



MONITORING AND EVALUATION FRAMEWORK FOR THE KENYA NATIONAL QUALIFICATION SYSTEM

2024



FOREWORD

The Government of Kenya since 2004 coordinated the implementation of the National Integrated Monitoring and Evaluation System (NIMES) without a standardized policy. This makes monitoring, evaluation, and reporting in the public sector to be done in an ad hoc manner while its findings are rarely used in planning, budgeting and policy decision making. This further makes Monitoring and Evaluation (M&E) of public policies, programmes and projects not to follow prescribed M&E norms, standards and systems. Implementation of a functional NIMES in the Country has faced a number of challenges which include: Inadequate policy and legal framework to establish and operationalize an efficient and effective M&E function; Public sector institutions that do not fully embrace an M&E culture in programmes and projects implementation and policy decision making; Multiple and uncoordinated M&E reporting structures; Inadequate institutional, managerial and technical capacities; and Low utilization of M&E findings.

In recognition of the challenges faced in the coordination of NIMES, the Kenya National Qualification Authority (KNQA) has developed the Monitoring and Evaluation Framework for National Qualifications (MEFNQ) to guide implementation of monitoring and evaluation function in the Qualification Awarding Institutions in the country. The framework espouses the principles of Results-Based Management, transparency, accountability and efficiency as fundamental to managing public policies, programmes, and projects in Kenya in line with the provisions of the Constitution of Kenya. The MEFNQ aims to strengthen government's capacity to assess the extent of implementation progress of development initiatives and success in delivering quality education to its citizenry. It is also expected to improve performance in execution of learning interventions at both National and County levels. The framework shall strengthen efficiency in utilization of resources and timely realization of results leading to speedy development of the Country. I therefore encourage the QAIs staff to make use of this framework and its provisions in achieving our Country's development results. All public institutions and Non-State Actors shall be expected to adhere to the requirements of this framework. To strengthen implementation of this framework, Government circulars and action plans shall be developed and issued from time to time. Finally let me thank the Principal Secretary, State Department for Technical and Vocational Education and Training (TVET) for providing leadership in the development process. I am also grateful to the Ag. CEO, KNQA, Dr. Alice Kande for the goodwill and support in the development of this framework.

**HON. JULIUS MIGOS OGAMBA,
CABINET SECRETARY,
MINISTRY OF EDUCATION, KENYA.**

ACKNOWLEDGEMENT

Development of this Monitoring and Evaluation Framework for National Qualifications (MEFNQ) has been a collaborative endeavor, and we extend our heartfelt thanks to all those who have contributed to this vital initiative.

I am deeply grateful to the Council of the Kenya National Qualifications Authority (KNQA) for the oversight and profound support throughout the development stages of this document. Special thanks go to the Management and staff of KNQA, for conceptualizing and realizing this important document. Development of this document would not have been possible without the support of our partners and other external stakeholders, who provided very pertinent contribution that shaped the document. A special engagement with experts from the Africa Continental Qualifications Framework (ACQF), Ms. Eduarda Castel – Branco; and Ms. Rebecca Pusell cannot go unmentioned for the invaluable insights and feedback that helped shape this document as a comprehensive, forward-looking instrument.

It is my hope that we shall embrace implementation of this document which will go a long way in coordinating and harmonizing the Kenyan education and training system, assessment and quality assurance of all qualifications awarded in the country, with the goal of improving quality and international comparability of qualifications and realization of lifelong learning.

DR. ALICE KANDE
DIRECTOR GENERAL/CEO

TABLE OF CONTENTS

FOREWORD.....	ii
ACKNOWLEDGEMENT.....	iii
ACRONYMS AND ABBREVIATIONS.....	vii
GLOSSARY.....	viii
LIST OF FIGURES.....	xiii
SECTION ONE.....	1
INTRODUCTION.....	1
1.1 Background to M&E Framework.....	1
1.1.1 Monitoring.....	2
1.1.2 Evaluation.....	3
1.1.3 Conceptual underpinnings of M&E.....	3
1.2 Rationale for M&E Framework.....	4
1.3 Purpose of M&E Framework.....	5
1.4 Context of M&E of Qualifications Framework.....	6
1.4.1 Mandate and Functions of KNQA.....	6
1.4.2 Narrative of the Program’s Theory of Change.....	7
1.5 Scope for M&E Framework.....	9
1.5.1 Education and Training Progression Pathways.....	9
1.6 Legal Anchorage of M&E National Qualifications Framework.....	10
1.6.1 The Constitution of Kenya.....	10
1.6.2 A Policy Framework for Education and Training.....	11
1.6.3 The KNQF Act.....	11
1.6.4 Public Finance Management Act, 2012 and its Regulations.....	11
1.6.5 The Intergovernmental Relations Act, 2012.....	12
1.6.6 Basic Education Act.....	12
1.6.7 The Kenya Institute of Curriculum Development Act.....	13
1.6.8 The Kenya National Examinations Council Act.....	13
1.6.9 The Technical and Vocational Education and Training Act.....	13
1.6.10 The Universities Act.....	13
1.6.11 KNQF Strategic Plan 2020-2025.....	13
1.7 Guiding Principles.....	14

SECTION TWO	15
SITUATIONAL ANALYSIS	15
2.1 International Context	15
2.2 Monitoring and Evaluation of ACQF	17
2.4 National Context	18
2.4.1 Kenya Vision 2030 and Medium-Term Plans	18
2.4.2 Executive Order No. 1 of 2019 Framework for Coordination and Implementation of the National Government Development Programmes and Projects	19
2.4.3 National Integrated Monitoring and Evaluation System	19
2.5 Emerging issues in M&E	20
2.6 Risk Management	21
SECTION THREE	26
M & E IMPLEMENTATION FRAMEWORK	26
3.0 Monitoring and Evaluation Methodologies	26
3.1 Process of M&E	26
3.2 Performance Monitoring Plan (PMP)	29
3.3 Monitoring	29
3.4 M&E Matrix	32
3.5 Data Management Processes	32
SECTION FOUR	34
COORDINATION AND IMPLEMENTATION FRAMEWORK	34
4.1 Coordination	34
4.1.1 Ministry of Education	34
4.1.2 KNQA Roles and responsibilities in M&E	35
4.1.3 Education and Training Regulatory Agencies	35
4.1.4 Qualifications Awarding Institutions	36
4.1.5 Development Partners	37
4.1.6 Learners	37
4.2 M&E Reporting, Dissemination and Use	37
4.3 Institutional arrangements for M&E Framework	39
4.4 Institutional Capacity to Implement an M&E System	41
4.4.1 Plan for the necessary conditions and capacities	43
SECTION FIVE	44

M&E FRAMEWORK IMPLEMENTATION PROCEDURES	44
5.1 Planning.....	44
5. 2 Reporting	45
5.3 Capacity Strengthening.....	45
5.4 Compliance Assessment	45
5.5 How will the rollout work?	45
5.6 Evaluation of the MEFNQ Process	46
5.7 M&E Framework Review	47
LIST OF ANNEXTURES.....	48
Annexure 1: M&E Framework Implementation Plan	48
Annexure 2: KNQF Structure.....	49
Annexure 3: KNQF Volume of Learning.....	50
Annexure 4: KNQA Monitoring and Evaluation strategic objectives chart	51
Annexure 5: NQF Results Framework	52
Annexure 6: M&E Framework Reporting Matrix.....	53

ACRONYMS AND ABBREVIATIONS

CATS	Credit Accumulation and Transfer System
CUE	Commission of University Education
ETQA	Education and Training Quality Assurance Agencies
HOD	Head of Department
HRMPEB	Human Resource Management Professionals Education Board
KASNEB	Kenya Accountants and Secretaries National Examinations Board
KMTC	Kenya Medical Training College
KNQA	Kenya National Qualification Authority
KNQF	Kenya National Qualifications Framework
KUCCPS	Kenya Universities and Colleges Central Placement Service
LF	Log Frame
M & E	Monitoring and Evaluation
MEF	Monitoring and Evaluation and Framework
MRM	Monitoring and Results Measurement
NQ	National Qualifications
PMF	Performance Measurement Framework
QAI	Qualification Awarding Institution
RBM	Results Based Management
RC	Results Chain
RPL	Recognition of Prior Learning
SDG	Sustainable Development Goals
TA	Technical Assistance
TAF	Technical Assistance Facility
ToC	Theory of Change
TVETCDACC	Technical and Vocational Education and Training Curriculum Development Assessment & Certification Council
TVET	Technical and Vocational Education and Training
TVETA	Technical and Vocational Education and Training Authority
VfM	Value for Money

GLOSSARY

Accreditation	Process by which a nationally recognized agency grants public recognition to an educational organization or qualification indicating that it meets established standards of quality.
Accredited qualifications	Qualifications which have been quality assured or granted approval by an accrediting agency as having met appropriate standards
Activity	Actions taken to produce specific outputs from inputs such as funds, technical assistance, and other resources.
Assessment	The process used to gather, interpret and evaluate evidence of an individual's learning achievement including practical tasks and/or tests
Assessment Body	Institution that is authorized by the authority to gather, interpret and evaluate evidence of a person's learning achievements.
Assumptions	Hypotheses about factors that could affect the progress or success of an intervention. Achieving results depends on whether the assumptions made prove to be true. Incorrect assumptions at any stage can become an obstacle to the validity of the expected results or achieving them
Authority	Means the Kenya National Qualifications Authority established under section 6(1) of the KNQF Act No 22 of 2014;
Attribution	Demonstrating a causal link between observed results and project activities, taking into account the effects of other interventions and possible confounding factors. Attributing results to project activities requires the creation of a counterfactual i.e. how the situation would have been without the support of the M&E framework intervention.
Baseline	The starting point for the measurement of services and results indicators, such as knowledge, attitudes, norms, behaviour, and conditions prior to the intervention.
Benchmark	A reference point or standard against which progress or achievements can be assessed. Refers to the performance that has been achieved in the recent past or what can be reasonably inferred to have been achieved in similar circumstances.
Certification	The process of recognizing an individual's learning achievements and qualification through the award of a certificate
Competency	The ability to perform the activities based on the required standards, with the use of appropriate practical and theoretical knowledge, creative and practical skills
Copying	Other target enterprises copying behaviour that those affected directly by program activities have adopted.
Counterfactual	An estimation of what would have happened without the project, or if the project had taken a different (but specified) form.
Credit Accumulation and Transfer System	Refers to an arrangement whereby the diverse features of both credit accumulation and credit transfer are combined to facilitate lifelong learning and access to the workplace.
Credit transfer	A vertical, horizontal or diagonal relocation of credits towards a qualification or part-qualification on the same or different level, usually between different programme, departments or institutions

Data	Specific quantitative and qualitative information or facts that are collected
Direct Impact	Changes generated by QAIs that can be linked in a straight line to QAI activities without considering crowding in, copying in or new entrants
Effects	Changes in knowledge, attitudes, and practices, as well as in systems.
Effectiveness	The extent to which a program has achieved its expected outcomes under normal conditions.
Efficiency	A measure of how well inputs (resources such as funds, expertise, and time) are converted into outputs. This term is also used more specifically in economic evaluation to mean the cost value of producing a given product or service.
Estimated Impact	The outreach and change in an indicator attributable to an intervention, estimated based on the findings of information collection activities. Estimated impact replaces predicted impact in impact logic after data collection and analysis.
Evaluation	is a systematic assessment conducted periodically on the KNQF to address specific questions about the relevance, efficiency, and effectiveness of system. It measures both expected and unexpected impacts, identifies outcomes leading to policy interventions, and assesses their sustainability.
Evaluated	The institution or intervention that is being evaluated; the object of the evaluation.
Feasibility	The quality of being doable with the means at hand and circumstances as they are.
Formative assessment	Assesses student's performance during instruction, and usually occurs regularly throughout the instruction process.
Formal Learning	Learning that takes place in a licensed education and training institution or specially designed training areas, including within enterprises in formal apprenticeship systems leading to the awarding of a qualification or part-qualification.
Goal	The higher-order objective to which an intervention is intended to contribute.
Impacts	Ultimate long-term changes either positive or negative arising from the implementation of programmes /projects or activities interventions
Indicator	A quantitative or qualitative unit of measurement that provides simple and reliable means to measure achievement, monitor performance, or to reflect changes connected to an intervention
Indirect Impact	Change generated by QAI that can be linked to QAI activities through copying and/or new entrants.
Informal Learning	Learning that takes place in daily activities related to work, family or leisure which are not exclusively designated as learning activities, but which contain an important learning element
Input	The financial, human, material and information resources used for development interventions, inputs produce outputs through activities and to accomplish outcomes.
Intervention	A specific activity (or set of activities) intended to bring about change in some aspect of the state of the target population
Learning outcomes	Statements of what a learner is expected to know, understand and/or be able to demonstrate at the end of a period of learning.

Learning objectives	Specific results of effects of a programme's activities that must be achieved in pursuing the policy or programme's ultimate goals.
Level descriptors	A statement describing learning achievements at a particular level of the KNQF that provides a broad indication of the types of learning outcomes and assessment criteria that are appropriate to a qualification at that level.
Log frame	Short for "Logical Framework" a table that summarises a project's strategy for achieving its goal, using the levels of outputs, outcomes and goal.
Monitoring	is routine tracking and reporting of essential information related to the implementation of the KNQF and its intended outputs, outcomes, and impacts. It focuses on the utilization of inputs (activities) as well as outputs and outcomes.
National Qualifications Framework	Refers to the National system for the articulation, classification, registration, quality assurance, and the monitoring and evaluation of national qualifications
Outcome	The interventions that a project aims to effect on target beneficiaries or populations. These can be in knowledge, attitudes or behaviour.
Outputs	Changes resulting from the intervention which are relevant to the achievement of outcomes. They are direct products or services stemming from the activities of an organization / program/policy.
Programme	A sequential grouping of courses which forms a considerable part, or all, of the requirements for an academic credential or an occupational objective
Projection	The information used to calculate predicted or estimated impact based on experience, professional opinion, or internal or external sources/studies, and that will be validated through QAI's data collection.
Project Monitoring	The surveillance and tracking of the project to ensure that all the tasks are completed on time.
Qualification	The formal outcome of an assessment and validation process obtained when a competent body determines that an individual has achieved learning outcomes to given standards. It is any degree, diploma or other certificate issued by an institution, attesting the successful completion of an education/training programme.
Qualifications Awarding Institution	An institution accredited under relevant laws to award national qualifications in its own name.
Quality	The degree to which a set of inherent characteristics fulfils requirements. Quality is a complex, multi-dimensional and often subjective concept as it is most often determined by different stakeholders
Quality assurance	All activities that provide assurance that the educational and training services of an organization are continually being delivered effectively, to the required standard, and in line with published goals and objectives.
Recognition of Prior Learning (RPL)	The principles and processes through which the prior knowledge and skills of a person are made visible, mediated, and assessed for the purposes of alternative access and admission, recognition and certification, or further learning and development.
Reporting	The systematic and timely provision of essential information at periodic intervals.
Results	The output, outcome, or impact of an intervention.
Results framework	An explicit articulation (graphic display, matrix, or summary) of the different levels, or chains, of results expected from a particular

	intervention—project, program, or development strategy. The results specified typically comprise the longer-term objectives (often referred to as ‘outcomes’ or ‘impact’) and the intermediate outcomes and outputs that precede, and lead to, those desired longer-term objectives.
Results monitoring	Monitors what is happening in a project that has direct bearing on the objectives of the project and implications for achieving the intended outcomes and impact. It also delves into oversight of quality delivery of desired outputs in lead up to outcomes.
Standards	Measurable indicators of achievement, defined either in terms of qualitative or quantitative criteria, required for the award of a qualification to a candidate.
Target group	Group of people who are the primary intended beneficiaries of an intervention
Triangulation	The analysis and use of data from more than one source obtained by different methods. Findings can be corroborated, and the weakness or bias of any of the methods or data sources can be compensated for by the strengths of another, thereby increasing the validity and reliability of the result.
Validation	Quality check carried out by a qualifications-awarding body and usually associated with the approval of draft qualifications.
Volume of Learning	An aspect that identifies the national duration of all activities required for the achievement of the learning outcomes specified for a particular qualifications type. It is expressed in equivalent national hours. A volume of learning is included as an integral part of the descriptor for each qualifications type.

LIST OF TABLES

Table 1.1	Key Features of M&E	3
Table 2.1	Comparison of selected M&E Systems in the World.....	13
Table 2.2	Risk Management	18
Table 3.1	CREAM Principles for Indicators.....	26
Table 4.1	Institutional Arrangements for M&E.....	34
Table 4.2	Developing Culture Supporting Use of M&E Data	36



LIST OF FIGURES

Figure 1.1	KNQF Progression Pathways	8
Figure 3.1	Monitoring Results Measurement System	29

SECTION ONE

INTRODUCTION

1.1 Background to M&E Framework

Monitoring and Evaluation plays an important role for effective and meaningful implementation of plans, policies, programmes and projects. Having a monitoring and evaluation framework for national qualifications will enhance the effectiveness of Kenya National Qualifications Authority (KNQA) by establishing clear links between past, present and future interventions and results. It seeks to coordinate and harmonize the Kenyan education and training system, assessment and quality assurance of all qualifications awarded in the country, with the goal of improving quality and international comparability and realize lifelong learning.

Monitoring and evaluation can help an organization to extract, from past and ongoing activities, relevant information that can subsequently be used as the basis for programmatic fine-tuning, reorientation and planning. Without monitoring and evaluation, it would be impossible to judge if work was going in the right direction, whether progress and success could be claimed, and how future efforts might be improved.

The Monitoring and Evaluation Framework has been developed to monitor the implementation of the Kenya National Qualifications Framework (KNQF). The document outlines the principles of a strong M&E system as an important instrument for driving the achievements of programmes and the National Qualifications Framework. The framework will monitor implementation of the KNQF by qualification awarding institutions, sub-sector regulators, and other stakeholders.

The successful implementation of the KNQF will depend heavily on tracking progress towards the expected results. An ongoing process of monitoring, evaluation and learning will be needed to improve delivery processes, document results, inform stakeholders about the relevance, effectiveness, efficiency of the KNQF and to mobilize all stakeholders' support for sustaining and expanding the programmes and actions therein.

The M&E Framework has been informed by the ACQF Guideline 7. This can be found at <https://acqf.africa/resources/policy-guidelines/acqf-guidelines/acqf-guideline-7-monitoring-and-evaluation-in-the-context-of-national-qualifications-frameworks-and-acqf>.

1.1.1 Monitoring

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. It involves regular collection and analysis of information to determine whether or not progress is being made towards an intended result.

Monitoring begins with developing a results framework which articulates how a programme or policy will achieve the desired impact. The Results Framework developed to support this guideline is structured according to inputs/activities, outputs, outcome and overall impact. Inputs, activities and outputs are typically the domain of monitoring whereas evaluation usually considers outcomes and impact. However, monitoring may also consider outcomes. Additionally, it is important to consider assumptions which underpin the results framework.

In the context of education and training systems, the outcomes are expected/anticipated changes or benefits for target groups focusing on different aspects of a learning and training programme or policy and may include:

- **Behaviour:** NQF policies, qualifications and unit standards may contribute to a change in how people perceive different qualifications and how these are treated.
- **Attitude:** For instance, how the creation of an NQF has changed attitudes towards enabling continuous and lifelong learning.
- **Knowledge:** This could be increased knowledge pertaining to how an NQF can facilitate shared learning and open opportunities across sectors.
- **Skills:** this could be increased efficiency, effectiveness, and successful execution of the framework's objectives and standards. Or it refers to improved capacity to implement the KNQF.

The routine data captured on specific indicators on a regular basis can be captured manually or electronically and aggregated for each monitoring period, to assess progress towards desired results. Data may be collected at different intervals, for instance on a bi-annual or annual basis but should ideally be collected in sufficient frequency that allows for identifying blockages and course corrections required to continue to work towards achieving the desired results. Data would be reported at country, region and potentially continental levels.

The data collected can equally be used for different purposes, such as accountability for time and resources (inputs), for results or deliverables produced such as a qualifications framework (output) or outcomes which are the desired results (such as mobility, portability and recognition of qualifications across the sub-region or articulation of qualifications across education sub-sectors).

1.1.2 Evaluation

Evaluation is a periodic assessment which aims to answer specific questions about the relevance, efficiency and effectiveness of a policy or programme. Evaluation can also measure the impact, both expected and unexpected, and identify effects that can be attributed to a policy or programme or project.

Evaluation is a selective exercise that attempts to systematically and objectively assess progress towards and the achievement of an outcome. Evaluation is not a one-time event, but an exercise involving assessments of differing scope and depth carried out at several points in time in response to evolving needs for evaluative knowledge and learning during the effort to achieve an outcome. Evaluations that assess relevance, performance and other criteria may be linked to outcomes as opposed to only implementation or immediate outputs.

To achieve the objectives of this framework, evaluation will be done both internally by the QAIs implementing the programme or the policy, or externally by an independent consultant or via a hybrid method (i.e., an internal process supported by a consultant). Evaluation should provide information that is credible and useful to identify corrective measures and inform decision-making.

In this context, *evaluations* shall be expected to follow either of the following models:

- Baseline study
- Formative (interim) evaluation
- Mid-term (process) evaluation
- Summative or final evaluation

1.1.3 Conceptual underpinnings of M&E

Monitoring and evaluation are two distinct and related sets of activities that support the design and implementation of projects, programmes or policies, with the intention of creating feedback and learning loops that inform revisions. Monitoring should be considered from the outset. It is undertaken to keep the initiative on track and provides information to enable decision making

about design and implementation. Monitoring data is crucial for evaluation and provides the basis for assessing what a project has achieved or delivered relative to its cost, scale, or duration. Key features of monitoring and evaluation are as summarized in table 1.1:

Table 1.1: Key features of Monitoring and Evaluation

	Monitoring	Evaluation
Who does it?	Programme managers and implementation staff	Evaluators working with programme staff and other key stakeholders
Purpose/ interest	Adaptive management	<ul style="list-style-type: none"> ● Accountability ● Learning
Timing	Continuous	Periodic, at key intervals
	Monitoring	Evaluation
Typical scope	<ul style="list-style-type: none"> ● Use of funding and other resources ● Implementation including activities, outputs and short-term outcomes ● Fidelity ● Performance against targets 	<ul style="list-style-type: none"> ● Achievement of objectives ● Evaluative criteria (relevance, quality, effectiveness, efficiency, value for money, sustainability) ● Outcomes, impact, attribution ● Draw conclusions of merit/worth
Funding	Embedded in programme budget	Dedicated line item
Measures	Indicators and targets	Criteria, indicators and standards
Data	Involves primary data collection (programme data)	Usually involves primary data collection, uses programme & other secondary data, typically draws on multiple data sources
Reporting	Descriptive, performance-related	Explanatory, judgmental, lessons learned

1.2 Rationale for M&E Framework

The purpose of the MENQF is to give a procedural approach and best practice to M&E on the quality and relevance of qualifications offered in Kenya. The framework spells out the activities that will be used to measure success of qualifications awarding system.

Monitoring and Evaluation is critical for achievement of the Country's development results. It provides information on implementation progress of programmes/projects and the extent to which

an intervention is realizing its intended results. The M&E framework thus shall provide important information of continuous learning and improvement process that ensures that performance takes place according to work-plans and expected results are realized in an effective and efficient manner. Monitoring and Evaluation plays an important role in informing the planning and budgeting process. M&E findings on performance review are a critical component in identifying priority areas for intervention and resource allocation and re- allocation. The implementation of the KNQF espouses the principles of Results-Based Management, transparency, accountability, and efficiency as fundamental principles for managing all qualifications awarding programmes and projects in Kenya.

The M&E framework complements other Government guiding policies for providing timely and regular information for evidence-based decision making geared towards achieving the Kenya Vision 2030. In addition, Kenya is a signatory to international development agreements which include the Sustainable Development Goals (SDGs); the African Union Agenda 2063; and regional strategies of IGAD, EAC and COMESA. These agreements have progress reporting frameworks which require a well-coordinated flow of timely and regular information to support reporting on implementation of the qualification's framework. The MEF is geared towards providing the framework for guiding implementation of KNQF in terms of reporting against the implementation and objectives.

1.3 Purpose of M&E Framework

The main objective and purpose of this M& E Framework is to provide guidance to KNQF on how to keep track on implementation of the KNQF and its supporting policies and activities. Section 8(1) g of KNQF Act. No. 22 of 2014 is mandates KNQA to advise and support any person, body or institution which is responsible for the award of national qualifications. The Authority will provide advice and support towards best practices of enhancing the qualifications awarding system and process.

The M&E Framework is intended as a pragmatic conceptual reference and methodological guidance for both national (including regional) and institutional qualification implementers helping them develop and establish functional qualification M&E systems.

1.3.1 Specific objectives of KNQF are:

- a) Promote Registration, Accreditation and Document of National Qualifications, Qualification Awarding Institutions (QAIs) and Learners Qualification
- b) Establish a National Assessment and Quality Assurance system for qualifications
- c) Strengthen Research, Innovation and Outreach Policies in Support of KNQF Informed Decision Making and Excellent Service Delivery
- d) Enhance integration, flexibility and mobility into the education, training system and labour market
- e) Mainstream Internal Business Processes
- f) Diversify Revenue Sources and Promote Prudent use of Resources
- g) Strengthen Human Capital and Organizational Capacity at All Levels

The creation of an M&E system that is fit-for-purpose, with clear standard operating procedures and engaging individuals with sufficient knowledge and skills can assist with ensuring that data is collected, collated and analyzed in line with specified requirements. This shall ensure clarity as to who will use the data and for what purpose. Creating a standardized system shall equally reduce potential for error and enable validation of information collected. Therefore, an effective M&E framework will generate credible information that will be used to track progress, identify course corrections and inform evaluations. Identifying the focus of an evaluation, the key evaluation questions and approaches when an M&E framework will ensure that the M&E framework is able to generate the information required for an evaluation.

1.4 Context of M&E of Qualifications Framework

1.4.1 Mandate and Functions of KNQA

The mandate of Kenya National Qualification Authority (KNQA) is to establish and maintain the Kenya National Qualifications Framework (KNQF). In doing this, the Authority accredits and registers qualifications, recognizes and equates local and foreign qualifications, provides for the Recognition of Prior Learning, establishes the National Learners Record Database (NLRD) and creates the Kenya Credit Accumulation and Transfer System (KCATs). The Authority aims to create harmony and better coordination within the education and training sector by working with quality assurance bodies, professional associations, examination and assessment bodies, education

and training institutions. In essence, the work of KNQA cuts across Basic education, TVET and University sector in Kenya.

The functions of the KNQA are: -

1. To co-ordinate and supervise the development of policies on national qualifications;
2. To develop a framework for the development of an accreditation system on qualifications;
3. To develop a system for the assessment of national qualifications;
4. To develop and review inter-relationships and linkages across national qualifications in consultation with stakeholders, relevant institutions and agencies;
5. To maintain a national database of national qualifications;
6. To publish manuals, codes and guidelines on national qualifications;
7. To advice and support any person, body or institution which is responsible for the award of national qualifications;
8. To publish an annual report on the status of national qualifications;
9. To Set standards and benchmarks for qualifications and competencies including skills, knowledge, attitudes and values;
10. To define the levels of qualifications and competencies;
11. To provide for the recognition of attainment or competencies including skills, knowledge, attitudes and values;
12. To facilitate linkages, credit transfers and exemptions and a vertical and horizontal mobility at all levels to enable entry, re-entry and exit;
13. To conduct research on equalization of qualifications;
14. To establish standards for harmonization and recognition of national and foreign qualifications;
15. To build confidence in the national qualifications system that contributes to the national economy;
16. To provide pathways that support the development and maintenance of flexible access to qualifications;
17. To promote the recognition of national qualifications internationally; and,
18. To perform such other functions as may be provided under the KNQF Act.

1.4.2 Narrative of the Program's Theory of Change

The M&E National Qualifications Framework developed together with key stakeholders will encourage participation and ownership of an implementation plan. The framework is underpinned on the theory that the M&E National Qualifications Framework shall provide important information of a continuous learning process that ensures that performance takes place according to work-plans and expected results are realized in an effective and efficient manner. M&E findings on performance review are a critical component in identifying priority areas for intervention and

resource allocation and re- allocation. The implementation of national qualifications framework espouses the principles of Results-Based Management, transparency, accountability, and efficiency as fundamental principles for managing all qualifications awarding programmes and projects in Kenya

Therefore, *if* MENQF programme engages qualifications awarding institutions (QAIs) by providing evidenced based data on learning outcomes progress which require a well-coordinated flow of timely and regular information and provision of technical assistance on learning infrastructure management and maintenance and *QAIs* assisted to achieve quality and relevance of qualifications offered in Kenya and international development agreements which include the Sustainable Development Goals (SDGs); the African Union Agenda 2063; and regional strategies of IGAD, EAC and COMESA, *THEN* all the QAIs at all the ten levels, expressed as learning outcomes, serving as a translation device between different qualifications frameworks or systems and their levels will be incentivised to actively participate in the different qualifications frameworks or systems and their levels which will catalyse additional investments in the education sector in the in the region, and this will enable the primary stakeholders to have improved and quality access to education for Country's development.

The ToC is based on several assumptions:

- That the Qualifications Awarding Institutions (QAIs) are willing to invest and the adoption of MEFNQ models will produce outcomes that will further incentive QAIs to scale up operations in education in the region
- That the adoption of MEFNQ will create a “demonstration effect” whereby QAIs will be able to see for themselves the benefits of the new practices and are inspired to emulate the beneficiary institutions. This has the potential to increase the scale of the benefits beyond the initial programme primary stakeholders.
- That the enabling environment will remain favourable to further support the ability of the outputs to convert to sustainable outcomes and impact.
- QAIs will be responsive to the MEFNQ and dedicate resources (funds, staff etc) to implement programmes' activities
- There shall be political goodwill to implement the framework.

1.5 Scope for M&E Framework

The KNQF covers all forms, levels and categories of educational and training provided by the public and private sectors in Kenya. It is guided by the principle of inclusiveness, targeting all areas of general education, vocational training, higher education, lifelong and out of school or nonformal education, other forms of learning such as open and distance, and e-learning.

The M&E framework applies to: -

- a) Kenya National Qualifications Authority (KNQA)
- b) Qualification Awarding Institutions (QAIs): All public or private institutions, and foreign institutions or bodies operating in Kenya mandated to carry out assessment and award national qualifications.
- c) Professional Examination Boards.
- d) Accredited Qualifications Awarding Institutions seeking re-accreditation for a further period.
- e) Quality assurance agencies/regulatory agencies.
- f) Basic education (Directorate of Educational Standards and Quality Assurance)
- g) Industry players/ Employers
- h) Non formal and informal sector
- i) Assessment bodies

1.5.1 Education and Training Progression Pathways

The KNQF has defined ten (10) unique levels of competence as shown in figure 1.1. For each level, a National Award has been assigned. The framework hence provides clear competence descriptors for each level/National Award.

The KNQF consists of the following features:

- a. The qualifications recognized in the KNQF are classified into subsectors basic, TVET, University education sector, and Professions;
- b. The levels of qualifications differentiated based on the breadth, depth and complexity of knowledge and skills that are included in various qualifications;

- c. All qualifications in the KNQF have a purpose and are interrelated to each other, providing for articulation from one qualification to the other by recognition of prior learning.

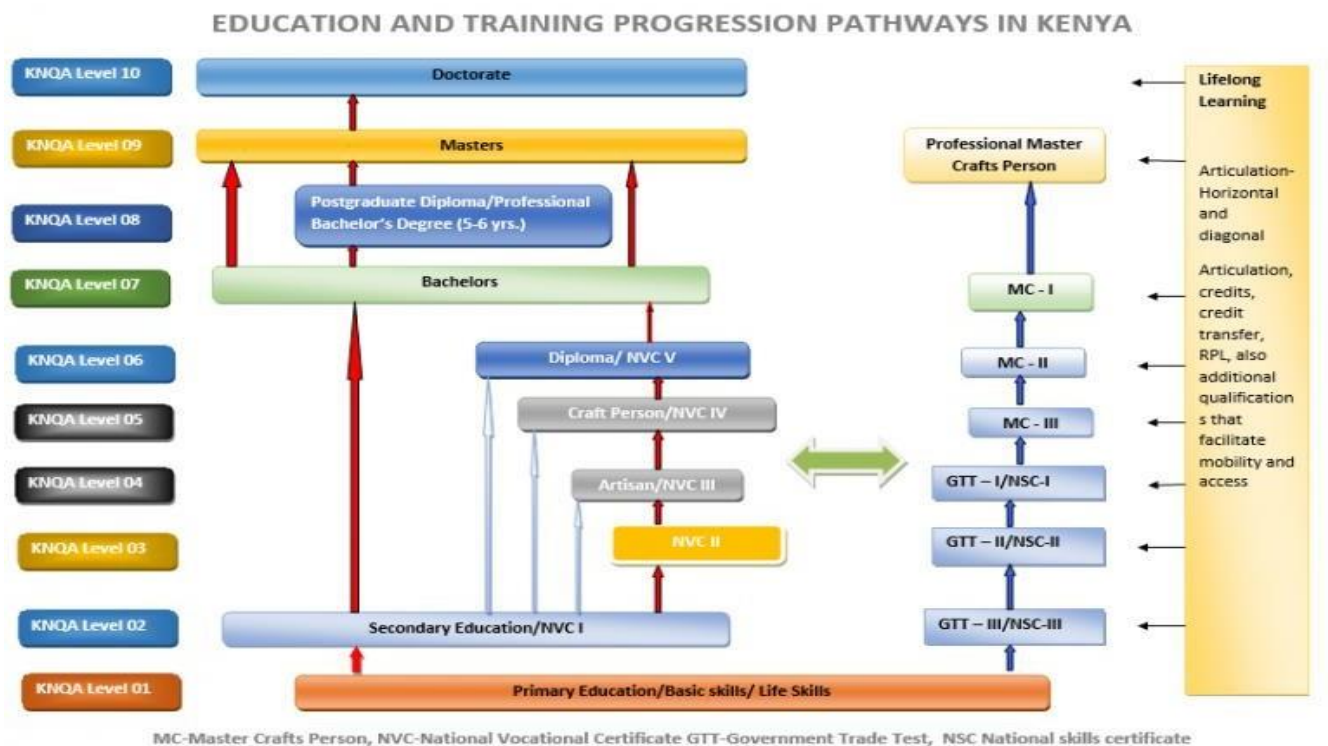


Figure 1.1: KNQF Education and Training Progression Pathways

1.6 Legal Anchorage of M&E National Qualifications Framework

There exists legal instruments, policies and opportunities that the Country can leverage while operationalizing the Monitoring and evaluation framework. The following sub-sections discusses some of these instruments.

1.6.1 The Constitution of Kenya

The Constitution of Kenya 2010 provides the basis for monitoring and evaluation as an important aspect of operationalizing government functions. It emphasizes on the principles of transparency,

integrity, access to information, and accountability, which all state offices are required to adhere to. These principles are provided under Articles 10, 35, 56, 132, 174, 185, 201, 203, 225, 226, 227 and 232. These principles implicitly imply the need for a structured way for which programmes/projects/policies are monitored to comply with the national principles and values.

1.6.2 A Policy Framework for Education and Training

The Ministry of Education Science and Technology has developed Policy and legislative framework for Education and Training to realign the human capital development needs of the country to the Constitution and the Kenya Vision 2030. The policy also seeks to enable Kenya meet its international commitments, in particular, the goals and objectives of the *Millennium Development Goals* (MDGs) and the *Education for All* both of which obligate contracting parties to spread the benefits of an all-inclusive education to every citizen of the country. The *Policy Framework on Education and Training: Reforming Education and Training in Kenya* to encapsulate the ideas and principles that should guide the policies, programmes and initiatives that the Government, through the Department of Education, ought to put in place in order to effectively meet the emerging education needs and aspirations of the country. The guiding philosophy of the reform efforts on Education is the need for a stable and cohesive nation to provide a platform for socioeconomic development and the prosperity of the Nation.

1.6.3 The KNQF Act

The KNQF Act No. 22 of 2014 established the Kenya National Qualifications Authority; to provide for the development of a Kenya Qualifications Framework and for connected purposes. The guiding principles for the framework include, among others, to promote access to and equity in education, quality and relevance of qualifications, evidence-based competence, and flexibility of access to education, training assessment and qualifications.

1.6.4 Public Finance Management Act, 2012 and its Regulations

In section 83 of the PFM Act 2012, an accounting officer for a national government entity shall prepare a report for each quarter of the financial year containing information on the non-financial performance of the entity. According to PFM Act Regulations Kenya gazette supplement No 32 Part VIII 129(1), the accounting officer shall monitor and evaluate the financial and non-financial performance of programmes funded by a conditional and unconditional transfer from the National

government. He shall also prepare and submit to the relevant national accounting officer a quarterly report within 15 days after the end of each quarter in a format prescribed by the Public Sector Accounting Standards Board.

The report shall, among other things, account for actual transfers received by the County government, actual expenditure incurred in respect to the transfer and the extent to which the objectives and outputs were achieved. Part IV Section 104 of the PFM Act 2012 on County Government Responsibilities with Respect to Management and Control of Public Finance, requires a County Treasury to monitor, evaluate and oversee the management of public finances and economic affairs of the county government. These include: Monitoring the county government's entities to ensure compliance with the PFM Act 2012 and effective, efficient and transparent financial management, upon request; providing the National Treasury with information it may require to carry out its responsibilities under the constitution and this Act.

1.6.5 The Intergovernmental Relations Act, 2012

Section 8 of the Intergovernmental Relations Act, 2012 details the functions of the Summit which include to provide a forum for: Promotion of national values and principles of governance; Consideration of reports from other intergovernmental forums and other bodies on matters affecting national interest; Evaluating the performance of National or County governments and recommending appropriate action; Receiving progress reports and providing advice as appropriate; Monitoring the implementation of national and county development plans and recommending appropriate action; and Coordinating and harmonizing the development of County and National government policies.

1.6.6 Basic Education Act

Basic Education Act No. 14 of 2013 is an Act of Parliament to give effect to Article 53 of the Constitution and other enabling provisions; to promote and regulate free and compulsory basic education; to provide for accreditation, registration, governance and management of institutions of basic education; to provide for the establishment of the National Education Board, the Education Standards and Quality Assurance Commission, and the County Education Board and for connected purposes.

1.6.7 The Kenya Institute of Curriculum Development Act

The KICD Act No. 4 of 2013 is an Act of Parliament to establish the Kenya Institute of Curriculum Development; to establish the governing Council for the Institute and for connected purposes.

1.6.8 The Kenya National Examinations Council Act

The Kenya National Examinations Council Act No. 29 of 2012 is an Act of Parliament to provide for the establishment, powers and functions of the Kenya National Examinations Council and the conduct of examinations; to provide for the repeal of the Kenya National Examinations Council Act, and for connected purposes.

1.6.9 The Technical and Vocational Education and Training Act

The Technical and Vocational Education and Training Act No. 29 of 2013 is an Act of Parliament to provide for the establishment of a technical and vocational education and training system; to provide for the governance and management of institutions offering technical and vocational education and training; to provide for coordinated assessment, examination and certification; to institute a mechanism for promoting access and equity in training; to assure standards, quality and relevance; and for connected purposes.

1.6.10 The Universities Act

The Universities Act No. 42 of 2012 being an Act of Parliament to provide for the development of university education; the establishment, accreditation and governance of universities; the establishment of the Commission for University Education, the Universities Funding Board and the Kenya University and Colleges Central Placement Service Board; the repeal of certain laws, and for connected purposes.

1.6.11 KNQF Strategic Plan 2020-2025

The Kenya National Qualifications Authority (KNQA) was set up in 2015 as set out in the Kenya National Qualifications Framework (KNQF) Act No. 22 of 2014 and KNQF Regulations of 2018 to help coordinate and harmonize the various levels of education; and to create a database of all qualifications in the country. The KNQF is part of Kenya's international commitments to develop an accurate, reliable and robust database of all qualifications in the country that will allow for comparability, equation, recognition and information sharing of qualifications globally. The M&E Framework for national qualification borrows from the KNQF Strategic Plan 2020-2025 strategic objectives 1, 2, 3, 4 and 7. The Authority's strategic direction over the next five years as contained

in the strategic objectives outlined is expected to drive the Authority's agenda during the Plan's period.

1.7 Guiding Principles

The guiding principles for the MEFNQ shall be as stated in the (a) Article 10 (2) of the Constitution, and (b) Section 3 of the KNQF Act, that among others, to promote access to and equity in education, quality and relevance of qualifications, evidence-based competence, and flexibility of access to and affordability of education, training assessment and qualifications.

This M&E framework is anchored on the following principles:

- a) Adherence to national, regional and global standards
- b) Transparency and credibility
- c) Accountability
- d) Flexibility and responsiveness
- e) Governance
- f) Sustainability

SECTION TWO

SITUATIONAL ANALYSIS

2.1 International Context

The concept of a National Qualifications Framework is a fairly recent one. Since the early 1990s, various governments across the world have embarked on ambitious and far-reaching attempts to reform their education and training systems, with the intention of making education and training more relevant for the labor market. In many such cases, national qualifications frameworks have been the principal instrument used to facilitate the transformation processes of these systems. Though it owes its intellectual origins to educational developments in Britain, the first National Qualifications Authority was established in New Zealand a decade and a half ago, and from there it spread to other countries like Australia, Scotland, Singapore, South Africa, Brazil, Namibia and Mauritius to name but a few. There are country specific frameworks, but there are also ongoing projects for meta-frameworks or regional frameworks such as those in Europe, and the SADC region. By 2006 more than 60 countries and four regions were in one way or another involved in NQF developments.

This section presents a cross section of M&E systems and practices from various countries, providing a broad understanding of good practices pertaining to M&E in Africa and the world. The table 2.1 summarizes the practices.

Table 2.1: Comparison of selected M&E Systems in the world

S/No.	Country	Nature of M&E System	Hosting Institution	Important Lessons to Learn
1.	Chile	Budgetary Control system (founded on indicators & evaluations)	Ministry of Finance (Budget Directorate)	<ul style="list-style-type: none">● Conducting of frequent evaluations & use of the findings for decision-making.
2.	Columbia	National M&E System (a system of performance indicators which tracks progress against the President's Goals)	Directorate for Evaluation of Public Policy (DEPP) in the Department of National Planning (DNP)	<ul style="list-style-type: none">● M&E information used by the President's office to enhance social accountability,● Evaluations, particularly impact evaluations, are utilized in government

				decision-making
3.	Mexico	M&E system anchored on a strong legislative framework	Ministry of Finance	<ul style="list-style-type: none"> ● Evaluations consolidated and report findings disseminated among government agencies and civil society.
4.	Benin	National Evaluation Policy (NEP) and National M&E System (for Planning, Programming, Budgeting (PPB) & M&E)	Ministry of Planning and Development	<ul style="list-style-type: none"> ● System relies on the national statistics system for measurement and data
5.	Ghana	M&E Policy (being concluded)	Ministry of Monitoring and Evaluation	<ul style="list-style-type: none"> ● The M&E function in the country is overseen by a fully-fledged Ministry. ● M&E guidelines have been developed to respond to M&E needs at national, sector and district levels
6.	South Africa	M&E Policy Framework	Department of Performance Monitoring and Evaluation (DPME)	<ul style="list-style-type: none"> ● M&E guides the planning process in government and focuses on outcomes. ● Reporting on achievements is done to the cabinet on quarterly basis. ● A Management performance Assessment Tool (MPAT) is being used
7.	Uganda	M&E Policy/M&E System	Office of the Prime Minister (OPM).	<ul style="list-style-type: none"> ● Strong evaluative practice in the country with active participation of the Civil Society Organizations (CSOs). ● Community participation approach (barazas) for M&E has led to enhanced accountability and ownership of government programs by

				local communities.
--	--	--	--	--------------------

Source: The National Treasury and Planning State Department for Planning (Kenya National Monitoring and Evaluation Policy, 2022)

2.2 Monitoring and Evaluation of ACQF

The vision for the ACQF is to enhance comparability, quality and transparency of qualifications from all sub-sectors and levels of education and training; to facilitate recognition of diplomas and certificates, and mobility of learners and workers; to work in complementarity with national and regional qualifications frameworks; to support developments at national and regional levels; and to promote cooperation and alignment between qualifications frameworks (national and regional) in Africa and worldwide. M&E at the national, regional or continental levels are intended to support ACQF vision. The vision of the ACQF should also resonate with the vision and purpose of each country’s NQF or each region’s RQF; the one is not intended to supersede the other.

In order to build an M&E system for NQFs as well as RQFs, it is important to understand what is being monitored and evaluated. The mapping study conducted to determine where different countries are in the process of NQF development, examined eleven transversal thematic areas. These eleven thematic areas may be viewed as components of a national qualifications framework or system. M&E can then be applied to each of the thematic areas or components associated with NQFs and RQFs to the extent that it is present in each country.

The strategic and policy objectives of NQFs and RQFs in Africa are illustrative of the range of components (thematic areas) associated with NQFs and RQFs generally. The process of NQF development is dynamic and countries’ contexts will not be the same from one country to another. The M&E will be influenced by the stage of development of the NQF as well as existing data

collection, analysis and reporting processes and capacity to analyze, report, use and disseminate data within a particular country.

2.4 National Context

The history of monitoring and evaluation dates back in the years 2000 during the formulation and implementation of the Poverty Reduction Strategy Paper (PRSP). During this period, the focus of M&E was mainly on National level programmes interventions and was led by development partners. In 2003, the Economic Recovery Strategy for Wealth and Employment Creation (ERS) was developed and took cognizance of the importance of a robust national M&E system and its institutionalization. During PRSP and ERS period, development partners, Civil Society organizations (CSOs) and other non-state actors in public development programmes had a monitoring and evaluation component in their programmes.

In 2004, a government-wide M&E system, the National Integrated Monitoring and Evaluation System (NIMES), was established and subsequently, the Monitoring and Evaluation Directorate was created to coordinate the system. To date, all government entities have an M&E component embedded in their policies, programmes and projects for purposes of accountability and continuous improvement.

2.4.1 Kenya Vision 2030 and Medium-Term Plans

The Kenya Vision 2030 is the national long-term development blueprint that aims to transform Kenya into a newly industrializing, middle-income country providing a high quality of life to all its citizens by 2030 in a clean and secure environment. The Vision is anchored on three pillars namely: Economic, Social and Political pillars that are sustained by the Enablers, which form the foundations for social and economic transformation of the country. The qualifications awarding institutions have aligned their Strategic Plans to the national development blue print and the MTPs through a consultative process. The progress in the implementation of these MTPs is monitored and reported through annual progress reports, mid-term and end-term reviews. The Vision Delivery Secretariat (VDS) provides strategic leadership and direction in the realization of the Vision 2030 goals, and closely collaborate with line ministries in developing the five-year medium-term plans for the realization of the Vision.

2.4.2 Executive Order No. 1 of 2019 Framework for Coordination and Implementation of the National Government Development Programmes and Projects

The Executive Order No. 1 of 2019 provides for greater co-ordination and harmonization in the implementation of National Government Development Programmes and Projects under the Medium-Term Plan III, with a focus on “*The Big Four Agenda*”. The Executive Order provides for a framework for facilitating effective oversight, coordination, implementation, administration and supervision of National Government Development Programmes and Projects. To this end, it has established implementing and coordinating Committees at various levels of the country, each with clear functions. Therefore, this M&E framework for national qualifications would serve as a key instrument for assessing and ascertaining the functionality of these committees.

2.4.3 National Integrated Monitoring and Evaluation System

To strengthen the M&E function in the country, the National Integrated Monitoring and Evaluation System (NIMES), a government-wide M&E system was established in 2004 to track progress of implementation of Economic Recovery Strategy (ERS) for Wealth and Employment Creation and subsequently of the Kenya Vision 2030. The overarching goal of NIMES is to provide the government with a reliable mechanism to monitor and evaluate the implementation of public policies programmes, and projects. NIMES integrates all M&E systems in the public sector at both national and county levels. With the advent of devolution, M&E in counties is undertaken under the auspices of County Integrated M&E System (CIMES) framework. The implementation of NIMES is through five key result areas: Research and Results Analysis; Project Monitoring and Evaluation; Dissemination, Advocacy and Sensitization; Indicator Development, Data Collection and Storage; and Capacity Development and Policy Coordination.

However, the NIMES implementation has faced a myriad of challenges, which have hindered realization of its envisaged objectives including:

- a. Weak M&E culture:
- b. Multiple and uncoordinated M&E Reporting structures
- c. Inadequate institutional, managerial and technical capacities
- d. Low utilization of data/information

- e. Inadequate policy and legal framework

2.5 Emerging issues in M&E

The Monitoring and Evaluation environment is dynamic. The emerging issues in M&E includes the following:

- **Time and Resource**

One of the major challenges in effective monitoring and evaluation processes inadequate time. Ample time to be allocated for M & E activities as scheduled. The ever-changing technological ecosystem within the M&E space require adequate resource.

- **Technical Expertise**

In addition, technical expertise can be a significant challenge to effective monitoring and evaluation process. On-job capacity building would be sufficed in keeping up with the emerging trends

- **Culture/Attitudes**

Monitoring and Evaluation is more than an individual's activity or process but rather a team with focuses on learning and adopting a growth mindset. If the right culture isn't in place, then monitoring and evaluation can often feel like its purpose is to criticise and identify failures. When done well, however, with the right approach, M&E would be an important part of creating an environment while— accepting mistakes as part of the learning process, and providing opportunity for learning and growth without the fear of retribution.

- **Lack of Focus**

Understanding which areas to focus efforts in M&E is critical. M&E can often be overwhelming or be dropped down in the priorities list when there is no clear understanding of why an institution is doing it or what they are hoping to achieve. Unless these things are clear, the institution can spend time collecting a lot of data without gaining any valuable insights.

- **Handling conflicts**

Conflicts can sometimes significantly bring down productivity and affect emotional wellness.

- **M & E Automated System**

Most institutions may have developed an online (e-management) tool for planning, resource and project management. This online management tool being used for tracking of monitoring indicators. The programme officers and staff members of other stakeholders utilize this online management system for planning and reporting purposes. Sufficient resources, competent staff, flexibility of the system to accommodate changes, and enabled infrastructure among others, are live issues to be considered.

2.6 Risk Management

Risk management is an essential part of any monitoring and evaluation policy. It is a proactive approach to identify, assess, and mitigate risks that could negatively impact the success of monitoring and evaluation activities. By identifying potential risks early, the policy can develop mitigation strategies to reduce or eliminate the impact of these risks.

The risk management section of the policy should provide guidance on identifying and assessing risks, developing mitigation strategies, and monitoring and reporting on the effectiveness of these strategies. Effective risk management can help ensure that monitoring and evaluation activities are successful and that their results are accurate, reliable, and useful. The following table provides an example of how risk management, assumptions, and mitigation strategies can be presented in a monitoring and evaluation framework:

Risk 1: Weak Institutional M&E culture

Area	Mitigation Strategy
Awareness	Develop an M&E communication plan to educate staff and stakeholders on the importance of monitoring and evaluation for buy -in.
Resistance to Change	Involve stakeholders in the development of the M&E policy and encourage feedback and participation. Provide training and support to staff and stakeholders to ensure that they understand their roles and responsibilities.

Area	Mitigation Strategy
Insufficient Resources	Allocate sufficient resources to M&E activities, including staffing, equipment, and other resources.
Inadequate M&E Skills	Provide training and support to staff and stakeholders to build their M&E skills. Hire or contract M&E professionals as needed.
Inadequate M&E Systems	Develop and implement effective M&E systems and procedures that are appropriate for the organization's needs. Regularly review and update these systems to ensure that they remain effective.

Risk 2: Multiple and uncoordinated M&E Reporting structures

Risk Element	Mitigation Strategy
Lack of Communication	Ensure that communication channels are clear and effective. Develop a communication plan that outlines reporting requirements, deadlines, and channels. Involve stakeholders in the development of the reporting structure.
Poor of Coordination	Develop a clear and coordinated reporting structure that outlines roles and responsibilities. Implement regular meetings and consultations with stakeholders to ensure that reporting is coordinated and effective.
Insufficient Resources	Allocate sufficient resources to support the reporting process, including staffing, equipment, and other resources.
Inadequate Reporting Skills	Provide training and support to staff and stakeholders to build their reporting skills. Hire or contract reporting professionals as needed.
Inadequate Reporting Systems	Develop and implement effective reporting systems and procedures that are appropriate for the organization's needs. Regularly review and update these systems to ensure that they remain effective.

Risk 3: Low utilization of data/information

Risk Element	Mitigation Strategy
Lack of Awareness	Develop a communication plan to educate stakeholders on the importance of using data and information to make informed decisions.
Inadequate Data Quality	Ensure that data is accurate, reliable, and relevant. Develop and implement data quality assurance measures to ensure that data is of high quality.
Insufficient Resources	Allocate sufficient resources to support data analysis and utilization activities, including staffing, equipment, and other resources.
Inadequate Data Analysis Skills	Provide training and support to staff and stakeholders to build their data analysis skills. Hire or contract data analysis professionals as needed.
Inadequate Data Analysis Systems	Develop and implement effective data analysis systems and procedures that are appropriate for the organization's needs. Regularly review and update these systems to ensure that they remain effective.

Risk 4: Inadequate policy and legal framework

Risk Element	Mitigation Strategy
Lack of Awareness	Develop a communication plan to educate stakeholders on the importance of having a strong policy and legal framework.
Insufficient Resources	Allocate sufficient resources to support the development and implementation of policy and legal frameworks, including staffing, equipment, and other resources.
Inadequate Policy and Legal Expertise	Hire or contract policy and legal experts to assist in the development and implementation of policy and legal frameworks. Provide training and support to staff and stakeholders to build their policy and legal expertise.
Inadequate Consultation	Ensure that stakeholders are involved in the development and implementation of policy and legal frameworks. Implement regular meetings and

Risk 5: Inadequate Institutional, Managerial, and Technical Capacities

Risk Element	Mitigation Strategy
Lack of Awareness	Develop a communication plan to educate staff and stakeholders on the importance of institutional, managerial, and technical capacities.
Insufficient Resources	Allocate sufficient resources to capacity building activities, including staffing, equipment, and other resources.
Inadequate Capacity Assessment	Conduct regular capacity assessments to identify gaps and areas for improvement. Develop and implement capacity building plans based on the assessment results.
Inadequate Staffing	Hire or contract competent staff. Provide training and support to existing staff to build their skills and expertise.
Inadequate Systems and Procedures	Develop and implement effective systems and procedures that are appropriate for the organization's needs. Regularly review and update these systems to ensure that they remain effective.
Insufficient Coordination	Develop a clear and coordinated approach to capacity building that involves all relevant stakeholders. Implement regular meetings and consultations with stakeholders to ensure that capacity building efforts are coordinated and effective.

Other risks.

Risk Element	Assumption	Mitigation Strategy
Data quality	Assumption: Data is accurate and reliable.	Verify data quality by using multiple sources and methods.
Insufficient resources	Assumption: Sufficient resources will be available.	Develop a contingency plan and prioritize activities based on available resources.
Stakeholder resistance	Assumption: Stakeholders will support the monitoring and evaluation activities.	Engage stakeholders early and frequently and address concerns proactively.
Technology failure	Assumption: Technology will function as expected.	Have backup systems in place and test technology before use.



SECTION THREE

M & E IMPLEMENTATION FRAMEWORK

3.0 Monitoring and Evaluation Methodologies

M&E process involves monitoring whereby It ensures that programme and activities set are achieved by gauging performance against plans and evaluate lessons from the experience of interventions for future implementation, effectiveness and also checks and maintains tracks of programme implementation for a specific period of time.

3.1 Process of M&E

(1) Establish the purpose and scope of M&E

It should be established why organization requires M&E and how beneficial it is to all relevant stakeholders. M&E should state to whom the process will assist in achieving set standards. The M&E framework intends to actualize the qualifications requirements to all QAIs, Professional Examinational Boards, assessment bodies and Regulatory/Quality Assurance Bodies.

(2) Identify development goal(s) and targets

The qualification framework's main goal is to achieve quality in education sector hence ensuring all national qualifications meet international standards and recognition. A target is a specification of the quantity, quality, timing and location to be realized for a key indicator by a given date. Target setting is a key step in building a results-based approach. Targets should also be kept under review and revised flexibly as necessary to take account of changing resource It is important to be realistic, taking account of what is feasible and being sensitive to the political issues associated with targets that are publicly announced. As outcomes are typically longer term, it is usually necessary to establish targets as short-term objectives on the path to achievement of an outcome. Setting a development goal and the programme purpose or expected outcomes is essential in building M&E system. In programme design, the specification of outputs, activities and inputs follows from this, and the expectation of outcomes will contribute to the higher level of development goal(s). In this M&E design, indicators, baselines and targets are similarly derived from the setting of goals and outcomes.

(3) Select key indicators and an evaluation framework

Indicators are the qualitative or quantitative variables that measure project performance and achievements. The national qualification M & E Framework includes indicators based on existing, well-established data sources, as well as monitoring systems already in use. Indicators should be developed for all levels of programme i.e. indicators are needed to monitor progress with respect to inputs, activities, outputs, outcomes and impact, to feedback on areas of success and where improvement is required.

The process of identification and selection of indicators will include the review of documents and existing M&E frameworks, extraction of indicators, consolidation of indicators, mapping indicators according to level of results, and consideration of good practices and indicators in use around the world. This extensive process required synthesizing a large amount of information in order to identify the relevant indicators for each priority area. Each indicator initially selected for inclusion in the M&E programme needs to be carefully scrutinized and tested before acceptance.

The M & E Framework indicators include: -

- a) Number of accredited Qualifications Awarding Institutions (QAIs)
- b) Number of certificates uploaded onto Kenya National Learners Record Database-KNLRD
- c) Number of institutions implementing approved policies, standards, on national qualifications
- d) Number of Institutions involving industry in qualification awarding process-No of MoUs.
- e) Number of RPL students assessed and certificates awarded
- f) Number of institutions implementing Kenya Credit Accumulation and Transfer System policy
- g) Number of qualifications registered onto the KNQF
- h) Number of capacity-built qualifications awarding institutions increased
- i) Number of polices, standards and guidelines on national qualifications developed by KNQA
- j) Number of qualifications validated and aligned to KNQF standards

Indicators will focus on compliance with process and implementation (outputs), changes in behaviour, attitude, knowledge and skills (outcomes) and impact - how qualifications frameworks may have enabled lifelong learning, progression, inclusion and mobility. Since the MEFNQ exists within an overall policy framework and strategy, indicators will need to measure progress with policy formulation, implementation, collection and incorporation of feedback based on implementation.

(4) Set baselines, plan data collection and analysis

The baseline is the first measurement of an indicator, which sets the programme condition against which change can be tracked and evaluated. Baseline data must be gathered for the key indicators and this may require implementation of a baseline survey unless existing data sources are adequate. With the baseline set targets that are feasible and achievable over the years of implementation.

As will be guided by the monitoring and evaluation plan, plan for routine and summative data collection in tracking of key performance indicators. Subsequent data gathering and repeat surveys for the implementation period of the programme and beyond should then be planned. QAIs' data collection will be continuous due to the nature of the indicators thus, will be done from the start of a programme thus admission to certification and also industry employment. The monitoring team will carry out periodic surveys and tracer studies of specific learners through interview to ascertain what happens after a program is completed by a learner and also if the learning outcomes and competencies were met and to what extent.

(5) Plan monitoring, data analysis, communication and reporting

Monitoring implementation,' tracking of the inputs, activities and outputs in annual or multiyear work plans, and 'results monitoring' of outcomes and impact, are both needed. The demands for information at each level of management needs to be established, responsibilities have been allocated, and plans made for: what data to be collected and when, how data are collected and analyzed, who collects and analyses data; – who reports information, and in what form, to whom and when an assessment of the flow of information and degree of detail needed by each stakeholder will help to clarify the indicators to be measured. KNQA monitoring team collects data, analyses it and report the findings to the management which thereafter disseminates to relevant stakeholders.

3.2 Performance Monitoring Plan (PMP)

Performance monitoring plans is extremely useful for proper implementation of Monitoring and Evaluation Activities. Monitoring and Evaluation must be carried out as two different types of exercise in tracking implementation of KNQF as they are designed to complement each other. Therefore, in the PMP they both must be dealt with separately because frequency, approach, methodology and scope are different for both exercises. Two separate plans will be developed to address the need and methodology of both the exercises.

This process helps to determine which activities are of more quality than others in target of improving future performance. The intention of evaluation is to provide credible and useful information, in view of determining the worth or significance of the undertaking, incorporating lessons learned into decision-making and enhancing the overall quality of the Authority's programming and operations. KNQA shall carry out evaluation of the programme against its set objectives as per KNQF level of descriptors.

Evaluation may be performed at different times and address different elements of the results chain, from assessing needs or determining baseline conditions at programme conception to evaluating the impacts of a programme contribution to development goals. Evaluation gives reasons why expected results are met or not

A timetable of formal evaluation reports should be set out This is linked both to the development of accountability within the programme, sector and higher levels of government, and the need to provide information to support decision-making.

3.3 Monitoring

i. Definition of Indicator should be clearly done in the PMP.

Definition / detailed narration of indicators will be mentioned against each indicator for proper data collection as they are extremely important in terms of proper clarification and common understanding of needs for data collection.

ii. Type of Indicator

Indicators used to monitor and report on the extent of progress should include indicators that measure delivery of outputs, attainment of outcomes and how the intervention may contribute to longer-term changes in circumstances.

There are two types of indicators:

- 1) Outcome / Impact indicators (that measure changes in the system)
- 2) Output / Process indicators (that measure the degree to which activities are being implemented)

Therefore, the type of indicator must be clearly defined in the PMP because data collection for both of the indicators would be different. Generally, data collection for Impact/ Outcome indicators are undertaken and data collection for output indicators are undertaken during regular monitoring exercises. Both types of indicators can be part of Monitoring or Evaluation exercises, depending on the scope and frequency of the data collection exercise(s).

Indicators are accompanied by a definition which provides the basis for reporting. Well formulated indicators consider the **CREAM** principles, as indicated in table 3.1 below:

Clear	Precise and unambiguous
Relevant	Appropriate to what is to be measured
Economic	Obtained at reasonable cost
Adequate	Able to provide sufficient information on performance
Monitorable	Easily monitored and able to be independently validated

Indicators need to be carefully selected to ensure that they do not overburden individuals responsible for collecting and analysing them. Indicators should be able to track progress and changes and identify where planning or implementation may be emerging differently to what was expected. Indicators should be reported in relation to targets which are set.

Indicators will focus on compliance with process and implementation (outputs), changes in behaviour, attitude, knowledge and skills (outcomes) and impact - how qualifications frameworks may have enabled lifelong learning, progression, inclusion and mobility.

The M&E indicators will need to measure progress with policy formulation, implementation, collection and incorporation of feedback based on implementation.

iii. Nature / Category of Indicators

Nature of Indicators must also be clearly defined in the PMP, i.e. Quantitative /Qualitative. Approach, data collection methodology and tools may differ for these two categories of indicators.

iv. Unit of Measurement (UoM)

Unit of measurement for indicators is extremely important in data collection exercise. The unit against each indicator must be clearly defined for proper data collection in order to measure the level of achievement against the indicators.

v. Targets

Biennial targets must be set in the Performance Monitoring Plan. Target should be realistic, and should be set at the time of biennial planning in consultations with the stakeholders and partners. All the targets must be in quantitative form, even for the qualitative indicators, in order to assess the level of progress against them.

vi. Baseline

Baseline is extremely important in assess the level of progress achieved. Baseline provides a benchmark at different point of the implementation, for comparison and analysis with actual progress.

vii. Data collection frequency

Data collection frequency depends on the type, category and availability of financial / human resource for M&E, the methodology, etc. KNQA monitoring team will use different data collection methods such as annual, bi annual and quarterly surveys, as appropriate.

viii. Data collection source(s)

Data collection sources may also differ for different categories and types of indicators. Therefore, careful selection of data collection sources should be decided and mentioned in the PMP. There should be more than one data sources, i.e., primary and secondary data sources in order to triangulate the information.

ix. Data collection responsibility

The responsibilities for monitoring will differ depending on the outputs under assessment.

x. Data analysis / reporting methodology and frequency

In most of the cases, data collection and data analysis frequencies remain same, but in some special cases they both may differ. This will differ as per the institution's capacity and data analysis preference.

xi. Means of Verification (MoV)

Monitoring demand tangible prove for progress reported against each performance indicator at output and outcome level e.g., reports, publications, policy documents, workshop reports etc. During the data collection against the indicators, means of verification will be collected against each output and outcome indicators for authentication and verification of reported progress.

3.4 M&E Matrix

The M&E matrix is constructed to show what to monitor, the baseline, the data source, methodology for data collection, frequency of M&E, who is responsible for data collection, analysis, reporting, and M&E event coordination/ organization. The matrix (annexture 5) suggests a participatory approach to implementation, depending on the type of indicators and its data requirements.

The framework suggests the frequency of undertaking monitoring events and suggests the key result areas, sub –activities, indicators, means of verification, baseline, data sources, nature and kind of information required, data collection method, frequency of M&E activity, responsibility, risks/assumptions. Additionally, the framework suggests that an M&E officer, stakeholders, and M&E consultant (whenever necessary) be responsible for coordination, data collection, analysis, and reporting of the M&E results depending on the selected indicators.

3.5 Data Management Processes

The results measurement system to be designed along (programme workbooks) to provide effective results measurement and a regular monitoring and continuous feedback mechanism to the implementation team, for the intervention team to be able to design and implement effective interventions.

The system will start by conducting sector analysis in order to identify the constraints/opportunities as well as collecting baseline data where feasible. Once the studies and inception phase are completed, the programme teams will conduct internal quarterly technical strategy reviews

sessions to review the interventions, strategies and monitoring results to decide on next steps. The system will be implemented in sync with the reporting requirements and will allow for timely information availability for reporting. The system will allow the project to measure and plausibly attribute actual achievements against the target; both on quarterly and on annual basis.

Managing the overall results system will require a well-coordinated data flow and management plans. This will start with obtaining and verifying the data by the team before the data is processed for reporting. QAIs will employ the use of ICT enabled application (of choice) to collect data. The system will be programmed with validation rules to minimise chances of entry error occurrence. The following diagram shows how the monitoring and results measurement system would work:

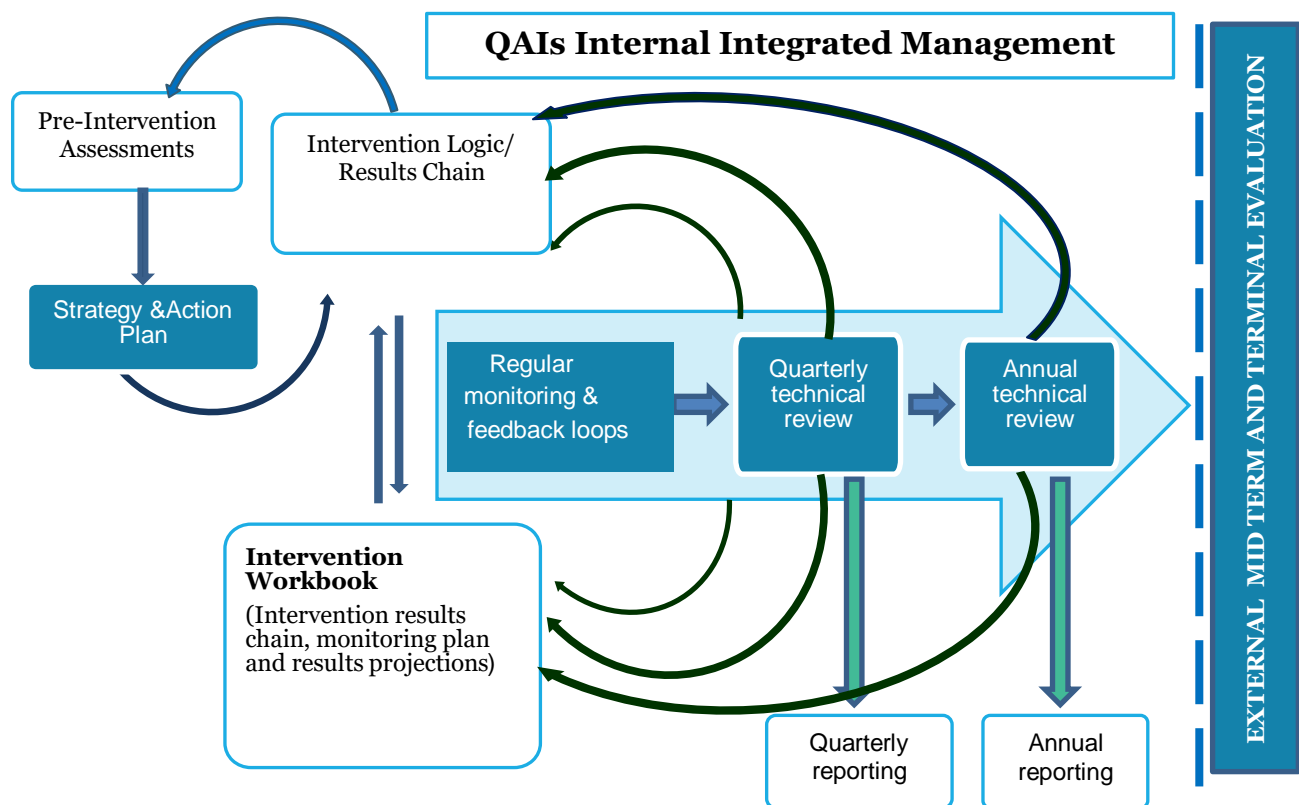


Figure 3.1: Monitoring and Results Measurement System

SECTION FOUR

COORDINATION AND IMPLEMENTATION FRAMEWORK

4.1 Coordination

The policy builds on the strength of the existing institutional structures and systems. The identified institutions will facilitate the integration of M&E in their respective mandates while adopting a multi-sectoral approach with clearly shared and specific responsibilities and accountability. The stakeholders comprise the Ministry of Education, various education sub-sectors regulatory bodies, QAIs, development partners and agencies among others. This policy emphasises co-ordination and synergetic efforts for effective implementation.

4.1.1 Ministry of Education

1. **Providing oversight and direction:** The Ministry of Education provides oversight and direction to ensure that the qualifications are Monitored and evaluated in line with this framework to ascertain that they meet the needs of the country and that they are aligned with international best practices.
2. **Ensuring compliance:** The Ministry of Education is responsible for ensuring that all institutions, including universities and colleges, comply with this M&E F. This includes ensuring that qualifications are accredited and recognized, and that the institutions delivering them meet the necessary standards.
3. **Promoting quality assurance:** The Ministry of Education through regulators promotes quality assurance by ensuring that institutions offering qualifications adhere to the provisions of this framework, and that the qualifications meet the needs of the labor market and society as a whole.
4. **Enforcement:** the ministry of education, through various regulation frameworks, provides means by which compliance is gained.

4.1.2 KNQA Roles and responsibilities in M&E

1. Develop and implement the M&E framework: KNQA shall develop the M&E framework. This involves establishing a system to track and evaluate the implementation of the KNQF, including its impact on quality and relevance of qualifications awarded in Kenya.
2. Monitoring and evaluating implementation: KNQA shall monitor the implementation of the KNQF to ensure that it is being implemented according to established M&E Framework. This involves tracking progress against key performance indicators (KPIs) and evaluating the effectiveness of the KNQF in achieving its intended outcomes.
3. Ensuring compliance: KNQA shall enforce compliance with the KNQF's requirements by setting and enforcing standards and regulations. They can also carry out regular audits to ensure that qualifications awarding institutions are complying with KNQF requirements.
4. Providing advisory and technical support: KNQA will provide e and support to qualifications awarding institutions to assist them in comply with KNQF requirements. This can include providing capacity building and technical assistance on institutionalization of this M&E framework., and offering guidance on best practices for monitoring and evaluating educational outcomes.
5. Communicating results: KNQA shall communicate the results of the M&E framework to relevant stakeholders, including the public, policymakers, and education and training providers. This helps to increase transparency and accountability, and can inform decisions about future investments in education and training.
6. Continuous improvement: KNQA will use the M&E framework to identify areas for improvement in the implementation of KNQF and take steps to address them. This can include revising standards and guidelines, capacity building and working with education and training providers to improve the quality of education and training.

4.1.3 Education and Training Regulatory Agencies

1. Developing M&E frameworks: Regulatory agencies shall institutionalize. This involves establishing a system to track and evaluate the implementation of the KNQF, including its impact on education and training outcomes.

2. Monitoring and evaluating implementation: Regulatory agencies shall monitor the implementation of the KNQF to ensure that it is being implemented according to established standards and guidelines.
3. Ensuring compliance: Regulatory agencies shall enforce compliance with the KNQF's requirements by setting and enforcing standards and regulations. This shall include regular audits to ensure compliance with KNQF requirements.
4. Communicating results: a standardized communication framework shall be adopted to communicate the results of the M&E framework to relevant stakeholders, including the public, policymakers, and education and training providers. This helps to increase transparency, uniformity and accountability, and can inform decisions about future investments in education and training.

4.1.4 Qualifications Awarding Institutions

1. Developing and Reviewing Qualification in line with the KNQF level descriptors and tools to ensure that qualifications are consistent, comparable, and meet the needs of learners, employers, and society.
2. QAIs shall be responsible for internal quality assurance of the qualifications they award. This includes ensuring that their assessments are valid, reliable, and fair, and that they adhere to the standards set out in the KNQF. This helps to maintain the credibility and integrity of the qualifications awarded.
3. QAIs will be required to report on their activities and outcomes as part of the M&E framework on the KNQF. This includes data on the number and types of qualifications awarded, the number of learners enrolled and completing qualifications, and information on the quality of assessments and outcomes achieved.
4. QAIs shall collaborate with other stakeholders in the implementation of the M&E framework. This includes working with employers, industry bodies, and government agencies to ensure that qualifications are relevant to the needs of the labor market and society.
5. QAIs shall use the data and information collected through the M&E framework to continually improve the quality of their qualifications and assessment processes. This includes reviewing and updating their qualification standards, assessment methodologies, and feedback

mechanisms to ensure that they are effective and meet the needs of learners, employers, and society.

6. QAIs should ensure that supervision and monitoring of the RPL process is carried out as per the set requirements for all qualifications

4.1.5 Development Partners

1. Providing funding: Provide technical and financial support for development and implementation of the MEFNQ.
2. Facilitating collaboration: Development partners shall facilitate collaboration between stakeholders involved in the implementation of the M&E framework. This can include bringing together education and training providers, regulatory agencies, and other stakeholders to share knowledge, exchange ideas, and coordinate efforts.
3. Supporting capacity building: Development partners may support capacity building initiatives to help education and training providers and regulatory agencies to develop the necessary skills and expertise to effectively implement the M&E framework. This can include providing training and technical assistance on data collection, analysis, and reporting.

4.1.6 Learners

Participating in evaluations: Learners shall participate in evaluations of the effectiveness of the KNQF and its impact on their learning outcomes. This can include completing surveys or other assessment instruments, and participating in focus group discussions. Their feedback will be used to gauge on the quality of education and training.

4.2 M&E Reporting, Dissemination and Use

Monitoring, evaluation, reporting and learning will be carried out by a variety of actors. After collecting and analyzing, data should be collated and findings reported to the agencies or individuals involved in the development or implementation of the KNQF. This requires coordination and communication at various stages between the different actors and institutions concerned. Most importantly, the allocation of responsibilities needs to be clarified at the very beginning of the process to ensure continuity and coherence throughout the process.

Reporting should be in line with agreed upon timelines, and reports prepared and tailored to the users' needs. It may be necessary to develop reports in different formats for different users e.g.

infographics which provide a visual overview of key trends and comprehensive and technical reports. National-level data related to the implementation of this MEFNQ may be reported as part of broader, overall higher education reporting and results. Intentional capacity building to use the collected M&E data is recommended.

The utility of the monitoring process will be a direct reflection of the extent to which the authority, beneficiaries and potential donors express an interest in its use and dedicate resources towards it. Attention must therefore be given to the ease with which data can be collected by Monitoring and Evaluation team. Much care has to be taken to design and format tools/templates that are simple to use and understand, and that builds on already available information at the national, regional and international levels.

4.2.1 KNQA Management

- Approve Monitoring and Evaluation budgets
- Approve M &E reports before disseminating to relevant stakeholders
- Supervise and oversees all Monitoring and Evaluation process
- Ensure KNQF requirements are implemented effectively

4.2.2 Monitoring Team

- Conduct M&E activities
- Develop evaluation strategy/schedule
- Collect and analyze data
- Prepare and submit M & E reports
- Prepare and conduct M&E capacity building schedules/Plans
- Provide central repository evaluation reports;
- Prepare a Communications Strategy to promote and enculture M&E; and
- Provide technical backstopping over all evaluations in QAIs and assessment centers.

4.2.3 QAI/Assessment body and Assessment Centers

- Conform to the standards and guidelines on assessing national qualifications
- Issue qualification certificates that comply with KNQF certification standards
- Submit learner's data records to the KNLRD

- Train assessment centers on use of POEs (maintenance and updating) and alignment with OS during formative assessments
- Assessment centers shall align their qualifications to the KNQF
- Conduct assessment/examinations that meet national and international standards
- Promote implementation of RPL and CATS in assessment centers

4.2.3 KNQA Council

- Coordinate the implementation of KNQF functions
- Approve standards, policies and guidelines for assessing national qualifications
- Approve the monitoring tools for monitoring and evaluation
- Approves KNQA M&E framework
- Approve accreditation/program registration certificates

4.3 Institutional arrangements for M&E Framework

An important upfront consideration is the optimal institutional arrangement for M&E framework. This entails considering where the M&E function will be located, reporting lines and links to other related functions (Policy, Planning, Budgeting, QA, Research etc.) and implementation and management.

An array of options is possible and the optimal institutional arrangements will depend on the organizational context. M&E is an important management function, but management's primary focus – implementation – may require substantial problem solving and crisis management and leave insufficient time for reflection and learning.

Governance is usually the mandate of a board/council - although the exact arrangements will depend on the institutional structure and legislation - whilst it is management's task to implement the agreed policy and strategy set by the Board/council.

A dedicated M&E unit can help ensure that reflection and learning is prioritized, but a risk of this approach is that management may see M&E as the responsibility of the M&E unit as opposed to an inherent management function. This could create dual responsibility lines and it is therefore critical to define the function and mandate of an M&E unit vis-à-vis programme management, to prevent M&E from being divorced from implementation and management.

The function and mandate of an M&E unit should determine where it is located with an institution. The following are the proposed institutional arrangements from best practices. The pros and cons of the four of these and consideration to mitigate the identified cons are as summarized in the Table below.

Table 4.1: Possible institutional arrangements for M&E

Description	Pros	Cons	Key Considerations
Centralized M&E unit which reports directly to top / strategic management	<p>Accords symbolic support for and foregrounds the strategic importance of M&E.</p> <p>M&E has direct access to decision makers and informs strategic planning.</p> <p>M&E is independent of specific programmes and likely to be impartial</p>	<p>Removed from support functions (policy making, finance etc) which M&E should have strong links to.</p> <p>M&E may be perceived as ‘policing’ and/or the focus compliance driven.</p>	<p>Important to provide feedback regarding data and data use; important for the M&E unit to provide support to programmes.</p>
Centralized M&E unit incorporated with other support functions (policymaking, planning, budgeting etc).	<p>Easy to create synergy with other support functions.</p> <p>Focus on M&E as a performance improvement and learning function.</p>	<p>M&E unit is lower in the organizational hierarchy with less authority; there may be delays in cooperating/supplying Requested information.</p>	<p>Can work well if M&E is regarded as valuable and a useful support to programmes.</p>
Decentralized M&E officers reporting to a centralized M&E unit (or programme managers).	<p>M&E capacity is disbursed throughout the organization</p>	<p>More M&E capacity intensive than other options.</p>	<p>Works well when there is a high degree of specialization and</p>

	which can enhance data quality and ensure M&E is responsive to programme needs.	M&E officers may be drawn into implementation, organizational politics and develop conflicted allegiance.	M&E officers need an in-depth understanding of programmes
Transversal M&E team: implementation staff from each programme/department represent their respective departments in a transversal ‘evaluation task team’ or M&E forum.	Relatively easy to implement and does not require top-level buy-in. Opportunities for peer learning, and to share lessons learned across various programmes and departments	M&E is loosely coordinated and has limited ability to determine mandate and priorities. M&E is not institutionally connected to strategy/ decision making or other support functions. Dual responsibilities (Implementation and M&E) limit available for M&E.	Beneficial if an organization does not have the capacity/top-level buy-in to establish an independent M&E unit. The forum will benefit from top-level endorsement to ensure that time is allocated for participation and findings/recommendations are shared more widely

4.4 Institutional Capacity to Implement an M&E System

It is important to establish what institutional capacity exists to design and implement an M&E system. This includes understanding whether there are any other M&E systems already developed and in use and how these are currently utilized, understanding the existing capacity and processes within a national M&E system, including what information is collected that can be used, without duplicating resources and effort. A national M&E qualifications system may also be able to assist with building the capacity of individuals who are tasked with monitoring the NQF at national or institutional levels.

Organizational capacity includes knowledge and buy-in to the purpose of collecting information, sufficient staff to be able to monitor progress and the necessary tools and templates to enable monitoring.

Other factors to consider include who has the skills to be able to implement and manage an M&E system, whether there are any other data systems in place currently and the quality and functionality of these, and what kinds of technology are available to support the development of a data system. This can include, but is not limited to, database software, data analysis software and reporting systems.

In addition to the technical capacity that is needed to effectively implement an M&E system, there needs to be a supportive culture to collecting and using monitoring data and evaluations to inform decision-making. This will assist with ensuring that people are invested in collecting accurate information at the right time, in the right intervals and submitting it for collation and analysis. This is central to achieving learning, contributing to the purpose of the ACQF and ensuring there are feedback loops to inform review and revision, aligned with its implementation and use.

The following actionable activities can be undertaken to encourage the development of a culture supportive of the collection and use of M&E data:

Table 4.2: Development of a culture to support use of M&E data	
Mechanism	Example of interventions to promote use arising in the cases
Awareness of the potential of M&E evidence	Stakeholder engagements Training/awareness raising on evidence training of stakeholders to analyze and utilize data to demand accountability and better services
Agreement/Understanding/Commitment	Dialogue process to build agreement and commitment evaluations steering committees to formalize partnerships
Access to M&E evidence	Producing accessible short reports and policy briefs Workshops Knowledge repositories Policy provisions
Interaction and trust	Dialogue process Knowledge brokering Workshops/breakfast meetings Networks and communities of practice
Ability and confidence	Capacity Building (learning by doing, workshops/trainings) Coaching/mentoring Experiential learning Online learning
Institutionalizing/formalizing use of M&E evidence	Management responses/improvement plans Embedded support eg knowledge brokering

Institutionalization of national evaluation systems Making public the analysis

4.4.1 Plan for the necessary conditions and capacities

Appropriate organizational structures for M&E shall be discussed with relevant stakeholders. Each stakeholder's responsibilities and information requirements should be considered during formation of M&E implementation plan. Sensitization on the M&E exercise and capacity building on NQF components and objectives will be carried out through various forums such as seminars, workshops and virtual meetings thus strengthening the quality of education and training sector.

SECTION FIVE

M&E FRAMEWORK IMPLEMENTATION PROCEDURES

5.1 Planning

Planning is critical because it will ensure that all departments have activities that will be designed and implemented in a way that maximizes the impact on qualification's awarding institutions' operations. The M&E framework is designed to ensure that qualification's awarding institutions' operations are effective and efficient by monitoring the progress of the operations and evaluating the impact of those operations.

Planning will help in ensuring that various operations of different departments are aligned with the emerging trends in qualifications. This means that the qualification's awarding institutions' operations are designed to meet the specific needs and goals of the organization through the development of a Work Plan. In this case therefore the M&E framework will enable the monitoring of each departmental work plan to ensure that the organizational goals and targets have been met.

Planning will help ensure that resources are used efficiently within the organization. This is because the framework requires that resources are allocated based on the operational impact and effectiveness. This ensures that resources are not wasted on operations that are not delivering results.

The M&E framework will help in the improvement of implementation of qualification's awarding institutions' operations. By monitoring and evaluating the KNQ operations, it is possible to identify areas where operations are not performing well and make adjustments to improve operation outcomes.

Planning under the M&E framework will help to build accountability and transparency in the day-to-day operations of qualification's awarding institutions. This is because the framework requires that activities and the operations of qualification's awarding institutions are transparent in their objectives, strategies, and results. This will build trust between stakeholders, including learners, citizens, foreigners, and educational institutions.

5. 2 Reporting

The information gathered will be used to assess if the indicators were achieved or not. This information forms the basis for the preparation of annual reports, biannual and quarterly reports which provide a comprehensive update on achievements of the qualification's awarding institution's operational targets.

All responsible offices/personnel shall be required to submit timely and accurate progress reports of programmes and projects in line with approved indicators, reporting standards and formats to the Director General or respective focal office for accountability.

5.3 Capacity Strengthening

To undertake M & E activities and take action on results. It is essential to engage in capacity development, grounded in Results Based Management and other principles. According to evidenced-informed practices, sound technical skills in data collection, analysis and reporting are required. Sensitization on the M&E exercise, programme monitoring and evaluation and capacity building on national assessment standards will be carried out.

5.4 Compliance Assessment

All stakeholders shall be required to adhere to the set standards and other requirements while undertaking M&E. Compliance assessment will be conducted as part of the monitoring and evaluation process to ensure that the organization is meeting its intended objectives and is delivering the desired results. Compliance assessment shall involve a range of methods, such as site visits, document reviews, surveys, interviews, and other data collection techniques. Key areas that will be assessed during a compliance assessment include: Legal and regulatory compliance, financial compliance, Ethical compliance, Programmatic compliance as per Section 5 of KNQF Act & Regulation 7.

Compliance shall be enhanced through capacity building while confirmation of adherence shall be done by the Directorate/office responsible for M&E and partners through compliance audits and other administrative procedures.

5.5 How will the rollout work?

The KNQA will supervise deployment of the framework in all targeted stakeholders. Pursuant to its purpose of monitoring and evaluating framework for national qualifications implementation of

the QAIs has a global, regional and national scope and is applicable to all QAIs. The KNQA will continue to liaise with stakeholders, in particular partner institutions and industry players collecting data on learning , to promote a harmonized approach to impact measurement and address identified data gaps as necessary.

5.6 Evaluation of the MEFNQ Process

Evaluation can be undertaken to gather feedback on implementation, with the intention to review the MEFNQ. Evaluation is required to consider whether the framework is being implemented as intended, and whether it is achieving its intended outcomes and impact (e.g., transparency and comparability of qualifications, access and inclusion, labour market participation and mobility etc.).

Evaluation should be planned from the inception stages of developing programme. This includes identifying when an evaluation will be undertaken, what questions will be answered, what methods will be used, the types of data to be collected and the sources of data.

An evaluation plan to be developed to assist with defining the scope and focus of an evaluation process. It assists with building clarity and should be conceptualized from the inception of a policy process, though may be written up in a formal template at the point of undertaking the evaluation. This evaluation plan also assists with building consensus as to the purpose and value of evaluation with the individuals involved in planning and managing/undertaking an evaluation.

The Evaluation plan template may comprise the following key sections:

a) Background and contextual information

Background to the intervention, focusing on:

- Progress to date
- Context that informs the need for evaluation

b) Purpose of the evaluation

Describe the overall purpose of the evaluation, focusing on:

- The broad objectives of the evaluation

c) Evaluation questions

- Evaluation questions that provide structure and are informed by the objectives of the evaluation

d) Scope of work and activities to be conducted

- Time period to be evaluated
- Recommended evaluation approach

e) Timelines and deliverables

- Timeframe for the evaluation, including key dates and
- Deliverables such as a report, presentation, revised results framework or tools

f) Users and uses of the evaluation

- Individuals within accreditation agencies, policy makers, qualifications agencies, ACQF or other RQF bodies

g) Management arrangements

Roles and responsibilities of individuals involved in designing, managing and implementing the evaluation.

5.7 M&E Framework Review

The framework shall be reviewed after every (five) years of implementation in line with the institutional strategic plan, or as need may arise. The review shall be initiated and coordinated by the Directorate responsible for monitoring and evaluation after a successful evaluation of the Policy. The findings of the evaluation shall be used to improve the Policy and to inform on the performance and review of the Policy. This will support accountability by providing evidence about whether and how planned results are being achieved in the most effective and appropriate ways.

LIST OF ANNEXTURES

Annexure 1: M&E Framework Implementation Plan

Implementation activities	Time Frame (Financial Year)					Means of verification	Output	Budget Estimate (ksh)	Source of funds	Responsibilities	
	Y1	Y2	Y3	Y4	Y5						
	Period	Period	Period	Period	Period						
			Approval of M&E Framework								
			Development of M&E Guidelines, Standards and Tools								
			Establishment of M&E Structures and Partnerships								
			M&E Capacity Development								
			Revitalization of National M&E System (NMES)								

Annexure 2: KNQF Structure

KNQF LEVELS	GENERAL AND FURTHER EDUCATION AND TRAINING SUB-FRAMEWORK		MINIMUM NOTIONAL HOURS
10	Doctorate Degree		3600 after KNQF Level 9
9	Master's Degree		2400 after KNQF Level 7
8	Post-Graduate Diploma	Professional Bachelor's Degree	Professional Master Craft Person 1200 after KNQF Level 7 / 6000 after KNQF Level 2
7	Bachelor's Degree		Master Craft Person - I / Management Professional 4800 after KNQF Level 2 / 2400 after KNQF Level 6
6		National Diploma	Master Craft Person II / Professional Diploma 2400 after KNQF Level 2 / 1200 after KNQF Level 5
5		Craft Certificate National Certificate National Vocational Certificate IV	Professional Certificate / Master Craft Person III 1200 after KNQF Level 2 / 600 after KNQF Level 4
4		National vocational Certificate III / Artisan Certificate	National Skills Certificate I / GTT - I 600 after KNQF Level 2 / 300 after KNQF Level 3
3		National Vocational Certificate II	National Skills Certificate II / GTT - II 300 after KNQF Level 2
2		Secondary Certificate	National Vocational Certificate I
1	Primary Certificate		Basic Skills / Skills for Life Birth Certificate

Blue – University Pathway

Green – TVET Pathway

Gold – Basic Education

Light Brown – Skills Pathway

Annexure 3: KNQF Volume of Learning



KENYA NATIONAL QUALIFICATIONS AUTHORITY

No.	KNQF Level	KNQF NAME	ENTRY REQUIREMENT	LEARNING HOURS	CREDITS	DURATION
1.	KNQF Level 1	Primary Certificate	Birth certificate	-	-	6 Years
2.	KNQF Level 2	Secondary Certificate or National Vocational Certificate I or GTT III or National Skills Certificate III	Level 1 Qualification	-	-	6 Years (Except for NVC, NSC & GTT III)
3.	KNQF Level 3	National Vocational Certificate II or GTT II or National Skills Certificate II	KCPE (level 1); or KCSE Mean Grade E (level 2)	300-599	30-59	3 Months
4.	KNQF Level 4	Artisan Certificate or National Vocational Certificate III or GTT I or National Skills Certificate I	KCSE Mean Grade E or level 3 Qualification	600-1199	60-119	6 Months
5.	KNQF Level 5	Craft Certificate or National Vocational Certificate IV or CPA I or Master Crafts person III	KCSE Mean Grade D or level 4 Qualification	1200-2399	120-239	One Year
6.	KNQF Level 6	National Diploma or CPA II or Master Craft person II	KCSE Mean Grade C- or level 5 Qualification	2400-4799	240-479	Two Years
7.	KNQF Level 7	Bachelor's degree or CPA III or CPS or Master crafts person I or Higher National Diploma (HND)*	KCSE Mean Grade C+ or level 6 Qualification	4800	480	Four Years
8.	KNQF Level 8	Post Graduate Diploma or Professional Master craft person or Professional Bachelor's Degree	level 7 Qualification	1200	120 600	One Year
9.	KNQF Level 9	Master's Degree	level 8 Qualification	2400	240	Two Years
10.	KNQF Level 10	Doctorate Degree	Level 9 Qualification	3600	360	Three Years

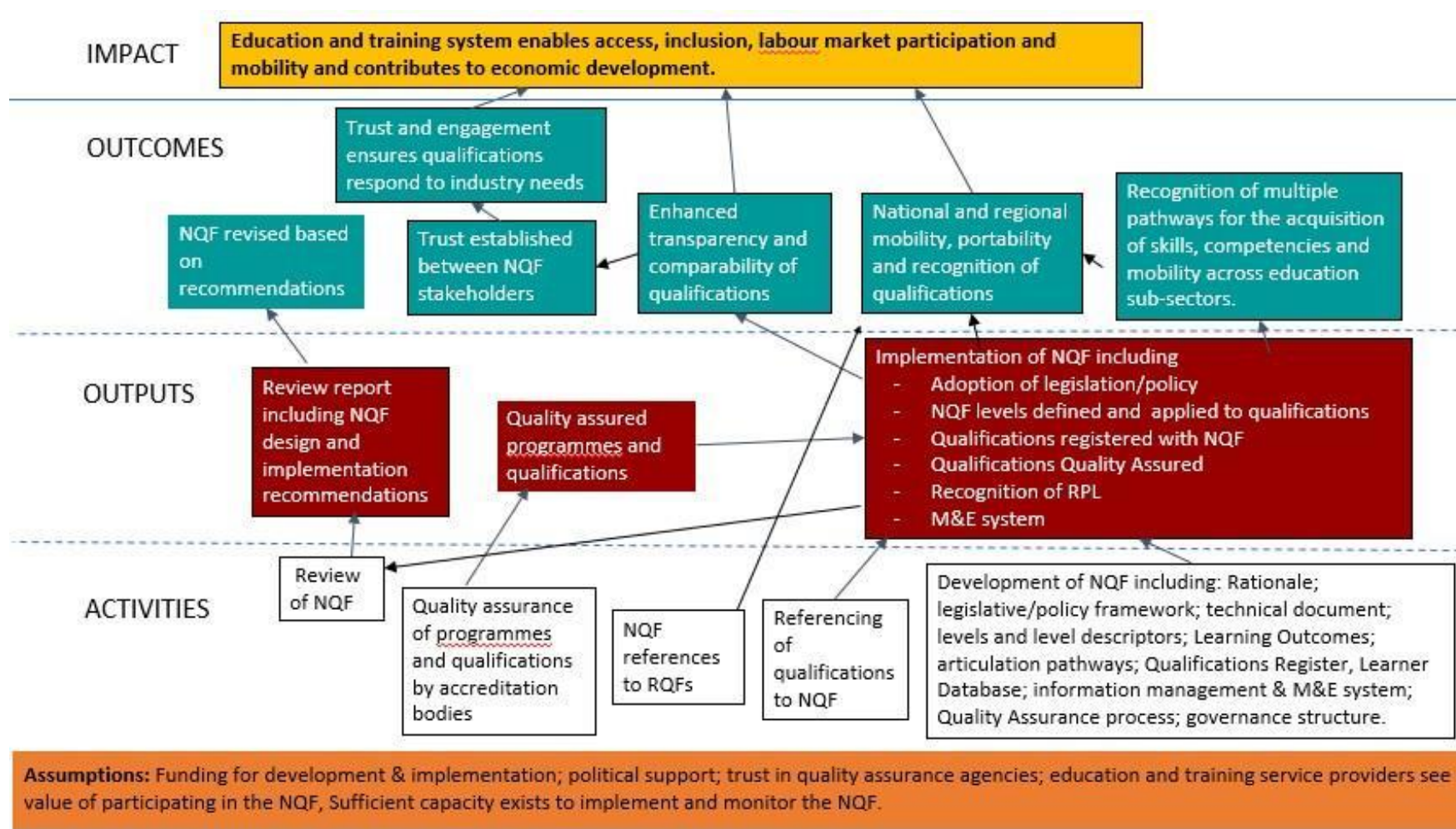
* MUST CARRY 240 CREDITS OR MORE

Summary of the Kenya National Qualification Framework Requirements



Annexure 4: KNQA Monitoring and Evaluation strategic objectives chart

Annexure 5: NQF Results Framework



Annexure 6: M&E Framework Reporting Matrix

Key Result Area	Sub – Activities	Indicators	Means of Verification	Baseline	Data Sources (where is data collected)	Kind of Information Required	Data Collection method	Frequency of M&E activity	Responsibility	Risks / Assumptions	Reporting

Kenya National Qualifications Authority

NACOSTI Building,4th Floor, Off Waiyaki Way, Upper Kabete,

P.O Box 72635-00200,Nairobi, Kenya

Email: info@knqa.go.ke