# PROGRAM-FOR-RESULTS INFORMATION DOCUMENT (PID) APPRAISAL STAGE

Report No.:PID0025984

Program Name	Kenya Statistics Program-For-Results
Region	Africa
Country	Kenya
Sector	Central Government Administration – 100%
<b>Lending Instrument</b>	Program for Results
Program ID	P149718
Parent Program ID	NA
Borrower(s)	The Republic of Kenya
Implementing Agency	Kenya National Bureau of Statistics (KNBS)
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# I. Country Context

- 1. As Africa's newest lower-middle income country, Kenya faces both development opportunities and challenges. The conditions for attaining better living standards are increasingly within reach for a majority of Kenyans. In the past twenty years, the economy has gone from one that was shrinking to an economy growing at nearly 5 percent per year. Kenya crossed the lower middle-income country threshold in 2012 and GNI per capita is currently US\$ 1,245 (WDI, 2014). But economic growth, while solid on average, has been volatile and is yet to take-off at the high, sustained pace needed to reduce poverty rates. The peaceful electoral transition, the new Constitution and a track record of sound macroeconomic policy provide a strong foundation for economic development. Kenya's latent potential to develop rapidly can be sparked by its dynamic private sector, fueled by its expanding skilled youthful population, and leveraged through its pivotal role within East Africa and further afield.
- 2. Poverty, inequality and unemployment in Kenya remain high, but data are outdated and precise levels are unknown. The proportion of the population living on less than a \$1.25 per day (in 2005 PPP terms) was last measured as 43 percent in 2005-06. Presently the extreme poverty rate may have dropped to just below 38 percent, but this is a modeled estimate. At this important milestone in Kenya's development journey, data to monitor poverty, inequality, and the labor force are lacking and the most recent baseline measures are over a decade old. Infrequently collected data and untimely disseminated statistics are not conducive to inform economic policy. In the absence of an integrated program of household surveys to produce relevant and timely data, there has been a missed opportunity to understand whether government policies, development programs and the economic gains achieved over the past decade have generated opportunities for Kenyans as a whole. Filling these data gaps is not just about enabling the measurement of changes in poverty or employment levels, they also inform and catalyze efforts to reduce poverty and create jobs.

- 3. Good quality, timely disseminated and publically accessible official statistics are essential for evidence-based policymaking and poverty reduction. The Kenya National Bureau of Statistics (KNBS) is mandated to generate and disseminate high-quality and comparable National-level and County-level statistical indicators. These are critical to effectively inform the formulas that govern the resource allocations between County governments and to monitor their performance. Implementation of devolved government structures is generating additional and new data needs. The Constitution stipulates that the 47 County Governments collectively receive a minimum of 15 percent of national revenues of the last audited financial year. In fiscal year 2014-15, this devolved development resource envelope almost matched Kenya's total net overseas development assistance: Counties were allocated KSh.226 billion (US\$ 2.5 billion) which amounted to 3.9% of GDP. Frequently produced quality data will also improve the targeting accuracy of Kenya's safety net programs for the poor—improving targeting accuracy by 10 percent would result in an additional US\$14 million in cash transfers reaching Kenya's poorest every year.
- 4. **As a growing and emerging middle-income economy, the potential economic returns and timing are right for a big-push investment in statistical capacity and results.** Now that Kenya has crossed the lower middle-income country threshold, macroeconomic data quality, dissemination standards and transparency become increasingly more important to facilitate access to international capital markets and reduce borrowing costs. Better quality economic statistics could substantially lower the cost of raising capital on international markets to finance Kenya's economic and development policy agenda. For example, meeting the Special Data Dissemination Standard (SDDS) would have resulted estimated borrowing cost savings of US\$10 million per year on the June 2014 Eurobond issue. In the current and second Medium Term Plan 2013-2017 (MTP-2), the Government of Kenya has prioritized the need to invest in strengthening the Kenya National Bureau of Statistics (KNBS) to fill data gaps and improve data quality.

#### II. Sectoral and Institutional Context

5. The Statistics Act 2006 designates the KNBS as the principal agency responsible for official statistics which mandates it to collect, compile, analyze, designate, publish and disseminate official statistical information. This Act established the KNBS as a semi-autonomous government agency.<sup>2</sup> The Constitution of Kenya 2010 defines statistics as a shared function between the National Government and County Governments. Accordingly, the Fourth Schedule identifies national statistics and data on population, the economy and society as a primary function of National Government. Subsequently, the County Governments are mandated to carry out county planning and development including statistics in their respective counties. This constitutional provision stipulates that the KNBS is the agency responsible for

<sup>&</sup>lt;sup>1</sup> The successful and oversubscribed US\$ 2 billion Eurobond issue in June 2014 demonstrates Kenya's potential to raise resources to finance development. Meeting the SDDS could have reduced the yield on this Eurobond issue by as much as 50 basis points resulting in borrowing cost savings of about US\$10 million per year. Meeting the SDDS can also attract higher levels of Foreign Direct Investment (FDI). See section IV for more background on the economic rationale.

The Statistics Act 2006 No.4 of 2006. The first five-year Statistical Plan (2003-07) of the Central Bureau of Statistics (CBS), then a government department in the then Ministry of Planning and National Development, was supported by the STATCAP (P085414) PPF and was instrumental in the transformation of the CBS into the semi-autonomous KNBS.

developing statistics, coordinating the National Statistical System (NSS), and setting standards for official government statistics at both national and county levels.

- 6. Funding for KNBS, in tandem with overall statistical capacity in Kenya, declined sharply from 2012. While KNBS budget needs to fill data gaps have increased in recent years, Government budget allocations for KNBS have been declining since 2011. These funding constraints have prevented the KNBS from carrying out critical surveys—such as the second Kenya Integrated Household Budget Survey (KIHBS-2)—that were planned during the period. The budget outlook was equally bleak in the current FY, but in December 2014 the National Treasury authorized KNBS to spend an additional Ksh 500 million (US\$ 5.5 million) to start implementing the KIHBS-2 (see Figure 1a). Kenya's deterioration (see Figure 1b) in capacity as measured by Statistical Capacity Indicator (SCI)<sup>3</sup> is due in large part to: (a) a lack of funding to finance the implementation of a regular program of surveys to monitor poverty incidence and other key socio-economic indicators; (b) an outdated National Accounts base year; and (c) certain Line Ministries failing to meet their reporting agreements with international agencies.<sup>4</sup>
- 7. The KNBS Strategic Plan (SP) 2013-17 embodies a results-oriented approach to address this decline and to mobilize the resources required for generating better and more accessible data and statistics. This is the third generation in the history of strategic planning at KNBS and it comes at a critical time. The newly appointed KNBS leadership team is committed to rebuild and solidify its resource base to invest in scaling up the production capacity to meet demands for higher quality international statistical standards and adopting innovative approaches to fill old and new data gaps cost-effectively. The results-oriented approach of the current KNBS SP and focus on key addressing challenges represents an important shift vis-àvis previous planning efforts.

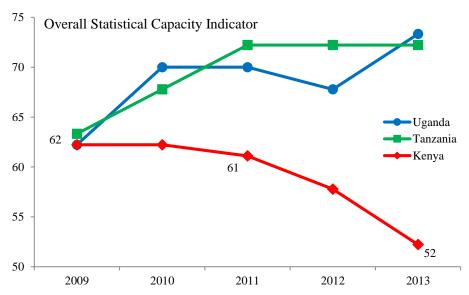
3,500 Ksh Millions 3,000 2,500 2,000 1,500 With Dec 2014 KIHBS-2 Supplement 1,000 Budget Requested 500 Actual Budget Received 0 2011/12 2012/13 2013/14 2014/15

Figure 1a: Trends in Government Budget Allocations for KNBS

The SCI is based on a diagnostic framework developed with a view to assessing the capacity of national statistical systems using metadata information generally available for most countries, and monitoring progress in statistical capacity building over time. The framework has three dimensions: statistical methodology; source data; and periodicity and timeliness. Kenya currently ranks 117th on this list (on par with Yemen and Congo, Rep.) and now substantially lags Uganda (56th) and Tanzania (61st) who both improved from the same 2009 base as Kenya (See Figure 1b).

<sup>&</sup>lt;sup>4</sup> For example, from 2012 onwards the Ministry of Education stopped reporting school enrollment rates data to the United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute of Statistics (UIS).

Figure 1b: Trends in the Statistical Capacity Indicator (SCI)<sup>5</sup>



- 8. The operation—the Kenya Statistics Program for Results (KSPforR)—will support the KNBS SP which is aligned to the national development agenda as outlined in the Vision 2030 and the second Medium Term Plan (MTP-2) 2013-2017. The KNBS SP is emphatic on the need for adequate statistics for measuring living standards, education, health care, job creation and youth employment, agriculture, rural income, food security, manufacturing and diversified exports among many other indicators that form priorities of the Government development agenda. KNBS is expected to play a critical role in enabling the Government to achieve its medium and long-term development plans through provision of statistical information for evidence-based policy decision making; for assessing development investments through measurable results; and for guiding resource allocations to the devolved units under the current constitutional dispensation.
- 9. The KNBS SP and the operation are aligned to the principles advocated by the Busan Action Plan for Statistics (BAPS). The BAPS addresses governments' needs for better statistics to improve policy-making and increase accountability. The BAPS supports three principal objectives: (1) fully integrating statistics in decision making; (2) promoting open access to statistics; (3) increasing resources for statistical systems. The proposed actions will increase the transparency of governments and support the monitoring of results. BAPS advocates a system-wide approach to capacity development to integrate national statistical activities with the requirements of planning, budgeting, monitoring, and results.
- 10. The KNBS SP and the operation will generate better and more accessible data and statistical products to inform policy-making. The Constitution of Kenya devolved authority to 47 elected County governments. This presents both new challenges and opportunities for KNBS as the overall coordinator of the NSS and custodian of official statistics. While the

<sup>&</sup>lt;sup>5</sup> Source: Bulletin Board on Statistical Capacity (World Bank, 2014)

<sup>&</sup>lt;sup>6</sup> At the <u>Fourth High-Level Forum on Aid Effectiveness (HLF-4)</u>—held from 29 November to 1 December 2011 at the Bexco convention center in Busan, Korea—PARIS21 and the World Bank co-organized an official side to discuss a Busan Action Plan for Statistics (BAPS) and its implementation.

primary focus of the KNBS SP is to produce official statistics at the National level and to enable comparisons *between* Counties, some official statistical programs will be scalable to enable building capacity and produce quality data to inform *within* County comparisons. The KNBS SP will inform policy-making including by generating data for: informing the design of the third Medium Term Plan (MTP-3); updating cash-transfer targeting formulas used by the National Safety Net Program for Results; and recalibrating the third generation revenue sharing formula developed by the Commission on Revenue Allocation (CRA) which governs resources distributed to Counties.

# III. Program Scope

## Government Program

- 11. The current and future direction of KNBS outlined in the SP 2013-17 was informed by in-depth analysis of past and present challenges facing the organization. Development of statistics is faced by glaring statistical discrepancies arising from surveys and censuses that have not been carried out. As a result, there is lack of statistical baseline data in some key indicators of national development. Where statistics baseline figures exist, they may be old statistics and hence need updating and/or rebasing to present the time to reflect the current situation in economic social and political development. Likewise of concern is the quality of the statistical information produced. The KNBS presently operates with an inadequate quality assurance framework which compliance further constrains the ability to comply with international standards, the fundamental principles of statistics and the application of modern technology in data processing and sound statistical methodologies. Other challenges that are operational in nature include value leakages through inadequate communication, dissemination and access, systems inefficiencies, organizational structural gaps and human resource management needs.
- 12. The results-oriented KNBS Strategic Plan (SP) 2013-17 is framed around six strategic pillars and aims to address the above challenges. The 2013-17 SP was endorsed by the KNBS Board in December 2014 and is organized around six strategic focus areas: (1) addressing data gaps; (2) improving the quality of statistical information; (3) mainstreaming statistics in Ministries, Departments and Agencies (MDAs) and, County Governments; (4) expanding communication, dissemination and access to statistical information; (5) strengthening human resource management; (6) and undertaking institutional reforms and good governance. An overview of the program and sub-programs is provided in Table 1.
- 13. It is expected that at the end of plan period, KNBS will be able to deliver and demonstrate key results by: (1) generating better and more accessible data to inform policy-makers; (2) producing statistical information that is relevant, credible, accurate, reliable and timely; creating value through better communication, dissemination and data accessibility; (3) developing and effectively coordinating statistics at national and county government; (4) enhancing the overall performance and productivity of KNBS staff; and (5) reforming organizational structures, operational procedures and policies to turn KNBS into a more efficient, sustainable and competitive client-oriented organization.

Table 1: Overview of the program (KNBS SP) and boundaries of the Program (KSPforR)

	STRATEGIC FOCUS AREAS AND OBJECTIVES	Supported by the KSPforR
1	ADDRESS DATA GAPS	
1.1	Design and implement a program of surveys to fill various data gaps	×
1.2	Design and implement benchmark censuses to fill various data gaps	×
1.3	Promote collaboration and integration among producers and users	×
1.4	Expand and update administrative statistical database	×
2	IMPROVE THE QUALITY OF DATA AND STATISTICAL PROCESSES	
2.1	Improve timeliness of socioeconomic statistical products	×
2.2	Build capacity to improve production of statistics	×
2.3	Enhance the use of standards and methods	×
2.4	Develop and implement data quality assessment framework (DQAF)	×
2.5	Enhance the use of modern data capture and processing technology	⊠
3	IMPROVE DISSEMINATION OF STATISTICS AND DATA ACCESS	
3.1	Formulate a communication strategy	
3.2	Implement a communication plan for all other statistical outputs	×
3.3	Market statistical products	×
3.4	Develop a framework for dissemination and access of statistics	×
3.5	Improve user friendliness of the data access and dissemination systems.	×
4	MAINSTREAM STATISTICS IN MDAs AND COUNTY GOVERNMENTS	
4.1	Develop a National Strategy on Development of Statistics (NSDS)	
4.2	Co-ordinate the implementation of NSDS	
5	STRENGTHEN HUMAN RESOURCE MANAGEMENT	
5.1	Develop and implement robust performance management systems	
5.2	Continuously improving work environment	
5.3	Institutionalize organizational change programs	
5.4	Creating equity in the workplace	
5.5	Review job evaluation, harmonization and organizational structure	
5.6	Develop a professional team that is competitively remunerated	
5.7	Develop and institute a KNBS succession planning	
5.8	Employee resourcing and demand focusing on manpower requirement	
5.9	Expand the skills base and expertise	
6	ENHANCE INFRASTRUCTURE, MANAGEMENT AND GOVERNANCE	
6.1	Acquire office space for KNBS under one roof at headquarters and 47 counties	
6.2	Upgrade of ICT infrastructure	
6.3	Enhance the use of quality management processes	
6.4	Review activities, value creation, appropriation and change analysis framework	
6.5	Initiate efficiency reforms in finance, procurement, ICT and logistics systems	
6.6	Enhance efficient utilization of resources	
6.7	Modernize internal systems and processes	×
6.8	Enhance corporate image	
6.9	Mobilize adequate funds to enable KNBS to achieve its mandate	
6.10	Strengthen and implement integrity policies and program	
6.11	Revamp the audit and risk management functions	
6.12	Enhance corporate governance	
6.13	Promote and profile effective leadership, management and decision-making	
6.14	Ensure monitoring and evaluation of KNBS program activities	
6.15	Ensure continuous research and development for improvement	

Source: KNBS Strategic Plan 2013-17.

## The Government program to be supported by the Program

- 14. The Program will support a subset of the Government's program as detailed in the KNBS Strategic Plan. The Program is designed to support delivering results in strategic focus areas and sub-components (see Table 1) that are critical towards achieving the Program Development Objective (PDO). The boundaries of the Program are determined based on strategic relevance, government demand, technical soundness, the Bank's comparative advantages and coordination with support provided by other development partners. The subset of KNBS SP activities supported by the Program includes strengthening capacity to implement integrated survey programs, quality improvements of statistical products and process, and strengthening data access and dissemination practices. The activities selected are instrumental towards achieving the PDO.
- 15. There are no Category A-type investments or activities in the Bank-supported program areas that need to be excluded from the Program.
- 16. The main direct beneficiary of the Program will be the KNBS and the policy-makers that will use the improved data generated. The policy-makers that use official statistics in Kenya, will benefit from more relevant, accessible and timely data. The Commission on Resource Allocation (CRA), for example, is currently using outdated poverty statistics in the revenue sharing formula used to allocate funds between Counties. This formula will be revised in 2019-20 using better and updated data generated by the KNBS in line with Paragraph 16 of the Sixth Schedule to the Constitution of Kenya 2010. The Program will further support the generation of better data and statistics that will inform the development of the next Medium Term Plan (MTP-3).
- 17. The Program will fill data gaps that can benefit the poor and contribute to the Bank's twin goals. Information has the greatest value when it can influence decisions that have large consequences. The data gaps filled by the program will inform and enable updating of targeting formula used in Government poverty reduction programs. For example, Kenya's National Safety Net cash transfer programs currently provide about US\$ 23 per month to around 515,000 households. Updating targeting procedures using new data, specifically the proxy mean test weights used to assess whether candidate households are eligible for cash transfers or not, will improve the accuracy of these procedures and therefore increase the number of poor families benefiting from the program. The value of investment in having better data on the correlates of poverty in relation to cash transfers alone would be on the order of US\$ 1.2 million per month for every 10 percent improvement in the accuracy of targeting enabled by filling current data gaps.
- 18. Other users of official statistics will indirectly benefit from the better and more accessible data generated by the Program. One of the key prior action results support by the Program in particular—making survey microdata files easily accessible and available on-line—will transform these datasets into global public goods which have potential uses that transcend the original purposes for which they were collected. If the microdata files from these surveys are made easily accessible to researchers, their use and value can be dramatically increased. The media and engaged citizens will also benefit from better access to information.

**Table 2: Program financing summary (US\$ million)** 

Source	Amount (USD Million)	% of Total
Government	85.4	62
IBRD/IDA	50.0	36
Other Development Partners		
SIDA (Technical Assistance)	3.0	2
Total Program Financing	138.4	

*Source:* KNBS Strategic Plan 2013-17, the KNBS March 2015 approved Program Based MTEF (FY16-FY18) budget and FY19-FY20 budget estimates.

# IV. Program Development Objective

- 19. The Program Development Objective (PDO) for the KSPforR operation is "to strengthen the capacity of the Kenya National Bureau of Statistics to generate better and more accessible data to inform policy-makers".
- 20. The PDO is embedded in the results framework for the KNBS Strategic Plan and is aligned with the objectives of the program. To achieve the PDO, the Program is structured to deliver results in four Intermediate Result Areas (IRA):
- (a) Data gaps filled and capacity strengthened through the implementation of integrated survey programs;
- (b) Quality of key official statistical products and processes improved;
- (c) Dissemination practices strengthened and access to data improved; and
- (d) Management capacity enhanced.

#### V. Environmental and Social Effects

- 21. **Environmental and social risks are assessed as low.** Only the core principle on general principle of environmental and social management is applicable to the Program. Among the six core principles, the activities of the Program do not affect the natural habitats and physical cultural resources, public and worker safety, land acquisition, vulnerable people and social conflict. The environmental impacts of activities under the KSPforR are ranked as low due to the fact that the quantities of electronic equipment that will be procured to implement the Program are not sufficiently large to present any significant or severe impacts to the environment.
- 22. **Kenya has adequate procedures and legal framework for management of E-waste** which includes the Environmental Management and Coordination Act (EMCA), Waste Management Regulations, E-Waste Management guidelines and draft E-waste regulations all which present an adequate framework for managing and mitigating the impacts associated with E-waste.
- 23. Through the Program Action Plan, the capacity of KNBS to manage the E-waste generated by the Program will be strengthened by providing awareness and sensitization and training for the staff on E-waste management practices. All E-waste generated by the Program

will be disposed through a "Take Back Scheme" via an E-waste recycling facility that operates in compliance with international health, safety and environmental standards. The Environmental and Social Systems Assessment (ESSA) identified that at least one such qualified facility is operating in Kenya (the East African Recycling Compliant Recycling Company Limited) which recycles at no cost and has the capacity to properly dispose of all E-waste generated by the Program.

- 24. The Program is anticipated to have indirect positive social impacts through enhancing dissemination practices and improving access to data and statistical products. These in turn will facilitate the use of data to inform and monitor evidence-based development program and policies. The socio-economic data and statistical products in particular can generate indirect positive social impacts when, as is the current KNBS practice, these data are disaggregated by gender, geography and other dimensions.
- 25. Communities and individuals who believe that they are adversely affected as a result of a Bank supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance redress mechanism or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address pertinent concerns. Affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <a href="http://www.worldbank.org/GRS">http://www.worldbank.org/GRS</a>. For information on how to submit complaints to the World Bank Inspection Panel, please visit <a href="http://www.inspectionpanel.org">www.inspectionpanel.org</a>.

## VI. Financing

**Table 3: Program financing summary (US\$ million)** 

Source	Amount (USD Million)	% of Total
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IBRD/IDA	50.0	36
Other Development Partners		
SIDA (Technical Assistance)	3.0	2
Total Program Financing	138.4	

*Source:* KNBS Strategic Plan 2013-17, the KNBS March 2015 approved Program Based MTEF (FY16-FY18) budget and FY19-FY20 budget estimates.

## VII. Program Institutional and Implementation Arrangements

26. The Program will be fully implemented by the Kenya National Bureau of Statistics (KNBS). The KNBS operates in accordance to the Statistics Act No. 4 2006. The Bureau is overseen by a Board of Directors. The Chair of the Board is appointed by the President of Kenya and serves for a 3 year term. The current Chair was appointed in January 2014. The other seven members that make up the Board are appointed for 3 year terms by the Cabinet Secretary for Planning and Devolution. The current Board members were appointed in September 2014. The KNBS is managed by a Director General and team of six Directors which are hired by the Board. The six KNBS Directorates are: Strategy and Development, Population and Social Statistics, Macroeconomic Statistics, ICT, and Finance and Administration. A detailed organizational overview of the KNBS is provided in Figure 2.

Board of Directors Director General Macroeco Finance and Strategy & Statistics Directorate Development Statistics Directorate Senior Manager, Internal Audit and Risk Management External trade Labour Statistics Finance Data Processing Financial, Public Population and Social Statistics Finance Statistics Procurement Livestock Statistics Information Administration NSS, Research and Food Monitoring National development, Operations Manager, Public Accounts, NASSEP. Nutrition and Policy and Affairs & Corporate Tourism and Environment HR Management & Cartography & Transport & Communication Field Statistics Development standard & Administration methods Industry Statistics Manager Legal Affairs Key: ICT – Information Communication & Technology HR-Human Resources NASSEP-National Sample Survey and Evaluation Program NSS-National Statistical System

Figure 2: The KNBS Organizational Structure

Source: KNBS Strategic Plan 2013-17.

27. **Legal framework and mandate of the KNBS.** The Executive Order No. 2/2013 on Organization of the Government of the Republic of Kenya classifies KNBS as one of the independent Institutions under the policy leadership and guidance of the Ministry of Devolution and Planning. The Statistics Act No. 4 2006 is being reviewed to ensure it is aligned with the Constitution of Kenya, 2010 which stipulates that statistics is a shared service between the National and County Governments. In particular, the fourth schedule identifies National Statistics and data on population, the economy and society in general as a function of National Government. Subsequently, the County Governments have statistics service as part of their planning and development. The KNBS is expected to play a critical role in the development of statistics at both the National and County levels and is responsible, inter alia, for: planning, authorizing, coordinating and supervising all official statistical programs undertaken within the NSS; and establishing standards and promoting the use of best practices and methods in the production and dissemination of statistical information across the NSS.

28. A KNBS staff member will be appointed as Program coordinator in the Office of the KNBS Director General. The Bank team will review and provide guidance on the KNBS prepared terms of reference and job description for the Program Coordinator as specified in the Program Action Plan (PAP). The Program Coordinator will be responsible for facilitating, manage and monitoring Program implementation. These responsibilities will include facilitating supervision missions and engagement with KNBS staff responsible for and working on delivering various program areas. Responsibilities will also include coordinating the multi-development partner Technical Assistance program and organizing quarterly development partner sector working group meetings and keeping minutes. The Program Coordinator will also assist the Director General with the preparation of Program reporting documents including those related to the M&E arrangements, the DLI verification protocol and financial statements.

## VIII. Contact point

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