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Organizational Capacity and Institutionalization of Monitoring and Evaluation in Government Agencies inthe Ministry Of Health in Kenya

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Abstract:
Purpose*: The purpose of this study was to examine how resources, organizational culture, ethics and governance influence institutionalisation of Monitoring and Evaluation in government agencies in the Ministry of Health in Kenya.*
Methodology*: The data for the study was collected through descriptive study design where a questionnaire was administered to managers and supervisors across the five functional departments in the three government agencies in the Ministry of Health in Kenya. The study employed stratified random sampling where the response rate was 87%. The data collected was analyzed through descriptive and inferential statistics. A computer data analysis software, Statistical package for social science, (SPSS) was used to perform the analysis. Results were presented using Tables and Figures.*
Results: *The study found that resources had significant positive influence on institutionalization of monitoring and evaluation; organizational culture had a negative influence on institutionalization of monitoring and evaluation; and ethics and governance had a positive significance influence on institutionalization of monitoring and evaluation. The study concluded that resources, ethics and governance, and organizational culture had significant influence on institutionalization of monitoring and evaluation (M&E).*
Unique contribution to theory, practice and policy:*The study recommended that budgetary allocations for M&E activities be increased, adequate skills and competency of staff in M&E be built and the need to have clear vision, mission and objectives. The study further recommended that the agencies should embrace ethics and governance through having principles and guidelines that promote transparency, virtues and norms encouraging transparency and a strong code of conduct.*
Keywords:*Organizational Capacity, Institutionalization, Monitoring and Evaluation, Government Agencies, Ministry Of Health*

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I. Introduction

1.1 Background of the Study

There is a growing demand for results or performance orientation in public sector. Institutionalizing monitoring and evaluation is considered a powerful tool in improving performance of governments. Across the world, a number of countries have embraced monitoring and evaluation (M&E) in order to measure their achievements against the intended results. Countries like Sri Lanka, Brazil, Chile and Sweden have embraced results orientation through strengthening their M&E systems. Mackay (2006) indicates that the success factors of institutionalizing M&E in Chile were "evaluation culture" adoption. The Chile, Sri Lankan, Colombia and Mexico's focus on institutionalizing M&E framework was to improve the performance of government projects. Effectiveness of development resources has been a major concern for many developing countries. The demand for accountability and transparency of funds budgeted for undertaking various development projects by governments and nongovernmental organization is increasing across the globe (Burdescu, Del Villar, Mackay, Rojas, & Saavedra, 2005). State officials and public are concerned of understanding how much funds are used to design, plan and implement development projects. In addition, government officials and general public are also interested in comprehending how effectively the development programs attained their intended goals and whether the programs contributed to overall achievement of Millennium Development Goals (May, May, Shand, Mackay, Rojas, and Saavedra, 2006).

Within the African region, countries including South Africa and Uganda have experienced uncoordinated M&E systems that have led to the targeted beneficiaries missing on their expectations. Further

information from the case studies in Africa indicate that institutionalization of M&E has not been successful citing various reasons not limited to inadequate information (Holvoet and Inberg, 2014). The ever growing needs for transparency and accountability have led to rise in number and complexity of impact evaluations. Apart from internal demand for accountability which is mainly initiated by general public and government officials, there is also external demand from donors. For instance, a survey conducted in Sub-Saharan countries benefiting from donor funded projects revealed that donors strongly demanded for information from monitoring and evaluation. Moreover, the team asserted that external demand can encourage creation of monitoring and evaluation systems.

In Kenya, the Swedish Embassy supported the operationalization of NIMES (National Integrated Monitoring and Evaluation System) and CIMES (County Integrated Monitoring and Evaluation Systems) through the Monitoring and Evaluation Department (MED) in the Ministry of Devolution and Planning to ensure programs achieve their intended targets. To an extent, Kenya has operationalized NIMES and CIMES to aid in achieving results (Chen, 2014). The final report on evaluation of NIMES indicated that resources, quality evaluation objectives and strong capacity were critical for institutionalization of M&E. The impact of monitoring and evaluation should be to enable achievement of set goals (Chen, 2014). The ultimate prosperity of monitoring and evaluation relies on how effective decision makers exploit the valuable monitoring and evaluation lessons and information to better development programs, institutions and policies in future (Holvoet and Inberg, 2014). In fact, monitoring and evaluation lessons and findings help in detecting strengths and weaknesses of development project implementation process. Bamberger (2010) indicate that institutionalization of impact evaluation systems had a positive impacts in developing countries, citing Kenya, especially achievement of the MDGs (Millennium Development Goals). The achievement of SDGs (Sustainable development Goals) is dependent on the quality monitoring and evaluation systems.

It is through monitoring and evaluation that specific impediments to project implementation including but not limited to human and material resources are detected. Despite the many challenges facing monitoring and evaluation activities, institutionalization of monitoring and evaluation systems appear to be the solution to attaining results orientation in development interventions or programs in governments.

Monitoring and evaluation is vital component of good governance to enhance accountability, transparency, informed decision making, efficiency and effectiveness of development projects. Across the globe monitoring and evaluation has swelled and diversified in numerous domains with various uses including institutional learning, decision making, policy development, accountability, program enhancement, performance audit, service delivery and many others (May, et al. 2006). The enforcement of project or program monitoring and evaluation is an effective strategy for improving transparency for government funds. Actually, several countries including South Africa, Sri Lanka, Spain, Canada and Philippines (Serrona eta al., 2014) among others are implementing result based monitoring in their development programs through creation of monitoring and evaluation systems.

Many countries have started to institutionalize monitoring and evaluation as a strategy to overcome numerous challenges facing monitoring and evaluation systems. In institutionalizing monitoring and evaluation, organizations are able to encourage the spirit and culture of transparency and accountability. Institutionalization involves development of monitoring and evaluation systems with regulation, legal and organizational structures to yield monitoring and evaluation information (Chen, 2014). The new monitoring and evaluation systems created are demand driven and considered valuable by relevant stakeholders in resource allocation, planning and policy formulation activity. Studies have shown that strengthening monitoring and evaluation systems can greatly improve accountability. Nevertheless, existence of organizational structures that promote oversight and coordination within government monitoring and evaluation system can encourage making of effective and informed decisions (Fox, 2015). Indeed, institutionalization of monitoring and evaluation acts as an important part of program cycle aimed at enhancing performance accountability and providing effective communication to improve budgeting, policy formulation and planning of development programs. Ability to create evaluation capacity and political will are crucial structures for institutionalization of monitoring and evaluation.

1.2 Statement of the Problem

The implementation of various development projects in Kenya just like other developing countries has in past been faced with massive corruption and ineffectiveness of service delivery (Shaka, 2015). Many development projects have been reported to have embezzled or misused money that was intended for implementation of vital and sensitive development initiatives. Emmanuel (2015) points to the increasing corruption, underperformance of government funded projects as well as inefficiencies deeply rooted within government agencies as a result of many institutional failures in monitoring and evaluation. KEMRI, KEMSA and NHIF have experienced cases where institutional gaps in monitoring and evaluation exist with less frequent monitoring experiences. Consequently, donors have demanded refund of misused funds in these agencies (Kenya Auditor general report 2014/2015).

Monitoring and evaluation system are capable of bringing accountability and transparency in development programs initiated by government agencies (Carvalho and Shimizu, 2017). In Kenya, monitoring and evaluation frameworks are constituted in government agencies but they have low rates of adoption. In addition, monitoring and evaluation systems appear to work in isolation with other institutional functions such as planning, policymaking, reforms and budgeting (Burdescu et al. 2005). The isolated operations and the low rates of implementation of the M$E frameworks thus creates institutional gaps which should be bridged through institutionalization of monitoring and evaluation (Burdescu, 2005). Available studies by Govender and Hlatshwayo, (2015), Hernandez, (2006) show organizational capacity as major obstacle towards effectiveness of M&E in projects. There is no focus on organizational capacity and institutionalization of M&E. Therefore, emerged the need for the current study to examine organizational capacity and institutionalization of M&E in KEMSA, KEMRI and NHIF.

1.3Purpose of the Study

The purpose of this study was to examine how resources, organizational culture, ethics and governance influence institutionalisation of Monitoring and Evaluation in government agencies in the Ministry of Health in Kenya.

1.4 Research Question

i. What effects do resources have in institutionalization of monitoring and evaluation in government agencies in the Ministry of Health in Kenya?
ii. How does organizational culture affect institutionalization of monitoring and evaluation in government agencies in the Ministry of Health in Kenya?
iii. How does ethics and governance affect institutionalization of monitoring and evaluation in government agencies in the Ministry of Health in Kenya?

IV. Literature Review

2.1 Theoretical Review

2.1.1 Theory of Change

The theory of change is used in monitoring and evaluation to help explain the causal effects of implemented projects. Theory of change (ToC) offers a comprehensive description as well as illustrations of how and why an anticipated change can be achieved in a specified period at a time. The ToC focuses on mapping out the "missing gaps" between what a program intents to achieve and what activities and interventions are prioritized in achieving the said impact/outcome (James, 2011). The theory of change can be viewed as a specific approach of methodology used in planning, implementation, evaluation as well as participation. It outlines the causal-linkages in a project. The theory of change has "outcome pathways" that show logical relationship with the other inputs/outputs in a project (Collins & Clark, 2013). Theory of change can begin at any stage in project initiative. It is a critical theory ensuring transparent distribution of resources as well as power dynamics. The critical theory is achievable through participatory processes. It calls for dependence on evaluation data, engagement of stakeholders and analysis of data to make informed project choices (Clark & Taplin, 2012). In institutionalization of monitoring and evaluation, refined research on the usage of resources is critical in helping in making informed choices on the future of a project or organization.

Institutionalization of monitoring and evaluation is based on assumptions that once M&E is institutionalized, organizations would take much responsibility on ensuring better resource use with organized monitoring and evaluation. Stein and Valters (2012) indicate that the theory of change has expanded due to interest of the Non-governmental organizations focus on outcomes and results, as well as increasing need for accountability among the government institutions. ToC has a focus on plausibility, testability, and feasibility as key components of project initiatives. Like institutionalization, plausible, feasible and testable outcomes have to be planned for in advance (Bustamante et al., 2014). Plausible addresses whether the logic behind implementing a project makes sense, in the way implementing institutionalization would benefit the selected organizations.

The theory of change supports provisions of inputs and outputs as well as focusing on plausibility, feasibility and testability of the project components. The ToC supports the study variables in enabling successful creation of institutionalized M&E systems. ToC relates to the study in that it calls for investments in inputs to get the required outputs thus connecting with the variables of the study.

2.1.2 Logic model

The logic model, also program matrix or logical framework, is presented for use by among others, managers, funders, evaluators and organization stakeholders to support efficient use of resources and work as a framework in supporting the achievement of the set organization goals. The logic models, also M&E

frameworks work on the assumption that there is linear association between variables (in this case program inputs to the activities/processes, which in turn affect the attainment of the expected outcomes) (Funnel and Rogers (2011).

The inputs suggested to achieve the anticipated impacts includes what the organization invests in the likes of resources like equipment, staff, technical assistance and finances among others (Alkin, Christie and Vo 2012). Infrastructure and equipment also compliment the inputs leading to achievement of the program/organizational goal. Institutionalization in the selected government agencies also need to be supported by resources. The other three components of the logic model are activities, outputs and the outcomes or impacts. The outputs include the actual activities/tasks conducted to achieve the outcomes, participation of the stakeholders (including customers, staff, and other important members of the organizations), and engagement of the stakeholders in the steps stipulated in the institutionalization process. Institutionalization of monitoring and evaluation would be implemented in order to achieve set goals. Short-term goals, as Jacobs, Barnett, and Ponsford (2010) argues, would include learning aspects like changing the levels of awareness, skills, knowledge and motivations, while the medium impacts would be measured on terms like actions including success of policies, decisions, practices and behaviors. The four components help in describing the association of factors that can aid in running a program successfully including the process of institutionalization of monitoring and evaluation.

The logic model fits internal capacity variable where skills, and information systems are critical for success of the projects. Under program planning, management need to plan with the end in mind as well as ask pertinent questions like what skills and knowledge do the stakeholders need to have to implement the process (institutionalization) as well as what activities and resources are there to facilitate the process (Chris et al., 2011). The benefits of institutionalizing monitoring and evaluation should be in mind when designing the whole process of institutionalizing the monitoring and evaluation. The logic model is also embraced in performance evaluation where internal capacities of the agencies are monitored in ensuring they attain their set-purpose (Taylor-Powel, Jones & Henert, 2008).

2.1.3 Behaviorism Theory

The behaviorism theory, also behavioral psychology, asserts that all behaviors are acquired through conditioning (Skinner, 2011). Conditioning is through the interaction with the environment, in this case, the organizations' environment. The response to the organizational environment shapes the views and activities of the staff in an organization. Organizational culture amounts to the observable behaviors and moods that the staff present. Kendra (2016) indicates that strict behaviorist believe that people can be trained to adopt a certain behavior and perform tasks regardless of their genetic background, internal thoughts and personality traits. Right conditioning is fundamental in ensuring the targeted staff acquire the expected and required behavior. The behaviorism theory was suggested by John B. Watson, considered father of behaviorism, in 19133. The theory ascertains that a person can be trained to practice the practices of the organization and embrace the teamwork, participative approaches within the organization and adopt effective communication through conditioning and training (Jonassen & Land, 2012). The theory fits in the study through quantifying the organization culture where it focuses on conditioning of the staff to toe the monitoring and evaluation framework set. The select agencies can embrace two suggested approaches in behaviorism; the classical and the operant conditioning. Classical conditioning applies in the study where training is embraced to condition the staff to required stimuli. Operant stimuli, also instrumental stimuli, occurs through reinforcements as well as punishments. Operant conditioning has a relationship between behavior and its associated consequences thus tuning the staff to the required organizational culture.

2.1.4 Constructivism theory

Brandon and All (2010) indicated that people construct knowledge and meaning from their experiences. Learning of ethics and governance by staff is best embraced through active learning and not through passively receiving information. The theory was contributed to by Vygotsky, Piaget, Bruner and Dewey among others who indicated that learning, and consequential embracing of new information and behaviors was as a result of active constructive process. Ethics and governance is thus linked to prior knowledge of the expectations and the mental presentations that the organization presents to its staff. Transparency, accountability as well as integrity are directed by the staff having interacted with the conditioning of the management and their quest for achieving the set ethical and governance practices. The theory suits the organizational ethics and governance where staff can be conditioned, as well as combining with their previous knowledge, to embrace qualities like integrity, accountability and transparency among other virtues embraced by the organizations. Constructivism is of the opinion that knowledge is constructed through previous knowledge and then emphasizes by the concerned organizations.

2.2 Empirical Review

Monitoring and evaluation remain key functions of organizations in terms of achieving their required results. The independent variables are resources, organizational culture, ethics and governance of the selected organizations. Resources have an influence in determining whether monitoring and evaluation (M&E) is institutionalized (Carvalho & Shimizu, 2017). Adequate resource might favor an organization institutionalizing M&E and making it an integral department of the organization. In some instances, and especially when the resources are inadequate, means of achieving quick results on the implemented projects can be adopted thus undermining the benefits and need for institutionalizing M&E. Resources vary from human resources, finances, skills and other facilitating factors that enable monitoring and evaluation at the organization.

Organizations need to embrace virtues concerned with ethics and governance including transparency, accountability and integrity. For monitoring and evaluation to be strongly engraved in an organizations integral working part, aspects of accountability and transparency need to be observed. Stakeholders need to see output and outcomes of the initiated projects to support the process of institutionalization. Accountability remains a key indicator in many financiers' consideration to fund any project. Integrity is also key in having successful institutionalization process. Improvement of existing monitoring and evaluation systems require political good will from the government. The government should have the desire to initiate evaluation system reforms as well as the willingness to promote accountability in developmental programs. Institutionalization process greatly depends on policy reforms and therefore interests from decision makers and policy makers (political actors) are paramount (Brickley, Smith & Zimmerman, 2003).

A study conducted to show the condition of Monitoring and Evaluation of Non-Governmental Organizations' developmental projects in 2015, clearly reveals that inadequate resources have acted as a stumbling block to full realization of effective and efficient M&E system (Hernandez, 2006). Increased demands by donors requiring NGOs to concentrate on impact, mutual accountability and results for purposes of giving evidence in regards to aid effectiveness have resulted to NGOs adopting violent M&E systems. These M&E systems are aimed at result founded management to show projects' outcomes and demonstrate effectiveness, efficiency and accountability to donors. Despite Non-Governmental Organization playing critical role in fostering development in Africa, they are faced with numerous challenges not withstanding vigorous M&E systems they have adopted. According to the study, lack of skilled and sufficient personnel in field of Monitoring and Evaluation is a big threat to establishment of effective and efficient M&E systems (Gertler et al., 2016). In fact, in Sub-Saharan African countries, the number of persons with competent skills and knowledge to design and implement effective Monitoring and Evaluation is relatively small. The situation has further been worsened by '' brain drain'', where some of persons with necessary skills leave their countries to such for green pastures outside Sub-Saharan region. Consequently, the few remaining experts in Monitoring and Evaluation are too expensive for NGOs since majority of them lack adequate finances to cater for the inflated wages (Meyer, Reade, & Stockman, 2008). Nevertheless, owing to the conglomeration of these factors, Non-Governmental lack adequate technical expertise, skills and understanding of Monitoring and Evaluation.

Carvalho and Shimizu (2017) conducted a study to examine the perception of state leaders on process and practices for M&E in Brazil. The study focused on studying perception of managers in departments of health in different states. From the study, Carvalho and Shimizu (2017) found that there exists a big gap in differentiating between functions of audit and planning, Monitoring and Evaluation within the management. These functions are either performed concurrently by different sections of the same department or in an incoherent way, something that according to managers hampers comprehension of idea and scope and supporting disintegration of actions as well as hindering the harmonization and coordination of activities surrounding M&E programs. Notably, existence of section or sections to build functions of planning, Monitoring and Evaluation and audit do not necessarily translate to efficiency or good practice in the management of shares.

2.3 Conceptual Framework

Independent Variables

2.3 Conceptual Framework

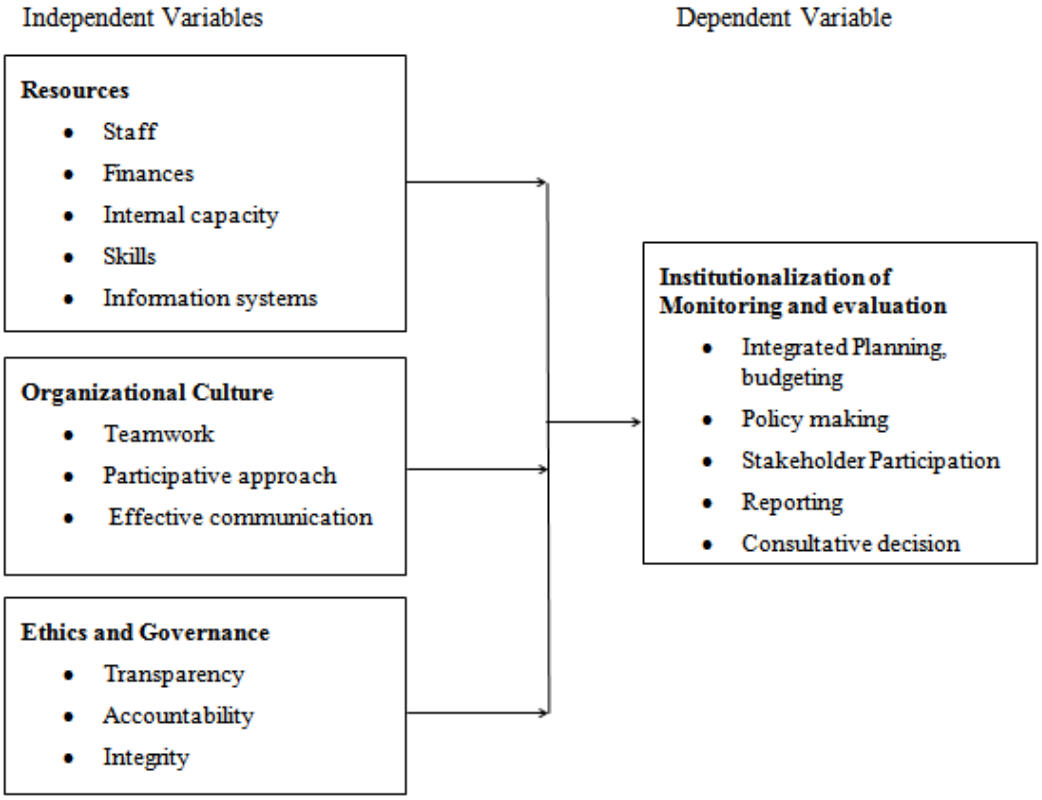

Figure 2.1: Conceptual Framework

V. Research Methodology

The data for the study was collected through descriptive study design where a questionnaire was administered to managers and supervisors across the five functional departments in the three government agencies in the Ministry of Health in Kenya. The study employed stratified random sampling where the response rate was 87%. The data collected was analyzed through descriptive and inferential statistics. A computer data analysis software, Statistical package for social science, (SPSS) was used to perform the analysis. Results were presented using Tables and Figures.

VI. Research Findings and Discussion

4.1 Demographic Characteristics

4.1.1 Gender of Respondents

Information on the gender of respondents was collected to help analyze the data. From the collected data, female respondents were 55.8% while male respondents amounted to 44.2%. The high percentage in women professionals in the positions of supervisors and managers could be considered an achievement to the two-thirds gender rule, where the majority of women held the positions senior positions in government institutions. The pie chart below shows the graphical representation of the gender of the respondents.

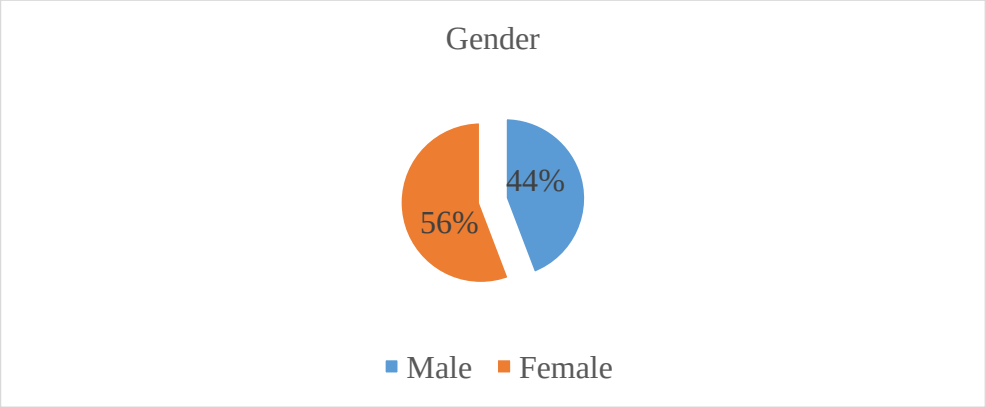

Figure 4.1: Gender of the Respondents
Source: Research data (2018)

4.1.2 Age of Respondents

The age of respondents was studied to compare the perceptions of different age groups. From the data collected, the majority of the professionals at 53% were 21-29 years indicating that majority were young professionals. The second age group was 30-39 years who contributed to 38% of the sampled population. In summary, over 99% of the respondents were above 21 years as indicated in figure 2. The age of the respondents remain a critical factor in enabling institutionalization of M&E at the selected agencies since the young staff can be actively learning on the job and thus promoting institutionalization of monitoring and evaluation.

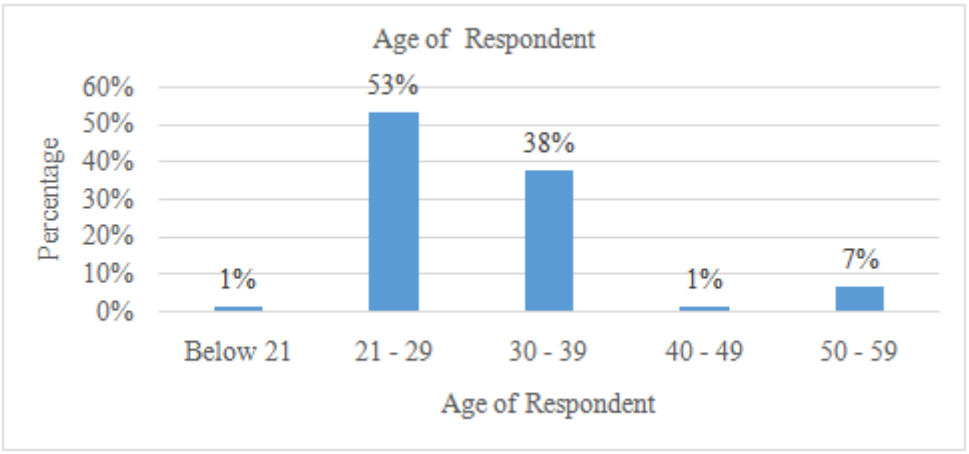

Figure 4.2: Age of Respondents
Source: Research data (2018)

4.1.3 Education Level

Education is a major determinant of how staff deliver at their workplace. It is expected that educated employees can easily adapt to new information and deliver their expected roles and responsibilities. The study found out that majority (84%) of the respondents had university level education and above. The other category of 16% had diplomas as the main qualification. Thus means all the sampled staff had enough knowledge to respond decisively to the questions asked.

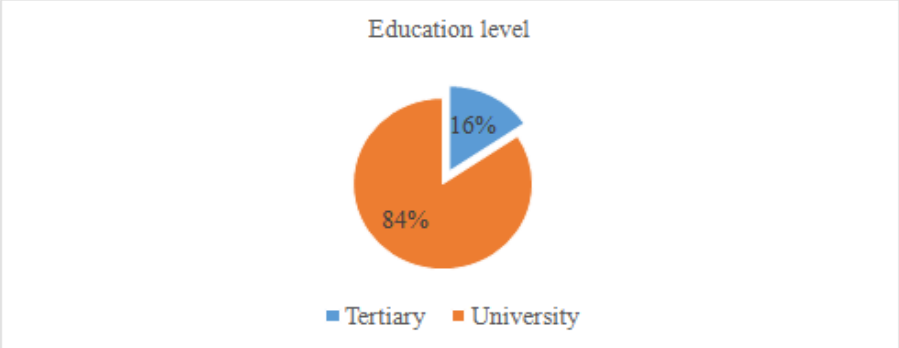

Figure 4.3: Education level
Source: Research data (2018)

4.1.4 Current Position of Respondents

The study also sought to know the position held by each respodnent to know the effects they have on monitoring and evaluation institutionalization at their agencies/places of work. Majority of the sampled respondents at 60% were middle-level managers in charge of monitoring and evaluation at the selected agencies. Of the total respondents, 34% were in lower level positions, majorly supervisors of monitoring and evaluation projects while the senior managers at the selected agencies were 7%. The 7% are the ones who are mostly charged with planning and implementing most of M&E proposals. Figure 4.4 show the responses in terms of current positions held by the respondents.

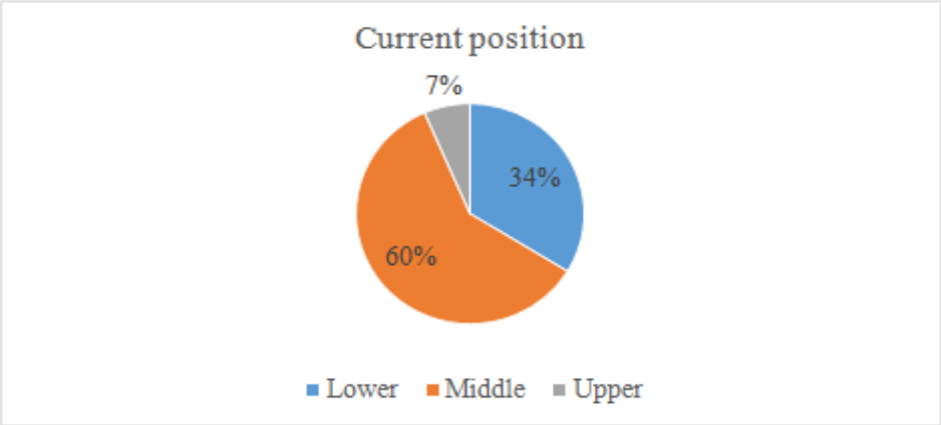

Figure 4: Current Position
Source: Research data (2018)

4.1.5 Work Experience

Work experience determines how one is able to execute their job responsibilities with ease. It also informs the degree to which the staff are able to deliver on their roles as per their descriptions increasing efficiency at the workplace. The study found out that 71% of respondents had two years and above of experience in their current position. The experience in position was able to inform the choices and perceptions of the respondents in answering the questionnaire. An experience of over two years was adequate enough to provide answers to the research questions. Table 1 gives the responses on the work experience at the current position for the sampled respondents.

Duration in Years	Frequency	Percent
2 and Below	22	28.6%
2-4	30	39.0%
5-6	17	22.1%
7-8	2	2.6%
9-10	5	6.5%
10 and Above	1	1.3%
Total	77	100.0%

Table 4.1: Work experience

4.2 Descriptive Statistics Analysis

4.2.1 Resources and Institutionalization

Resources have been identified to have an influence on how institutionalization happens in an organization. From Table 2 on descriptives, it is evident that majority of the items (subvariables) had a great influence on institutionalization of monitoring and evaluation at the selected agencies. The study used a five-point Likert scale with 1=strongly disagree, 2=disagree, 3=neutral, 4=agree, and 5=strongly agree. The results were then tabulated as in Table 2.

Table 4.2: Resources and influence on Institutionalization of M&E

Statement	N	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Mean	Std. Dev
Budgetary allocation for M & E activities	77	1.30%	3.90%	18.20%	35.10%	41.60%	4.120	0.932
M & E funds in the organization are adequate	77	0.00%	19.50%	44.20%	28.60%	7.80%	3.250	0.861
M & E department is adequately staffed	77	1.30%	33.80%	29.90%	31.20%	3.90%	3.030	0.932
M & E department is facilitated with sufficient equipment and material of work	77	1.30%	23.40%	44.20%	24.70%	6.50%	3.120	0.888
Organization utilizes Information system to collect data for M & E	77	10.40%	5.20%	15.60%	44.20%	24.70%	3.680	1.208
Organization has capacity building plans like training of staff and mentorship to promote M & E	77	6.50%	7.80%	16.90%	26.00%	42.90%	3.910	1.227
There are mechanisms for utilizing of M & E reports for decision making	77	0.00%	11.70%	18.20%	48.10%	22.10%	3.810	0.918
Information systems available are capable of generating reports for M & E utilization	77	0.00%	7.80%	28.60%	46.80%	16.90%	3.730	0.837
There is adequate technical and managerial competency in M & E	77	2.60%	13.00%	28.60%	37.70%	16.90%	3.920	3.505
Average							**3.619**	**1.256**

From the results, it was observed that over 76.7% of the respondents agreed that budgetary allocations affected institutionalization of monitoring and evaluation. This was supported by the mean of 4.12 out of 5 indicating that the respondents agreed budgetary allocations were key in institutionalization of M&E. 36% of the respondents agreed that M&E funds in the organization were important for institutionalization of M&E.

About 63% of respondents indicated that the M&E departments were not adequately staffed. Respondents (75%) also felt that the M&E departments were facilitated with sufficient equipment and materials of work. Dhakal (2014) supported the aspects of organizations having sufficient materials (resources) and equipment to have better and efficient-working monitoring and evaluation. In utilizing information systems to facilitate efficient data collection for M&E, 84.5% respondents agreed that the information systems were available and well utilized. In terms of having capacity building plans like training of staff and mentorships to the staff, over 85% agreed that their organizations provided adequate capacity building plans.

It was also observed that organizations utilizing M&E reports for decision making fared better than those who did not use M&E reports for making critical decisions. About 92.3% of respondents agreed that mechanisms for utilizing M&E reports was crucial in supporting institutionalization of monitoring and evaluation. Wals (2014) also quoted the importance of having quality information systems that captures information as it happens to increase efficacy of data collection and reporting. In addition, 64% of the respondents agreed that information systems available were capable of generating reports for M&E utilization. Over 55% of the respondents agreed that adequate technical and managerial competency in M&E facilitated its institutionalization. Meyer and Stockmann (2016) also supported the adequate technical and managerial competency for implementing institutionalization of monitoring and evaluation. The authors also indicated that adequate budgetary allocations were critical and among the main support mechanisms that facilitated effective institutionalization of monitoring and evaluation.

4.2.2 Organizational Culture and Institutionalization

Organizational culture was found to influence institutionalization as indicated in table 4.8. Majority of the variables (items) on organizational culture has a strong influence on institutionalization. The mean of all the variables was over 3.0 indicating that the respondents perceived and felt that all the variables under organizational culture influenced institutionalization. Hlatshwayo, and Govender (2015) working on a study in South African public sector indicated that organizational culture was critical in promoting effective institutionalization of monitoring and evaluation. The study is further supported by 95% of the respondents who argued that organizational vision, mission and objectives were core in inspiring effective monitoring and evaluation at the selected government agencies as indicated in Table 3.

Table 4.3: Organizational Culture and Institutionalization

Statement	N	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Mean	Std. Dev
Organizational vision, mission and objectives are core in inspiring Monitoring and Evaluation	77	1.30%	1.30%	2.60%	49.40%	45.50%	4.360	0.724
Involvement of staff in organizational decision making	77	0.00%	15.60%	49.40%	10.40%	24.70%	3.440	1.032
Clear communication channel and feedback mechanism among staff and managers	77	1.30%	16.90%	22.10%	40.30%	19.50%	3.600	1.029
Performance review and data sharing/dissemination plan	75	0.00%	9.30%	22.70%	53.30%	14.70%	3.730	0.827
There is staff participation in strategic planning	75	1.30%	20.00%	22.70%	50.70%	5.30%	3.390	0.914
Average							**3.704**	**0.905**

Over 85% of the respondents agreed that involvement of staff in organizational decision making was important in facilitating institutionalization of monitoring and evaluation. An important aspect for facilitating effective and clear communication channel and feedback in government agencies was supported by 82% of the respondent. Martin (2013) supported the fact that having frequent feedback and clear communication amongst all stakeholders was critical for facilitating successful institutionalization of monitoring and evaluation. Of the sampled respondents, 68% of them were of the opinion that performance review and data sharing/dissemination plan was critical in enabling effective monitoring and evaluation. Over 79% of the respondents were also of the opinion that staff participation in strategic planning was an important factor in facilitating effective monitoring and evaluation. The study respondent perceptions were similar to the findings by Valle (2016) who wrote on the Mexican experience indicating that staff involvement, clear communication, and data sharing were critical in facilitating efficient monitoring and evaluation.

Organizational vision, mission and objectives (4.36) are core. In organizations where the mission, vision and the objectives are clear, then the staff are motivated to work together towards achieving the goal. Dhakal (2014) supported the need to have organizational direction in terms of having achievable objectives that support the departments of monitoring and evaluation. Involvement of staff in organizational decision scored 3.44 out of 5. The findings are supported by Meyer and Stockmann, R. (2016) who observed that for monitoring programs to be successful, there was need to have shared perspectives, indicating that staff were to be engaged. Clear communication channel and feedback scored 3.60 out of 5, pointing to the fact that feedback among the staff and other stakeholders was paramount to success of the M&E. Performance review and data sharing/dissemination (3.73) and staff participation in strategic planning (3.39) were also indicated as probable factors that affected how organizational culture and the associated institutionalization of monitoring and evaluation. Acevedo et al (2010) highlighted the need to have performance review as well as including staff in planning for events and implementing them as precursor to having a successful monitoring and evaluation department.

4.2.3 Ethics and Governance and Institutionalization

Ethics and governance of the institutions was also reported as influencing institutionalization of monitoring and evaluation. Table 4 shows the degree to which the respondents felt the components of ethics and governance influenced institutionalization of monitoring and evaluation. The three variables/items under ethics and governance strongly influenced M&E. in ethics and governance, items like having principles and guidelines encourages transparency (88.3%) were critical in facilitating institutionalization of monitoring and evaluation.

Norms and virtues encourages accountability (84.4%) and having a code of conduct promotes integrity at the selected government agency. The study findings were also supported by a study by Cuesta and Martínez Guzman, (2014) in Guyana found that where transparency, norms and virtues were embraced at an organization, there was better and improved monitoring and evaluation systems. The study also supported the assertion that an organization with code of conduct promoted integrity among the staff under the monitoring and evaluation departments.

Table 4.4: Ethics and Governance on Institutionalization

Statements	N	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Mean	Std. Dev
Principles and guidelines encourages transparency	77	0.00%	2.60%	9.10%	24.70%	63.60%	4.490	0.772
Norms and virtues encourages accountability	77	0.00%	2.60%	13.00%	32.50%	51.90%	4.340	0.805
Code of conduct promotes integrity	77	0.00%	9.10%	11.70%	27.30%	51.90%	4.220	0.982
Average							**4.350**	**0.853**

Having principles and guidelines that encourage transparency (4.49); norms and virtues encourages accountability (4.34) and code of conduct promoted integrity (4.22) in the selected government agencies. The scores were over 4.2 indicating that majority of the respondents strongly agreed with the assertions that having strong ethics governance practices promoted institutionalization.

4.2.4 Institutionalization of Monitoring and Evaluation

Major variables influencing institutionalization of monitoring and evaluation (M&E) had a mean of above 3.50 indicating that they influenced the process of institutionalization. Table 5 shows that majority of the variables had agreed that the variables were important in facilitating institutionalization of monitoring and evaluation at the selected agencies. The overall mean was 3.722 indicating majority of the respondents agreed on components affecting institutionalization of M&E. Institutionalization is influenced by several aspects that include planning (4.04); budgeting (3.7); policy making (3.46); stakeholder participation (3.71); dissemination of project reports (3.7); and effective decision making (3.57). The means indicate that majority of the respondents agreed that the activities were core in influencing successful institutionalization of M&E at the selected agencies.

Table 4.5: Components of M&E institutionalization

Activity	N	Strongly disagree	Disagree	Neutral	Agree	Strongly agree	Mean	Std. Dev
Planning	77	2.60%	2.60%	20.80%	36.40%	37.70%	4.04	0.966
Budgeting	77	1.30%	16.90%	18.20%	37.70%	26.00%	3.7	1.077
Policy making	76	1.30%	19.70%	27.60%	34.20%	17.10%	3.46	1.038
Stakeholder participation	77	2.60%	10.40%	28.60%	29.90%	28.60%	3.71	1.074
Dissemination of project reports	77	2.60%	7.80%	31.20%	33.80%	24.70%	3.7	1.014
Decision making	77	3.90%	15.60%	19.50%	41.60%	19.50%	3.57	1.093
Average							**3.722**	**1.0338**

Respondents (74%) agreed that planning was an important factor in institutionalization as well as budgeting (64%). A study by Valle (2016) also pointed to the fact that planning was a major influencer of how successful an organization runs its monitoring and evaluation programs. Martin (2013) also supported the aspect of having stakeholder participation in critical functions of community-based projects. Policy making and stakeholder participation were supported as critical parts in facilitating institutionalization of monitoring and evaluation by 51% and 59% respectively. Dissemination of project reports and decision-making were supported by 59% and 61% respectively as major influencing factors of monitoring and evaluation. Studies by El Baradei, Abdelhamid and Wally (2016) focusing on Egyptian organizations also supported the fact that decision-making and sharing of critical information enabled the organizations to have successful institutionalization of their monitoring and evaluation departments.

4.3 Inferential Statistics

4.3.1 Correlation Analysis

The study also sought to establish how the variables affecting institutionalization of monitoring and evaluation were correlated. The correlation was done using the Pearson Correlation and their significance measured/determined at 0.01 level for resources and ethics, and at 0.05 level. The variables were significant with resources being significant at 0.000 (at 0.01 significance level), culture significant at 0.023 (p value=0.05), and ethics being significant at 0.000 (p=value of 0.01 significance level). Table 6 shows the results of the correlation of the variables;

Table 4.6: Correlation Results

Variable		Institutionalization	Resources	Culture	Ethics
Institutionalization	Pearson Correlation	1.000			
	Sig. (2-tailed)				
Resources	Pearson Correlation	.564**	1.000		
	Sig. (2-tailed)	0.000			
Culture	Pearson Correlation	.264*	0.185	1.000	
	Sig. (2-tailed)	0.023	0.111		
Ethics	Pearson Correlation	.476**	-0.179	.520**	1.000
	Sig. (2-tailed)	0.000	0.120	0.000	
** Correlation is significant at the 0.01 level (2-tailed).					
* Correlation is significant at the 0.05 level (2-tailed).					

4.3.2 Regression Analysis

The study also sought to establish the relationship between variables through ascertaining the degree and extent of variation of institutionalization as influenced by the three variables of resources, ethics and culture. The table 7 gives a model summary that explains the amount of variance (R Square) of the predictor variables. 4.8.1 Model Summary The variables ethics and governance, resources and organizational culture contributed to 62.9% of variation of institutionalization of M&E in the selected government agencies. This indicates that the three major variables and their specific items, all combined were capable of influencing an organization to institutionalize monitoring and evaluation functions by 62.9% and the remaining 37.1% is explained by other factors.

Table 4.7: Model Summary of Variables

Model Summary				
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.802a	0.644	0.629	0.50877
a Predictors: (Constant), Ethics & Governance, Resources, Organizational Culture				

From the ANOVA results in Table 8, it is evident that the predictor variables of ethics and governance, resources, and organizational culture were significant influencers of institutionalization of M&E at 0.000 significance level. Resources, organizational culture as well as ethics and governance influenced institutionalization of monitoring and evaluation. Brickley, Smith and Zimmerman (2003) argued that organizational architecture was a significant factor influencing monitoring and evaluation of programs at departmental levels.

Table 4.8: ANOVA Results

Model	Sum of Squares	df	Mean Square	F	Sig.
Regression	32.766	3	10.922	42.195	.000b
Residual	18.119	70	0.259		
Total	50.885	73			
a. Dependent Variable: Institutionalization of M&E,					
b. Predictors: (Constant), Ethics & Governance, Resources, Organizational Culture					

Table 9 shows the regression coefficient results. Resources (X1) were found to be a significant factor influencing by 0.882 times the organizational capacity and institutionalization of M&E in government agencies in the Ministry of Health in Kenya. Castro et al (2009) supported the establishment of M&E systems through providing adequate resources and stakeholder participation. When the organization offers full support, then resources become an integral part and important factor in facilitating success in institutionalization of M&E.

Culture (X2) was found to be a significant factor (but negatively) influencing organizational capacity and institutionalization of M&E in government agencies in the Ministry of Health in Kenya by 0.361 times. Bamberger (2009) was of the opinion that culture at the organization influenced how staff interacted with each

other, and how they were tuned to handle M&E. An organization with a culture of embracing M&E processes is likely to succeed in achieving the set organizational goals.

Ethics and governance (X3) was found to be an important aspect of institutionalizing monitoring and evaluation by 0.717 times. Cunill-Grau and Ospina, (2012) who observed that embracing strong corporate ethics was associated with improved aspects of monitoring and evaluation at the organizational levels supported the finding.

Constant = -1.239, shows that if resources, organizational culture, ethics and governance are rated zero, organizational capacity and Institutionalization of M&E in government agencies in the Ministry of health in Kenya would be -1.239.

Table 4.9: Regression Coefficients

Coefficients[a]						
Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	-1.239	.518		-2.391	.020
	Resources (X_1)	.882	.098	.690	9.033	.000
	Average culture (X_2)	-.361	.131	-.241	-2.753	.008
	Average Ethics (X_3)	.717	.094	.642	7.597	.000
a. Dependent Variable: Institutionalization of M&E						

Optimal Model; Institutionalization of M&E= -1.239 + 0.882X1-0.361X2 + 0.717X3

VII. Summary, Conclusion and Recommendations

5.1 Summary of Findings

The study found out that resources had significant positive influence on institutionalization of monitoring and evaluation. For resources, it was concluded that resources were significant in aiding institutionalization of monitoring and evaluation. It was noted that budgetary allocation for M & E activities was being done though the funds needed to be increased for better institutionalization of monitoring and evaluation. The study also unearthed that M&E competency and skills were lacking in the government agencies but there were capacity-building plans like training of staff and mentorship to promote M & E.

Organizational culture had a negative influence on institutionalization of monitoring and evaluation in government agencies. It was observed that the government agencies had clear vision, mission and objectives, which were found to be an inspiration to institutionalization of monitoring and evaluation. Performance review and data sharing/dissemination plan, clear communication channels and feedback mechanisms among staff and managers were strongly being done.

Ethics and governance had a positive significance influence on institutionalization of monitoring and evaluation. In ethics and governance, the three selected variables had a strong impact on institutionalization of monitoring and evaluation. The agencies had principles and guidelines encouraging transparency hence supporting institutionalization of M&E. It was found that norms and virtues encouraged accountability and the code of conduct strongly promoted integrity, which are key pillars of institutionalization of M&E.

5.2Conclusion

The study examined organizational capacity and institutionalization of M&E in government agencies in the Ministry of Health in Kenya.

The study concluded that there were budgetary allocations for M&E activities in the agencies though the funds were not adequate thus, there was need to increase the funds to promote institutionalization of M&E. It was noted that the agencies lacked skills and competencies in carrying out monitoring and evaluation activities but they had capacity building plans like training and mentorship of staff to promote uptake of monitoring and evaluation. The items under the resources were all found to be significant factors influencing institutionalization of monitoring and evaluation.

In terms of organizational culture, the study concluded that the agencies had clear visions, missions and objectives that had positive inspiration and promoted institutionalization of M&E. Further, the study established that performance review and data sharing was being practised which is a pre-requisite gesture in transparency and accountability. The staff were heavily involved in strategic planning and clear communication plans/channels existed in the agencies. This had positive impact as far as institutionalization of M&E is concerned. The variables under organizational culture were all found to be significant factors influencing institutionalization of monitoring and evaluation.

The study further concluded that the agencies had strong principles and guidelines that encouraged transparency and accountability thus had a strong relationship with institutionalization of M&E within the agencies. The code of conduct of the staff strongly promoted institutionalization of M&E in the agencies. In

terms of organizational ethics, the variables were found to be significant factors influencing institutionalization of monitoring and evaluation.

5.3 Recommendations

From the study, it is recommended that budgetary allocations be increased to facilitate institutionalization of monitoring and evaluation. There should be adequate funds in the organization to run the M&E activities all the time. Adequate technical and managerial competency are strongly needed to have institutionalized M&E. Agencies are advised to build the skills and competencies needed to carry out M&E smoothly across all the departments in the agencies.

For organizational culture, it can be recommended that having clear vision, mission and objectives, and making them known to the staff contributes to institutionalization of M&E. Staff involvement, including clear communication channels and feedback mechanisms should be part and parcel of each organizational activity for every agency to achieve institutionalization of monitoring and evaluation.

The agencies should promote strong ethics and governance practices especially in terms of embracing strong principles, and guidelines for promoting transparency, having norms and virtues across the staff and embracing a strong code of conduct to promote integrity.

5.4 Suggestion for further Studies

The study focused on three government agencies under the Ministry of Health, with a focus on staff and functions executed at the headquarters in Nairobi County. The study would recommend that similar studies be conducted in other government agencies, with different ministries and other semi-autonomous government agencies. The study can also be replicated in county governments as they are new in operations and they involve huge spending of public funds.

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