

Partnership Principles
for
Support to the Education Sector
in
Kenya

September 2005

CONTENTS

section		page
1	Definitions	3
2	General Principles	3
3	Responsibilities	4
4	Alignment with Planning and Budget Processes	4
5	Information Sharing - Development Partners	5
6	Information Sharing - Government	6
7	Meetings, Missions, and Reports	6
8	Harmonisation of Systems	7
9	Capacity Development and Implementation	8
10	Performance Monitoring, Evaluation and Review, & Conditionality	9

1 **Definitions**

- 1.1 The Kenya Education Sector Support Programme (KESSP) sets out the strategy for the development of the education sector in Kenya; it reflects the Sessional Paper No. 1 of 2005 on “Education Meeting the Challenges of Education, Training and Research in Kenya in the 21st Century”; and it is the overarching document for all key education activities. The KESSP is located within the broader framework of national policy set out in the Economic Recovery Strategy (ERS), and is implemented within the processes and systems of the Government’s Medium-Term Expenditure Framework (MTEF), the Annual Budget, the Ministerial Education Public Expenditure Review (MPER), and the Monitoring and Evaluation System of the Ministry of Education, Science and Technology (MOEST).
- 1.2 Development Partners (DPs) are bilateral and multilateral organizations, who are working in partnership together and with the Government of Kenya, and who agree to provide financial and other assistance to the Government to support its own endeavors to develop and improve education throughout the country.

2 **General Principles**

- 2.1 The Government of Kenya (GoK) and the Development Partners recognize and reaffirm the principles of the declarations of aid effectiveness made at Rome and Paris. These provide a basis for strengthened governance and improved development performance through harmonized approaches.
- 2.2 The GoK and the Development Partners also reaffirm their commitment to the Millennium Development Goal targets for the education sector.
- 2.3 The MOEST and Development Partners are committed to work hand-in-hand with all relevant stakeholders in order to create and enhance ownership and partnership, and to ensure the sustainability of the various educational programs and interventions.
- 2.4 The MOEST and Development Partners agree that there should be enhanced affirmative action and other interventions to support the provision of education to poor and vulnerable children, including girls, orphans, the disabled, and those residing in urban slums and arid and semi-arid lands.
- 2.5 The MOEST and Development Partners also agree that special attention should be given to mainstreaming HIV/AIDS, gender and environmental issues within the education sector.
- 2.6 These Partnership Principles are subject to joint review by the Government and Development Partners. If the need arises for a revision of the Partnership Principles, this should be undertaken as part of the annual Joint Review of the Education Sector (JRES).

3 Responsibilities

- 3.1 The Ministry of Planning and National Development (MOPND) is responsible for overall coordination of the ERS, with the Ministry of Finance (MOF) responsible for managing the MTEF and the national budget through which it is implemented.
- 3.2 The External Resource Department within the Ministry of Finance (MOF/ERD) is responsible for overall aid coordination and for negotiating financing agreements with Development Partners in the context of the Economic Recovery Strategy, the MTEF and the Annual National Budget.
- 3.3 The MOEST is responsible for coordinating all the activities within the education sector from the headquarters to the local level. The MOEST is responsible for formulating education sector policies, plans and budgets (subject to MOF approval), and is responsible for ensuring the effective and efficient management and implementation of the KESSP to achieve the agreed upon results. The Directorate of Education Planning and Policy in the MOEST coordinates the support of Development Partners to the MOEST.
- 3.4 In addition to the responsibilities of the MOEST, the provinces and districts are also responsible for the implementation and monitoring of KESSP activities, based on local needs, under the overall coordination and guidance of the MOEST.
- 3.5 The Education Donor Coordination Group (EDCG) has been established to (i) support Government ownership and leadership for the KESSP and encourage strong Government-led donor coordination; (ii) promote coordinated policy dialogue and technical support on strategic issues in education with the Government, the private sector, and civil society; and (iii) ensure that the support of Development Partners to education is increasingly provided to the Government in a predictable, harmonized and coordinated manner. The group is composed of bi-lateral and multi-lateral agencies and development banks which support education or intend to support education, through the KESSP pooled funding arrangement, through budget support or through projects. Major national NGOs and international NGOs active in the sector are also represented in the EDCG.

4 Alignment with Planning and Budget Processes

- 4.1 Support by Development Partners to the education sector should reflect the MOEST priorities as spelt out in the KESSP.
- 4.2 To the extent possible, Development Partners will utilize the normal Government revenue, Appropriations in Aid and disbursement channels and systems. Where a Development Partner provides funding outside these channels and systems, or uses an NGO or private sector entity to undertake activities, it will commit to ensuring that technical and financial reports are provided in an appropriate form and with appropriate frequency to be reflected in Government reporting.

- 4.3 Where financing and procurement is not provided through Government systems, Development Partners will provide to the MOEST, wherever possible, detailed information on the costs of implementing programmes and projects, to facilitate analysis and review (including of cost effectiveness and efficiency).
- 4.4 Wherever possible and appropriate, consultations on education issues will be undertaken collectively through meetings with the members of the EDCG, rather than through bilateral meetings of MoEST with individual DPs.
- 4.5 The MOEST will develop sector expenditure proposals and work-plans as part of the MTEF and the annual budget cycle, consulting with Development Partners. Proposed expenditures on all education activities, however financed, should be included in the budget and the published Estimates, as required by Government Financial Regulations and Procedures.
- 4.6 Development Partners will ensure that proposed and current support to the education sector is aligned with the KESSP and the education MTEF. All new support activities will be formulated to contribute to the sector wide programme and financing plans prepared by MOEST to implement the KESSP.
- 4.7 The Government will not request Development Partner to provide assistance to the education sector which is outside the KESSP (and subsequent revisions or successors to the KESSP), nor agree to support activities derived from any priorities of Development Partner which are not aligned with the KESSP.

5 Information Sharing- Development Partners

- 5.1 Development Partners will provide information, to the extent possible, on future levels of support to the education sector and likely financing modalities to the MOF, the MOEST, and the EDCG in order to facilitate Government planning and improve the predictability and appropriateness of resource mobilization.
- 5.2 Development Partners endeavor to provide indicative commitments to the KESSP for each forthcoming fiscal year in October, in time to inform the Budget Outlook paper, and will update them in April, as the budget is being finalised.
- 5.3 Development Partners will communicate promptly to the MOF, MOEST, MOPND and Sector Working Group any significant changes in the planned level of their support to the sector.
- 5.4 Development Partners will also communicate regularly to the MOF, MOEST, MOPND and EDCG about information on actual expenditures incurred on education activities.
- 5.5 Development Partners commit to circulating key documents to MOEST and other relevant Government ministries and departments in a comprehensive and timely manner, and to ensuring that copies are made available to the EDCG through the Chair. This includes policy documents, programme and project memoranda, aide memoires, studies and evaluation reports

6 Information Sharing- Government

- 6.1 The MOEST will consult in advance with the EDCG on envisaged changes to policies, plans, management arrangements, or budget allocations that have significant implications for the KESSP or for donor support to it. In this context, 'significant' means changes that have policy, management or financial implications beyond the specific investment project being supported, including requirements for counterpart funds or for additional recurrent costs that are not included in existing plans and budgets.
- 6.2 The MOEST will ensure that all information on relevant plans and activities in the sector (including training opportunities, study tours, long term study awards, consultancies, new project initiatives, request for assistance, project appraisals, progress reports, technical assistance reports, implementation and evaluation reports) is made available to Development Partners through the EDCG.
- 6.3 The MOEST will produce and disseminate to all stakeholders, a quarterly news bulletin on ongoing projects, detailing progress and achievements for dissemination to all stakeholders.

7 Meetings, Missions, and Reports

- 7.1 MoEST and DPs will ensure that appraisal, supervision, monitoring, auditing and evaluation missions are carried out jointly to the extent possible. Development Partners will endeavor to reduce bilateral missions to a minimum, consistent with their own organizations' requirements, and to align any such missions with the annual JRES.
- 7.2 The MoEST will plan and lead an annual JRES in October or November each year. This will be a comprehensive review and will involve all KESSP stakeholders. The review will be informed by an annual technical and financial performance progress report for the previous year. The JRES will review performance for the previous year, identify any difficulties /problem areas and discuss future action necessary to address the issues identified. Appropriate action may include research, studies and pilots. The JRES will also preview plans including the workplan and budget for the following year
- 7.3 In addition, the Government will plan and lead a budget planning meeting in February or March of each year to discuss the draft costed annual work plan and draft budget for the coming financial year. The financial audit report for the previous year will be presented and discussed during the budget meeting.
- 7.4 The chair of the EDCG will be the development partners coordinating agency. Whilst all development partners would be invited to participate in the JRES and budget planning meetings, this coordinating agency will be mandated to represent the Development Partners in the leadership of the policy dialogue and consultative mechanisms. The Development Partners will aim to reach internal consensus positions on key education policy and strategic issues to be discussed with the Government for this purpose.

- 7.5 The MOEST, will be responsible for setting agendas and for producing and circulating reports of the JRES and budget planning meetings. If MoEST requests support from DPs for these activities, through consultation with the EDCG chair, DPs will discuss and agree an appropriate response.
- 7.6 MoEST will lead and chair all joint consultative mechanisms. The key mechanisms will comprise the annual JRES, a follow up Budget Workshop in April and quarterly consultative meetings with the DPs.
- 7.7 The MOEST will be responsible for ensuring relevant and appropriate inter-ministerial coordination in education sector policy dialogue and service delivery, including participation in key fora as appropriate.
- 7.8 The MOEST will also be responsible for establishing any additional mechanisms for consultation on a needs basis, e.g. specialist ad hoc technical working groups, and consultation processes with other stakeholders and constituencies (civil society, parents, private sector).

8 Harmonisation of Systems

- 8.1 With the launch of the KESSP, the education sector is moving towards a holistic approach to the planning, financial management, procurement, and monitoring of the sector, with agreed indicators of progress in meeting agreed goals. Support from external partners may be provided in several ways; but over time, it is anticipated that an increasing share of external support would be provided via pooled mechanisms or budget support for KESSP programs.
- 8.2 The various Government and development partner agency procedures and guidelines (including, financial, procurement, reporting, monitoring and evaluation) should, as far as possible, be harmonized and implemented.
- 8.3 Those Development Partners for whom full harmonisation to the Government systems is not presently possible, will nevertheless harmonise their procedures to the maximum extent feasible in order to minimize multiple and parallel processes and to reduce transaction costs.

9 Capacity Development and Implementation

- 9.1 The MOEST will establish mechanisms to provide adequate capacity, linked to performance, for successful program implementation. The programmes supported by Development Partners will work through the structures designated by the MOEST, in order to build capacity, improve sustainability, and ensure maximum integration with the MOEST's policies and programmes.
- 9.2 No new project implementation units, financial management agencies, or similar parallel structures will be created for the specific purpose of managing external assistance projects. Development Partners which currently disburse their support via parallel structures will enter into discussions with MOEST on the strategy and timeframe for bringing functions currently undertaken by such parallel structures back within the Government systems and structures.

- 9.3 Notwithstanding the above points, the MOEST may choose to use external agents for implementation tasks in circumstances where it is cost-effective and sustainable to do so. Such arrangements are likely to occur as exceptions, and there should be a clear rationale and strong case made for this approach.
- 9.4 In order to avoid negative impacts on MOEST, Development Partners payments to Ministry staff should be by agreement and not more than the standard rates advised by MOEST. Development Partners will be guided by advice from the Harmonisation, Alignment and Coordination Group (HAC) in relation to such payments.
- 9.5 Development Partners will work towards establishing a pooled funding arrangement for externally funded technical assistance to MoEST to improve coordination and avoid duplication. Technical assistance to the MOEST, funded by Development Partners, should be driven by the MOEST's priorities and absorption capacity, and support the development of the institutional capacity of the MOEST by focusing on skills transfer. Technical assistance programs should rely on Kenyan resources whenever possible. Expatriate assistance (when required) should be complementary to, and develop, national and regional consultancy expertise.
- 9.6 The MOEST, in consultation with Development Partners, will be responsible for preparing an annual capacity development plan, which identifies programme implementation priorities and associated financing needs. This will include broad capacity development priorities (technical assistance, institutional strengthening, training, research, pilots and studies) for supporting the planning and implementation of KESSP. Development Partners will ensure that their current and proposed support to capacity development is aligned with the plan. A contingency provision to fund urgent tasks that were not anticipated will be included. Allocation of these funds will be approved through a meeting of the KESSP Steering Committee in consultation with the chair of the EDCG.
- 9.7 In the medium term, MOEST with support from Development Partners will establish a database of local, regional and international consultants with specialised skills and expertise that can be contracted to provide support to the MOEST as need arises. Suitably qualified local consultants will be identified on a competitive basis and will be given priority during selection. The MOEST will play the central role in the procurement process and selection of the consultants, but subject to the respective Development Partners being satisfied as to the feasibility of the TORs, the competence of selected personnel, and the fairness of the procurement process.
- 9.8 Technical assistance advisers, paid for from official development assistance, owe their allegiance to the Government. They will communicate their advice and views via official Government channels. Direct communication with Development Partners on matters pertaining to their work will respect the Government's rules and practice on the disclosure of official information.

9.9 DP agencies will be represented by a legitimate bona fide agency representative, but not by donor supported MoEST technical advisers or consultants. MoEST technical advisers or consultants may be invited to attend on a needs basis

10 **Performance Monitoring, Evaluation and Review, & Conditionality**

10.1 The MOEST will be responsible for sector performance monitoring and review. It will plan and lead the annual JRES, together with appropriate involvement and support of Development Partners and GoK ministries and institutions.

10.2 Subject to need and agreement, Development Partners may provide support for an independent assessment and independent audit of sector progress, with the objective of identifying strategic issues to inform and focus discussion especially at the JRES.

10.3 Development Partners will actively and fully participate in the JRES and will accept the JRES as satisfying their own review requirements. To the extent possible, they will not request separate reviews.

10.4 Agreement will be reached between the Government and Development Partners on the independent audit of expenditure and other fiduciary safeguards, designed to ensure sound financial management as governed by their respective agreements.

10.5 Development Partners will harmonise monitoring (and conditionalities where appropriate) in the context of agreed Government policy actions (in line with the ERS and KESSP). They will also harmonize sector performance indicators, and use these as the basis for reviews.

10.6 To the extent possible, Development Partners will try to ensure that education sector commitments are not interrupted for reasons that are external to the education sector or to the implementation of the KESSP.

10.7 Predictability of donor support will be improved by ensuring that all conditions are Specific, Monitorable, Achievable, Relevant and Time-Bound (SMART), and have been negotiated and agreed with Government in a participatory manner

10.8 Unless there is a major breach of the fundamental principles underlying the programme, conditionality will be applied in the succeeding budget year, avoiding disruption to the implementation of the current approved annual budget and workplans.