



Republic of Kenya



Empowered lives.  
Resilient nations.

## **MINISTRY OF DEVOLUTION AND PLANNING**

### **ECONOMIC EMPOWERMENT PROGRAMME**

#### **MID TERM REVIEW**

#### **TERMS OF REFERENCE**

## 1. BACKGROUND INFORMATION

The Economic Empowerment programme was developed by UNDP; the then Ministry of Planning, National Development and Vision 2030 and then Ministry of Finance in early 2013, and implementation commenced in March 2013. During the referenced year, it was noted that in recent years, Kenya's economic growth had resulted in an annual creation of about 450,000 informal sector-led, new jobs, falling short of the targeted annual average of 700,000 jobs as estimated in the first Medium Term Plan 2008-2012 of Vision 2030. While Kenya's economic growth is considerable, it does not fully translate into poverty reduction, and in particular employment and income generation for the poor and vulnerable. As at 2013, Kenya's Gini-Coefficient stood at 0.47 and was the highest in the East African Region. These figures accentuated the high poverty levels and income disparities between people and across regions. To date, poverty remains a main challenge in Kenya, and the poor in Kenya are mostly women, single headed households, and the elderly and orphaned children. By 2013, there were strong indications more than 44% of Kenyans lived below the poverty line, against the then 2012 MTP target of 28%. During the development phase of this programme, it was anticipated that that the MDG target 1 of halving absolute poverty by 2015 would be missed.

Most Kenyans working informally can be classified as working poor: Workers are engaged in some economic activity, but their earnings are not adequate to put them above the poverty line. The large majority of these jobs are vulnerable, defined as low paying own-account and unpaid family employment. Employment in agriculture and the informal sector is characterized by underemployment, low productivity and wages, absence of job security and social security provisions.<sup>1</sup> These jobs are therefore less attractive to most of the educated youth. Kenya's economy has continued to suffer from a "youth bulge", and has a youthful population.

The relatively high unemployment rate among the youth is attributed to a rapidly growing youth population, the inability of the economy to create a sufficient number of good quality jobs, relatively low levels of education attainment, lack of appropriate labour market skills, skills mismatch, insecurity of employment (last-in first-out problem) in formal sector and seasonal fluctuations in labour demand (especially in agriculture), job selectiveness, and information asymmetries in the labour market, among others. The job selectiveness is mainly a result of value systems inculcated from the school and home environments that equate work with formal employment, and that does not lay emphasis on entrepreneurship and self-employment. Youth in arid and semi-arid areas are more vulnerable and suffer greater share of the challenges of unemployment, lack of access to education, skills and training, and lack of business development support and opportunities. Another challenge is that the majority of the youth does not have appropriate academic and technical skills. Youth unemployment in Kenya is therefore both an outcome of limited employment opportunities and lack of employable skills, which is compounded by the mismatch between skills and the demands of the labour market. The high unemployment and inactivity among the youth also impacts negatively on social cohesion and integration through increased crime rates and the proliferation of criminal gangs and militia groups.

In response to the some of the challenges outlines above, amongst others, the 5 year (2013-2018) Economic Empowerment Programme was developed to contribute to reducing these challenges by empowering the citizenry in different ways. This implementation started just before the finalization of the revision of vision 2030, resulting into MTP II; and thus was revised soon after MTP II was launched with a view to aligning the Programme with related national priorities as outlined MTP II. Since inception, the Programme is being implemented by the Ministry of Devolution and Planning.

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<sup>1</sup> NESG 2011

## **2. OBJECTIVES OF THE ECONOMIC EMPOWERMENT PROGRAMME**

Anchored in to Kenya's vision 2030 economic pillar; MTP II; and UNDP strategic programme documents, the overall intended objectives of the Programme are (i) enhance and mainstream inclusiveness of the poor and vulnerable in institutional and policy frameworks and private sector participation in job-rich and pro-poor growth; and (ii) empower the poor and vulnerable (in particular women and youth) as economic agents. In order to effectively contribute to this objective, the project was designed to focus on: (i) enhancing inclusive entrepreneurship and skills development including vocational and technical skills (ii) promoting value chain development including value addition, market access (iii) supporting viable business models.

## **3. PURPOSE/OBJECTIVE OF THE MID-TERM REVIEW**

The Government of Kenya and UNDP proposes to undertake a Mid –Term (MTR) of the The Economic Empowerment programme. The review will provide an overall assessment of progress and achievements made against planned results as well as assess and document challenges and lessons learnt during implementation of EEP. The review will also focus on changes around the programmatic environment which include the, UNDAF 2013-2017 mid-term review, Disaster Risk Reduction especially youth radicalization and violent extremism, Climate Change especially the effect of El Nino and Lanina , 2017 General Elections and how the future elections will affect EEP programming, Decentralized Governance, post 2015 agenda and the Sustainable Development Goals (SDGS) that will impact on implementation of the EEP and realization of programme results. The review will in addition reflect on how the UNDP has supported the Government of Kenya Development Agenda especially Medium Term Plan II (MTP II) and Vision 2030. The review will identify areas requiring additional support either in programme management or new implementation strategies including exploring the possibilities of new partnerships. The review also reflect on the EEP theory of change and reflect on its continued relevance to the remaining programming cycle. Key issues of concern will the reflection on how gender has been incorporated in the programming, the sustainability of results, etc. The review should also reflect on the programme alignment to the UNDP strategic plan and make recommendations for the same.

The timing of the MTR is designed such that it will take place at the mid of implementation of activities on the project so as to factor in all interventions and the associated results achieved through the project. The key users of the MTR report will be; Ministries, Departments and Agencies (MDAs) of GoK, Development Partners (DPs), UN agencies and county governments.

The expected outcome is consensus on findings of the review and agreement on the options suggested for reinforcing efficiencies and effectiveness of development results including deliberations on new and emerging challenges beyond the current EEP.

The objective of mid-term review is to assess the progress against the stated outputs of the programme since its implementation all through to June 2016. The review will include assessment of the progress in implementation measured against planned outputs set forth in the Programme Document in accordance with availed/allocated budget and the assessment of features related to the process involved in achieving those outputs as well as the initial and potential impacts of the Programme. The review will also identify and highlight issues and challenges contributing to targets not adequately achieved within the mid-term period; and make recommendations. The mid-term review is also intended to identify and document Programme successes, opportunities for improvement, weaknesses and strengths of the

programme design and come with recommendations for any necessary changes in the overall design and assessing the adequacy, efficiency, and effectiveness of its implementation, as well as assessing the programme outputs and outcomes to date. Consequently, the review is also expected to make detailed recommendations on the work plan for the remaining programme period. It will also provide an opportunity to assess early signs of the programme success or failure and prompt necessary adjustments. The review will also identify lessons learnt and best practices which could be applied to other related on-going and future interventions.

#### **4. Detailed Scope of the Mid-Term Review:**

The scope of the mid-term review will cover all activities undertaken in the framework of the Economic Empowerment Programme. The MTR consultancy will assess the programme according to the evaluation criteria, primarily focussing on project strategy and Progress towards results. The review will focus on the following:

- Do the set of EEP Results address a) the rights of the communities being targeted; b) the relevant sectorial priorities identified at a national and sub-national level; and therefore, c) the objectives of the MTP1I, CIDP and Vision 2030? Are the stated EEP objectives consistent with the requirements of rights-holders, in particular, the requirements of most vulnerable populations? To what extent does the EEP response to devolution at national and county relevant, what changes need to be done?
- Are all the target groups appropriately covered by the stated project results?
- How relevant and appropriate is the EEP to the devolved levels of Government
- Are all the target groups appropriately covered by the stated EEP Results?
- Is there a participatory approach in programming?
- To what extent does the UNDP ensure that gender equality is enjoyed by all especially the most vulnerable women and girls?
- Is human rights adequately addressed throughout the EEP? To what extent is human rights based approach applied in programming and planning processes? To what extent is the UNDP strengthening rights-holders' participation and duty-bearer's accountability; ensuring that the most vulnerable populations know, demand and enjoy their human rights and reinforcing capacities of duty bearers to respect, protect and guarantee these rights.
- To what extent were the interventions consistent with the needs of the population the project was designed to serve? What was the quality of the response?
- Do planned interventions adequately reflect the objectives stated in the project document?
- To what extent has the project been able to respond to changes in the needs and priorities of the population? What was the quality of the response?

Key criteria and questions for the mid-term review are:

##### **(a) Project Strategy**

###### **Project design**

- Review will focus mainly on assessing whether the programme design is clear and logical,
- Assess the functionality of the institutional structure established and the role of the National Steering Committee and the Technical Support Team;
- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results.

- Review how the programme addresses country priorities and ownership.
- Determine if the project concept was/is in line with the national priorities
- Review decision-making processes
- Review the extent to which relevant gender/PLWD issues were raised in the project design
- If there are major areas of concern, recommend areas for improvement.

### **Results Framework/Log frame**

- Undertake a critical analysis of the project's log frame indicators and targets, assess how "SMART" the programme targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Assess if the baselines, indicators and targets are reflective to the Country Programme Document (CPD) and United Nations Development Assistance Framework (UNDAF) e Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to, or could in the future catalyze beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

### **(b) Progress Towards Results**

#### **Progress towards Outcomes Analysis**

- Review the log-frame indicators against progress made towards the mid-term/end-of-project targets using the Multi-year and Annual AWP; and any other relevant documents;
- Review the programme and all its major components undertaken to date and determine the progress made towards achievement of its overall objectives;
- Identify and to the extent possible, quantify any additional outputs and outcomes and deletions as may be justified beyond those specified in the programme document if any;
- Identify any administrative, operational and/or technical problems and constraints that may have influenced the effective implementation of the programme
- Present recommendations for any necessary operational changes; undertaking a prognosis of the degree to which the overall objectives/expected outcomes are likely to be met;
- Document lessons learned/best practices during implementation towards achieving results;
- Make recommendations regarding any necessary corrections and adjustments to the overall Programme Document, multi-year/AWPs for the purposes of enhancing achievement of objectives and outcomes and thus enhancing achievement of results;
- Familiarizing self with other ongoing development initiatives for the programme target and pipelines and make recommendations on the preferred way forward.

#### **Relevance**

- Assess the contribution of the project towards achievement of national and CPD goals
- Assess the scope, quality and significance of the outputs produced in relation to expected results;

### **Effectiveness**

- Review whether the project has accomplished its outputs. In particular, the consultancy should review (i) Review selection criteria and its implementation (ii) Targeting strategy for the identification of project beneficiaries including both men and women.
- Assess the performance of the programme so far with particular reference to qualitative and quantitative achievements of outputs and targets as defined in the programme documents and work-plans and with reference to the project baseline
- Assess the effectiveness of the cost sharing arrangements between UNDP and partners
- Based on the progress so far and ground situations, suggest / recommend any changes to the above cost-sharing arrangements

### **Efficiency**

- Assess whether the project has utilized project funding as per the agreed work plan to achieve the projected targets.
- Analyze the role of the Project Steering Committee (PSC) and Technical Committee(s) and whether these forums are optimally being used for decision making and technical support as applicable.
- Assess the timeline and quality of the reporting followed by the project.
- Analyze the performance of the Monitoring and Evaluation mechanism of the project and the use of various M&E tools
- Assess the qualitative and quantitative aspects of management and other inputs (such as equipment, monitoring and review and other technical assistance and budgetary inputs) provided by the project vis-à-vis achievement of outputs and targets.
- Identify factors and constraints which have affected project implementation including technical, managerial, organizational, institutional and socio-economic policy issues in addition to other external factors unforeseen during the project design.

### **Sustainability and Impact**

- Assess preliminary indications of the degree to which the project results are likely to be sustainable beyond the project's lifetime both at the national and county governments, institutional (private and public) and direct beneficiary level; and provide recommendations for strengthening sustainability.
- Assess the sustainability of the interventions in terms of their effect on environment
- Analyse the emerging impact for both men and women in terms of capacity building and wealth creation.
- Based on the findings (relevance, efficiency, effectiveness, sustainability and impact) as well as taking into account new initiatives emerging under County Governments recommend whether extension of this project is warranted.

### **Network /linkages**

- Evaluate the level, degree and representation by the beneficiaries and stakeholders, (National/County government and donor partners etc.) in the implementation of the project.

- Examine the synergies and potential overlap between partner and donor initiatives as well as propose strategy to enhance complementarities.
- Assess the alignment of the project with the one UN program, identifying linkages and opportunities for achievement of objectives/targets;
- Assess the project's knowledge management strategy and outreach and communications to all stakeholders.

#### **Lessons learnt/ Conclusions**

- Analyze areas for improved programme planning, especially with respect to setting targets, relevance and capacity of institutions for project decision making and delivery. In particular, examine the UNDP value added in in the context of the One UN program.
- Identify significant lessons or conclusions which can be drawn from the project in terms of effectiveness, efficiency, sustainability and networking.

### **5. Key Deliverables**

The consultancy findings and recommendations will be extensively discussed with Ministry of Devolution and Planning (Implementing Partner), UNDP, Responsible Parties and other key stakeholders as shall be advised by the Ministry of Planning and Devolution.

The consultancy will complete and submit a draft final report in both hard and soft copy. In discussion with Ministry of Devolution and Planning and UNDP, the Consultancy will finalize the report in the light of comments/suggestions made. The key outputs of the MTR are:

- (a) Inception report, outlining the consultant's understanding/translation of the terms of reference and including Draft Report Template: Submission of a draft report format containing Table of Contents for the final report for approval by Ministry of Devolution and Planning and UNDP.
- (b) An Aide Memoire (including key findings and recommendations) and its presentation to the Ministry of Devolution and planning and UNDP. The consultancy will then present the aide memoire to the project stakeholders in a Consultative and Validation workshop.
- (c) The MTR Draft and Final Reports: The report should be logically structured, contain evidence-based findings, conclusions, lessons and recommendations, and should be free of information that is not relevant to the overall analysis. The report should respond in detail to the key focus areas described above. It should include a set of specific recommendations formulated for the project, and identify the necessary actions required to be undertaken, who should undertake those and possible time-lines (if any). Project stakeholders will provide comments on the Draft Report, and the Consultancy will finalize the report in view of these comments.
- (d) A brief paper documenting changes (if any) to be made on the Project Document. This may be annexed to the MTR Report
- e) Presentation: For presenting and discussing the draft final report interactively, the consultants will facilitate a one-day concluding workshop for the project stakeholders.

## 6. Methodology

The MTR for this programme will be conducted by 2 Individual Consultants; Lead Consultant and Assistant Consultant: The consultants shall be required to submit and present an inception report outlining the phases of the consultancy with clarity in translating the assignment.

The **Lead Consultant** will have overall responsibility for the quality and timely submission of all deliverables including the final evaluation report to the Evaluation Technical Committee. Specifically, the lead consultant will perform the following tasks:

- Taking lead in contacting Evaluation Technical Committee regarding all related issues and ensure that the process is as participatory as possible
- Organizing the meetings, assigning specific roles and tasks and closely monitor the work
- Supervising data collection and analysis
- Consolidating draft and final report, and a proposed action plan.
- Finalizing the final report, by incorporating comments after validation by key stakeholders,
- Submitting the draft and final report and a proposed action plan on schedule
- Presenting MTR results.

## 7. Education, Skills, Experience and Competencies

### **Lead MTR Consultant:**

- National Officer with Master's degree in Monitoring and Evaluation or Social Sciences, Economics, Development Studies, Business Administration, Entrepreneurship Development or other relevant degree
- A minimum of 7 years of relevant experience in evaluation of related projects;
- Experience in reviewing and evaluating similar projects and strong IT skills and knowledge of statistical databases; employs use of IT effectively as a tool and resource.
- Demonstrate knowledge in thematic areas to be reviewed including private sector development and partnerships; provision of business development services, vocational and entrepreneurial skills development and project coordination and implementation.
- Knowledgeable of participatory monitoring and evaluation processes, and experience.
- Solid understanding of evaluation methodologies, and/or expertise of research in social science relevant for the evaluation;
- Demonstrate knowledge of and ability to apply knowledge in the evaluation of multidisciplinary programmes involving the national government, county governments civil society and international organizations;
- Have a strong understanding of the development context in Kenya and national development vision and strategies;
- Experience in the application and implementation of gender-sensitive programmes as well as HRBA
- Have strong analytical and communication skills;
- Have excellent writing skills in English and good spoken Kiswahili; and
- Demonstrate experience of having worked or evaluated UN programmes will be an added advantage

## **Assistant MTR Consultant**

The Assistant MTR Consultant will work under the Lead Consultant and should have good credentials and qualifications in the following areas:

- National Officer with a degree in relevant fields- social sciences, development studies, business administration, entrepreneurship international development among others; Post graduate qualification an added advantage.
- Have minimum 5 years of relevant experience - specifically in evaluating similar programmes;
- Demonstrate knowledge in thematic areas to be reviewed including private sector development and partnerships; provision of business development services, vocational and entrepreneurial skills development and project coordination and implementation.
- Solid understanding of evaluation methodologies, and/or expertise of research in social science relevant for the evaluation;
- Demonstrate knowledge of and ability to apply knowledge in the evaluation of multidisciplinary programmes involving the national government, county governments civil society and international organizations;
- Have a strong understanding of the development context in Kenya and national development vision and strategies;
- Experience in the application and implementation of gender-sensitive programmes as well as HRBA
- Have strong analytical and communication skills;
- Have excellent writing skills in English and good spoken Kiswahili; and
- Demonstrate experience of having worked or evaluated UN programmes will be an added advantage

## **8. Time frame**

The evaluation shall be conducted for a period of 15 days spread over a period of one month starting in August 2016.

## **9: Reporting**

For purposes of this assignment, the consultants will report to the Project Manager/Director - Social Governance, Ministry of Devolution and Planning and the Officer Incharge - Inclusive Economic Growth Unit (UNDP) and the Consultant shall use own computer. Office space shall be provided by the ministry of Devolution and planning – Project Coordination Office.