How-to guide

on peer-to-peer learning

COUNCIL OF GOVERNORS

Maarifa Centre
Sharing Kenya's Devolution Solutions

Effective Institutions Platform

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The authors of this report are Emile Boral-Rolland, Junior Policy Analyst at the OECD Development Co-operation Directorate (OECD/DCD) and Charlotte Ørnemark (Independent Consultant). Rosemary Njaramba (Head of Planning, Monitoring and Knowledge Management, Maarifa Centre), Jane Kimbwarata (Senior Knowledge Management Consultant, Maarifa Centre), and colleagues from the Council of Governors and Maarifa Centre provided guidance and inputs throughout the development of the report. Catherine Anderson (Team Lead, Governance, OECD/DCD) and Frederik Matthys (Head of Global Partnerships and Policies Division, OECD/DCD) provided oversight for the analysis. We would also like to thank Mary Mwiti (CEO of the Council of Governors) for her support throughout this collaboration.

Comments, questions, and other inquiries are welcome.

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For more information:

- The Effective Institutions Platform
- Council of Governors
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Abbreviations and acronyms

ADP	Annual Development Plan
CIDP	County Integrated Development Plan
CIMES	County Integrated Monitoring and Evaluation System
CoG	Council of Governors
EIP	Effective Institutions Platform
MCA	Members of County Assemblies
MEL	Monitoring, Evaluation and Learning
NIMES	National Integrated Monitoring and Evaluation System
PDIA	Problem-Driven Iterative Adaptation
P2P	Peer-to-Peer
YIEC	Youth Innovation and Empowerment Centre

Photo by Michael Muli on Unsplash

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Introduction

This "How-to" guide on peer-to-peer (P2P) learning is the fruit of a collaboration between the Effective Institutions Platform (EIP)[1] and the Maarifa Centre,[2] which is the knowledge and learning hub of the Council of Governors (CoG), a Kenyan intergovernmental relations body that acts as a forum for sharing information about the performance of the Counties in the execution of their functions, with the objective of learning about and promoting best practice.

Methodology

This guide builds on research and knowledge collated by the EIP on the process of P2P learning through different formats, including publications (e.g., guide to P2P learning), practitioner exchanges (e.g., learning series on the effective attributes of P2P learning), academic literature, contextual information collected through interviews, conferences and focus-group discussions in Kenya, and through the Maarifa Centre's collation of best practices and success stories.

Intended users

The audiences for this guide include P2P learning facilitators, peer learners, and stakeholders interested in using P2P learning as a method for institutional strengthening and reform. These stakeholders can be found at Maarifa-Centre level, or County and Ward levels. This guide can also be used beyond the Kenyan context, provided it is adapted to local circumstances.

What is P2P learning?

In the context of institutional strengthening, P2P learning refers to "individuals exchanging knowledge and experience with each other and diffusing this learning back to their organisations to ensure an impact – at scale – on reform initiatives." (EIP, 2016) Takeaways from the above definition include that:

- exchanges concern not only knowledge but also experience, which is difficult to capture
- learning is done at the individual level, but institutional change occurs at organisational and systems levels

1 The EIP, currently hosted under the Organisation for Economic Co-operation and Development (OECD), is an alliance of over 60 members that supports country-led and evidence-based policy dialogue, knowledge-sharing and peer-learning about public-sector management and institutional reform.

2 The Maarifa Centre documents and hosts best practices emerging from Counties' performance of their functions and from knowledge products developed by the CoG Committees. As part of its Strategy Objective 1.3 to promote knowledge management, learning, innovation, and research in Counties, the Maarifa Centre also facilitates peer learning among County Governments in regard to the implementation of their functions.

P2P learning can encompass a range of activities and formats, such as (EIP 2020):

Peer-based knowledge platforms	Peer engagement groups	Peer institutions matched by an intermediary
Multiple practitioners driven by an issue/interest appealing to a particular peer group (e.g., community of practice around a specific topic).	Smaller and carefully selected groups of homogenous peers seeking to solve or contribute to a specific problem, or who operate in similar settings.	A facilitator spending often considerable time to find the right fit between institutions that perform specific functions in the P2P engagement.

Why use P2P learning?

Depending on the nature of the problem and partnership, successful P2P learning exchanges offer advantages over more traditional, hierarchical one-way learning, such as:

- **Facilitating sharing of tacit knowledge,** which refers to personal, context-specific knowledge developed from direct experience (World Bank, 2016: p. 5).
- **Promoting local ownership** rather than replicating one-size-fits-all approaches, by allowing peers to compare and contrast experiences, priorities, and solutions (EIP, 2021a: p. 9), often leading to more sustainable and effective reform processes that are locally anchored rather than externally imposed. For instance, in the case of a P2P partnership between Isiolo and Tana River Counties on youth innovation and empowerment centres (YIEC), Tana River is adapting the reform to its local context through the creation of hostel facilities in its YIEC.
- **Promotes sharing about tacit elements on the implementation of reforms,** including details of practical implementation such as the nature of the authorising environment and its stakeholders, and ensuring the effectiveness and durability of the process (IFC, 2010: p. 1). For instance, if a development reform at County level requires political backing from County Assembly members, P2P learning allows peers to present the alliance-building strategies they used and determine what worked, how, and why, which can then be adapted and replicated by other peers in their local context.
- **Fostering mutual learning and a sense of equality,** which involves a two-way flow of information between partners, who learn from their respective experiences. For instance, in the case of a P2P partnership between Kisumu and Isiolo Counties and Living Goods[3] about the digitisation of community healthcare data, Isiolo learnt from Kisumu on many aspects of the reform's implementation despite having implemented it first.
- **Problem-oriented P2P learning through its learning-by-doing approach can identify cases of positive deviance,** which refers to individuals, groups, ideas or practices "whose uncommon behaviours and strategies enable them to find better solutions to problems than

3 An NGO that supports digitally empowered community health workers.

their peers, while having access to the same resources and facing similar or worse challenges" (PDC, 2010). Through a process of presentation, discussion, and deliberation, P2P learning can lead to the organic emergence of positive-deviance cases.

P2P learning can also be used for strengthening organisations. An institution's success can be defined based on its ability to produce results, its legitimacy (for beneficiaries and across cleavages), and its durability (its ability to sustain and enhance results over time) (Viñuela et al., 2014: p. 1). While these dimensions are interwoven, performance and change rely on three spheres of influence (Anderson, 2022): (1) the inner workings of an organisation, which refers to traits such as leadership, a shared sense of mission, and effective management practices, all of which are key to sustaining motivation; (2) the external environment, which refers to the interaction of an organisation with society (e.g., political patrons, donors, advocacy networks, etc.).; and (3) the socio-political context in which an organisation operates. P2P learning can incentivise change actors by addressing the inner workings of an organisation (leadership, sense of mission, etc.), rekindling motivation among peers (especially if changes in working practices are incorporated at an organisational level), and offering tacit knowledge that can help manage the external environment.

Kenya's devolution process and P2P learning

Devolution refers to an advanced form of decentralisation that, when successfully implemented, results in "stronger accountability to elected sub-national governments" (Smoke and Cook, 2022: p. 10). In Kenya, devolution occurred as a result of the new constitution in 2010 and was implemented in 2013 after elections that resulted in the establishment of 47 new County Governments (Muwonge et al., 2022: p. xi). Devolution was implemented "to redistribute political power" and share resources more equitably in a context characterised by "regional imbalances in development" (Muwonge et al., 2022: p. 1). Two of the three arms of government (legislative and executive) were devolved, meaning that County Governments now deliver a large array of public goods and services (Muwonge et al., 2022: p. 2). Devolution has had mixed results in terms of performance, with successes in expansion of and investment in devolved services, while challenges remain with regard to the quality and efficiency of service delivery (Muwonge et al., 2022: p. 11).

In the context of devolution, P2P learning offers a tool and approach to identify solution pathways to common problems Counties face. Further, it is useful for building institutional capability, defined as "the power or ability of an organisation to perform its mandate, and the development of capability to be a process whereby the organisation or institution improves its ability to perform" (Tilley et al., 2015: p. iv).

Objectives of this guide

The "How-to" guide offers practical steps and ingredients to convene P2P learning exchanges. It covers the full length of engagement, from the design phase to ensuring the continuation of exchanges after formal engagement between peers has ended. It can be used to initiate P2P learning, bearing in mind that it offers guidance rather than prescriptive advice.

Steps and ingredients in P2P learning

1

Step 1. Considerations prior to the P2P engagement

a. **Situating the P2P engagement in the broader development reform environment**

b. **Understanding the nature of the problem(s)**

c. **Identifying the problem(s) that will be addressed in collaboration with a coalition of stakeholders and building a vision for a sustainable solution**

d. **Matching peers based on individual characteristics**

e. **Setting up the first steps of a monitoring, evaluation, and learning (MEL) framework**

a. Situating the P2P engagement in the broader development reform environment

P2P learning, as a transmission form of explicit and tacit knowledge, must be anchored in a broader development context. This requires clarifying the scope of engagement, its **goals** and place in the theory of change, the specific development goal or challenge that the P2P exchange seeks to address, identifying major constraints to the achievements of this goal, and considering what will change as a result of the initiative (World Bank, 2015: p. 7).

Box 1. Integrating P2P learning in County Integrated Development Plans (CIDPs)

In the context of devolution, Counties can leverage and integrate P2P learning as part of their CIDPs and Annual Development Plans (ADPs). For instance, P2P learning exchanges can be tied to helping achieve particular "immediate objectives" for specific sub-sectors and County departments. This would specify P2P learning's expected role in and contribution to the reform process, and account for its time and budget needs in resource mobilisation frameworks.

Example

- **Development goal:** Improving the quality of primary and secondary education.
- **Immediate objective:** "Provide incentive schemes to attract and retain teachers" (teacher attendance is required for the education of pupils).
- **How P2P learning can help:** Low teacher retention in County A might have different causes than low teacher retention in County B. It can therefore be useful to compare experiences, priorities, and solutions through a problem-solving approach. This can lead to policy interventions that are adapted, innovative, and localised to reflect the different County contexts and the nature of the problem(s) they face.

Research suggests that P2P **learning is most effective when targeting a specific sector or thematic area** within a broader sector (e.g., civil service reform, health sector reform, etc.). Further, a community of practice around a specific area can mobilise peers to participate in a learning exchange (EIP, 2016).

Matching peers based on similar goals and task types, and especially the challenges, problems and struggles faced is most common (EIP, 2016). Identifying common challenges is key as the nature of the problem will influence several elements such as:

- the type of P2P collaboration and how it will be conducted
- how the monitoring, evaluation, and learning framework will be tailored to the format of the collaboration

b. Understanding the nature of the problem(s)

The following questions can be useful for facilitators and peers to understand the characteristics of the problem they face (Andrews et al., 2017):

- Are solutions to the specific problem already known?
- Can the problem be addressed using pre-established knowledge or does it require innovation?
- Is the context around the problem known, or must agents implementing the policy/reform make specific judgements arising in certain situations?
- Does solving the problem require multiple stakeholders to act in unison? Does it require interactions with a large group of stakeholders? How transaction intensive is it?
- Does the reform or developmental policy involve a service (e.g., provision of community healthcare) or the imposition of an obligation (e.g., taxation/policing)?

Depending on the responses to these questions, problems can be broadly categorised as follows:[4]

1. **Simple/logistical** – a problem where the solutions are known, implementation risks are low due to a stable context, and there are few interrelated variables. A certain result can be expected, from following certain steps and implementation of best practice is likely to succeed.

   Example: "Rehabilitation of sports stadia and fields" (CGoKisumu, 2018), in which architects and builders can *usually* follow a blueprint.

2. **Complicated –** problems and solutions are knowable but are not obvious due to uncertainties and implementation risks. Potential solutions can arise by analysing the problem or through specific expertise. Monitoring and adapting the approach might be needed along the way.

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4 Examples come from the objectives of CIDPs to illustrate the categorisation of problems.

Example: "Increase equitable and sustainable access to improved sanitation and hygiene services" (CGoTurkana, 2013), which is not necessarily a result solely of building improved latrines, but where uptake will require openness to, and behaviour change on the part of users.

3. **Complex** – problems and solutions are mostly unknown and can only be identified with 'hindsight' (Singh, 2021). The context might be unstable as there are several inter-related variables, dynamics, and goals. Solving this type of problem often requires a learning-by-doing approach through iteration, learning and adaptation. Monitoring how different actors affect each other as they change their behaviour and apply new knowledge will be important.

   Example: "Enhanced women participation in social, economic and political issues" (CGoMigori, 2018) to improve women's empowerment, which will require behaviour change regarding norms and attitudes in the County at multiple levels, including at a systems level. Certain solutions are proposed but addressing the problem is likely to take time, with no one-size-fits-all solution since low female participation and empowerment occur in a variety of contexts. One way to address this is trying various solutions to see what works, how and when, and adapting policy interventions.

4. **Chaotic/wicked** – causes and effects are difficult to determine as they constantly shift; the context is unstable, and no known solutions exist. Here, it is best to decrease uncertainty to the extent possible. Tracking how different actors change, along with how the nature of the problem changes, will help navigate shifting conditions and develop solutions.

   Example: There was a lack of clarity on transmission mechanisms of the COVID-19 virus and on how to avert its spread in the early days of the pandemic (e.g., whether masks were necessary). Responses and best practices changed as more became known about the problem and how to cope with it.

A problem might not fit into only one category. High-level problems often have sub-problems, each of which can be of a different nature. For instance, solutions proposed to the challenge of deforestation mentioned in one CIDP (CGoKiambu, 2013) include enforcing a law on illegal tree-cutting, which could be a complex problem to solve with no best-practice solution. Solutions such as afforestation (CGoKiambu, 2013) might be simpler as they can be more technically oriented and straightforward to implement (assuming there is no conflict with community members or economic interest groups on this issue) but might not sufficiently address the root causes of the problem.

P2P learning can be used to solve complicated, complex, and wicked problems, which often require multiple stakeholders to convene and work in an iterative and experimental fashion. P2P learning can also be used to transfer specific technical solutions to simple/logistical problems, in which case other forms of technical assistance can also be used.

c. Identifying the problem(s) that will be addressed in collaboration with a coalition of stakeholders and building a vision for a sustainable solution

Prior to convening P2P exchanges, finding sets of common problems – preferably based on demand by Counties and peers is recommended. This can be accomplished through sensitisation on the existence of P2P learning as a tool for institutional reform at the State of Devolution Conferences, via sectoral WhatsApp groups and other channels, and via the County knowledge management focal points.

Box 2. Defining common problems through a marketplace of ideas

A marketplace of ideas allows for organic matching of problems between Counties. First, Counties are grouped by sector (e.g., education), regional economic group (i.e., with Counties that have similar levels of development), or both. Next, County representatives map their problems in specific areas to "sticky notes" to discuss their experiences. These notes can include the expertise they are trying to develop and the solutions they employed to address these problems. County representatives can then identify and map their common problems through a process of comparison, reflection, and contrasting, which can be used to match Counties around specific challenges. A skilled facilitator is crucial to this process and orienting the thinking of would-be peers.

Convening a problem-solving workshop can facilitate finding common problems among a coalition of actors that goes beyond County Governments and elected representatives, potentially to include civil society organisations, non-governmental organisations, informal actors (e.g., village elders), and others as deemed fit. Such coalitions are key for several reasons:

- A wide range of actors can contribute to innovatively defining the problem together in the problem-identification phase.
- Alliance- and coalition-building from the outset can provide legitimacy to the reform process, which is useful for maintaining momentum and political support throughout the learning exchange.

A problem-driven approach is likely to lead to a search for solutions that are embedded in the local context, reflect local stakeholders' needs and aspirations, and can mobilise a coalition of actors. Moreover, identifying specific "performance problems" will more likely foster political, social, and functional pressures for bureaucratic agents and their allies to support institutional change (Andrews et al., 2017: p. 141). In other words, the identification and recognition of existing challenges and deficiencies creates an incentive for change among a wide coalition of actors, particularly in Counties where devolution has promised improved accountability and service delivery that is locally owned and led.

A problem-solving approach is also likely to reinforce a sense of joint purpose and build trustful relationships among peers. It can allow peers to compare the specificities of their problems, providing more momentum and legitimacy to the change process, especially for political backers. In practice, problem-identification requires gathering the initial coalition of stakeholders to reflect on the following elements (Andrews et al., 2017):

- What specific problem are you trying to solve? Why does this problem matter and to whom?
- In what ways does this problem relate to a specific performance deficiency? In other words, what will you be able to do (or do better) if the problem is solved?
- In what ways does this problem matter to key decision-makers and those in positions of power? Can we get these stakeholders more involved in reflecting on this problem?

One drawback of a problem-driven approach is that it can lead to focusing only on the problem, which might then be defined as the lack of a solution. Therefore, once the problem has been identified, a solution vision should be constructed that answers the question of "How will the problem look when it is solved?" (Andrews et al., 2017). Getting to an initial solution vision is essential to providing motivation and support from political actors that must be involved from the outset.

d. Matching peers based on individual characteristics

While P2P learning aspires to solve development problems and achieve institutional reform at County level, it mostly involves learning and knowledge-exchange among individuals. Peer organisations should thus try to specify what type of individual is best suited for the type of P2P collaboration at hand, based on matching criteria tailored to the nature and objectives of the engagement.

Matching criteria can include years of service, professional background, and knowledge of the reform, and can be widened to match peers with different functions in their respective organisations (e.g., executive, managerial, and technical/professional) (EIP, 2016: p. 11). Widening the scope of participants can enrich the co-production of knowledge because a broader range of viewpoints will be covered. The matching criteria can also focus on targeting change agents: actors likely to play a key role in the implementation of the reform. The criteria should also ensure that the chosen peers show commitment to and understanding of the responsibilities associated with participating in a P2P exchange, and that they are willing and ready to follow the process over time (beyond a one-off exchange or encounter), since change takes time to lead and follow through.

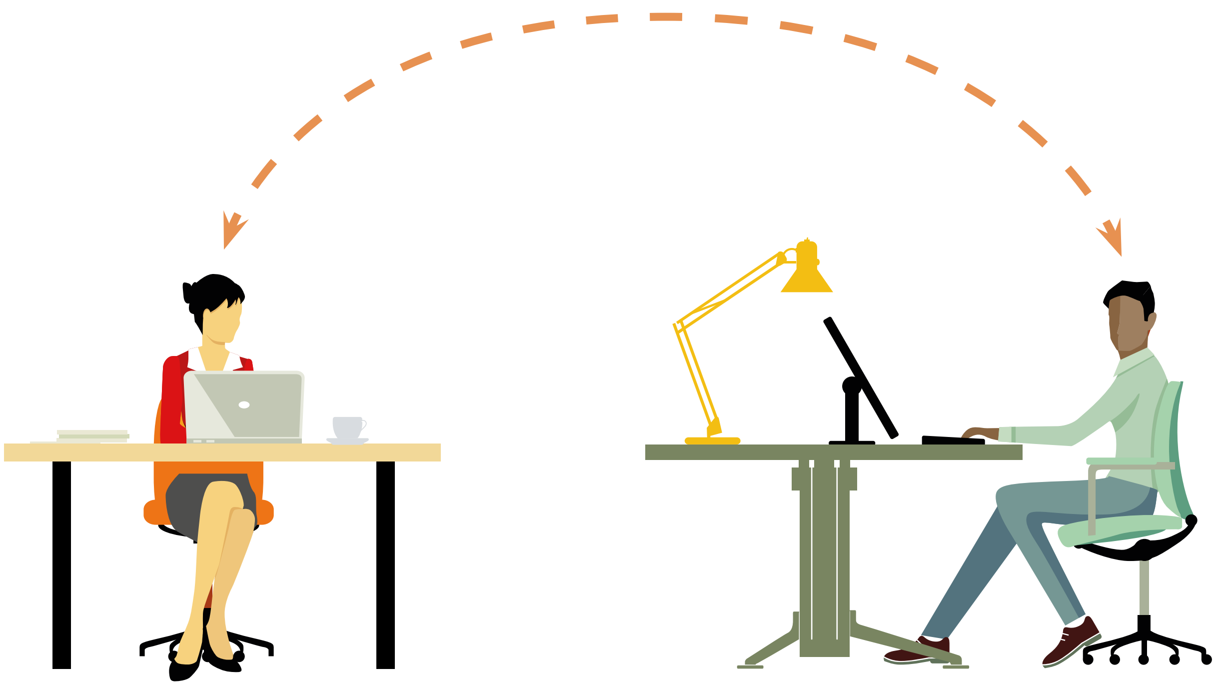
e. Setting up the first steps of a monitoring, evaluation, and learning (MEL) framework

Incorporating learning and evaluation during the foundational phase of P2P learning helps determine which institutional capabilities the engagement targets and how change will happen. Further, it can help partners and facilitators clarify what progress to track in their roles and institutions.

MEL frameworks should consider the following elements in their P2P collaboration:

- the number and diversity of partners involved (including gender and ethnicity considerations)
- partners' roles and contributions to the exchange
- the formats in which learning, and knowledge-exchange will take place (e.g., face-to-face meetings, online facilitated discussions, one-on-one matching, site visits, etc.)
- the role of the facilitator in the exchange
- clear learning objectives with ways to assess them along the way

From the beginning, it is also important to reflect on which institutional capabilities the P2P engagement seeks to build, how, and what each peer partner commits to tracking in relation to their respective roles and changes in their institutions. One or more focal points should be identified in each institution to determine who tracks how new knowledge and practices are adapted, taken on, and/or scaled up. The uptake and use of new knowledge should be monitored over time, anticipating resistance to institutional change.



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Step 2. Considerations in the initial P2P engagement

a. Deconstructing the problem into smaller, manageable and locally addressable problems while gaining better understanding of its root causes

b. Sequencing and prioritising which problems (or sub-problems) to solve first

c. Ensuring sufficient political, bureaucratic, and societal support for the reform initiative

d. Determining the operating constraints and opportunities that will influence the format of P2P learning

e. Reflecting on monitoring and learning practices to determine where a peer organisation stands, where it sees itself in the future, and how to know if it gets there

f. Agreeing on how to track changes at individual, organisational, and systems level (e.g., in society at large in terms of norm shifts, change in behaviour or practice)

g. Set up a framework for what we *expect to see* (inputs and outputs), what we would *like to see* (intermediate outcomes, such as changes in behaviour and practice) and what we would *love to see* (sustainable impact) as a result of the P2P engagement

a. Deconstructing the problem into smaller, manageable and locally addressable problems while gaining better understanding of its root causes

Often, peers and their institutions can break high-level problems down to their component elements, each of which represents separate smaller problems that can be more easily addressed in a sequenced manner. Several tools adapted from the manufacturing sector can identify and deconstruct specific policy problems, including the fishbone diagram (Annex I).

While problems relate to County-level performance in providing services or tackling developmental policies, it is important in applying this tool to consider different viewpoints and engage in dialogue. Different stakeholders might view the problem differently and have different insights about its causes and how to address them. For instance, adopting a gender lens might reveal the problem differently. Such differences can intersect with characteristics such as age, level of education, geographical marginalisation, socio-cultural norms, and ethnicity – especially in County contexts dominated by one ethnic group to the detriment of others, etc. It is therefore important to have multi-stakeholder gatherings that involve those closest to the problem, and who experience it first-hand to ensure that the analysis is grounded in local realities and knowledge.

b. Sequencing and prioritising which problems (or sub-problems) to solve first

Once the components of the high-level problem have been identified, the P2P learning partners should prioritise and sequence which problems to address first. Each can be analysed through several lenses, such as (Andrews et al., 2017):

- Do peers have the technical know-how, time and resources to solve this problem?
- Do peers have the authority from their organisational hierarchy and other actors to engage on this problem?
- Are the needs for change and the implications for change accepted by different actors?
- Are peers motivated by this change process, and what level of control do they possess over the elements?

Focusing on "easier" problems that can deliver quick wins is often a good strategy that allows the peers to showcase early successes to their hierarchy and political backers. This can increase these actors' legitimacy and open political space for reform, which can build momentum for solving more complex problems.

Solutions can be found by looking for (Andrews et al., 2017: p. 173):

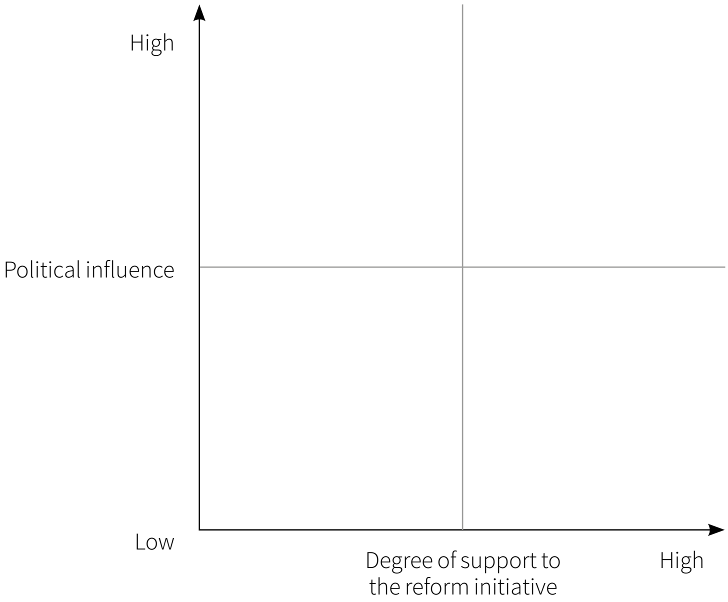
- **Cases of existing practice** – lessons on what works and what doesn't in a specific context, which is an obvious starting point for reflection.
- **Cases of best practice** – examples that can be identified and adapted to fit the specificities of the local context.
- **Cases of positive deviance** – solutions that deviate from the norm (or common practice) but are already being acted upon.
- **Cases of latent practice** – what is possible in each context but must be drawn out from existing resources and agents (e.g., through rapid result initiatives).[5]

c. Ensuring sufficient political, bureaucratic and societal support for the reform initiative

Peers should devote significant time to thinking about their context of operation and ensure, sufficient support for the reform among a coalition of actors. A first step can be operationalised by conducting a power analysis that identifies the stakeholders, their relationships to each other, what factors influence them, and what factors explain why "change doesn't happen" (Andrews et al., 2017: p. 243). In this regard, it might be useful to identify the primary authoriser and other agents and champions of reform who could be mobilised to support the process.

5 Rapid results type interventions refer to interventions where groups of affected agents are given a challenge to solve a specific problem in a defined period without using new resources.

Figure 1. Tool for power and stakeholder analysis



Source: Adapted from Abt Associates' governance note on actor and power analysis.

This tool for power and stakeholder analysis (Figure 1) can be updated according to changes in local dynamics and context and can be useful to map stakeholders and their relationships with each other. It can also be used to better understand which individuals or groups to influence to remove the principal barriers to change.

Taking authorisation seriously is key, as authority structures shape individual agents' incentives and what is possible in priority-setting, project modalities, and formal and informal reward systems (Andrews et al., 2017: p. 195). In practice, authority not only emanates from a primary authoriser but can be diffused and fragmented. This occurs in the absence of downward authority and accountability, particularly when there are competing interests within an organisation (Andrews et al., 2017).

Peers should craft a strategy to "maintain awareness of the authorisation needs of the initiative" (Andrews et al., 2017: p. 200). This can be operationalised by keeping stakeholders who support the reform abreast of lessons learnt, how these are applied, and emphasising the importance of solving the problem. Communication strategies can be refined based on feedback from authorisers in the bureaucracy, political actors, and civil society. Individual peers and authorisers in respective organisations should also be involved before the foundational meeting to ensure a co-production process, as this can build trust and open the space for reform.

For instance, the EIP-CoG workshop highlighted the change in political leadership that happens after five-year electoral cycles for County Governors[6] and members of County Assemblies (MCAs)

6 County Governors can only be elected for two terms.

as a particular risk to Kenya's devolution initiatives.[7] A change in political leadership can open space for reform if Governors and other elected officials are sensitised to the advantages of P2P learning and how it can increase their legitimacy and political capital. At the same time, an incoming Governor might want to overhaul the programme if this is considered a "flagship" initiative of their predecessor. To avoid this outcome, it might be important to employ some of the following strategies:

- Ensure support from a broad coalition of actors, including non-government and civil-society organisations, and informal actors who can cajole, convince and advocate for change to political authorisers.
- Ensure support among career civil servants whose position is fixed and whose understanding of the local context will propel the reform.
- Find new political champions and craft a communication strategy explicitly linking the reform agenda to their search for political capital (the initial transition can be key to establishing their legitimacy and reputation).

The two case studies that accompany this "How-to" guide show that these reforms have occurred because of strong, elite commitment – to community health (in Kisumu County) and youth innovation and empowerment centre (in Tana River) – featuring prominently in Governors' political manifestos. In the case of Tana River, the County Government also sought to cultivate broad support among youth constituencies by inducing their participation in decision-making processes.

d. Determining the operating constraints and opportunities that will influence the format of the P2P learning exchanges

The format and activities undertaken by the P2P learning partners will depend on constraints and opportunities, including (World Bank, 2015):

- **Time** – knowledge exchanges can be long-term endeavours where peers meet repeatedly for different activities depending on the nature of the problem and the funding and/or reform cycle (e.g., whether it must be completed within an ADP or five-year CIDP). Further, the effectiveness of individual learning and problem-solving approaches are often enhanced by periods of reflection. Therefore, it is useful to understand the amount of time available from the outset.
- **Budget** – the cost of P2P learning can vary widely depending on the scope, duration, and choice of activity, which will determine the shape of engagement between peers.
- **People** – the nature of peers' involvement, their motivation, and their ability to act independently will influence the format of activities.

7 Joint EIP-CoG workshop held on 23 May with representative from 10 Counties. The workshop aimed to understand how P2P learning modalities and MEL are used by different Counties, identify barriers and opportunities that this modality presents and understand how P2P results are measured and tracked.

- **Technology/resources** – information and communication technology can be leveraged to take group meetings online. The feasibility of this will depend on access to technological tools and the ability to use them, which might be constrained in certain County contexts. It therefore makes sense to leverage tools that participants already use (e.g., WhatsApp).
- **Nature of the change space** (see below).

e. Reflecting on monitoring and learning practices to determine where a peer organisation stands, where it sees itself in the future, and how to know if it gets there

As a first step, to understand how learning will take place, it can be useful to conduct an initial organisational assessment of Counties' current knowledge management, MEL capacities and "learning style" to act as a baseline tool. This would include mapping who does what and how, determining whether MEL capacities exist among the sectoral staff (e.g., who does MEL for health functions in the County), and qualitatively assessing the readiness and openness of these institutions to accept, adapt, and adopt learning that comes out of the engagement. It can also be useful to map how MEL is understood by the stakeholders that implement it. This is key as MEL practices vary by County, with some using the County Integrated Monitoring and Evaluation System (CIMES) while others use systems which are not compatible with the National Integrated Monitoring and Evaluation System (NIMES). Finally, when discussing MEL and accountability, interviews indicate that many Counties focus on monitoring and accountability, with limited focus on learning and evaluation – although certain Counties stand out as exceptions to this.[8]

Moving forward, P2P learning partners could develop a graduated list of changes that the organisation expects to see, would 'like' to see, or would 'love' to see over time. It might also be useful for peers to assign roles and responsibilities that ensure these lists of changes can be acted upon.

Writing out these changes as sentences can be useful before thinking of what is possible to track using quantifiable indicators and what qualitative indicators can be used from stakeholders' change stories or testimonials. Tips on how to think about these concepts across a longer-term change process are:

I. What would you **expect to see** or produce from the P2P engagement
   - minimum pre-conditions or agreed working principles
   - 3-5 outputs and/or principles of engagement (where there is a high level of certainty and level of agreement among stakeholders)
   - Key outputs that you agree on producing or doing together

8 From focus group discussions with knowledge management champions in Nairobi on 23 May 2022.

II. What outcomes would you **like to see** in terms of new ways of thinking and doing

- 5-8 behavioural changes specified for each stakeholder group (where there is a high level of influence but less certain results), for example:
- "We would like the internal leadership to…"
- "We would like to see first responders and front-line service delivery personnel…"
- "We would like youth groups/other intermediary civil society groups to…"

III. What would you **love to see** from the P2P contribution to broader reform challenges

- 2-3 impact-level changes linked to standard indicators and the overarching problem, e.g.:
- "We would love to see change for beneficiaries or users/ change in the enabling or policy implementation context/ change in social norms and level of participation", etc.

f. Agreeing on how to track changes at individual, organisational and systems level (e.g., in society at large in terms of norm shifts, change in behaviour or practice)

A clearer picture of what you would like to achieve and who needs to be involved can lay the foundation for a MEL framework and plan. Monitoring the P2P process and how it contributes to broader service delivery or reform objectives should complement standardised reporting and tracking and needs to be linked to the latter. For example, if a P2P learning addresses the retention of primary school teachers, one outcome of the process is the learning, application and adaptation of lessons from another County. This alone might not affect teacher retention rates, but it might boost delivery capacity and the County's potential to address the problem, which in turn can be linked to the ultimate outcome of teacher retention. Tracking how lessons were adapted and implemented can illustrate how P2P exchanges contribute to a broader and more systemic solution.

It is therefore important to set clear learning objectives and be realistic in terms of the types of learning expected and who must be involved. Tracking these learning objectives is important to assess whether the P2P engagement is productive, if the peer partners are appropriately matched, and/or if lessons are sufficiently adapted to the local context.

It is also important to develop simple tools for gathering data that covers both the health of the partnership and what the partnership produces, so that everyone involved in the peer engagement has an opportunity to contribute their thoughts and experiences. Examples of what to look for in the health of the partnership can be based on shared and agreed principles of engagement, such as mutuality, trust, clarity of objectives, inclusive engagement (including from a gender lens), etc. Examples of what the partnership produces can be new skills, motivation, attitudes, abilities, and ways of working, linked to the overall objective. These abilities to do things differently from before can be at individual or organisational levels in institutions or County administrations (Table 1).

Box 3. Key functions of a P2P monitoring, evaluation, and learning framework

Learning

Evidence-based learning (with emphasis on experiential evidence and exchange among peers) is the most important function of any P2P results framework. "Evidence" should be understood as broadly as possible, from numeric tracking to qualitative analysis of change stories, testimonials, feedback, observations, etc. Data-gathering should seek to pin down how learning happens and is applied (i.e., whether it triggered action) at different levels: by participating individuals from different peer institutions, at the institutional level in their 'home' organisations, and at a broader system/sector level to influence indirect stakeholders. It is also important to ask who *is included in the learning process* and how, and whether all the critical actors needed for change are included in experimentation and uptake of learning acquired through P2P engagement. This can be done by drawing up actors-based theories of change (descriptions of how change will happen) – and theories of action (descriptions of who needs to learn and act how and when for change to materialise) – at the outset and to regularly test them over time. By spelling out assumptions, we can also check whether these are correct during our monitoring or when interacting with different stakeholder groups.

Mutual accountability

MEL will always have an accountability function. This goes beyond upward accountability to donors and supervisors; it also includes mutual accountability and transparency between peers – an important aspect of P2P trust-building. MEL is a way to account for what is being done, by whom, when, and with what effect. Showing these effects can help build a case for continued investment in P2P learning. It can also check whether participating peers bring different experiences to the table and benefit from the exchange. Even in largely unidirectional P2P partnerships (with one 'resource organisation' responding to a call for support by a 'learning organisation'), the inputs, performance, and perceived relevance of advice need to be assessed by both/all peer partners to ensure mutual accountability for results.

Internal and external communications

Tracking progress at multiple levels (individual, institutional, and, if possible, at more systemic levels) helps build a case around the experiences and ways of working that trigger change, and the adaptations needed to fit lessons to local context. This can help sell new ideas to management or other internal constituencies. A track record of localised change and adaptation can also help communicate with external peers. Case studies of how problems were identified, localised, and overcome are often more relevant than simplified success stories. However, a story-based methodology can be applied (e.g., through outcome harvesting), where stakeholders' testimonies of changed practices, relationships, or behaviours are systematically gathered and analysed in relation to intended end results.

g. Setting up a framework for what we *expect to see* (inputs and outputs), what we would *like to see* (intermediate outcomes such as changes in behaviour and practice) and what we would *love to see* (sustainable impact) as a result of the P2P engagement

Involving peers in determining what effects and results to look for is key. These intermediate outcomes inventory and assess behaviour changes, relationships between peers and their organisations, and the adoption or adaptation of new practices that occur as a result of P2P engagement at the individual and organisational levels. Table 1 proposes elements to assess as part of the P2P learning partnership at individual and organisational levels, noting that this must be adapted to the nature of the problem and partnership at hand.

Table 1. Elements to assess in P2P learning

What is being assessed	Individual	Organisational
Ability to acquire new knowledge	Acquisition of knowledge Awareness Confidence Increased understanding	New knowledge is incorporated into existing knowledge-management practices and resources and regularly referenced in internal discussions
Ability to enhance and upgrade skills	Ability to apply knowledge in daily work beyond the P2P exchange Change in routine ways of working Maintenance of change Preparation for action and application of technical skills	Institutionalisation of new knowledge beyond the peer-learning group (knowledge adopted, adapted, or replacing old skills)
Ability to build consensus and shared purpose	Acceptance of new ways of solving problems Common language and new narratives to address problems Understanding of different stakeholder group perspectives (including by gender)	Leadership conducive to learning and feeding lessons into operations Level of alignment with overall strategy/results framework/shared interests Institutionalisation of new collaborations as enablers for desired change
Ability to connect with others	Membership Network density Speed of communication Sense of belonging	Degree of legitimacy and positioning as change agents

What is being assessed	**Individual**	**Organisational**
Ability to relate and adapt to context	Ability to apply P2P learning in ways that are relevant and timely to broader organisational objectives Ability to communicate key insights to relevant stakeholders (internal/ external) Ability to adapt insights to fit organisational objectives Degree to which new insights draw on indigenous knowledge and solutions Degree to which new insights are communicated to relevant stakeholders (internal/ external)	Degree of perceived institutional legitimacy among peers/in sector Level of trust in peer institutions as being relevant for gaining new insights Degree of perceived bidirectional exchange and equality between partnering institutions Level of openness to challenge existing organisational culture or assumptions based on P2P insights
Ability to commit and engage in the learning effort over time	Level of two-way communication between peers Level of trust between peers and in the partnership Level of coordination between peers Perception of conflict between peers Perceived level of understanding of the joint purpose/shared goals of the engagement Perceived level of autonomy or authority by parties to the learning process Level of continuity and follow-through on learning efforts	Degree to which the leadership/ supervisors are open to learning from the P2P process with a structured process for feedback Degree to which new insights are adapted, tested and incorporated into policies, strategies and operations inside the organisation Degree of institutionalisation of new insights and collaborations as enablers for desired change
Ability to balance diversity and coherence	Degree of openness to learning from new/different sources to avoid echo chambers and cope with conflicting views Degree to which gender and inclusion perspectives are considered	Level of inclusiveness in learning experiences
Ability to adapt and self-renew	Ability to course-correct after applying feedback Ability to adapt based on changes in context	Ability to strategically pivot based on tested assumptions in context

A MEL plan should spell out who will gather feedback and testimonials, how these will be synthesised, with what frequency, and who will discuss and interpret the information gathered. It is recommended to:

- **Distribute MEL functions** across peers and a central facilitator.
- **Determine how information is gathered/used** by each peer in their organisation.
- **Use a participatory process to come up with realistic outcomes** per stakeholder group (ideally involving the stakeholders themselves) in line with overall learning objectives.
- If possible, **plot all desired changes** (what you expect, like and love to see come out of the P2P process) in a theory of change to be explicit about how different behavioural changes interconnect.
- **Decide who will track which behavioural changes,** how frequently and in which manner (e.g., formally via feedback surveys, informally via regular partnership meetings, etc.), and see how it can be incorporated into existing ways of sharing and discussing findings.
- **Incentivise stakeholder groups to engage in data collection,** such as allowing civil society groups to use the data for their own outreach, communication and advocacy efforts, or allowing first responders and others at the frontlines of service delivery to use it to make a case for what they need to increase effectiveness, etc.
- **Decide who will synthesise P2P tracking sheets,** at what frequency and how the findings will be used for decision-making and be fed back to stakeholder groups.
- **Decide how findings can inform** ongoing internal knowledge documentation and decision-making.

3

Step 3. Considerations during the P2P engagement

a. Determining the role of the facilitator at individual and organisational levels

b. Selecting the working modalities of the P2P exchange

c. Deciding on learning formats, energisers, and activities

d. Maintaining the momentum for results

e. Creating organisational change at scale

f. Tracking the health of the P2P partnership and involving peers in the process

g. Tracking the anticipated and unanticipated outcomes of the partnership and how it affects larger reform processes and enables better development results

h. Disseminating results from the P2P learning engagement

a. Determining the role of the facilitator at individual and organisational levels

At the organisational level, a neutral, external facilitating organisation can play an important role in organising P2P learning by enabling freer and more frank exchange between peers. They can also help set expectations for the learning exchange, foster a sense of equality at the organisational level and create criteria for matching individual peers. Intermediaries can also facilitate and document learning and experimentation arising from the P2P learning exchanges.

At the individual level, skilled facilitation can help peers:

- think for themselves, leading to greater ownership of the problem(s) at hand
- build trust between each other
- foster commitment to the reform initiative
- set up regular feedback loops to ensure that learning and knowledge gained at individual level transmits to change at the organisational level

During the implementation of the learning exchanges, skilled facilitators can mediate potential conflict between peers, resolve moments of “awkward silence”, refocus attention on the problem, and encourage information-sharing between participants. Further, a facilitator can influence group dynamics from the outset, which is key to building trust among peers, leading to a more productive learning experience. Finally, the facilitator steers the P2P learning exchange by structuring session content and length and assigning roles and responsibilities.

b. Selecting the working modalities of the P2P exchange

P2P learning exchanges can include several instruments (Table 2), each of which has advantages and disadvantages in relation to the constraints and opportunities mentioned previously. The use of these instruments depends on the nature of the problem and the group size in the P2P exchange.

Table 2. P2P learning instruments

Type of instrument	Definition	Opportunities and constraints
Community of practice (CoP)	Comprises a professional, technical or functional domain; a community and a practice, as members share a repertoire of experiences, stories and tools	Long engagement period Can be fostered online with a relatively constrained budget Gathers a group of experts but individual engagement can be low, which might hamper the effectiveness of the CoP
Competition/ challenge	Good-natured competition between peers to find and support new ideas/innovation, usually culminating in a showcase	Useful at a more advanced stage to come up with specific solutions to problems Usually face-to-face to maximise interactivity Can foster individual engagement if the right peers are selected
Conference	Formal event in which participants share their knowledge around specific topics and themes	Conference format needs to be thought out at the outset Can be more useful at a more advanced stage when there are already findings, or to foster new matching between institutions (e.g., State of Devolution Conferences)
Knowledge fair	In-person knowledge-sharing event designed to showcase participants' experiences, achievements, and innovations	Can be useful to map who is doing what Requires organisational and individual commitment, and preparation to sequence the showcases
Multi-stakeholder dialogue and consultation	Dialogues or consultations with a broad range of stakeholders to gain new ideas and perspectives on specific topics	Can bring fresh perspectives Time consuming to organise, as a broad range of stakeholders need to come together (useful to think about incentives for Counties in doing so)

Type of instrument	Definition	Opportunities and constraints
Online networking, virtual and telecom engagement	Can encompass a wide variety of meeting typologies conducted online rather than face-to-face	Low cost Requires limited engagement unless fostered through group exercises/break-out rooms Useful for maintaining contact between peers Logistically easier to organise
Peer-produced knowledge product	Policy- or operations-oriented products that peers co-create from joint work	Medium cost Requires a high level of engagement and commitment Likely to create a joint sense of purpose
Study visit	Can encompass site visits by practitioners or technical specialists to impart knowledge, and visits to witness how a project or reform is being implemented	Usefulness depends on the nature of the problem and its complexity Important to select the right technical and/or political specialist(s) to make the visits Need to ensure follow-up so that actions and/or learnings are incorporated following the visit
Training session	A structured gathering where peers are either jointly trained or where one organisation trains others in its expertise	Level of engagement and commitment required by peers is not necessarily high Event needs to be structured to ensure that long-term memorisation occurs (can be useful to record it or take notes and write a summary) Facilitation and choosing who trains who and in what is key
Twinning	Pairing similar institutions with one usually being more mature	Cost is variable but potentially high as peers are likely to meet face-to-face High individual and organisational commitment are required for success Generally envisaged as part of a long-term engagement
Workshop	A structured gathering where participants solve problems by working together on a common challenge or task	Useful when working towards solving a common problem Can be time-intensive to prepare and requires high engagement Better face-to-face than virtual Potentially requires follow-up workshops

Source: Adapted from (World Bank, 2015).

A well-designed working modality will also require peers, a facilitator and potential intermediaries to assign roles and responsibilities, organise the logistics behind the event, and determine goals/ objectives from the engagement.

Furthermore, certain working modalities are likely to be more relevant to specific phases of the P2P learning process. It might therefore be useful to reflect on when each should be used and the outcomes sought for each. For instance, a workshop in the initial stages can be useful to work on identifying a common problem and its causes, while peer-produced knowledge products will likely be agreed upon at a more mature stage, when peers already know each other's ways of working and have mutually agreed objectives.

c. Deciding on learning formats, energisers, and activities

A facilitator can introduce several learning formats, energisers, and activities to the P2P learning process. These differ from the working modalities described above as they are techniques used to facilitate meetings. Several databases of techniques exist, including:

- **Fun Retrospectives**
- **P2PU Knowledge Base – Meeting Structure**

d. Maintaining the momentum for results

Many P2P learning engagements are conducted as one-off events, after which peers do not remain connected and engaged. This might work when transmitting a narrow set of technical skills but can be problematic because long-term institutional engagement is a prerequisite for the emergence of trust and two-way learning, and likely helps in the adoption and institutionalisation of new knowledge at the organisational level.

Maintaining engagement requires kindling the personal commitment and motivation of peers and ensuring continued support from their home organisations. This is most likely to be achieved when involving peers in activities conducted face-to-face, as the peers interact and experience each other's work and learning environments. Examples of such activities include workshops, co-creation of knowledge products, and site visits. Moreover, tying incentives for participation to career progress or work done by peers in their home institutions tends to sustain the engagement (EIP, 2016). Technology applications can also be used to sustain more regular engagement between peers via social media (e.g., WhatsApp) and videoconferencing.

As mentioned previously, support from authorisers is key to maintain momentum around the P2P exchange. This can be achieved through regular communication, which incorporates authorisers' feedback and emphasises the value-added of the exchange for achieving development goals.

e. Creating organisational change at scale

P2P learning constitutes a paradox in that peers are individuals yet institutional change and reform processes happen at an organisational level. Peer exchanges should therefore aim beyond individual changes in working, doing, and behaving to ensure that these changes sustainably embed themselves in organisational methods of working, doing, and behaving.

Peers can leverage their respective networks and build coalitions with like-minded reform partners to strengthen the institutional capabilities of their organisations and diffuse this across a network of entities. Indeed, involving peer partners' respective networks can ensure the viability, legitimacy, and relevance of institutional change by uniting a wide range of internal and external stakeholders around strategic coalitions bound together to solve common problems. This approach might also secure further buy-in for the reform process, create a culture of learning and innovation, and ensure the sustainability of institutional change.

f. Tracking the health of the P2P partnership and involving peers in the process

During the P2P engagement, it can be important to track the health of the partnership itself rather than focusing only on its capacity to produce results. Successful P2P partnerships are most likely based on several attributes, including mutual trust, a clearly formulated vision, commitment to solving a common problem, and effective communication between peers.

A neutral facilitator, such as the Maarifa Centre, could use monitoring, evaluation, and learning tools to track partnership health and identify where gaps occur. Once perception gaps among respective peers are identified, it can be useful to act on this knowledge to facilitate dialogue between the peers and resolve any bottlenecks.

Tracking partnership health can be done through questionnaires distributed to individual peers, comparing results between the organisations (i.e., as these are perception-based, they are likely to involve an important amount of subjectivity). In addition to introducing a quantitative element, it might be useful to ask peers to justify their answers and highlight how to improve this. Annex III presents an example of a simple tool[9] developed for a P2P partnership in which partners are solving a common problem.[10] A more refined tool would need to be adapted to the nature of the partnership and working modalities.

A neutral intermediary could then analyse and process the results, categorising these in areas of strength and improvement to track partnership health. The results of such assessments are useful to bring up – especially at the beginning of future P2P learning working modalities – and can guide the facilitator to focus on certain areas. Discussing these issues can improve two-way communication and a joint sense of purpose among peers.

9 Authors' interpretation using the Partnership Capability Assessment (PCA) developed by Government Partnerships International (GPI).

10 It is recommended to anonymise these short questionnaires.

g. Tracking the anticipated and unanticipated outcomes of the partnership and how it affects larger reform processes and enables better development results

MEL tools and approaches can demonstrate which learning outcomes are being achieved and how best to create change at scale. MEL will likely focus on contribution analysis when addressing problems that are complex or complicated. This means that MEL tools and approaches can be used to determine the extent to which P2P learning contributed to the reform process rather than attributing all of it to this working method. In contrast, most monitoring systems follow predetermined implementation plans that focus on linear, causal pathways, meaning they might overlook aspects such as unanticipated results, alternative causes, and the inter-relationships between variables (USAID, 2021).

Different MEL tools and approaches can be used to gather data about anticipated and unanticipated changes, including outcome mapping, outcome harvesting, process monitoring of impacts, and actor-based change frameworks, the first two of which are explained in greater detail below. These methods can be useful as they look at the relationships between actors, focus on their perspectives, and allow the end-user to determine what part of the system is being analysed and what part is outside the system's boundaries. In other words, they are beneficial to look at how organisational and behavioural change occur and are institutionalised at individual and organisational levels, (e.g., through new ways of working, approaching, or acting on the problem). These tools can also be leveraged throughout the partnership's lifecycle to incorporate feedback from peers and undertake course-corrections.

In outcome mapping, each stakeholder group is part of defining what they would be able to do (or improve) because of the P2P learning process and keep a journal to self-assess against these intended outcomes and what enables them. A facilitator or someone responsible for knowledge-management regularly gathers these journals to look for patterns across entries. The advantage of this approach is that it inspires wider participation and self-reflection. A downside is that synthesising and analysing large quantities of qualitative data can be difficult and needs to be followed by participatory "sense-making" to interpret results and what they mean in different contexts.

Outcome harvesting builds on the same ideas as in outcome mapping (i.e., that emergent results are captured along the way and against higher goals or learning objectives), but with flexibility regarding what is considered significant for different stakeholder groups in different contexts. Harvesting outcomes needs to be done systematically to detect patterns and changes over time. It is possible to combine a brief outcome-harvesting exercise with regular peer meetings or regular internal team or staff meetings. However, it must follow a structured format to allow for comparability over time, using a simple MEL framework with indicators (e.g., what partners expect, "like", and would "love" to see) in relation to the P2P learning experience and to the broader development or reform objective.

h. Disseminating results from the P2P learning engagement

Dissemination of findings from ongoing and finalised P2P learning exchanges should be tailored to the audience and formats of exchange. Specifically, WhatsApp can be used to share key messages and links to more substantive reports with a wider group of stakeholders. Further, longer publications and write-ups can be made available through respective County websites and the Maarifa Centre website, which serves as a central repository of knowledge on devolution reforms. Equally, the CoG can convene webinars on lessons learnt from P2P learning exchanges and present results in the annual State of Devolution Address by the CoG chair and in the biennial Devolution Conferences that bring stakeholders together.

Formats to share findings include written resources such as reports and results stories, interactive formats such as presentations, periodic informal meetings, and presentations. Interactive formats are more adapted for two-way communication with audiences that require "summaries of results" or to customise specific information, depending on the nature of the audience (World Bank, 2015: p. 78). Written reports are useful to communicate results and the full details of the exchange process, depending on their length (e.g., results stories versus final reports) (World Bank, 2015: p. 78).

Annex I. Simplified problem-solving tool

This tool provides guidance for peers to identify, analyse, and start finding solutions to iteratively solve common challenges they face at County level. While peers can learn from others to see what worked and what process was used to solve their common problems, it is worth emphasising that County Governments will need to adapt and localise lessons learnt from their counterparts to make solutions work in their Counties. This tool was used at the *Investing in Inter-County Peer Learning as a Strategy for Institutional Reform* workshop held by the CoG and the EIP on 14-15 December 2022. This tool is based on the problem-solving approach introduced in the problem-driven iterative adaptation (PDIA) toolkit.

A skilled facilitator is often key to operationalising this tool, as they will guide peers, allowing them to structure their thinking against the specific modalities suggested by the PDIA methodology.

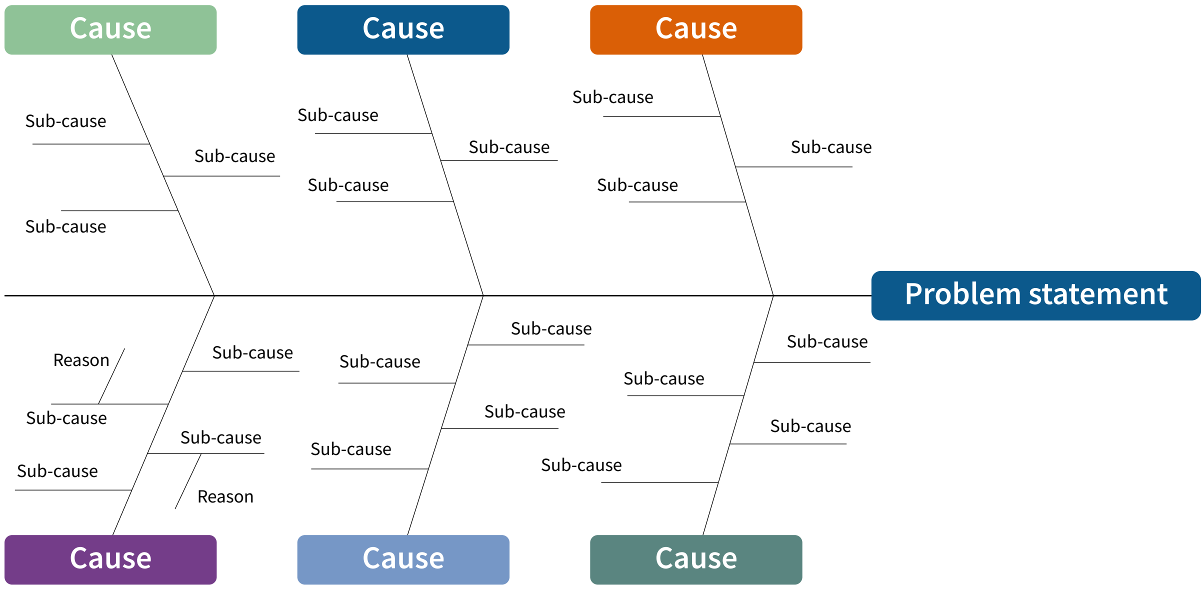
1. See **Step 1c.** on problem identification, above.
2. See **Step 2a.** on Deconstructing the problem, above. Peers can then use the fishbone diagram below to outline the main problem and its causal elements to find why the problem is occurring, bearing in mind that these might differ according to each County's local context.

Box 4. Using a fishbone diagram

- The "head" of the fish in the diagram states the overall problem.
- The end of each "bone" is a main cause that contributes to the problem.
- Along each "bone" are sub-causes contributing to these main causes.

The sub-causes can be clarified using the "5 Whys" technique, which focuses on asking "Why is this happening?" in relation to how a problem has arisen. A disadvantage of the fishbone diagram is that it might not reveal how problems represented on the separate bones are related. Additional analysis of the interrelated nature of causes and sub-causes can therefore be done at the end of the process.

Source: (Andrews et al., 2017)



3. Zoom in and address specific sub-causes of the problem by discussing and coming up with solutions in peer groups while focusing on:

- **Goal/vision (“Why”) –** how this specific aspect of the problem will look when solved
- **Aspects of the problem (“What”)**
  - What aspects of the larger problem are being solved
  - The reasons and ways addressing this is relevant in the County context
  - To whom and for who solving this problem is relevant and why
- **Required actions/strategy (“How”)**
  - The existing or past solution(s) used to solve this problem and whether these can be leveraged or new ones should be developed
  - The process needed to achieve this[11]
    - Assumptions – regarding required action(s) and strategy
    - Timeline, roles, and responsibilities
      - Specific timing for the achievement of each action
      - Each action should be under the responsibility of one or several actors with a defined role
  - Resources
    - Whether existing resources are sufficient to implement the required actions and strategy, or new ones are required
    - Where new resources will come from (e.g., own source revenue mobilisation; donor programmes, etc.)
    - The strategies required to mobilise resources and integrate them in planning instruments such as the CIDP and ADP to operationalise these concerns

11 This step also requires peers to choose and prioritise “quick win” courses of action that are most politically feasible and can be operationalised in the short-term, as opposed to reforms that will require further advocacy or might encounter resistance from entrenched actors (e.g., local elites, County Governments and others).

4. See **Step 2b**. on which problems should peers focus on first. Once peers determine a pathway to solutions for each of their problems, they can decide to prioritise which actions to undertake first or how several actions can be undertaken in parallel if these are inter-related processes.

5. See **Step 2c.** on ensuring political, bureaucratic and societal support. The issue of securing and managing authorisation should be thought out regarding each action, including understanding how the change(s) that will be implemented could have different impacts on a range of different actors and their interests.

6. After detailed analysis of the overarching problem, its sub-components, and the nature of the surrounding environment, and deciding on a sequence to address the problems, respective peers can implement the chosen course of action. In practice, given that some key authorisers are not present during the P2P exchange, and some actions will require approval from the County Assemblies/Governors/County bureaucrats, any course of action will likely take time to authorise . Some reforms might also encounter resistance and/or support from local civil society organisations. A tailored communication strategy is therefore important to obtain political and societal backing.

7. Peers can reconvene virtually or in person on a regular basis (decided jointly at the outset of the P2P learning exchange) to track and discuss progress on the course of action and discuss potential modifications based on lessons from implementation. When discussing modifications, peers can iterate and adapt their planned course of action.

Annex II. Sample outcome mapping tool

This P2P learning tracking sheet constitutes an example of a practical tool to capture P2P learning objectives, what stakeholders **expect, would like** and **would love to see**, whether this happened, and how. It also features spaces for reflection in the course of the P2P learning exchange. The tool can be adapted to fit the specific purposes of the P2P learning exchange.

P2P Learning Tracking Sheet ***(Example of template)***				
Time period covered: *e.g. biweekly, monthly, before every check-in meeting with peers etc.* **Rapporteur & function:**				
P2P Learning objectives: *Be as specific as possible about who needs to learn/adopt what practices when in the change process*				
Outcome challenge: *Our overall aim of engaging in peer-to-peer leaning between X and Y is to enable…*				
We **expect** to see… *per stakeholder group*	How do we plan for it to happen	How do we know if it happened? (Evidence, testimonials)	Necessary contextual factors (authorising environment, other)	Assessment of progress during period
1.				☐ High
2.				☐ Medium
3.				☐ Low
				☐ Non-existent
We would **like** to see… *per stakeholder group*	How do we plan for it to happen	How do we know if it happened? (Evidence, testimonials)	Necessary contextual factors (authorising environment, other)	Assessment of progress during period
4.				☐ High
5.				☐ Medium
6.				☐ Low
7.				☐ Non-existent
We would **love** to see… *per stakeholder group*	How do we plan for it to happen	How do we know if it happened? (Evidence, testimonials)	Necessary contextual factors (authorising environment, other)	Assessment of progress during period
8.				☐ High
9.				☐ Medium
10.				☐ Low
				☐ Non-existent
Reflexions for period (xx/xx/xxxx – xx/xx/xxxx) *Logged monthly or quarterly as part of regular 'pause and reflect' sessions by organisations*				
Significant or potentially significant changes during reporting period (anticipated or unanticipated):				
Contributing factors and actors (what changed in the context, who else contributed to observed changes):				
Encountered obstacles:				
Sources of evidence (including observations, testimonials, articles, surveys, information or feedback from allies and partners, etc.):				
Lessons and recommendations for pivots in strategy and/or action planning:				

Annex III. Sample tool to measure the health of the partnership

Dimensions of partnership health	Examples of questions	Rate your experience out of 10	Why?	What could be improved?
Trust	To what extent do you trust the advice you receive from your peer partners? (0 = lack of trust; 10 = full trust)			
Agreement on the partnership goals	To what extent have the actions of your peer partners demonstrated that there is a common understanding regarding the vision and goals of the partnership? (0 = consistent lack of agreement; 10 = full agreement/mutual goals)			
Mutual ways of working	To what extent do you agree with your peer partners on your methods of working to achieve the initial goal? (0 = complete lack of agreement; 10 = full agreement on methods to adopt to reach goals)			
Mutual understanding of context	To what extent do your peer partners understand your context after explaining it to them? (0 = peers are unable to relate and understand my context; 10 = peers have an excellent grasp of my context and daily challenges)			
Mutual understanding of the problem	Do you have a common understanding of the problem that you are addressing and its sub-components? (0 = lack of common understanding; 10 = similar understanding of the problem and its sub-components after discussion)			
Communication	To what extent are you finding it easy to communicate with your peer partners? (0 = not easy ; 10 = extremely easy)			

Dimensions of partnership health	Examples of questions	Rate your experience out of 10	Why?	What could be improved?
	To what extent is communication with your peer partner(s) multi-directional and characterised by reciprocation? (0 = not at all multi-directional; 10 = regular and healthy reciprocal communication)			
Monitoring, evaluation, and learning	Do you feel that there are clear roles and responsibilities assigned in terms of MEL functions in the P2P partnership? (0 = no roles and responsibilities have been assigned for MEL functions in the partnership; 10 = clear roles and functions have been assigned and are mutually understood by both partners regarding MEL)			
Learning uptake	To what extent do you feel your peer partners have taken up your advice on how to solve your common problem? (0 = partners never take our advice; 10 = peer partners take, value, and implement our advice frequently)			
Consensus building	Do you feel that you have a high degree of consensus with your peer partners or is your relationship characterised by a high degree of disagreement? (0 = disagreements are frequent and are infrequently resolved; 10 = partners often agree with each other and quickly find solutions to solve differences in opinion)			
Motivation / commitment	To what extent do you feel your partners are motivated by participating in the P2P learning exchange? (0 = partners lack motivation and do this only as an additional burden to their current work; 10 = partners have high motivation and bring their “full selves” to our interactions)			

Annex IV. Annotated references and further resources

Anderson, C. (2022) "The value of tracking the impact of peer learning", *Learning UCLG*, United Cities and Local Governments, Barcelona. https://learning.uclg.org/resources/the-value-of-tracking-the-impact-of-peer-learning/

Andrews, M. et al. (2017) *Building State Capability: Evidence, Analysis, Action*, Oxford University Press, Oxford, UK.
This book presents and analyses evidence about the capability gap that exists in many countries despite decades of reform and attempts at capacity-building. It introduces the PDIA (problem-driven iterative adaptation) framework in theory and practice, which can be used to escape these "capability traps". The present guide is heavily influenced by PDIA methodology.

CGoKiambu (2013) *Kiambu County Integrated Development Plan (CIDP 2013-2017)*, County Government of Kiambu, Thika, Kenya. Retrieved from https://maarifa.cog.go.ke/sites/default/files/2022-08/CIDP%20Kiambu%20-%202013-2017.pdf

CGoKisumu (2018) *County Integrated Development Plan II (CIDP II 2018-2022)*. County Government of Kisumu, Kisumu, Kenya. Retrieved from https://www.kisumu.go.ke/wp-content/uploads/2018/11/Kisumu-County-CIDP-II-2018-2022.pdf

CGoMigori (2018) *Migori County Integrated Development Plan II (CIDP II 2018-2022)*. County Government of Migori, Migori Town, Kenya. Retrieved from https://repository.kippra.or.ke/bitstream/handle/123456789/1289/2018-2022%20Migori%20County%20CIDP.pdf?sequence=2&isAllowed=y

CGoTurkana (2013) *Turkana County Integrated Development Plan (CIDP 2013-2027)*. County Government of Turkana, Lodwar, Kenya. Retrieved from https://www.devolution.go.ke/wp-content/uploads/2020/02/Turkana-CIDP-2013-2017.pdf

EIP (2016) *A Guide to Peer-to-Peer Learning*, Effective Institutions Platform, Paris. https://www.effectiveinstitutions.org/files/The_EIP_P_to_P_Learning_Guide.pdf
Building on research that the EIP undertook on P2P learning, this guide outlines the concepts and principles underpinning P2P learning and is intended to support actors engaged in P2P engagement activities to maximise the outcomes of such processes.

EIP (2020) *Lessons Harvesting: Learning from P2P Engagements – Discussion Paper for a Monitoring, Evaluation and Learning Framework*, Effective Institutions Platform, OECD, Paris. https://www.effectiveinstitutions.org/files/EIP_Lessons_Harvesting_Final_Version.pdf
This publication highlights seven attributes of good-practice approaches in P2P learning, exploring how these can be tracked in the context of MEL for institutional change.

EIP (2021a) *Localised learning: Unleashing local capabilities through P2P learning*, Effective Institutions Platform, OECD, Paris. https://www.effectiveinstitutions.org/files/EIP_Learning_Note_3_Unleashing_Local_Capabilities.pdf
This learning note explores features of P2P approaches that can be conducive to unleashing endogenous capabilities and catalysing experimental problem-solving, change, and innovation to foster localised learning. It also considers how MEL can document, guide, and build upon these processes.

EIP (2021b) *Building trust and mutuality*, Effective Institutions Platform, OECD, Paris. https://www.effectiveinstitutions.org/files/EIP_Learning_Note_1_Trust_and_Mutuality.pdf
This learning note explores the importance of trust and mutual learning in P2P engagements and the role of MEL in tracking these qualities.

EIP (2021c) *Learning through interconnected systems: From engaging individuals as peers to engaging institutions and systems,* Effective Institutions Platform, OECD, Paris. https://www.effectiveinstitutions.org/files/EIP_Learning_Note_2_Learning_Through_Interconnected_Systems.pdf
This learning note explores the conditions under which connecting organisations for P2P learning contributes to problem-solving and institutional change moving from individual to organisational and system change, and how MEL can track and support this process.

GEI (n.d.) "Evaluation Approaches" page on the *Better Evaluation* website, Global Evaluation Initiative. Retrieved from https://www.betterevaluation.org/methods-approaches/approaches
This part of the Better Evaluation website provides a detailed overview and description of evaluation approaches, including their strengths and weaknesses, and how to use them.

Greene, D. (2016) *How Change Happens*, Oxford University Press, Oxford, UK. https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620203/ib-how-change-happens-summary-020317-en.pdf;jsessionid=0C3FD4A82D74E81AC672B9825A5DE7B6?sequence=16
This book intended for change-makers focuses on how change happens, including an analysis of system, power, norms and institutions, and the role of activism.

Harvard (2018) *PDIA Toolkit: A DIY Approach to Solving Complex Problems*, Building State Capability Program, Center for International Development at Harvard University, Cambridge MA. https://buildingstatecapability.com/2018/10/25/introducing-the-pdia-toolkit/
The problem-driven, iterative-adaptation toolkit is a step-by-step guide to assist teams of 4-6 people to work together towards solving a complex problem.

IFC (2010) "How to Drive a Peer-to-Peer Learning Event – from the Backseat", *IFC SmartLessons*, April 2010, International Finance Corporation, Washington DC. https://openknowledge.worldbank.org/bitstream/handle/10986/10497/547650BRI0IFC011peer0learning0event.pdf?sequence=1&isAllowed=y

Muwonge, A. et al. (2022) *Making Devolution Work for Service Delivery in Kenya*, World Bank Group, Washington DC.

PDC (2010) *What is Positive Deviance?*, Positive Deviance Collective, accessed at http://www.positivedeviance.org/ on 17 February 2023.

Singh N. (2021) "Transformation for U.N. Sustainable Development Goals (SDGs) achievement: The critical role of adaptive and integral public policy", International Public Policy Association, Velin, France. Retrieved from https://www.ippapublicpolicy.org/file/paper/60bd039e8dcc1.pdf.

Smoke, P. and M. Cook (2022) *Administrative Decentralization and Climate Change: Concepts, Experience and Action*, World Bank Group, Washington DC.

Tilley, H. et al. (2015) "Sustaining public sector capability in developing countries", *Working Paper 432*, Overseas Development Institute, London. https://cdn.odi.org/media/documents/10178.pdf

Viñuela, L. et al. (2014) *Institutions Taking Root: Building State Capacity in Challenging Contexts*, World Bank Group, Washington DC.

USAID (2021) *Discussion Note: Complexity-Aware Monitoring*, Version 3, March 2021, United States Agency for International Development, Washington DC. https://usaidlearninglab.org/sites/default/files/resource/files/dn_-_complexity-aware_monitoring_final2021_1.pdf

World Bank (2015) *The Art of Knowledge Exchange: A Results-Focused Planning Guide for Development Practitioners*, World Bank Group, Washington DC. https://openknowledge.worldbank.org/bitstream/handle/10986/17540/843970WP0art0o0Box0382140B00PUBLIC0.pdf?sequence=18&isAllowed=y
This guide offers step-by-step explanations on how to design, implement, and measure results-oriented knowledge exchange initiatives (i.e., P2P learning) and lists instruments and activities that can be used for P2P learning.

World Bank (2016) *Becoming a knowledge sharing organisation*, World Bank Group, Washington DC. https://openknowledge.worldbank.org/bitstream/handle/10986/25320/9781464809439.pdf
This handbook offers a systematic guide to creating sustainable knowledge-sharing practice in an organisation. It focuses on building the enabling environment, developing the skills to capture knowledge, and sharing it to improve performance and scale-up successes. Its recommendations emanate from insights gained through projects between the World Bank and its clients.

Effective Institutions Platform

The Effective Institutions Platform (EIP) is an alliance of over 60 countries and organisations that support country-led and evidence-based policy dialogue, knowledge sharing and peer learning on public sector management and institutional reform. The purpose of the EIP is to contribute to the achievement of SDG16 and to advance the aid effectiveness agenda by serving as a global knowledge hub on peer-to-peer (P2P) learning approaches, and alternative and innovative approaches to public sector reform and institutional development.

The Council of Governors (CoG) is a Kenyan intergovernmental relations body established in the context of devolution and the establishment of the 47 County Governments which acts as a forum for sharing information on the performance of Counties in the execution of their functions with the objective of learning and promoting best practice, and where necessary, initiating preventive or corrective action. The Maarifa Centre acts as the knowledge and learning hub of the CoG. It documents and shares best practices emerging from County Governments and facilitates peer learning amongst County Governments on the implementation of their functions.

Effective Institutions Platform 2023