also prepares Cabinet papers on issues pertaining to the National Integrated Monitoring and Evaluation System (NIMES) and coordinates the policy production. The responsibility to make NIMES information available to all stakeholders and development practitioners in the country was also assigned to the directorate (CLEAR & DPME, 2012).

As noted by Porter and Goldman (2013), there is more supply for evidence and results-based outcomes in public service than demand for the same from decision makers. The obvious is evidenced as mentioned above, MED's core mandate is to prepare all monitoring products. This has seen more activities in monitoring aspect of M&E than there are evaluation activities. But the tools introduced under the results-based management approach adopted by the Government of Kenya as a key driver of its development programmes was ideally aimed at monitoring and evaluating government policies and programmes with a view to improving service delivery to the citizenry (Muthaura, 2010). However, it is not clear how results-based monitoring and evaluation implementation, serving as a tool to improve service delivery, has influenced and impacted service delivery in the public service. There is need, therefore, to establish the link between the implementation of results-based monitoring and evaluation and service delivery.

In this study, a results-based monitoring and evaluation system is a term comprising four elements each with its own meaning. The term 'results-based' comes from results based management approach which focuses on tangible results in service delivery (Saldanha, 2002). "Monitoring can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results". Intervention that could be considered ongoing is a project, programme or other kind of support to an outcome (United Nations Development Programme, 2002). "Evaluation is a selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome" (United Nations Development Programme, 2002). Two indicators will be used to measure service delivery in the Ministry of Education, Science and Technology for this study. They entail quality of primary education as primary to secondary schools transition rates and secondary schools to university transition rates. According to the First Medium Term Plan of 2008-2012, the quality of education was to be enhanced by improving transition rate from primary to secondary schools where it was to be raised from 59.6% in 2007 to 90% in 2012 and increase number of students joining universities (Government of Kenya, 2014).

1.2 Statement of the Problem

In Kenya, education reforms have been guided by several educational commissions set up between 1964 and 1999 to address the challenges faced by the education sector. The sector was characterized by corruption, low productivity, inefficiency, lack of transparency and accountability in service delivery. Lankeu & Maket (2012) observed that inadequate infrastructure, teaching equipment, supply of text books and students/teacher ratio are the characteristics of the operating environments for primary schools. These characteristics have posed challenges for the Ministry of Education, Science and Technology (Gayle & Obert, 2013). This necessitated making adjustments that improve the efficient and effective delivery of service by government for the sake of achieving the desired results (Pazvakavambwa & Steyn, 2014). Efforts to address these problems are seen in reforms that are tailored in line with the creation of a result-oriented public service in Kenya (Porter & Goldman, 2013).

Civil servants are now required through results-based monitoring and evaluation to keenly focus on regular objective performance measurement. According to Pazvakavambwa and Steyn, (2014), many public organizations comply with results-based M&E requirements to ensure continued funding rather than to attain the goal of continuous improvement of service delivery. Scholars and practitioners have focused on results-based monitoring and evaluation implementation without interrogating its impact on service delivery (Gorgens & Kusek, 2009).

Despite the coming of results-based monitoring and evaluation in 2008, the education sector in Kenya is still faced with challenges in meeting the desired primary to secondary transition rates and secondary to university transition rates (Government of Kenya, 2014). In this context, it is not clear whether results-based monitoring and evaluation implementation has achieved the intended purpose as a contemporary management approach to improve service delivery. The Ministry of Education, Science and Technology is one of the largest consumers of public resources, with a budget of Ksh.299.597 billion in 2015/16. Thus, it is critical to find out how monitoring and evaluation implementation has impacted service delivery in terms of primary to secondary schools transition rates and secondary to university transition rates.

Primary to secondary transition rate in 2008 was 59.6% representing 420, 131 out of 704,918 candidates who sat KCPE in 2007. The number of students joining universities was 122,847 in 2008/2009 as compared to 305,015 who sat for their KCSE in 2008 which translates to 40.3% (Government of Kenya, 2014). The transition rates from primary to secondary schools target of 90% was also not met as it was 76.6% in 2012 and averaged 71% over the MTP1 period. In 2013, the transition rate from primary schools to secondary schools was 76.8% while in 2014 it was 80.4% hence it still remains below the MTP1 target of 90% even after the start of MPT2 implementation in 2013. Only the number of students enrolled in universities that almost doubled from 122,847 students in 2008/2009 to 240,551 students in 2012/2013. This translates to 195.8% increase (Government of Kenya, 2014). This increase could be attributed to double intake and an increase of public universities from 7 to 22.

This study seeks to interrogate the impact of implementation of results-based monitoring and evaluation on public service delivery specifically focusing on the Ministry of Education, Science

& Technology. This will pursue greater accountability and transparency envisioned by a results-based monitoring and evaluation adopted by the government.

1.3 Research Questions

1. To what extent has the implementation of results-based monitoring and evaluation impacted primary to secondary transition rates?
2. What is the impact of the implementation of results-based monitoring and evaluation on secondary to university transition rates?

1.4 Research Objectives

The overall objective of this study was to interrogate the effects of results-based monitoring and evaluation implementation on service delivery in the Ministry of Education, Science & Technology. The specific objectives are:

1. To examine the extent to which the implementation of results-based monitoring and evaluation impacted primary to secondary transition rates
2. To assess the impact of the implementation of results-based monitoring and evaluation on secondary to university transition rates

1.5 Justification of Study

The findings of this study have policy, academic and practical implications. The findings are useful in policy formulation and implementation regarding monitoring and evaluation systems in the public service. An assessment of how monitoring and evaluation systems have been implemented and the determination of its impact on service delivery can determine adjustment, continuation or even cancellation of the affected programs in the public service. The findings of this study also provide stakeholders with information on how various partners in the implementation of monitoring and evaluation systems in the public service have played their role. It is important to understand the role played by Monitoring and Evaluation Directorate to ensure that service delivery to the public in the Ministry of Education, Science and Technology is efficient and effective. Regulators in the education sector can also find the results of this study important as they can assist in adapting best practices, establishing strategies for intervention to

address implementation challenges facing service delivery in the Ministry of Education, Science and Technology.

The findings of this study contribute new knowledge in the field of monitoring and evaluation in the public service. It also generates or enhances debate on the impact implementation of monitoring and evaluation has on the public service. AfrEA (2007) has emphasized on the essence to use evidence collected in monitoring and evaluation reports to improve public service delivery. Given the notion by Pazvakavambwa and Steyn (2014) that many public sector organizations implement results-based monitoring and evaluation to justify funding, this study attempts to establish the link between monitoring and evaluation reports, their implementation and service delivery. The study findings refute the argument by Pazvakavambwa and Steyn (2014). Porter and Goldman (2013) assumed that public service reforms will yield into results oriented practices that would improve service delivery. However, empirical data to demonstrate this linkage is scarce. This study therefore establishes this linkage.

1.6 Scope and Limitations of the Study

This study focused on primary to secondary and secondary to university transition rates. It examined the situation of these parameters now against the baseline as at 2008 which marks the beginning of the implementation of results-based monitoring and evaluation systems. The study was confined to program implementation at the Kenyan Ministry of Education, Science and Technology for the period 2008 to 2014. The study was conducted between the months of April and July, 2016 in keeping with the availability of time for the study as well as financial, cultural and environmental constraints. The limitations however, could not affect the findings of the study because the limitation of cultural constraints was circumvented by hiring of Kenyan research assistants who aided in data collection.

1.7 Definition of Concepts

Results-Based Monitoring and Evaluation: is a strategy of management whereby all actors processes are required to ensure contribution to the achievement of desired results (Saldanha, 2002). In Kenya, results-based monitoring and evaluation means implementation of Performance Contracts, Service Charters and Rapid Results Initiatives (RRI). In this study, it means meeting

targets set by Ministry of Education, Science and Technology on transition rates from primary to secondary schools and transition from secondary schools to university.

Public service delivery: is the meeting of public needs by the government as provided for the people living in its jurisdiction (Shah, 2005). In this study, it means meeting the Ministry of Education, Science and Technology's commitment to enhancing access, equity and quality of education. In this study service delivery is measured by primary to secondary and secondary schools to university transition rates.

Performance Contract: is a binding agreement negotiated for the performance of specific duties over a specified period of time between two or more parties (Muthaura, 2010). In this study, it means agreement of the public with the Ministry of Education, Science and Technology through its targets, to improve transition rates from primary to secondary schools and transition rates from secondary schools to university.

Primary to secondary schools transition rates: This is the number of pupils joining secondary schools after completing their primary school education the subsequent year against the overall number of pupils who completed primary school education (Government of Kenya, 2015). In this study, an increase in this number shows improvement in the education sector while the reverse shows decline.

Secondary to university transition rates: This is the number of students joining universities two years after completing their secondary school education against the overall number of students who completed secondary school education (Government of Kenya, 2015). In this study, an increase in this number shows improvement in the education sector while the reverse shows decline.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter presents a review of literature on concepts and other related studies. It reviews information on results-based M&E and service delivery, results-based M&E and primary to secondary transition rates, results-based M&E and secondary to university transition rates and presents the conceptual framework for this study.

2.2 Results-based M&E and Service Delivery

Results-based monitoring and evaluation emanates from management by results which is a strategic management tool involving all actors on the ground, who are directly or indirectly contributing to the achievement a set of development results, ensuring that their processes, service and products are contributing to the achievement of desired results (outputs, outcomes and goals). Results-based monitoring and evaluation objectives are to bring about the changes that are necessary for the outcomes that will reach national development objectives, at the same time simultaneously ensuring that the system is organizationally, functionally and politically sustainable (Pazvakavambwa & Steyn, 2014).

A results-based monitoring and evaluation that focused on outcome emphasizes an institutionalized system that is sustainable. This requires an ownership that is home-grown of the initiative and the tailoring of sub systems and processes to local skills. This in return would need a gradual and slow building up of leadership commitment and a systematic long term solidification of skills and institutionally managed capacity. This method, however, is often contrary to the typical short term need for results that are quick and tangible. It creates, therefore, a predicament on what to prioritize; change management of institutional capacity or tangible and quick results (Saldanha, 2002).

The effective use of results-based monitoring and evaluation in developing countries remains disputed (Pazvakavambwa & Steyn, 2014). This is because results-based monitoring and evaluation systems have experienced a consultant led approach to the implementation of the system in developing countries with the eagerness to impress donors about the potential of implementing the system in developing countries “than to ensure its effective operation in

relation to the abilities and skills of the client system”. Mayne (2006) and Saldanha (2002) criticized the notion of importing results-based monitoring and evaluation. They highlighted that before portraying an outline for implementing results-based monitoring and evaluation in third world countries, the history, distinctiveness, available resources, internal priorities and political ideology in these countries should be considered.

Service delivery entails the meeting of public needs by the government as provided for the people living in its jurisdiction. (Shah, 2005). In this case service delivery in education sector means meeting targets set to be achieved with a view to improve education access, quality and equity. Monitoring and evaluation system helps agencies of government such as the Ministry of Education, Science and Technology to measure the extent to which they have achieved the set targets. Holvoet and Inberg (2015), in their investigative review of Uganda’s education sector monitoring and evaluation system, argue in favor of “an incremental approach to strengthening M&E systems that starts from what exists locally”. Diagnosing the existing system of monitoring and evaluation is the first recommended step or moving away from technical arrangements and focus on the underlying institutional issues and the role of diverse stakeholders with M&E needs that are different.

In a study comparing Uganda, Kenya and Tanzania education sectors, JICA (2008) noted that core strategic components of education sector in Kenya are increasing enrolment rate by free primary education, focus on quality (increased books and materials), improving the transition rate to secondary education and constructing new facilities in disadvantaged areas. They further observed that there was limited linkage between plans and budgets in the three countries.

Holvoet, Inberg and Sekirime (2011) agree that while Uganda has made impressive progress in increasing access to primary education, the quality of education is still poor despite a monitoring and evaluation system being in place. This was demonstrated by the limited increment in the number of pupils passing their primary leaving exams, the low percentage of pupils attaining the minimum competencies in English literacy and numeracy and the low survival rate to grade 5. In Kenya, three types of reforms were introduced to operationalize results-based monitoring and evaluation in the public sector. These included performance contracts, service delivery charters and the Rapid Results Initiatives (Muthaura, 2010).

From the imported nature of results-based monitoring and evaluation challenges, as mentioned above, to the proposal for an incremental approach as well local ownership of M&E systems and availability of resources and skills assessment, it is not cleared whether the lack of these effective mechanisms have any direct link to the impact or effect RBM&E has on service delivery.

2.3 Results-based M&E and Primary to Secondary Transition Rates

The transition rates from primary to secondary school level in worldwide education indicate that eighty five percent (85%) of last grade learners in primary school get to attend secondary school. The lowest education transition rates regions are West and Central Africa (52%). This indicates that statistics of transition rates are highest in industrialized countries (98%) and Eastern Europe (96%) (UNESCO, 2011). Challenges of low education transition rate from the primary level to secondary school level are in Africa. This can be ascribed to numerous factors essentially among them lack of programmes that are sustainable to ensure smooth transition to secondary schools (Omuga, 2010). Possing as a great challenge to African governments is the ability to finance education programmes. This leaves financing education programmes, especially for the post-primary education programmes, to the household and the communities. Households are faced with a risky situation whereby they have to do a balancing between the decision to pay for education of the learners or meet the daily survival needs and sustenance considering the fact that most of Africa's population lives on less than a dollar per day (Matayos, 2010).

One of the factors constraining primary to secondary transition rates in Kenya according to Kinyanjui (2007) is the lack of match between the growths in the number of secondary schools to that of primary schools. In 2003, there were 18,081 primary schools compared to 3,661 and 641 public and private secondary schools respectively. This has limited the struggle in government efforts to achieve the education for all goal. Implementation of performance contract can change this situation by improving performance of government agencies responsible for ensuring increased secondary schools. A study by Mburugu (2005) has shown that performance contracting has enabled many countries register performance improvement successes of their state corporations and local governments. The study demonstrated that the gains of efficiency made by local governments that had adopted performance contracts to the fullest from the initial

point exceeded those that delayed in adapting performance contracting. In conclusion, he stated that performance contracting efficiently contributes to improvement in service delivery.

The mismatch between primary and secondary school facilities could be due to lack of government responding to needs of its citizens or the citizens not being vocal to demand services as they should. According to Kiragu (2005), the government of Kenya realized that its customers deserve an equal amount of value for the taxes they pay, and that they have courtesy, consultation and information rights as well as opportunities that allow them to express their views relating to services offered by government agencies to them. In this light, the government launched the public service reform programme with the overarching aim of infusing good governance, enhancing effective resource utilization and ultimately, improving service delivery. Service charters were a key tool in this endeavor. The government's main intention in developing service charter was to communicate in a clear way to both the service providers and the service consumers the services available and how to deliver or access them.

The primary to secondary transition rates should increase particularly because of the implementation of a tool of results-based monitoring and evaluation such as Rapid Results Initiatives. An observation by Obongo (2008) pointed out that since 2003 three kinds of RRI initiatives moving from being a "mere tool for generating results within 100 days" to that effective tool for public service transformation; from a results-based process orientated culture of management. These three kinds of RRI included the establishment of public service values and the provision of a mechanism that supported the achievement of Economic Recovery Strategy (ERS), the attainment of Millennium Development Goals (MDGs) and the Vision 2030. These three constitute Kenya's flagship strategy for the renewal of the public service.

2.4 Results-based M&E and Secondary to University Transition Rates

Madgar, McKinley et al. (2010) conducted a study "stumbling blocks" and "stepping stones", in New Zealand which pointed out it will require more than simply generating credits and cashing these in for postsecondary programme entry. A number of factors were identified that negatively affect secondary school to university transition. Pre-transition, post transition and enduring characteristics are what these factors are characterized by (Madgar, McKinley et al. 2010). Factors leading up to the transition of these pre-transition include developing academic goals that

are clear, the realistic growth expectations, a family environment that is secure characterized preferably by high family aspirations, and the planning early and the selection of sound coherent set of subjects that are related to the intended postsecondary destination. A vigorous academic growth leading preparation of independent study skills was also realized to be important.

In Australia, Lamb, Long *et al.* (2004) established a disparity between school leavers and transition to higher education. They attributed this disparity to socio-economic status of students. Many students are not able to continue to higher education due to poverty, their social status or economic costs associated with higher education. The transition between secondary and tertiary education in the United States of America, is characterized by major gaps especially based on income (Kirst & Usdan, 2007). The picture in the USA on the overall of the gap between low-income and high-income students is constantly at 30% difference for the completion of high school, credential of high school, preparation for college, college enrolment and college persistence (Goldberger, 2007).

Secondary to university transition rates in Kenya could be attributed to lack of proper control systems management which provide adequate information intended for managers who are performing their jobs and able to assist the development of organizations ability to maintain viable patterns of behavior (CAPAM, 2005). Management control systems would have provided relevant managers with information to act in time before KCSE candidates lack positions in available public universities. This could be done by subjecting the relevant managers to performance contracts to ensure they perform their tasks and responsibilities as agreed with their employer.

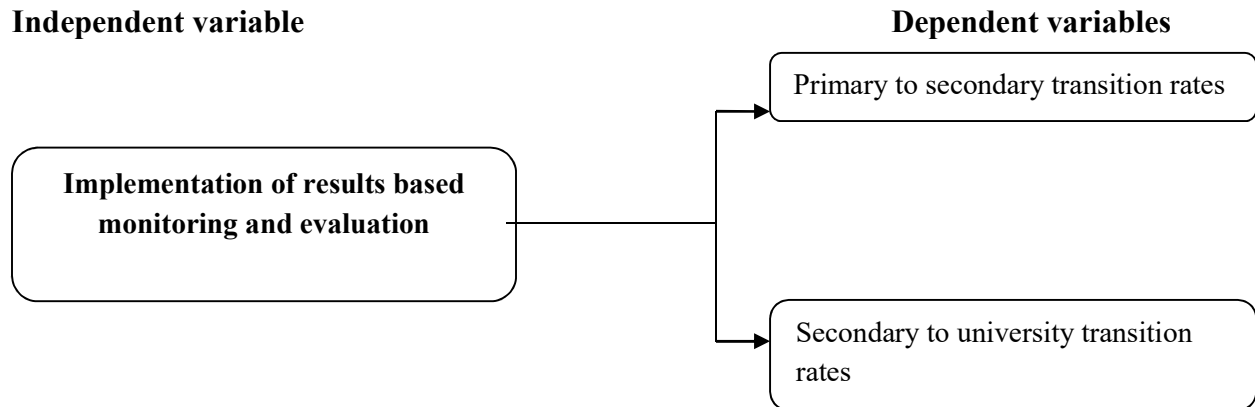
The relevant government agencies within the ministry to ensure secondary to university transition rates are high should follow the ministry's commitment as indicated in the Service Charter. However, the citizens also have a role to demand such government agencies to communicate what they are doing to fulfill their mandate. Otteng and Jagero (2014) investigated the function of the service charter as a communication tool for the users or consumers of immigration services. They established that a large majority of service seekers at the department do not know about the existence of a service charter in the ministry. Their study therefore

concluded that because the customers do not know the charter exists, few of them use it to demand services.

The Ministry can also implement RRIs to ensure quick availability of facilities to accommodate and admit more students in public universities. Brown *et al.* (2005) praised RRIs and contended that they are keys in the public sector and have the capacity to make the government fulfill ability to be responsible and responsive to the needs and rights of its citizens.

2.5 Conceptual Framework

Independent variable



In Kenya, results-based monitoring and evaluation system was operationalized by using three tools namely performance contracts, service delivery charters and Rapid Results Initiatives. Utilization of these tools is conceptualized as ways through which service delivery is improved. In this case, service delivery is measured using two indicators namely the primary to secondary transition rates and secondary to university transition rates. These two indicators are dependent on implementation of results based monitoring and evaluation which is the independent variable in this study. This is based on the assumption that the effective implementation of results based monitoring and evaluation results could positively influence primary to secondary and secondary to university transition rates.

CHAPTER THREE: METHODOLOGY

3.1 Introduction

This chapter discusses the research design, the study area and population, sampling techniques, data collection techniques and data analysis techniques.

3.2 Research Design

This study used a descriptive research design. Descriptive research design offers description of the phenomenon under investigation. This research design was considered appropriate for the study as it is recommended for ‘what’ and ‘how’ type of questions in research. It also allows the researcher to use both quantitative and qualitative research methods in the study.

3.3 Study Area and Population

This study was carried out in nine of 17 districts in Nairobi City County. The target population of this study was the head teachers in primary and secondary schools. There are 999 public primary schools and 68 county secondary schools in Nairobi City County. The target population was therefore 1067. The department of Education in the Ministry of Education, Science and Technology has six directorates, namely: Basic Education, Secondary & Tertiary Education, Adult & Continuing Education, Quality Assurance & Standards, Policy Partnerships & East African Community and Field & Other Services (Ministry of Education, Science and Technology Strategic Plan 2013-2017).

3.4 Sampling Techniques

Multi-stage sampling was used to select respondents for this study. This is a form of cluster sampling that involves dividing the population into groups (or clusters) then one or more clusters are chosen at random and everyone within the chosen cluster is sampled. Schools in Nairobi City County were grouped into 17 clusters based on the district they were located in. Nine (9) clusters or districts from 17 districts in Nairobi City County were selected for this study. Proportionate stratified random sampling was used to determine number of primary and secondary school heads sampled from each district or cluster. This means that the sample size of each cluster in this technique is proportionate to the population size of the cluster when viewed against the

entire population. This translates into each cluster having the same sampling fraction. Four key informants were drawn from the directorates in the Ministry using purposive sampling technique as they had information being sought by this study. The criterion used to select key informants was based on the directorates in the Ministry. The researcher selected heads of four critical directorates that are concerned with the implementation of results based monitoring and evaluation in the Ministry to be the key informants in this study. The sample size was therefore 108 respondents drawn from nine districts in Nairobi County as shown in Table 3.1.

Table 3. 1: Sampling Matrix

Category	Population (Schools)		Sample		Total sample
	Secondary Schools	Primary Schools	Secondary Schools	Primary Schools	
Makadara	9	26	3	11	14
Embakasi	6	20	3	8	11
Langata	5	14	2	6	8
Kasarani	10	25	4	10	14
Dagoretti	6	23	3	9	12
Kamukinji	6	17	3	7	10
Westlands	5	25	2	10	12
Njiru	11	19	4	8	12
Starehe	8	28	3	11	14
Total	66	197	28	80	108

3.5 Data Collection Techniques

Primary data were collected using a semi-structured questionnaire and key informant interviews. Questionnaires were administered by the researcher on the spot. The questionnaires were distributed to the primary and secondary school head teachers. This method was appropriate as it gave respondents an opportunity to seek clarifications from the researcher as they fill the questionnaire. Face-to-face interviews were conducted to collect data from key informants. Directorate heads from four directorates namely Basic Education, Secondary & Tertiary Education, Quality Assurance & Standards, and Policy Partnerships & East African Community, were the key informants interviewed in this study. Face-to-face method was used to interview the key informants. Documentary sources were reviewed to collect secondary data. These included

education sector report of 2013/2014, end-term evaluation report on the implementation of the First Medium Term Plan (2008-2012) of Kenya Vision 2030 and Implementation of the National Integrated Monitoring & Evaluation System (NIMES) 2015 report by the Ministry of Devolution and Planning. Other sources such as journals, books, statistical surveys and economic survey reports were also reviewed.

3.6 Data Analysis Techniques

Quantitative and qualitative data analysis methods were used to process collected data. Quantitative data collected were cleaned for completeness and coded. SPSS version 20 was used as an aid in analyzing quantitative data. Descriptive statistics were used to analyze quantitative data. These descriptive statistics included mean scores, frequencies and percentages. Results of quantitative data analysis were presented in tables and charts.

Qualitative data were subjected to content analysis. Open-ended responses were transcribed and categorized in accordance with the identified themes. These themes complemented quantitative data and helped the researcher in discussing the study findings as well as making conclusions in this study. Secondary data sources were also explored from multiple sources and were analyzed using content analysis as well.

CHAPTER FOUR: STUDY FINDINGS

4.1 Introduction

This chapter discusses the primary to secondary transition rates and secondary to university transition rates in relation to results-based monitoring and evaluation.

4.2 Response Rate

The researcher administered 108 questionnaire in 9 districts in Nairobi City County. This was done on the spot in the primary and secondary schools where head teachers were selected to take part in this study. The researcher also conducted interviews with directorate heads (key informants) of Basic Education, Secondary & Tertiary Education, Quality Assurance & Standards, and Policy Partnerships & East African Community in the Ministry of Education, Science and Technology.

4.3 Demographic Information

Demographic information of the respondents comprised of gender, age bracket, highest academic qualification, duration as a head teacher, and years working in the current school for both primary and secondary school head teachers as well as directorate heads from the Ministry.

4.3.1 Distribution of Respondents by Gender

Table 4. 1: Distribution of Respondents by Gender

Primary school head teachers	Frequency	Percent
Male	39	49.4
Female	40	50.6
Total	79	100.0
Secondary school head teachers	Frequency	Percent
Male	16	59.3
Female	11	40.7
Total	27	100.0
Directorate heads	Frequency	Percent
Male	2	50.0
Female	2	50.0
Total	4	100.0

The gender distribution of the respondents was almost equal for male and female 50.6% of the primary schools head teachers were female and 49.4% were male. The results show that the number of female primary schools head teachers is slightly higher than that of male primary schools head teachers in Nairobi City County. This trend is reversed in secondary schools where 59.3% of head teachers were male as compared to 40.7% female. The gender distribution of directorate heads was equal where 50% were male and 50% were female.

4.3.2 Distribution of Respondents by Age

Table 4. 2: Distribution of Respondents by Age

Primary school head teachers	Frequency	Percent
26-35 years	8	10.0
36-45 years	24	30.0
46-55 years	40	50.0
Above 55 years	8	10.0
Total	80	100.0
Secondary school head teachers	Frequency	Percent
36-45 years	11	40.7
46-55 years	15	55.6
Above 55 years	1	3.7
Total	27	100.0
Directorate Heads	Frequency	Percent
36-45 years	1	25.0
46-55 years	3	75.0
Total	4	100.0

Results in table 4.2 show that half of primary school head teachers (50%) were aged 46-55 years while 30% were aged 36-45 years. Only 10% of the primary schools head teachers were aged 26-35 years while another 10% were above 55 years of age. In secondary schools, majority of head teachers (55.6%) were aged 46-55 years while 40.7% were aged 36-45 years. The results also show that most of the directorate heads (75%) were aged 46 to 55 years while 25% were aged 36 to 45 years.

4.3.3 Distribution of Respondents by Academic Qualifications

Table 4. 3: Distribution of Respondents by Academic Qualifications

Primary school head teachers	Frequency	Percent
O level	1	1.3
Diploma	30	38.0
Graduate degree	37	46.8
Postgraduate	11	13.9
Total	79	100.0
Secondary school head teachers	Frequency	Percent
Diploma	1	3.7
Graduate degree	10	37.0
Postgraduate	16	59.3
Total	27	100.0
Directorate Heads	Frequency	Percent
Graduate	1	25.0
Postgraduate	3	75.0
Total	4	100.0

The results in table 4.3 above show that 46.8% of primary school head teachers have a graduate degree while 38% have a diploma qualification while 13.9% of the primary school head teachers have postgraduate academic qualification. About 59% of secondary school head teachers have postgraduate academic qualifications while 37% have a graduate degree while 3.7% of the secondary school heads are diploma holders. The results also show that most of the directorate heads (75%) had a postgraduate qualification while 25% were graduates.

4.3.4 Duration as a Head Teacher

Table 4. 4: Duration as a Head teacher

Primary school head teachers	Frequency	Percent
5 years and below	16	20.3
6-10 years	37	46.8
11-15 years	12	15.2
16-20 years	9	11.4
Above 20 years	5	6.3
Total	79	100.0
Secondary school head teachers	Frequency	Percent
5 years and below	8	29.6
6-10 years	10	37.0
11-15 years	4	14.8
16-20 years	3	11.1
Above 20 years	2	7.4
Total	27	100.0

The results in table 4.4 above show that 46.8% of primary school head teachers have worked in that position for six to ten years while 20.3% five years and below. Only 15.2% of the primary school head teachers indicated they have worked as head teachers for 11-15 years while 11.4% and 6.3% indicated 16-20 years and above 20 years respectively.

Table 4. 5: Duration as a Head Teacher in Current School

Primary school head teachers	Frequency	Percent
1 year and below	6	7.6
2-3 years	24	30.4
4-5 years	28	35.4
6-7 years	6	7.6
8-9 years	9	11.4
10 years and above	6	7.6
Total	79	100.0
Secondary school head teachers	Frequency	Percent
2-3 years	12	44.4
4-5 years	4	14.8
6-7 years	5	18.5
8-9 years	2	7.4
10 years and above	4	14.8
Total	27	100.0

The results in table 4.5 above show that 35.4% of primary school head teachers have worked in their current schools for four to five years while 30.4% two to three years. Only a few of primary

school head teachers had worked in their current schools for one year and below while 11.4% eight to nine years. The results show that 44.4% of secondary school head teachers had worked in their current schools for two to three years while 18.5% six to seven years. Only 7.4% of secondary school head teachers had worked in their current schools for eight to nine years while those who had worked in their current schools for four to five years and 10 years and above were 14.8% each. These results show that primary and secondary school heads had worked in their respective schools long enough to be in a position to provide information needed for this study.

4.4 Primary to Secondary Transition Rates

Table 4. 6: Primary to Secondary Transition Rates

KCPE	2008	2009	2010	2011	2012	2013	2014
50 and below	14.8	11.1	11.1	17.2	14.3	13.8	10
51-100	29.6	33.3	29.6	20.7	21.4	20.7	23.3
101-150	37	37	25.9	24.1	21.4	17.2	16.7
151 and above	18.5	18.5	33.3	37.9	42.9	48.3	50
Total	100	100	100	100	100	100	100
Joined Secondary School	2008	2009	2010	2011	2012	2013	2014
50 and below	47.6	23.8	14.3	22.7	22.7	13.6	13.6
51-100	33.3	57.1	57.1	50	36.4	36.4	36.4
101-150	14.3	14.3	23.8	13.6	18.2	27.3	22.7
151 and above	4.8	4.8	4.8	13.6	22.7	22.7	27.3
Total	100	100	100	100	100	100	100

The results in table 4.6 above show that distribution of pupils who sat for their KCPE was skewed towards 50-150 while the distribution of pupils joining secondary schools was skewed towards 50 and below to 100. This shows that the high number of pupils in primary schools is not absorbed by secondary schools after sitting for their KCPE examination. These findings are confirmed by Education for All report submitted by the Ministry of Education, Science and Technology to UNESCO (UNESCO, 2011). The report indicated that the transition rate from primary to secondary school increased from 66.9% in 2009 to 76.6% in 2012, which means that transition rates from primary to secondary schools had only improved by 9.7% after three years.

Most of the cited explanations for transition rates from primary schools to secondary schools were affordability of fees in secondary schools, economic status of parents or guardians, pupils' performance or grades, community attitude, increasing number of enrollment and dropouts.

4.5 Secondary to University Transition Rates

Table 4. 7: Secondary to University Transition Rates

KCSE	2008	2009	2010	2011	2012	2013	2014	
50 and below	9.1	9.1	9.1	9.1	9.1	9.1	9.1	
51-100	54.5	27.3	27.3	18.2	9.1	9.1	9.1	
101-150	18.2	45.5	36.4	45.5	36.4	18.2	18.2	
151 and above	18.2	18.2	27.3	27.3	45.5	63.6	63.6	
Total	100	100	100	100	100	100	100	
Average	25	25.025	25.025	25.025	25.025	25	25	25.0
Joined University	2008	2009	2010	2011	2012	2013	2014	
50 and below	80	80	80	81.8	80	72.7	80	
51-100	0	0	0	0	0	9.1	0	
101-150	20	20	10	9.1	10	9.1	0	
151 and above	0	0	10	9.1	10	9.1	20	
Total	100	100	100	100	100	100	100	
Average	50	25	25	25	25	25	33.3	29.8

The respondents were asked to indicate number of students who sat for KCSE in their schools. They were also asked to indicate the number of students who joined university from their schools. The results in table 4.7 above show that the number of students who sat for their KCSE in 2008-2014 was negatively skewed towards 150-51 while the number of those joining university was negatively skewed towards 50 and below. This shows that about 70.2% of students who sat for their KCSE in 200-2014 did not join university. These findings are collaborated by Education for All report submitted by the Ministry of Education, Science and Technology to UNESCO which documented that about 70% of students from secondary schools do not join universities and are the target of TIVET (Technical Industrial Vocational and Entrepreneurship Training).

Explanations given for transition rates from secondary schools to university were almost similar to those for transition rates from primary to secondary schools. The respondents also cited

economic status of parent or family background, KCSE performance, tuition fees, limitation of university slots, size of classes and students-teacher ratio.

Desired transition rates have not been achieved both in primary to secondary and secondary to university. These findings confirmed UNESCO (2011) observation that Eastern and Central African region are characterized by low transition rates. However, Kenya has a better transition rate than the 52% cited by UNESCO. These observations illustrate that as Omuga (2010) argued lack of sustainable programs to ensure transition.

For the reasons that prevented some pupils who sat for KCPE in 2008-2014 from joining secondary schools, respondents cited small number of secondary schools, student performance and lack of school fees due to poverty. In secondary schools, respondents indicated that admission of students with low marks, lack of school fees, performance, high cut off points and small number of university slots as preventing students who sat for their KCSE in 2008-2014 from joining university.

Poverty as well as the economic status of families, parents or guardians has been shown to have an impact on transition rates. This is in agreement with Matayos (2010) who attributed low transition rates to affordability of fees in secondary schools, economic status of parents or guardians. However, other factors such as pupils' performance or grades, community attitude, increasing number of enrollment and dropouts, size of classes and student-teacher ratio have been shown to influence transition rates. The observations are congruent with those by Madgar, McKinley et al. (2010) who found that there were many factors that acted as stumbling blocks to transition in New Zealand. The number of secondary schools is also small as compared to the number of students who complete school hence limiting transition. This partly agrees with observation by Kinyanjui (2007) that lack of match between number of primary schools and secondary schools has limited transition. Limitation of university slots and socio-economic status were found to also cause a disparity in higher education transition an observation that is in agreement with Lamb, Long *et al.* (2004) who observed the same in Australia. The higher education transition was found also to rely on regions where some had high transition rates than others. This disparity could be attributed to the background information of the community in these regions. Similar observations were documented by Kirst and Usdan (2007) as well as

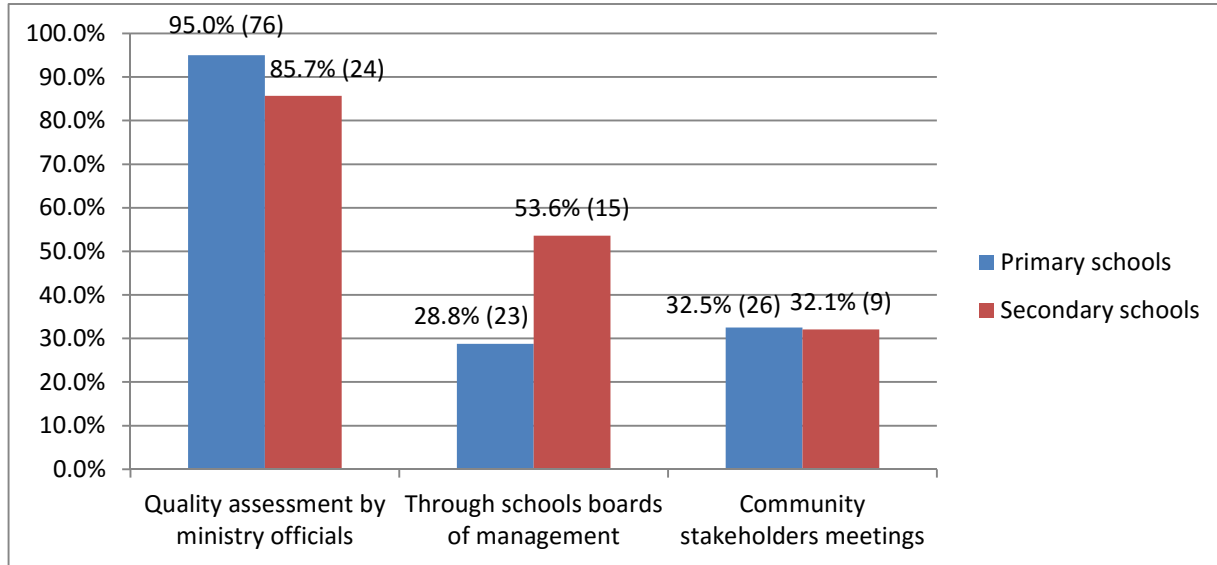
Goldberger (2007) in the United States of America. Transition rate can therefore be said to be a multifaceted phenomenon that is influenced by a complex dynamic of issues that influence the education sector.

On how the schools helped address some of the challenges pupils may face in transitioning from primary to secondary schools, some respondents indicated that they have put efforts towards improving pupils' performance, supporting them through sponsors, liaising with donors and Constituency Development Fund (CDF). The respondents also indicated that they help their students to locate bursaries, offer advice to parents, guidance and counseling to pupils and fundraising. The secondary school head teachers indicated that to help address some of the challenges students may face in transitioning from secondary schools to university they have put in place a number of measures. They include cultivating positive attitude, employing Parents Teachers Association (PTA) teachers for extra tuition to students as well as guidance and counseling. The respondents also indicated that they have made efforts of improving teaching standards, sourcing for sponsors, reducing dropout rate and creating a suitable environment for learning. Some respondents indicated that they have partnered with CDF and parents to organize for bursaries and fund raising through 'harambees'. The respondents also indicated that they have raised entry marks for students joining form one so that these students can also perform well to join university.

4.5 Results-Based Monitoring and Evaluation System

4.5.1 Measures used to Monitor and Evaluate Education Service Delivery in Schools

Figure 4. 1: Monitoring and Evaluating of Education Service Delivery



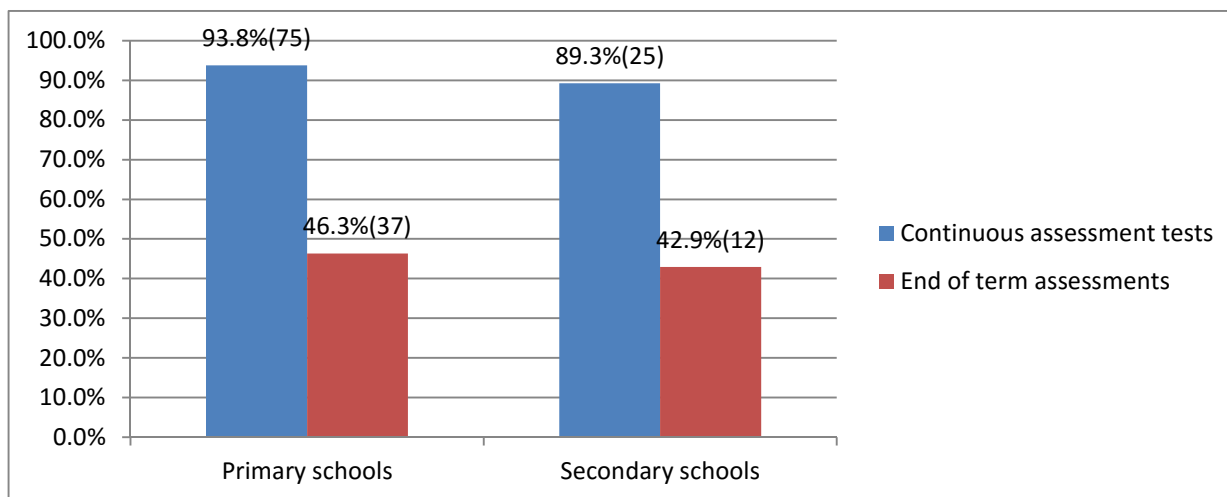
The respondents were asked to indicate the measures used to monitor and evaluate education service delivery in schools. The results show that quality assessment by ministry officials was used to monitor and evaluate education service delivery in schools (95% of primary school heads and 85.7% of secondary school heads). School boards of management are also used to monitor and evaluate education service delivery in secondary schools (53.6%). Only 32.5% and 32.1% of the respondents indicated that community stakeholders meetings are used to monitor and evaluate education service delivery in primary and secondary schools respectively. These results are summarized in figure 4.1 above.

Other measures used to monitor and evaluate education service delivery in schools cited by the respondents included internal quality and standards team, internal assessments tools such as continuous assessment tests and exams, school administration, school to school networking, staff paid committees and teacher based assessments.

Service delivery in education is critical and has to be measured. In this study, it was measured through monitoring and evaluation as well as undertaking customer satisfaction surveys conducted annually. Measures to monitor and evaluate service delivery in education also include

performance contracting, assessments of learning outcomes, developed policies, audit reports, performance appraisals, mid-year evaluation reports, end of year evaluation reports, quality index for rating schools, child friendly monitoring tool, school meriting tool and co-curricular monitoring tool. The findings agree with Pazvakavambwa and Steyn (2014) who argued that M&E bring about the necessary changes in the outcomes that will reach development objectives while, simultaneously, ensuring that the system is organizationally and functionally sustainable.

Figure 4. 2: Monitoring and Evaluating Learning Outcomes



The respondents were asked to indicate how they monitor and evaluate learning outcomes in their schools. The results show that 93.8% of primary school heads indicated that they use continuous assessment tests while 46.3% of the primary school heads indicated that they use end of term assessments to monitor and evaluate learning outcomes in their schools. The results also show that 89.3% of secondary school heads indicated that they use continuous assessment tests while 42.9% of the secondary school heads indicated that they use end of term assessments to monitor and evaluate learning outcomes in their schools.

KI1, one of the key informants indicated that they measure service delivery in education through monitoring and evaluation as well as undertaking customer satisfaction surveys conducted annually. The key informant explained that feedback obtained helps the Ministry to improve in its service delivery. KI2, another key informant indicated that her department is more concerned with delivery of the curriculum hence they carry out standards assessments of basic education

institutions. According to KI2, field officers give monthly school assessment returns. Asked how the Ministry measure service delivery in education, KI3 one of the key informants observed that this is done through disbursement of funds to public secondary schools and other grants as well as coordinate diploma teacher education. According to KI3, the ministry also advises on issues of school management, conduct form one selection and admission. KI4, another key informant indicated that the Ministry transfer funds three times in a year and make a follow up.

Key informants were also asked whether they have measures to monitor and evaluate service delivery in education. They indicated that they have measures. KI1 outlined these measures as performance contracting which comprises of set targets that are externally evaluated every year, key targets for improving primary transition rates and improve enrollment, measure learning outcomes that have been realized, developing policies (such as ECD, gender, HIV) and Memorandum of Understanding (MOUs) signed with partners. She also explicated that the Ministry is ISO certified so procedures are followed and audits are done by certifying body annually. KI2 indicated that monitor and evaluate service delivery in education include performance appraisal (which seeks to establish whether the staffs have met their targets for the year or not), mid-year evaluation and end of year evaluation. KI2 also explained that for the department there is performance contract which have targets, objectives that are quantifiable and have timelines. Other measures used to monitor and evaluate service delivery in education according to KI2 include quality index for rating schools, child friendly monitoring tool, school meriting tool and co-curricular monitoring tool. KI3 added measures to monitor and evaluate service delivery in education by including work plans (which are derived from performance contract) to guide working throughout the year, staff appraisal (where staff discusses with their supervisors to set targets) and a service charter. KI4 indicated that the Ministry does a spot check/ inspection as another way of evaluation, annual audits cumulatively and ministry follow up to ensure money have been spent as appropriate.

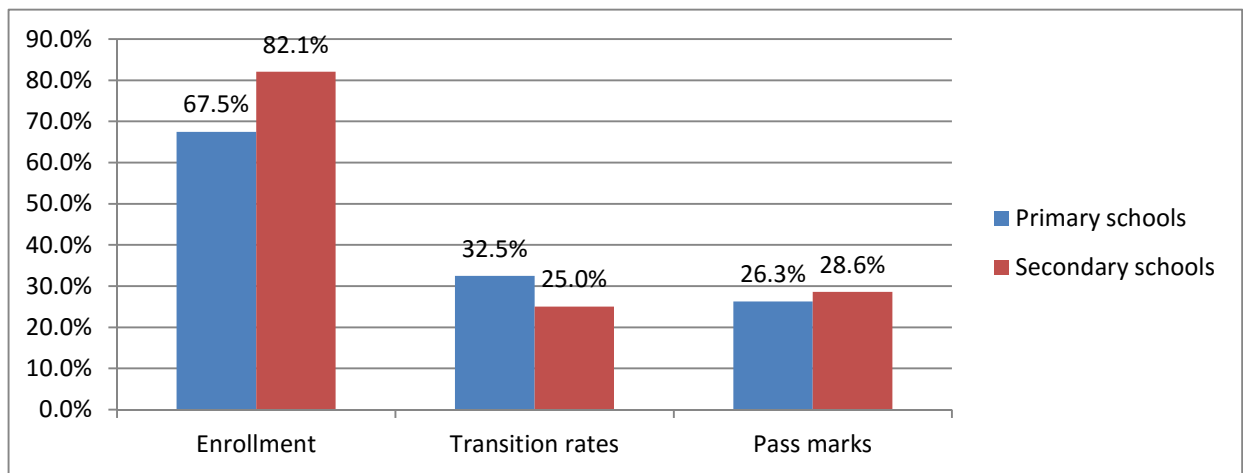
4.5.2 Targets set by the Ministry implemented by the Schools

Table 4. 8: Targets by Ministry Implemented at School

Primary schools	Frequency	Percent
Yes	54	87.1
No	8	12.9
Total	62	100.0
Secondary schools	Frequency	Percent
Yes	13	92.9
No	1	7.1
Total	14	100.0

The respondents were asked to indicate whether there are targets set by the ministry implemented by the schools. Majority of the primary school head teachers (87.1%) indicated yes while 12.9% indicated no. Similar results were found in secondary schools where majority of the school heads (92.9%) indicated yes while only 7.1% indicated no. These results are shown in table 4.8 above.

Figure 4. 3: Areas that the Ministry set Targets



The respondents were asked to indicate in which areas that the Ministry set targets to be implemented at schools. The results in figure 4.3 above show that 67.5% of the primary school heads indicated enrollment while 32.5% and 26.3% indicated transition and pass marks

respectively. The results also show that 82.1% of the secondary school heads indicated enrollment while 25% and 28.6% indicated transition rates and pass marks. The fact that the Ministry set targets to be implemented at schools in enrollment, transition and pass marks confirms observations by JICA (2008) that these elements entails the core strategic components of education sector in Kenya.

4.5.3 Stakeholders as Customers

The respondents were asked to indicate who their customers are. The primary school heads cited children, parents, neighboring community, suppliers, teaching and non-teaching staff as well as other stakeholders in education such as churches and civil society organizations. The secondary school heads cited builders, contractors, suppliers, parents, students, PTA, community, visitors and other stakeholders as their customers.

Asked to describe the relationship with their customers, some primary school heads described it as average, fair, cordial, satisfactory, friendly and formal. Others described it as complicated and challenging. A few described it as good, very good and well-functioning. Similarly, some secondary school heads described relationship with their customers as cordial, good and very good. Others describe it as formal, professional and satisfactory.

The researcher wanted to know the methods used to communicate services and mandate to customers. Some primary school heads cited announcements during church sessions, advertising, letters, annual general meetings, announcements in the assemblies, notice boards, memos, staff meetings, making calls or using short messaging service. Others indicated that they communicate through newsletters, radio, newspaper and word of mouth. A few indicated that they use social media. Similar methods were used by secondary school head teachers to communicate to their customers.

Table 4. 9: Assess Satisfaction of Customers

Primary school	Frequency	Percent
Yes	63	88.7
No	8	11.3
Total	71	100.0

Secondary school	Frequency	Percent
Yes	22	88.0
No	3	12.0
Total	25	100.0

The respondents were asked whether they assess satisfaction of their customers. The results in table 4.9 above show that majority of the primary school head teachers (88.7%) indicated that they assess satisfaction of their customers while 11.3% indicated that they do not. The results also show that 88% of secondary school head teachers indicated that they assess satisfaction of their customers while 12% do not.

The researcher sought to know how satisfaction of customers is assessed. Some of the primary school heads indicated that satisfaction of customers is assessed through feedback in suggestion boxes, class meetings, annual general meetings and response to meetings. A few indicated that it is assessed through compliments, dialogue, interviews and meetings attendance. The secondary school heads added that satisfaction of customers is also assessed in service delivery, levels of cooperation during projects and filling of questionnaires.

Just like Kiragu (2005), this study found that stakeholders in education at the primary and secondary schools level are treated as customers. Communication between those delivering services and consumers is critical as illustrated by Kiragu (2005). This seem to have been entrenched as various methods used to communicate services and mandate to customers are shown which included announcements during church sessions, advertising, letters, annual general meetings, announcements in the assemblies, notice boards, memos, staff meetings, making calls or using short messaging service. Feedback is important to assess satisfaction of customers or consumers of public services. In this study, this feedback was sought through suggestion boxes, class meetings, annual general meetings and response to meetings.

Table 4.10: Have a Reporting Mandate

Primary schools	Frequency	Percent
Yes	75	96.2
No	3	3.8
Total	78	100.0
Secondary schools	Frequency	Percent
Yes	26	100.0
No	0	0
Total	26	100.0

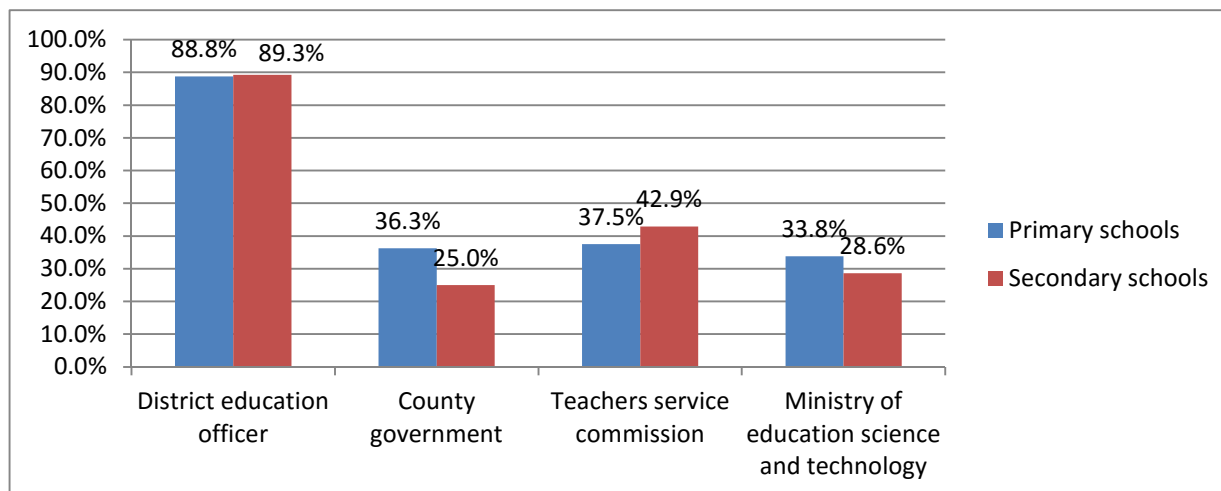
The researcher sought to know whether respondents have a reporting mandate. The results in table 4.10 above show that majority of the primary school head teachers (96.2%) indicated that they have a reporting mandate while 3.8% indicated that they do not have. All the secondary school head teachers (100%) indicated that they have a reporting mandate.

Table 4. 11: Frequency of Reporting

Primary schools	Frequency	Percent
Monthly	20	26.7
Quarterly	53	70.7
Yearly	1	1.3
Other	1	1.3
Total	75	100.0
Secondary schools	Frequency	Percent
Monthly	7	26.9
Quarterly	19	73.1
Total	26	100.0

The respondents were asked to indicate the frequency of reporting. The results in table 4.11 above show that majority of the primary school head teachers (70.7%) reported quarterly while 26.7% indicated that they reported monthly. Only 1.3% of the respondents indicated that they reported yearly. Majority of the secondary school head teachers indicated that they reported quarterly while 26.9% indicated that they reported monthly.

Figure 4. 4: Reporting Authority



The respondents were asked to indicate to whom they reported to. The results show that majority of the primary school head teachers (88.8%) and secondary school heads (89.3%) indicated that they reported to district education officer. The results also show that 36.3% of primary school heads and 25% of secondary school heads indicated they report to county government while 37.5% of primary school heads and 42.9% of the secondary school heads indicated that they report to Teachers Service Commission (TSC). The results show that 33.8% of primary school heads and 28.6% indicated that they report to the ministry of education science and technology.

4.5.4 Rapid Results Initiative in Schools

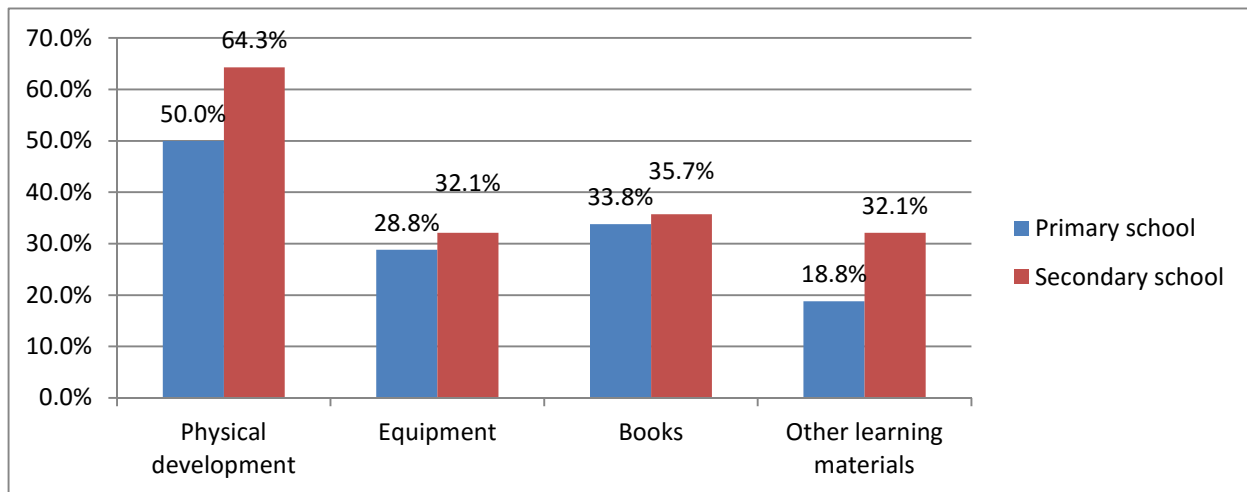
Table 4. 12: Have a Rapid Results Initiative in Schools

Primary schools	Frequency	Percent
Yes	71	91.0
No	7	9.0
Total	78	100.0
Secondary schools	Frequency	Percent
Yes	23	92.0
No	2	8.0
Total	25	100.0

The respondents were asked to indicate whether they have rapid results initiatives in their school. The results in table 4.12 above majority of the respondents (91% of primary school heads and 92% of secondary school heads) had rapid results initiatives in their schools while 9% and 8% of

primary and secondary school heads respectively indicated that they did not have rapid results initiatives in their schools.

Figure 4. 5: Activities or Projects that are under RRI in Schools



The respondents were asked to indicate the activities or projects that are under RRI in their schools. Half of the primary school head teachers (50%) indicated that activities or projects that are under RRI in their schools are physical development while 28.8% indicated equipment. Majority of the secondary school heads (64.3%) indicated that activities or projects that are under RRI in their schools are physical development while 32.1% indicated equipment. The results also show that 33.8% and 35.7% of primary and secondary school heads respectively indicated that activities or projects that are under RRI in their schools are books while 18.8% and 32.1% of primary and secondary school heads indicated other learning materials. These results are summarized in figure 4.5 above.

Schools have Rapid Results Initiatives as robust tools for transforming the public service from process orientation to results based management culture described by Obongo (2008). The activities or projects under RRIs included physical development, equipment, books and other learning materials. There are many tools used in monitoring and evaluating service delivery in education. Reform tools suggested by Muthaura (2010) including performance contracts, service charters and Rapid Results Initiatives. Work plans which were derived from performance contract and a service charter were used as measures to monitor and evaluate service delivery in

education. Monitoring and evaluation reports and their implementation have positively impacted service delivery in education hence a positive role in transition rates. These results are in agreement with Brown et al. (2005) who perceive RRI as an important public sector tool and Otteng and Jagero (2014) who emphasized on importance of a service charter especially in communication of public sector services to its consumers. However, monitoring and evaluation system in education has a weakness in that recommendations are made but are not acted upon due to lack of follow up or what was described as difficulty in implementation.

4.5.5 Rating of Service Delivery in Schools

Table 4. 13: Rating of Service Delivery in Schools

Primary schools	Frequency	Percent
Very poor	1	1.3
Moderate	19	24.7
Good	46	59.7
Very good	11	14.3
Total	77	100.0
Secondary schools	Frequency	Percent
Moderate	5	18.5
Good	19	70.4
Very good	3	11.1
Total	27	100.0

The respondents were asked to indicate how they would rate service delivery in their schools. Majority of the respondents (59.7% of primary school heads and 70.4% of secondary school heads) rated service delivery in their schools as good. Only 24.7% of primary school heads and 18.5% of secondary school heads rated service delivery in their schools as moderate while 14.3% and 11.1% of primary and secondary school heads respectively rated service delivery in their schools as very good. These results are shown in table 4.13 above.

The key informants were requested to describe the effectiveness of monitoring and evaluation system in education. KI1 described it as weak. She said “systems are not very strong as recommendations are made but are not acted upon due to lack of follow up”. KI1 elaborated that M&E findings still help policy formulation but are not the only source as other sources also come in. these sources according to KI1 include needs assessment reports and blue prints such as

Vision 2030 and the constitution which inform policies. KI3 described implementation of recommendations as difficulty. KI4 argued that M&E inform receipt of resources and impact of the resources in schools. The feedback from M&E also helps make adjustments.

The researcher sought to know from the key informants whether monitoring and evaluation system in education influenced primary to secondary school transition rates. KI1 responded to the affirmative and indicated that the aim is to have 100% transition. She explained that M&E has helped to monitor infrastructure and helps get capacity of secondary schools to facilitate transition. She also observed that M&E has helped efforts towards ensuring that every child is placed. According to KI3, monitoring and evaluation system in education has enabled discovery of bottlenecks to transition rates. According to KI4, monitoring and evaluation has ensured that funds are put in proper use since there is follow up hence improved service delivery that raises performance in schools. Good performance will lead to high transition. KI4 however observed that funds are not the only factor influencing transition rates. He added that some students may not transition because they could be having other talents.

The researcher also sought to know from the key informants how monitoring and evaluation system in education has influenced secondary to university transition rates. KI1 indicated that monitoring and evaluation has not only influenced transition to university but also to other tertiary institutions. She noted that it has led to change of curriculum based on development needs.

KI1 attributed monitoring and evaluation to the realization that there is a financing challenge but quipped that Higher Education Loans Board (HELB) comes in to help students. She further explained that the government informed by lessons learnt in monitoring and evaluation reports has encouraged establishment of more universities and Technical Industrial Vocational and Entrepreneurship Training (TIVET) to absorb students who sat for their KCSE. KI1 indicated that although transition from secondary to university is low, it varies with region. Some regions have a high transition rate than others based on many factors that come into play. Some students may decide to get work or start family after their KCSE hence low transition to university or other tertiary institutions. KI3 added that deliberate measures have been put in place and gave an example of cut off points that have been lowered for girls to ensure they have transitioned as

well as diversifying to have many universities and other tertiary institutions in various parts of the country.

The key informants were asked whether monitoring and evaluation reports and their implementation have any impact on service delivery. KI1, one of the key informants indicated that to a certain extent monitoring and evaluation reports and their implementation have an impact on service delivery. She explained that if reports are acted upon and recommendations implemented, they would improve service delivery. She further argued that M&E reports help make informed decisions based on facts. She said “we just completed M&E for NESP and this will inform interventions needed, identify gaps, challenges and learn lessons to improve the policy”. KI1 also added that M&E reports enable collaboration and linkage with international partners hence their implementation should be intensified. KI3 observed that monitoring and evaluation reports inform decision making and policy changes. He said, “...for instance changes in the Kenya National Examinations Council are based on M&E reports”. According to KI4, M&E report may indicate impropriety of resources or vice versa. He also noted that the reports will highlight areas needing resource allocation for the Ministry to act accordingly.

The service delivery as shown in this study seems to agree with Shah (2005) who described it as meeting of public needs. In the context of education, quality assessment by ministry officials, schools boards of management and community stakeholders meetings were used to monitor and evaluate education service delivery. At the school level, continuous assessment tests and end of term assessments are used to monitor and evaluate learning outcomes.

4.6 Chapter Summary

This chapter has presented the study findings. It covered the primary to secondary transition rates as well as secondary to university transition rates in the context of implementation of results-based monitoring and evaluation. These entailed measures used to monitor and evaluate education service delivery in schools, targets set by the Ministry to be implemented in schools, stakeholders as customers and rapid results initiative. The chapter ends with a presentation of study findings on rating of service delivery.

CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter covers the summary, conclusions and recommendations of the study as well as suggestions for further studies.

5.2 Summary of Key Findings

The study reveals that the desired transition rates have not been achieved both in primary to secondary and secondary to university. This has been attributed to affordability of fees in secondary schools, economic status of parents or guardians, pupils' performance or grades, community attitude, increasing number of enrollment and dropouts, tuition fees, limitation of university slots, size of classes and student-teacher ratio.

The study reveals that quality assessment by ministry officials, school boards of management and community stakeholder meetings are used to monitor and evaluate education service delivery. Others include internal quality and standards team, internal assessment tools such as continuous assessment tests and exams, school administration, school to school networking and teacher based assessments. The study established that continuous assessment tests and end of term assessments are used to monitor and evaluate learning outcomes in schools.

The results have shown that the Ministry set targets to be implemented at schools in enrollment transition and pass marks. The findings show that primary and secondary schools have many customers and the relationship with their customers is average, fair, cordial, satisfactory, friendly and formal. The study also revealed that the methods used to communicate services and mandate to customers include announcements during church sessions, advertising, letters, annual general meetings, announcements in the assemblies, notice boards, memos, staff meetings, making calls or using short messaging service. The study also revealed that the respondents assess satisfaction of their customers through feedback in suggestion boxes, class meetings, annual general meetings and response to meetings. They also have a reporting mandate where they report quarterly to district education officers.

The findings established that schools have rapid results initiatives and the activities or projects that are under RRI included physical development, equipment, books and other learning materials. The study revealed that service delivery in schools was rated as good. Service delivery in education is measured through monitoring and evaluation as well as undertaking customer satisfaction surveys conducted annually. The results also show that standards assessments of basic education institutions are conducted. The Ministry transfers funds three times in a year and make a follow up. Measures to monitor and evaluate service delivery in education were found to include performance contracting, assessments of learning outcomes, developed policies, audit reports, performance appraisals, mid-year evaluation reports, end of year evaluation reports, quality index for rating schools, child friendly monitoring tool, school meriting tool and co-curricular monitoring tool. Work plans and a service charter were also used as measures to monitor and evaluate service delivery in education. Monitoring and evaluation system in education was found to have a weakness in that recommendations are made but are not acted upon due to lack of follow up or what was described as difficulty in implementation. The results of this study revealed that monitoring and evaluation has played a positive role in transition rates. In general, the study revealed that monitoring and evaluation reports and their implementation have positively impacted service delivery in education.

5.3 Conclusions

This study was carried out to interrogate the impact of implementation of results-based monitoring and evaluation on service delivery and the extent to which the implementation of results-based monitoring and evaluation impacted transition rates from primary to secondary and secondary to university. This study concludes that the implementation of results-based monitoring and evaluation positively impacted primary to secondary transition rates. It is also evident that the implementation of results-based monitoring and evaluation has a positive impact on secondary to university transition rates. But the transition rate is a dynamic and complex phenomenon that does not only depend of results-based monitoring and evaluation but also other important factors affecting education service delivery. There are weaknesses in results-based monitoring and evaluation system such as the adequate implementation of recommendations of monitoring and evaluation reports which affects service delivery. There is also lack of follow up

for their implementation by the Ministry as there exist many stakeholders in education service delivery. This could render results-based monitoring and evaluation system ineffective. An ineffective results-based monitoring and evaluation system will not help in improving service delivery hence no impact on service delivery in education measures such as transition rates.

5.4 Recommendations of the Study

This study recommends that stakeholders in education sector should examine service delivery in a holistic manner rather than using isolated components. This is because service delivery elements in education sector are interrelated. Although transition rate is an important service delivery indicator in education sector, it was not influenced by results-based monitoring and evaluation system alone. There were other factors that have a significant impact on transition rate. Hence, it is important for the stakeholders to consider all the factors involved and design targets that contribute to the achievements of education goals.

This study recommends that the Ministry of Education, Science and Technology should ensure that results-based monitoring and evaluation reports are implemented. There is, therefore, need for follow up by the Ministry officials to ensure that these reports are implemented. This will make the results-based monitoring and evaluation system to be more effective. This study also recommends that the government through NIMES should evaluate the results-based monitoring and evaluation system in education sector as often as possible to address its weaknesses.

5.5 Suggestions for Further Studies

This study recommends that further studies should be conducted to investigate the influence of results-based monitoring and evaluation system on resource utilization, enrollment and learning outcomes. Further studies should be done to separately capture the perspectives of service providers and consumers in the education sector on the role of results-based monitoring and evaluation system in service delivery. Future scholars should develop a framework for development and operationalization of different reform tools to ensure that they align with results-based monitoring and evaluation system in education sector.

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APPENDICES

Appendix I: Letter of Research Authorization



NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY AND INNOVATION

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Ref. No.

Date:

NACOSTI/P/16/42535/11685

3rd June, 2016

Mamuna M. Kamara
University of Nairobi
P.O. Box 30197-00100
NAIROBI.

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on *“Impact of the implementation of results based Monitoring and Evaluation and service delivery in Kenyas public service, case of the ministry of education science and technology 2008 to 2014,”* I am pleased to inform you that you have been authorized to undertake research in Nairobi County for the period ending **3rd June, 2017.**

You are advised to report to the **Principal Secretary, State Department of Education, Ministry of Education, Science and Technology, the County Commissioner and the County Director of Education, Nairobi County** before embarking on the research project.

On completion of the research, you are expected to submit **two hard copies and one soft copy in pdf** of the research report/thesis to our office.


BONIFACE WANYAMA
FOR: DIRECTOR-GENERAL/CEO

Copy to:

The Principal Secretary
State Department of Education
Ministry of Education, Science and Technology.

Appendix II: Head teachers in Primary Schools

Instructions

Kindly write, tick or mark in the spaces provided in this questionnaire as appropriate.

Section A: Background Information

1. Gender

Male [] Female []

2. What is your age bracket?

Below 25 years []

26-35 years []

36-45 years []

46-55 years []

Above 55 years []

3. What is your highest academic qualification?

O level []

Certificate []

Diploma []

Graduate Degree []

Postgraduate []

Other (specify)

4. How many years have you been a head teacher?

5 years and below []

6-10 years []

11-15 years []

16-20 years []

Above 20 years []

5. How many years have you been a head teacher in your current school?

1 year and below []

2-3 years []

4-5 years []

6-7 years []

8-9 years []

10 years and above []

Section B: Primary to Secondary Transition

6. How many pupils sat for their KCPE exams in 2008-2014?

Year	2008	2009	2010	2011	2012	2013	2014
Pupils							

7. How many of the pupils who sat for their KCPE exams in 2008-2014 in this school joined secondary schools for each year?

Year	2008	2009	2010	2011	2012	2013	2014
Pupils							

8. What explains the rate of transition from primary to secondary school?

.....
.....

9. What are the reasons that prevented some of the pupils who sat for their KCPE exams in 2008-2014 to join secondary schools?

.....
.....

10. How has the school helped address some of the challenges pupils may face in transitioning from primary to secondary schools?

.....
.....

Section C: Results-Based Monitoring and Evaluation System

11. What are the measures used to monitor and evaluate education service delivery in your school?

Quality Assessment by ministry officials []

Through schools Boards of management []

Community stakeholders meetings (PTA) []

Any other not listed (Specify)

12. How do you monitor and Evaluate learning outcomes in your school?

Continuous Assessment Tests []

End of terms Assessments []

Any other methods (specify)

13. Are there targets set by the Ministry that you implement at your school?

Yes [] No []

14. If yes, in which areas?

Enrollment []

Transition rates []

Pass marks []

Any other (Specify)

15. Who are your customers?

.....
.....

16. How would you describe relationship with your customers?

.....
.....

17. What methods do you use to communicate your services/mandate to your customers?

.....
.....

18. Do you assess satisfaction of your customers?

Yes [] No []

19. How do you assess the satisfaction of your customers?

.....
.....

20. Do you have a reporting mandate?

Yes [] No []

21. If yes, how often do you report

Monthly []

Quarterly []

Yearly []

Other (specify)

22. Who do you report to?

District Education Office []

County Government []

Teachers Service Commission []

Ministry of Education Science & Technology []

23. Do you have Rapid Results Initiatives in your school?

Yes [] No []

24. If yes, what are the activities or projects are under RRI in your school?

Physical development []

Equipment []

Books []

Other learning materials []

Others (specify)

25. How would you rate service delivery in your school?

Very poor []

Poor []

Moderate []

Good []

Very good []

Appendix III: Head teachers in Secondary Schools

Instructions

Kindly write, tick or mark in the spaces provided in this questionnaire as appropriate.

Section A: Background Information

1. Gender

Male [] Female []

2. What is your age bracket?

Below 25 years []

26-35 years []

36-45 years []

46-55 years []

Above 55 years []

3. What is your highest academic qualification?

O level []

Certificate []

Diploma []

Graduate Degree []

Postgraduate []

Other (specify)

4. How many years have you been a h/teacher, teacher or board member?

5 years and below []

6-10 years []

11-15 years []

16-20 years []

Above 20 years []

5. How many years have you been a h/teacher, teacher or board member in your current school?

1 year and below []

2-3 years []

4-5 years []

6-7 years []

8-9 years []

10 years and above []

Section B: Secondary to University Transition

6. How many students sat for their KCSE exams in 2008-2014?

Year	2008	2009	2010	2011	2012	2013	2014
Students							

7. How many of the students who sat for their KCSE exams in 2008-2014 in this school joined university for each year?

Year	2008	2009	2010	2011	2012	2013	2014
Students							

8. What explains the rate of transition from secondary to university?

.....

9. What are the reasons that prevented some of the pupils who sat for their KCSE exams in 2008-2014 to join university?

.....

10. How has the school helped address some of the challenges students may face in transitioning from secondary school to university?

.....
.....

Section C: Results-Based Monitoring and Evaluation System

11. What are the measures used to monitor and evaluate education service delivery in your school?

Quality Assessment by ministry officials []

Through schools Boards of management []

Community stakeholders meetings (PTA) []

Any other not listed (Specify)

12. How do you monitor and Evaluate learning outcomes in your school?

Continuous Assessment Tests []

End of terms Assessments []

Any other methods (specify)

13. Are there targets set by the Ministry that you implement at your school?

Yes [] No []

14. If yes, in which areas?

Enrollment []

Transition rates []

Pass marks []

Any other (Specify)

15. Who are your customers?

.....
.....

16. How would you describe relationship with your customers?

.....
.....

17. What methods do you use to communicate your services/mandate to your customers?

.....
.....

18. Do you assess satisfaction of your customers?

Yes [] No []

19. How do you assess the satisfaction of your customers?

.....
.....

20. Do you have a reporting mandate?

Yes [] No []

21. If yes, how often do you report

Monthly []

Quarterly []

Yearly []

Other (specify)

22. Who do you report to?

District Education Office []

County Government []

Teachers Service Commission []

Ministry of Education Science & Technology []

23. Do you have Rapid Results Initiatives in your school?

Yes [] No []

24. If yes, what are the activities or projects under RRI in your school?

Physical development []

Equipment []

Books []

Other learning materials []

Others (specify)

25. How would you rate service delivery in your school?

Very poor []

Poor []

Moderate []

Good []

Very good []

Appendix IV: Interview Schedule for Heads of Directorates

Instructions

The interviewer will introduce the subject and purpose of the interview to the interviewee and seek consent to continue. After the interviewee's consent, the interviewer will be guided by the following questions in the interview:

1. As the Ministry, how do you measure service delivery in education?
2. Do you have measures to monitor and evaluate service delivery in education? If yes, which are these measures? If no, why?
3. How would you describe effectiveness of monitoring and evaluation system in education?
4. How has monitoring and evaluation system in education influenced primary to secondary school transition rates?
5. How has monitoring and evaluation system in education influenced secondary to university transition rates?
6. Do monitoring and evaluation reports and their implementation have any impact on service delivery? If yes, how?