

# END TERM EVALUATION FOR THE INTEGRATED SUPPORT PROJECT TO THE DEVOLUTION PROCESS IN KENYA



## ACKNOWLEDGMENTS

---

We wish to acknowledge the contributions of a number of institutions and individuals without which the end term evaluation could not have been accomplished. First, we would like to acknowledge the assistance and support accorded by UNDP Kenya and UN Women during data collection. Our utmost appreciation goes to all the project implementing partners and donors who sacrificed their time to participate in the evaluation. To mention also are the supported counties which participated in this assessment.

Our gratitude goes to Otieno Aluoka and Martin Oloo for their invaluable input during the evaluation design and execution. Appreciation also goes to UNDP Kenya for providing all the photos used throughout the report. Many thanks to the designer Jorum Mwangi who tirelessly worked on the layout for this report.

For those who may have participated in this evaluation and are not mentioned, we say thank you!

# CONTENTS

## CHAPTER 1

|   |           |
|---|-----------|
| <b>1. INTRODUCTION AND BACKGROUND INFORMATION</b> | <b>15</b> |
| 1.1 Purpose of the End-Term Evaluation (ETE)..... | 15        |
| 1.2 Purpose of the End-Term Evaluation (ETE)..... | 19        |
| 1.3 Scope of the End-of-term evaluation.....      | 19        |
| 1.4 Objectives of the end-of-term evaluation..... | 19        |
| 1.5 Structure of the Report.....                  | 20        |

## CHAPTER 2

|  |           |
|--|-----------|
| <b>2. EVALUATION APPROACH AND METHODOLOGY</b>              | <b>22</b> |
| 2.1 End Term Evaluation Criteria and Review Questions..... | 22        |
| 2.2 Evaluation Approach.....                               | 23        |
| 2.3 Evaluation Methodology.....                            | 23        |
| 2.4 Data Collection Methods.....                           | 24        |
| 2.5 Technical Quality Assurance Review Mechanisms.....     | 25        |
| 2.6 Challenges experienced during the evaluation.....      | 25        |
| 2.7 Data Analysis.....                                     | 25        |

## CHAPTER 3

|   |           |
|---|-----------|
| <b>3. EVALUATION FINDINGS ON PROJECT STRATEGY, DESIGN AND RELEVANCE</b> | <b>28</b> |
| 3.1 Introduction.....   | 28        |
| 3.2 Programme Strategy.....   | 28        |
| 3.3 Programme Design.....   | 30        |
| 3.4 Programme Relevance.....  | 31        |
| 3.5 Overall Assessment of Project Strategy, Design and Relevance.....   | 34        |

## CHAPTER 4

|   |           |
|---|-----------|
| <b>4. EVALUATION FINDINGS ON PROJECT EFFECTIVENESS AND IMPACT</b>                                     | <b>36</b> |
| 4.1 Introduction.....   | 36        |
| 4.2 Projects' Contribution to Improving the Quality of Governance and Socio-Economic Development..... | 36        |
| 4.3 Extent to which the project results were realised.....  | 40        |
| 4.4 Programme Impact.....   | 48        |
| 4.5 Overall Assessment of Project Effectiveness and Impact.....                                       | 49        |

## CHAPTER 5

|  |           |
|--|-----------|
| <b>5. EVALUATION FINDINGS ON PROJECT SOCIAL AND ENVIRONMENTAL CONSIDERATIONS</b> | <b>51</b> |
| 5.1 Introduction.....  | 51        |
| 5.2 Gender Equality and Women Empowerment (GEWE).....                            | 51        |
| 5.3 Climate Change and Disaster Risk Reduction Component.....                    | 54        |
| 5.4 Overall Assessment of Project Social and Environmental Standards.....        | 57        |

## CHAPTER 6

|  |           |
|--|-----------|
| <b>6. EVALUATION FINDINGS ON PROJECT EFFICIENCY, MANAGEMENT AND MONITORING</b> | <b>59</b> |
| 6.1 Introduction.....  | 59        |
| 6.2 Project Resources.....   | 59        |
| 6.3 Other Complementing Devolution Support Projects.....                       | 60        |
| 6.4 Cost-Minimising Strategies.....  | 60        |
| 6.5 Utilisation of Comparative Advantages of UN Agencies.....                  | 60        |
| 6.6 Project Management and Monitoring.....                                     | 61        |
| 6.7 Overall Assessment of Project Efficiency, Management and Monitoring.....   | 62        |

## CHAPTER 7

|  |           |
|--|-----------|
| <b>7. PROJECT SUSTAINABILITY AND NATIONAL OWNERSHIP</b>                      | <b>64</b> |
| 7.1 Introduction.....  | 64        |
| 7.2 Sustainability mechanisms.....   | 64        |
| 7.3 Overall Assessment of Project Sustainability and National Ownership..... | 66        |

## CHAPTER 8

|   |           |
|---|-----------|
| <b>8. CHALLENGES, LESSONS LEARNT AND FUTURE OPPORTUNITIES</b> | <b>68</b> |
| 8.1 Introduction.....   | 68        |
| 8.2 Challenges and Lessons Learnt.....                        | 68        |
| 8.3 Project Risks and Assumptions.....                        | 70        |
| 8.4 Future Opportunities.....                                 | 70        |

## CHAPTER 9

|                           |           |
|---------------------------|-----------|
| <b>9. RECOMMENDATIONS</b> | <b>72</b> |
| 9.1 Food for thought..... | 72        |
| 9.2 Recommendations.....  | 74        |

## CHAPTER 10

|  |           |
|--|-----------|
| <b>10. ANNEXES</b>   | <b>76</b> |
| 10.1 Interviewed Implementing Institutions and Donors..... | 91        |
| 10.2 County Governments.....                               | 92        |
| 10.3 Round Table Discussions (RTDs) Sample.....            | 94        |
| 10.4 Focus Group Discussions (FGDs) Matrix.....            | 94        |
| 10.5 Household Survey Sample.....                          | 94        |

## CHAPTER 11

|  |           |
|--|-----------|
| <b>11. EVALUATION MATRIX</b>                       | <b>95</b> |
| 11.1 Project Output Indicators.....                | 95        |
| 11.2 Cross Cutting Issues.....                     | 98        |
| 11.3 UNDP Project Quality Criteria Evaluation..... | 99        |

# LIST OF TABLES

|           |   |           |
|-----------|---|-----------|
| Table 1:  | Role of Implementing Partners . . . . .   | <b>16</b> |
| Table 2:  | Project Output Indicators . . . . .   | <b>18</b> |
| Table 3:  | Utilisation of various data sources. . . . .  | <b>24</b> |
| Table 4:  | Quality Assurance Techniques . . . . .  | <b>25</b> |
| Table 5:  | Data Analysis Techniques . . . . .  | <b>26</b> |
| Table 6:  | Project interventions under<br>the governance component . . . . .   | <b>37</b> |
| Table 7:  | Number of Policies and Laws adopted<br>at the national level to support effective<br>implementation of devolution . . . . . | <b>76</b> |
| Table 8:  | Proportion of Supported Counties that have<br>capacity to formulate laws that promote<br>devolution. . . . .                | <b>76</b> |
| Table 9:  | Citizenry satisfaction with the National<br>Government's Service Provision – Analysis<br>by Gender. . . . .                 | <b>77</b> |
| Table 10: | Citizenry satisfaction with the National<br>Government's Service Provision – Analysis<br>by County. . . . .                 | <b>78</b> |
| Table 11: | Citizenry satisfaction with Service<br>Delivery by County Governments-<br>Analysis by gender. . . . .                       | <b>79</b> |
| Table 12: | Citizenry Satisfaction with Service<br>Delivery by County Governments-<br>Analysis by County. . . . .                       | <b>79</b> |

|           |   |           |
|-----------|---|-----------|
| Table 13: | Public Participation in County Forums –<br>Analysis by County. . . . .  | <b>80</b> |
| Table 14: | Existence of feedback mechanisms to inform<br>citizens of the approved projects– Analysis<br>by County. . . . .             | <b>81</b> |
| Table 15: | Satisfaction with existing public participation<br>mechanisms - Analysis by County . . . . .                                | <b>81</b> |
| Table 16: | Comparison between the current state of<br>counties and five years ago- Analysis by<br>County . . . . .                     | <b>83</b> |
| Table 17: | Extent to which various aspects of gender<br>equality and women empowerment are<br>observed by county governments . . . . . | <b>84</b> |
| Table 18: | Project Income Vs<br>Expenditure (2014-2018). . . . .   | <b>85</b> |
| Table 19: | Gender and Women Empowerment<br>Indicator Performance . . . . .   | <b>87</b> |
| Table 20: | DRR/CC Indicator Performance . . . . .  | <b>88</b> |
| Table 21: | IDI Sample Distribution . . . . .   | <b>91</b> |
| Table 22: | Round Table Discussion Sample. . . . .  | <b>94</b> |
| Table 23: | FGD Sample Matrix. . . . .  | <b>94</b> |
| Table 24: | Household Survey Sample Distribution. . . . .   | <b>94</b> |

# LIST OF FIGURES

|  |    |   |    |
|--|----|---|----|
| Figure 1: ETE Overall Score . . . . .  | 13 | Figure 9: Comparison between the current state of<br>counties and five years ago . . . . .        | 83 |
| Figure 2: Citizenry Satisfaction with National<br>Government's Service Delivery . . . . .            | 77 | Figure 10: Trend analysis of the number of tenders<br>awarded to women, youths and PWDs . . . . . | 84 |
| Figure 3: Citizenry satisfaction with County Government's<br>Service Delivery . . . . .              | 78 | Figure 11: Project Income Vs. Expenditure (2014-<br>2018) . . . . .                               | 86 |
| Figure 4: Public Participation in County Forums . . . . .  | 80 | Figure 12: Project Income Vs. Expenditure (Donors)<br>. . . . .                                   | 86 |
| Figure 5: Convener of Public Participation Forums . . . . .  | 80 |   |    |
| Figure 6: Awareness of county governments. . . . .   | 82 |   |    |
| Figure 7: Awareness of the organization of the county<br>government executive and assembly . . . . . | 82 |   |    |
| Figure 8: Awareness of the organization of the county<br>government executive and assembly . . . . . | 82 |   |    |



# LIST OF ABBREVIATIONS AND ACRONYMS

|              |   |                  |   |
|--------------|---|------------------|---|
| <b>ADP</b>   | County Annual Development Plan                            | <b>EU</b>        | European Union  |
| <b>AGPO</b>  | Access to Government Procurement Opportunities            | <b>FGDs</b>      | Focus Group Discussions                                       |
| <b>AHADI</b> | Agile and Harmonised Assistance for Devolved Institutions | <b>GEWE</b>      | Gender Equality and Women Empowerment                         |
| <b>ASAL</b>  | Arid and Semi-Arid Land                                   | <b>GIS</b>       | Geographic Information system                                 |
| <b>AWP</b>   | Annual Work Plans   | <b>GoK</b>       | Government of Kenya   |
| <b>CAF</b>   | County Assemblies Forum                                   | <b>GRB</b>       | Gender Responsive Budgeting                                   |
| <b>CC</b>    | Climate Change  | <b>HD</b>        | Human Development   |
| <b>CIC</b>   | Commission for the implementation of the constitution     | <b>HRM</b>       | Human Resource Management                                     |
| <b>CIDPs</b> | County Integrated Development Plans                       | <b>IBEC</b>      | Intergovernmental Budget and Economic Council                 |
| <b>CIMES</b> | County Integrated Monitoring and Evaluation System        | <b>ICT</b>       | Information and Communications Technology                     |
| <b>CoG</b>   | Council of Governors                                      | <b>IDEAS</b>     | Instruments for Devolution Advise and Support                 |
| <b>CPD</b>   | Country Programme Document                                | <b>IPs</b>       | Implementing Partners   |
| <b>CPMF</b>  | County Performance Management Framework                   | <b>ISDPD</b>     | Integrated Support Project to the Devolution Process in Kenya |
| <b>CRA</b>   | Commission on Revenue Allocation                          | <b>KADP</b>      | Kenya Accountable Devolution Program                          |
| <b>CSO</b>   | Civil Society Organization                                | <b>KIIs</b>      | Key Informant Interviews                                      |
| <b>DaO</b>   | Delivering as One   | <b>KLRC</b>      | Kenya Law Reform Commission                                   |
| <b>DFID</b>  | Department for International Development                  | <b>KNBS</b>      | Kenya National Bureau of Statistics                           |
| <b>DRR</b>   | Disaster Risk Reduction                                   | <b>KRAs</b>      | Key Result Areas  |
| <b>DSWG</b>  | Devolution Sector Working Group                           | <b>KSG</b>       | Kenya School of Government                                    |
| <b>ECDE</b>  | Early Childhood Development Education                     | <b>M &amp; E</b> | Monitoring and Evaluation                                     |
| <b>EDE</b>   | Ending Drought Emergencies                                | <b>MDG</b>       | Millennium Development Goal                                   |
| <b>EECM</b>  | Energy, Environment and Climate Change Unit               | <b>MED</b>       | Monitoring and Evaluation Directorate                         |
| <b>ETE</b>   | End Term Evaluation                                       | <b>MoDP</b>      | Ministry of Devolution and Planning                           |
|              |   | <b>MSE</b>       | Micro and Small Enterprise                                    |
|              |   | <b>MTE</b>       | Mid-Term Evaluation   |
|              |   | <b>MTP</b>       | Medium-Term Plan  |
|              |   | <b>NACC</b>      | National AIDS Control Council                                 |

|              |   |
|--------------|---|
| <b>NCBF</b>  | National Capacity Building Framework    |
| <b>NDMA</b>  | National Drought Management Authority   |
| <b>NDOC</b>  | National Disaster Operation Centre      |
| <b>OCOB</b>  | Office of Controller of Budget          |
| <b>PMS</b>   | Performance Management System           |
| <b>PPRA</b>  | Public Procurement Regulatory Authority |
| <b>PWDs</b>  | Persons with Disabilities               |
| <b>QA/QC</b> | Quality Assurance/Quality Control       |
| <b>RBM</b>   | Results Based Management                |
| <b>RTDs</b>  | Round Table Discussions                 |
| <b>SDGA</b>  | State Department of Gender Affairs      |
| <b>SDGs</b>  | Sustainable Development Goals           |

|                 |  |
|-----------------|--|
| <b>SES</b>      | Social and Environmental Standards                                     |
| <b>SME</b>      | Small and Medium Enterprise  |
| <b>TA</b>       | Transition Authority   |
| <b>UN</b>       | United Nations   |
| <b>UN Women</b> | United Nations Entity for Gender Equality and the Empowerment of Women |
| <b>UNDAF</b>    | United Nations Development Assistance Framework                        |
| <b>UNDP</b>     | United Nations Development Programme                                   |
| <b>UNEG</b>     | United Nations Evaluation Group  |
| <b>UNICEF</b>   | United Nations Children's Fund   |
| <b>UNVs</b>     | United Nations Volunteers  |
| <b>US</b>       | United States  |
| <b>WASH</b>     | Water Sanitation and Hygiene   |
| <b>WFP</b>      | World Food Programme   |

# EXECUTIVE SUMMARY

**THE PROJECT HAS PROVIDED TECHNICAL SUPPORT TO NATIONAL INSTITUTIONS AND COUNTY GOVERNMENTS THROUGH CAPACITY BUILDING AND STRENGTHENING OF GOVERNANCE SYSTEMS. The project proactively took advantage of new opportunities, adapting its theory of change to the dynamic development context including evolving national priorities in the country.** ”

## Background

In 2014, UNDP developed a four-year Kenya Integrated Support Programme to the Devolution Process in Kenya (2014 – 2018). The programme was designed to support devolution with an aim of achieving improved governance and socio-economic development in the country. The integrated programme brought on board other five national implementing partners and 21 select county governments. The national implementing partners were: Ministry of Devolution and Planning (MoDP), Commission on Revenue Allocation, Council of Governors (CoG), Intergovernmental Budget and Economic Council (IBEC) and the Kenya School of Government (KSG).

In November 2015, through additional support from DFID, the project expanded its work to incorporate two other components, gender mainstreaming and climate change and disaster risk reduction. UN Women coordinates the gender mainstreaming while climate change and disaster risk reduction is coordinated by the UNDP Energy, Environment and Climate Change Unit (EECCU). With these two components, more partners were enlisted and the number of targeted counties also increased to 27. The additional partners were Drought Management Authority (NDMA), National Disaster Operation Center (NDOC), the National Treasury, Public Procurement Regulatory Authority (PPRA), Monitoring and Evaluation Directorate (MED), State Department of Gender Affairs (SDGA), Office of the Controller of Budgets (OCOB), and the County Assemblies Forum (CAF).

The project document (Prodoc) required that the programme conducts a mid-term evaluation (MTE) and an end-term Evaluation (ETE). The end-term evaluation is a joint GoK and UNDP review that was conducted by an independent consultancy firm - Infotrak, in close collaboration with implementing partners and development partners. The ETE covered the project period from July 2014 to June 2018, and covered all the national implementing partners, select supported county governments and other relevant stakeholders.

## Objective of the Evaluation

The overall objective of the end-term evaluation was to assess the relevance, effectiveness, efficiency and sustainability of the programme, including the extent to which cross cutting issues (gender, climate change and SDGs) have been mainstreamed. The evaluation also assessed the mechanisms put in place to enhance coordination and harmonisation between UNDP, implementing partners, and the national and county governments.

## Evaluation Methodology

The consultant adopted a participatory approach in conducting the end-term evaluation. This enabled the evaluation to answer all three levels of indicators as outlined by UNDP-Kenya, CPD Outcome indicator, CPD output indicators and the project output indicators.



This approach comprised qualitative data collection, which was complimented with quantitative data collection. Qualitative data collection entailed literature review, in-depth interviews with the respective stakeholders, roundtable discussions with implementing partners, and focus group discussions with project capacity building/training beneficiaries. The quantitative approach involved a household survey with a representative sample of members of the general public in 15 select counties.

## Summary of Key Findings

### Strategy

The ISDP has contributed to Kenya's national priorities by aligning its interventions along the UNDAF and UNDP-Kenya CPD 2014-2018, Kenya Vision 2030, and Medium Term Plan II as demonstrated through the interviews with various stakeholders. The project has provided technical support to national institutions and county governments through capacity building and strengthening of governance systems. Further, the project has contributed towards MTP III by ensuring that issues of gender, disaster risk reduction and climate change are mainstreamed in national and county government policies, plans and budgets.

The project's theory of change framework was flexible, allowing UNDP and other implementing partners such as the CoG, KSG and MoDP to adjust their programmes to respond to the continuously identified needs from the counties. The project proactively took advantage of new opportunities, adapting its theory of change to the dynamic development context including evolving national priorities in the country. After analysis of the gaps existing in the first generation CIDPs as well as in the MTP II, the project brought on board other implementing partners such as NDMA, NDOC, PPRA, and AGPO Secretariat among others to deal with gender equality and women empowerment, climate change adaptation and mitigation, and disaster risk reduction.

### Design

The project enhanced interaction between the counties and the national government institutions. The capacity building interactions, whether through the training

activities or other linkages, enabled better working relationship between the two levels of government. The programme design also promoted peer to peer learning among supported counties. This aspect of the project was highly commended.

During the evaluation, several programme design defects were noted. The different components of the project were brought on board at different times. The components of gender, climate change and disaster risk reduction were introduced a year later in 2015, hence didn't have adequate time to implement their activities. In 2016, the project increased the number of counties reached from 13 to 21 due to donor demand. However, the project did not mobilise more resources to cover this additional demand, hence this constrained the existing project resources.

The ISDP design focused more on the county executive compared to county assemblies, which play a critical role in county legislation and budget-making. As such, drawbacks were noted in several supported counties where key draft legislations and policies are still pending in the respective county assemblies. The project also gave more focus to the supply side (i.e. county governments) in comparison to the demand side which includes the citizenry and civil society organizations (CSOs).

### Relevance

According to the stakeholders interviewed, the project was very relevant to their needs as implementing institutions and county governments. Further, county governments indicated that the project was very relevant since it focused on strengthening the capacity of counties in planning, policy and legislation. It also strengthened county capacities in terms of performance management system as well as monitoring and evaluation. Since these were some of the critical needs of the counties, in tackling them, the project proved quite relevant to devolution.

### Effectiveness

The ISDP has contributed immensely to improving the quality of governance, socio-economic development,

**“The project's theory of change framework was flexible, allowing UNDP and other implementing partners such as the CoG, KSG and MoDP to adjust their programmes to respond to the continuously identified needs from the counties.”**

gender equality and women empowerment, climate change adaptation and mitigation, and disaster risk reduction in the country and in the counties. The project assisted counties to identify and fill gaps in their service delivery. During the evaluation, counties attested that indeed the project had assisted them to enhance service delivery capacity, due to the improved governance systems.

County staff interviewed reported that their respective county governments were now able to do budgets in a better way after benefiting from the project capacity building programmes. Through monitoring and evaluation, they were able to track the progress of different projects and activities. Owing to the project interventions, Nyeri county government staff reported that they have improved capacity to prepare budgets and monitor implementation of projects.

The introduction and establishment of Performance Management Systems (PMS) in the counties re-engineered innovation and a new culture of service delivery. It occasioned great attitude change across the sectoral units in the county administration, which in turn improved the change management dynamics that were consistent with the transition into the devolved governance. In Samburu County, performance contracting was set and signed between the CECs and the Governor. By having a M & E framework in place, the county government of Samburu is now able to monitor up to the ward level, the extent to which the county government projects are being implemented and their impacts to the citizenry.

Peer to peer learning among county governments has enabled them to pick up best practices that can be replicated across board. Whereas public participation framework was strong in Laikipia, Taita Taveta and Kwale counties, Climate Change came out strong in Makueni and Narok counties. Additionally, Bungoma and Kericho counties had strong PMS and M & E systems, while Baringo and Kilifi counties were highly visible for Disaster Risk Reduction (DRR) models.

Review of the County Integrated Development Plans (CIDPS) gave the supported counties a better focus

and understanding of their mandates. As they moved to the second transition (2018-2022), the development of the CIDPs became seamless and better managed. This is totally different from county experiences during the first CIDP, which in many situations were not even aligned to the county constitutional functions and mandates.

### Project Impact

Though not directly attributable to the ISPDP, a majority (75 per cent) of the surveyed members of public affirmed that their respective counties are now better off compared to 5 years ago. This is an indication of improved service delivery by county governments. Makueni, Laikipia and Kitui counties had the highest proportion of respondents who opined that their counties were now better compared to 5 years.

Overall, 65.5 per cent of the surveyed respondents<sup>1</sup> expressed satisfaction with public service delivery by National and County Governments. This is a 2 per cent increase from the indicator baseline value as outlined in the project Log frame. Two thirds (66 per cent) of the surveyed respondents expressed satisfaction with the national government's service provision. On the other hand, 65 per cent of the respondents expressed satisfaction with their county government's service provision. Members of public were mainly satisfied with their county government's service provision on: County education services - early childhood education, village polytechnics (72 per cent); county health services (67 per cent); provision of clean water (66 per cent), and county planning and development (66 per cent).

On public participation, 34 per cent of the surveyed respondents affirmed that they had attended a public/town hall meeting to discuss affairs of their county. This is a 14 per cent increase from a County Scorecard Index<sup>2</sup> conducted by Infotrak Research and Consulting in 2015, whose public participation stood at 20 per cent.

**On public participation,  
34 per cent of the surveyed  
respondents affirmed that they  
had attended a public/town hall  
meeting to discuss affairs of their  
county.**

<sup>1</sup> The evaluation surveyed a total of 900 respondents using systematic random sampling in 15 ISPDP supported counties. Each county had a sample of 60 respondents

<sup>2</sup> The survey was conducted in all 47 counties to gauge county government performance including public participation by the citizenry



The end term evaluation also noted improved awareness of county governments among members of public. About nine out of every ten respondents affirmed their awareness of county governments. However, awareness of the structure and functions of county governments is low. Only about three out of every ten surveyed members of public indicated that they were aware of the organization and functions of the county government executive and assembly.

### **Project Efficiency, Management and Monitoring**

The end term evaluation noted that the project management and implementation was in line with the Prodoc document. Most of the implementing partners interviewed were satisfied with the project management. They affirmed that their roles and responsibilities were clearly defined and respected during project implementation.

The project encouraged several cost containment strategies including; utilisation of internal expertise within county governments to draft policies and Bills; cost sharing between UNDP and county governments to meet costs of training workshops; use of the Kenya School of Government to provide capacity building; and pooling counties together during trainings to cut down on training days and cost.

The project also tapped into the expertise and resources of several UN Agencies such as UNICEF, UNDP, UNDP,

UN Women, WFP and UNV. UNDP played a pivotal role in coordinating the project as well as implementing governance, climate change and disaster risk reduction.

The evaluation established that consultations did exist amongst Development Partners to avoid project overlaps and duplications. Through Donor Working Group and the Devolution Sector Working Group, Development Partners were able to consultatively select counties for their programmes to ensure national coverage and avoid duplication or overlap of activities. However, few instances of project duplication were noted, especially on capacity building of county government staff.

On project monitoring and evaluation, interviewed project staff, implementing partners and project donors affirmed that they shared and received project M & E documents regularly. A mid-term evaluation was undertaken in 2017 to measure the project progress, in line with the Prodoc document.

As at the time of the ETE, the project had managed to mobilise 21.6 million USD which translates to 62 per cent of the entire envisaged project resources. Further, the project had utilised 17.8 million USD of the mobilised resources, which translates to 82.4 per cent absorption rate. Owing to the reduced funding, meeting the huge demand of resources therefore became a challenge for UNDP. This also meant that some components of the project such as gender were only implemented at the national level.

### **Project Sustainability and National Ownership**

The end of term evaluation noted that most of the supported county governments have adopted performance management systems for improved public service delivery. The beneficiary counties have also come up with M & E policies and systems which, if operationalized, will assist in collecting and monitoring of periodic data on all county project activities and outputs.

Capacity building of both national implementing partners and county governments has created ownership and will ensure sustainability over time. Mainstreaming of project activities and cross-cutting issues of gender, climate change, disaster risk reduction and HIV into county plans, budgets, CIDPs, policies and laws will also ensure sustainability of the project results over time.

Implementation of the project through national government institutions ensured ownership of the project. Through such institutions, several policies and pieces of legislation have been developed and cascaded to county governments.

### **Project Social and Environmental Standards**

#### **■ Gender Equality and Women Empowerment (GEWE)**

The ISPD through UN-Women championed for the strengthened county-level planning and Public Financial Management (PFM) systems by sensitising 47 County technical officers on the CIDP guidelines and how to mainstream cross cutting issues including gender in the development of the second-generation County Integrated Development Plans (CIDPs).

UN Women in partnership with the SDGA and CoG spearheaded the development of the gender chapter for the MTP III through consultative meetings with the two partners. Under the gender component also, the project provided technical assistance during development of medium term expenditure framework budget guidelines.

The most effective anchor for engendering county activities was inclusion of gender indicators in performance contracting as well as county monitoring and evaluation frameworks. Gender mainstreaming was included in county plans and activities. The second generation CIDPs have demonstrably integrated more gender concerns than before. It was also noted that the supported county budgets are aligned to the CIDPs, meaning they are more engendered.

Analysis of AGPO statistics also shows improvement in the number and value of government contracts awarded to women, youths and persons with disabilities. The number of tenders awarded to women led businesses increased tremendously from 7 per cent in 2013/2014 to 40 per cent in 2016/2017. The project may have partly contributed to this improvement through UN Women's work with PPRA, AGPO Secretariat and the National Treasury.

UNDP supported several women empowerment activities in Taita Taveta and Vihiga counties, especially on women leadership. Taita Taveta county government organized public sensitisation forums to

**UN WOMEN IN  
PARTNERSHIP WITH  
THE SDGA AND COG  
SPEARHEADED the  
development of the gender  
chapter for the MTP III  
through consultative  
meetings with the two  
partners.** ”





change perception towards women and leadership. As a result, the number of women contestants for the various elective positions increased significantly during the 2017 general elections. One of the beneficiaries of the women and leadership trainings in the county was elected as an MCA.

#### ■ Climate Change /Disaster Risk Reduction

The UNDP ISPDP is supporting development of county spatial plans in 33 counties for better coordination of human activities to help in disaster risk reduction and climate change adaptation and mitigation. The ISPDP has also developed GIS guidelines to guide county governments on how to establish GIS labs and helped Makueni County to set up a model GIS lab for.

The project has contributed to the development and passing of the Ending Drought Emergencies policy. Further, it has provided funds and technical expertise on mainstreaming of disaster risk reduction and climate change mitigation and adaptation into the Medium Term Plan III and CIDP II. The project has also supported eight counties to develop risk information through mapping of hazard risks.

Supported counties have incorporated climate change and disaster risk reduction activities into their CIDPs and plans. Some of the counties that have integrated

CC/DRR activities into their plans, budgets and policies include Makueni, Turkana and Samburu.

The county governments have included climate change mitigation and adaptation measures into their activities particularly; proper land use and management measures (on irrigation, adaptability, among others.), conservation of catchment areas, reforestations and flood control. For example, Makueni County Government has mainstreamed climate change in all its projects. Kilifi, Kericho, Narok, Baringo, Busia, and Vihiga counties have incorporated climate change as a cross-cutting issue in their CIDPs, annual development plans and budgets.

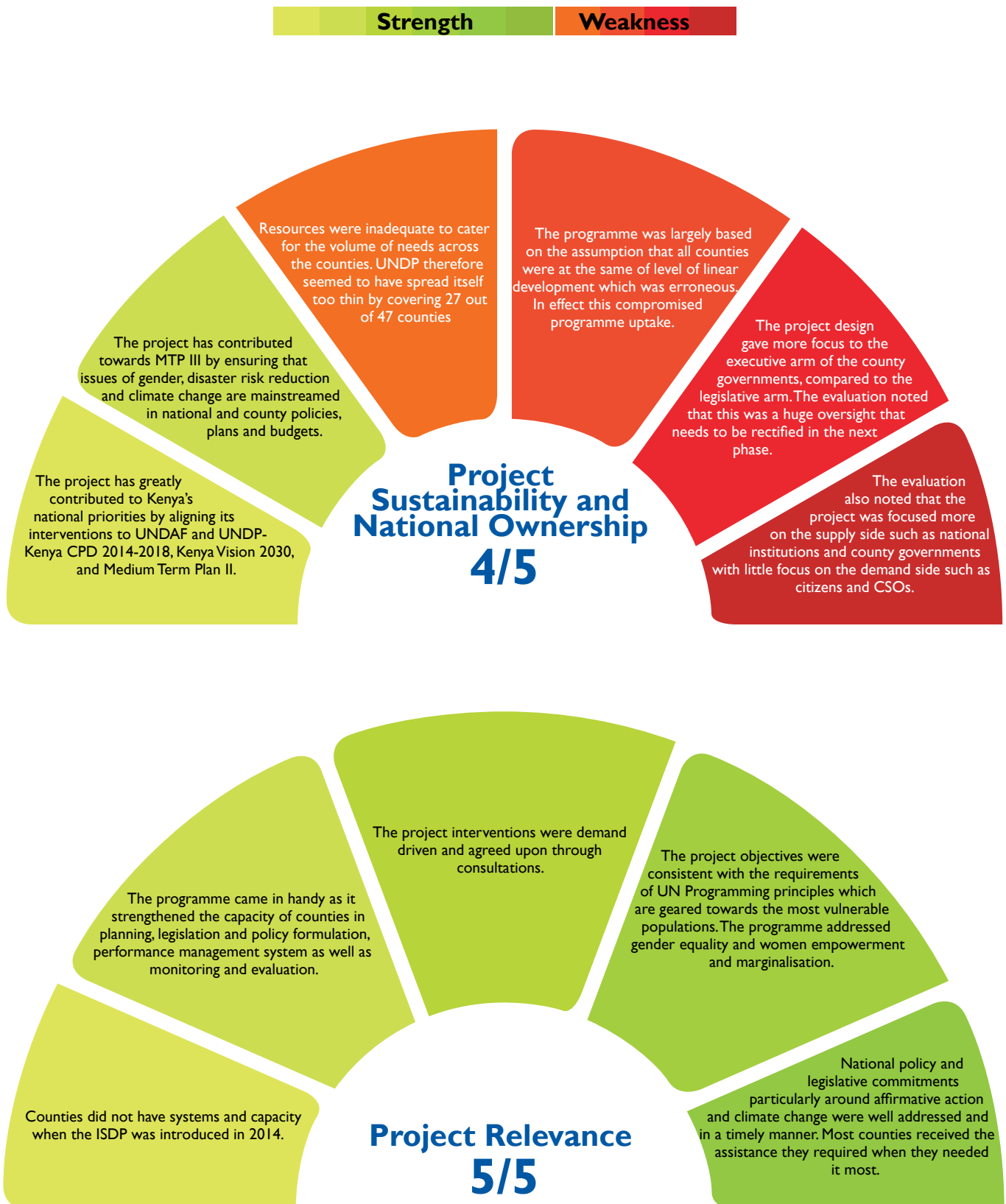
On disaster risk reduction, some of the supported counties have elaborate mechanisms for disaster management and response. Counties such as Kwale and Kilifi have passed a law (Disaster Management and Preparedness Act) and formed disaster committees. Such county disaster committees are in the process of establishing a Disaster Operation Centre in collaboration with stakeholders such as the Kenya Red Cross and National Drought Management Authority (NDMA). Further, Vihiga and Baringo counties have developed plans and budgets for disaster response centres to handle any disasters.

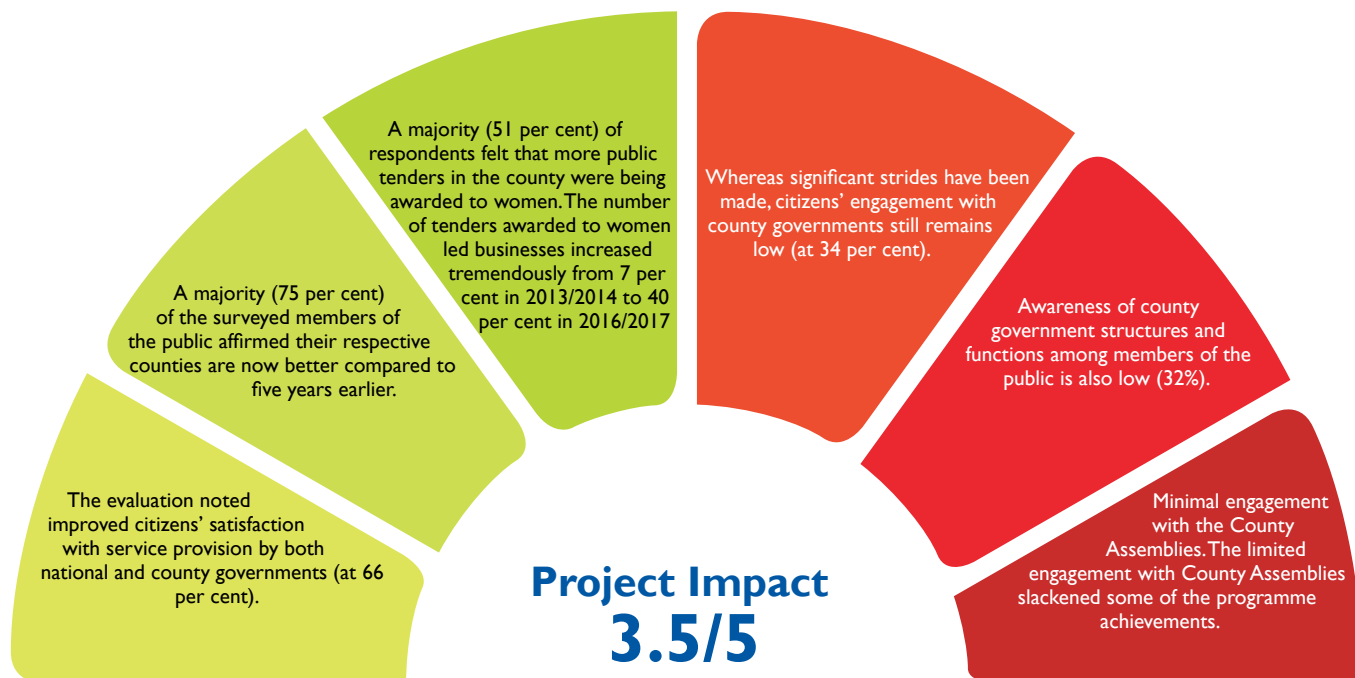
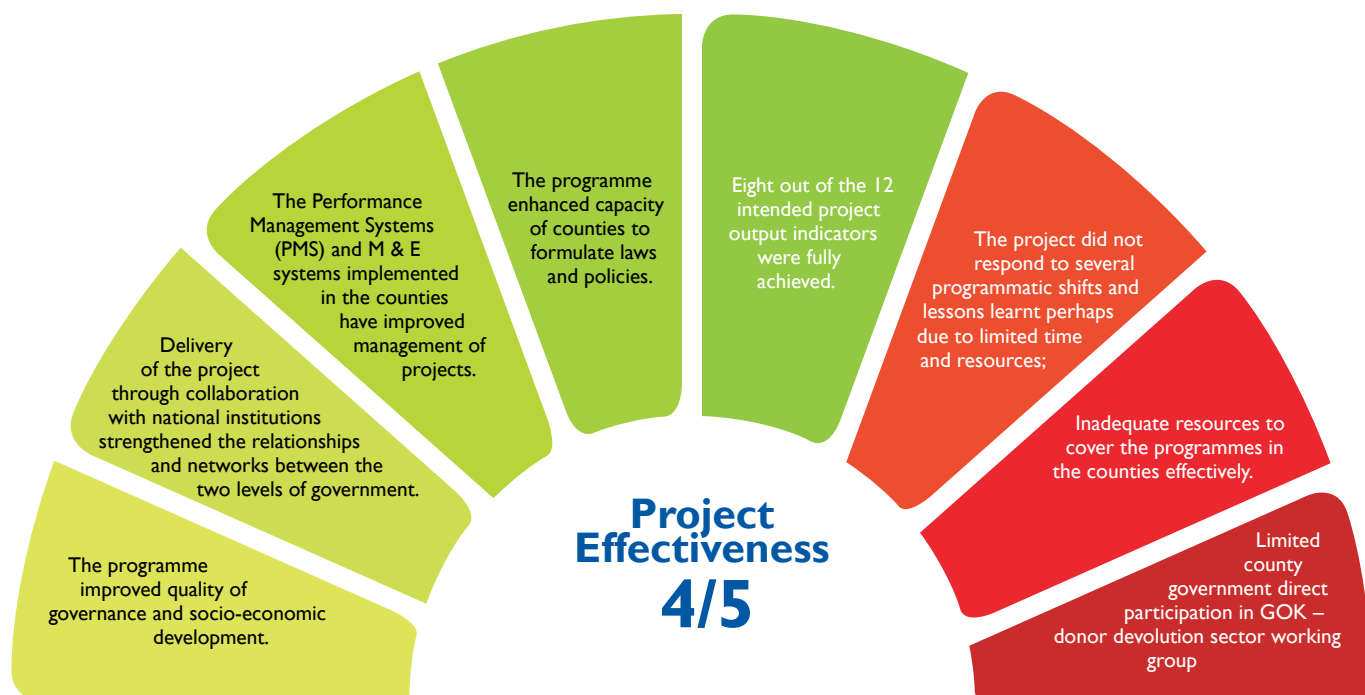
## Level of Achievement of Project Output Indicators

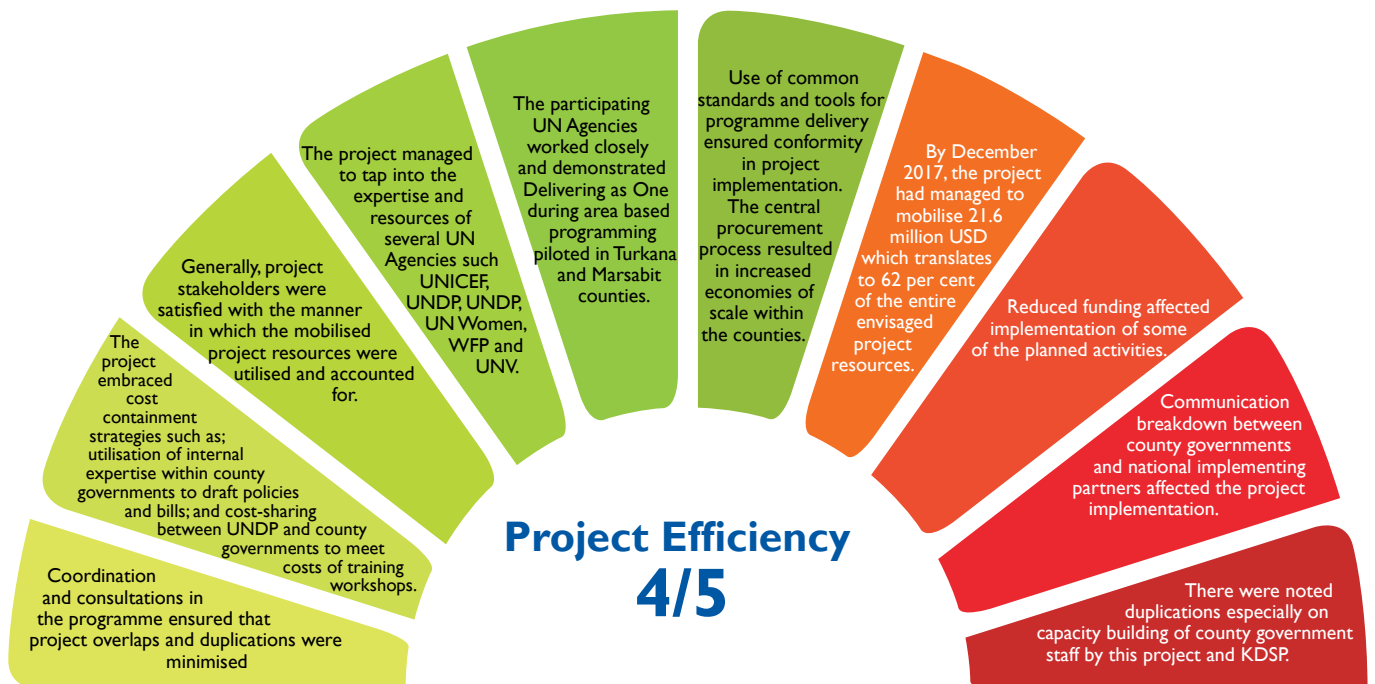
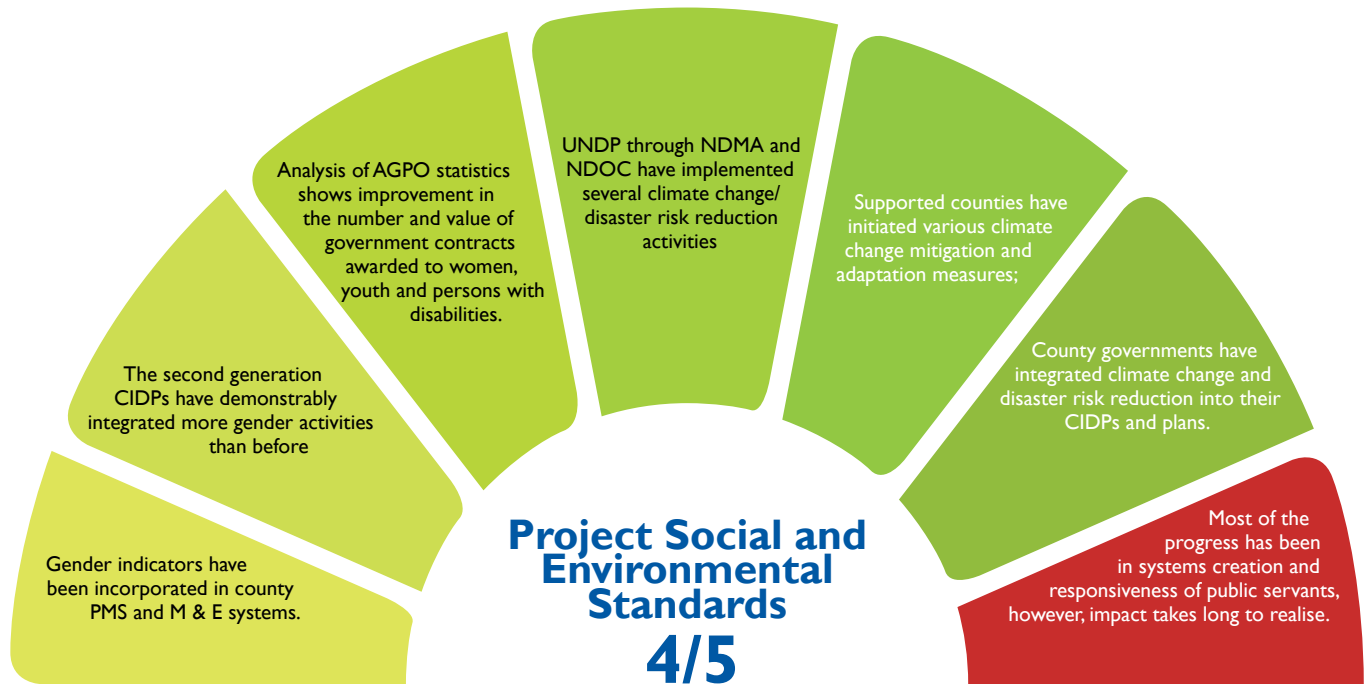
| Project Indicator  | Status |
|--|--------|
| <b>INDICATOR 1.1</b><br>number of policies and laws adopted at the National level to support effective implementation of Devolution<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>10   15  | 18     |
| <b>INDICATOR 1.2</b><br>Proportion of supported counties that have capacity to formulate laws that promote devolution;<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   80%   | 100%   |
| <b>INDICATOR 2.1</b><br>Percentage of Supported Counties whose Plans and Budgets are approved by OCOB<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>40%   80%  | 100%   |
| <b>INDICATOR 2.2</b><br>Number of Counties with Performance Management Systems in Place<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   10   | 19     |
| <b>INDICATOR 2.3</b><br>Number of Counties that develop business models that are inclusive and sustainable<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   10  | 19     |
| <b>INDICATOR 3.1.1</b><br>The existence of disaggregated data to inform socio-economic development<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   50%   | 38%    |
| <b>INDICATOR 3.2</b><br>Number of Surveys, MDGs and HD reports, assessments, analytical works, policies, and advocacy papers conducted/ prepared to inform development planning and management at national and county levels<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   4 | 18     |
| <b>INDICATOR 3.3</b><br>Number of national level institutions, counties and CSOs that have established functional coordination structure and mechanisms for disaster risk reduction<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   10   | 8      |
| <b>INDICATOR 4.1:</b><br>% of citizens satisfied with public service delivery by National and County Governments<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>64%   75%   | 66%    |
| <b>INDICATOR 5.1:</b><br>Number of county governments capacitated to deliver equitable, high quality public services<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   10  | 19     |
| <b>INDICATOR 6.1</b><br>Number of staff members engaged<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>1   7  | 4      |
| <b>INDICATOR 6.2</b><br>Number of unqualified Audit Reports<br><b>Baseline: 2013</b> <b>Target: 2018</b><br>0   5  | 4      |



## Overall Assessment of the Project Indicators







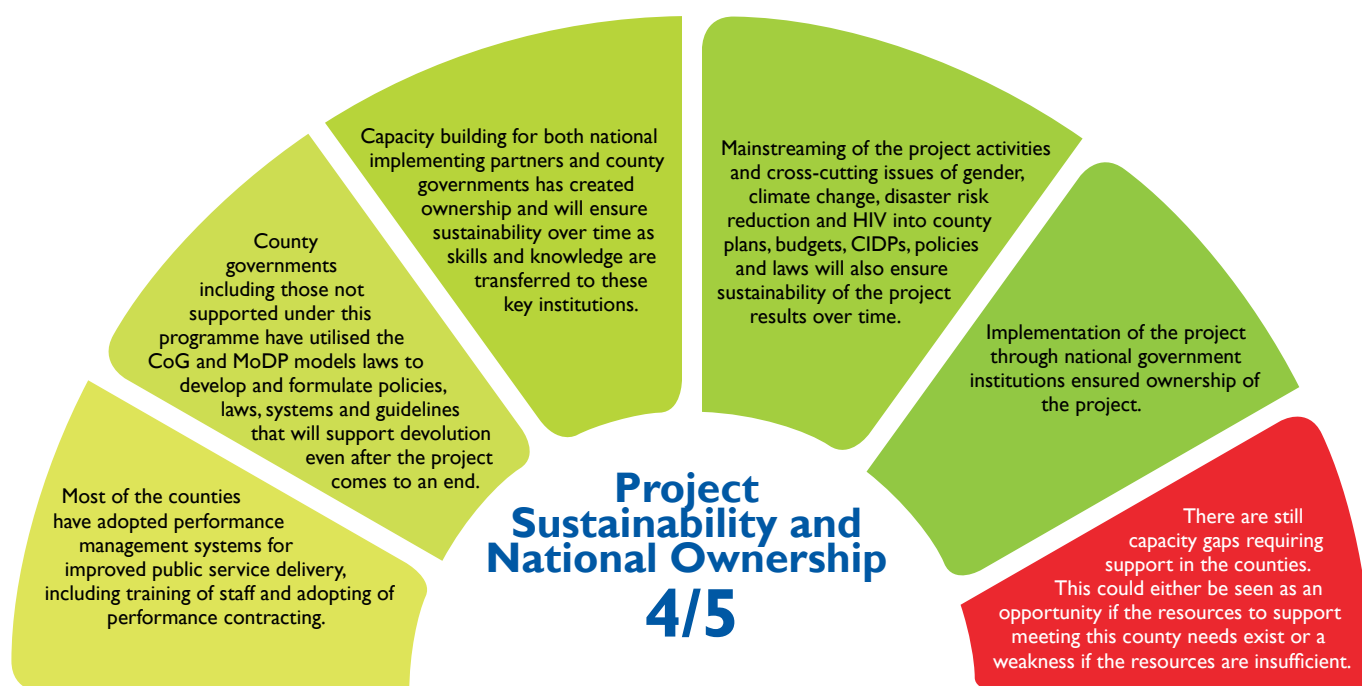
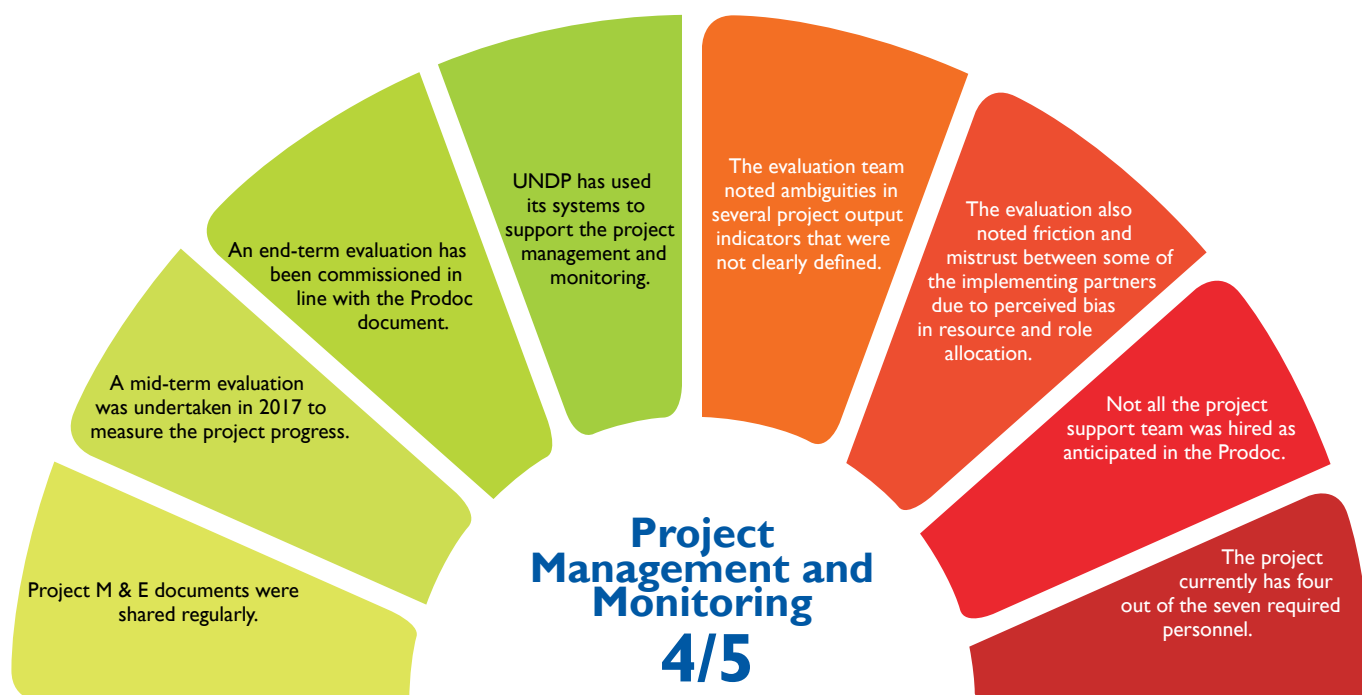
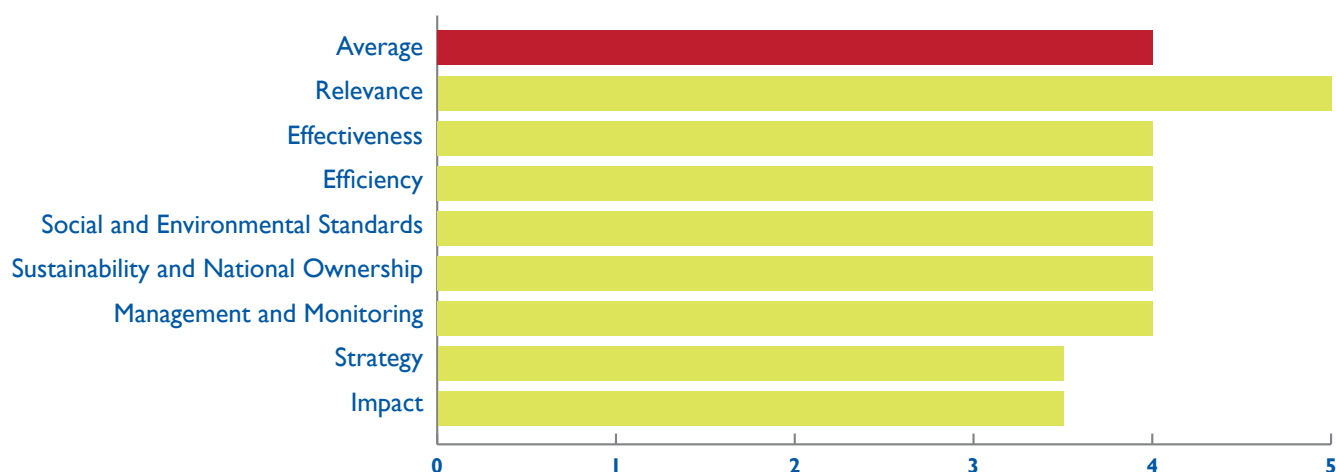


Figure 1: ETE Overall Score

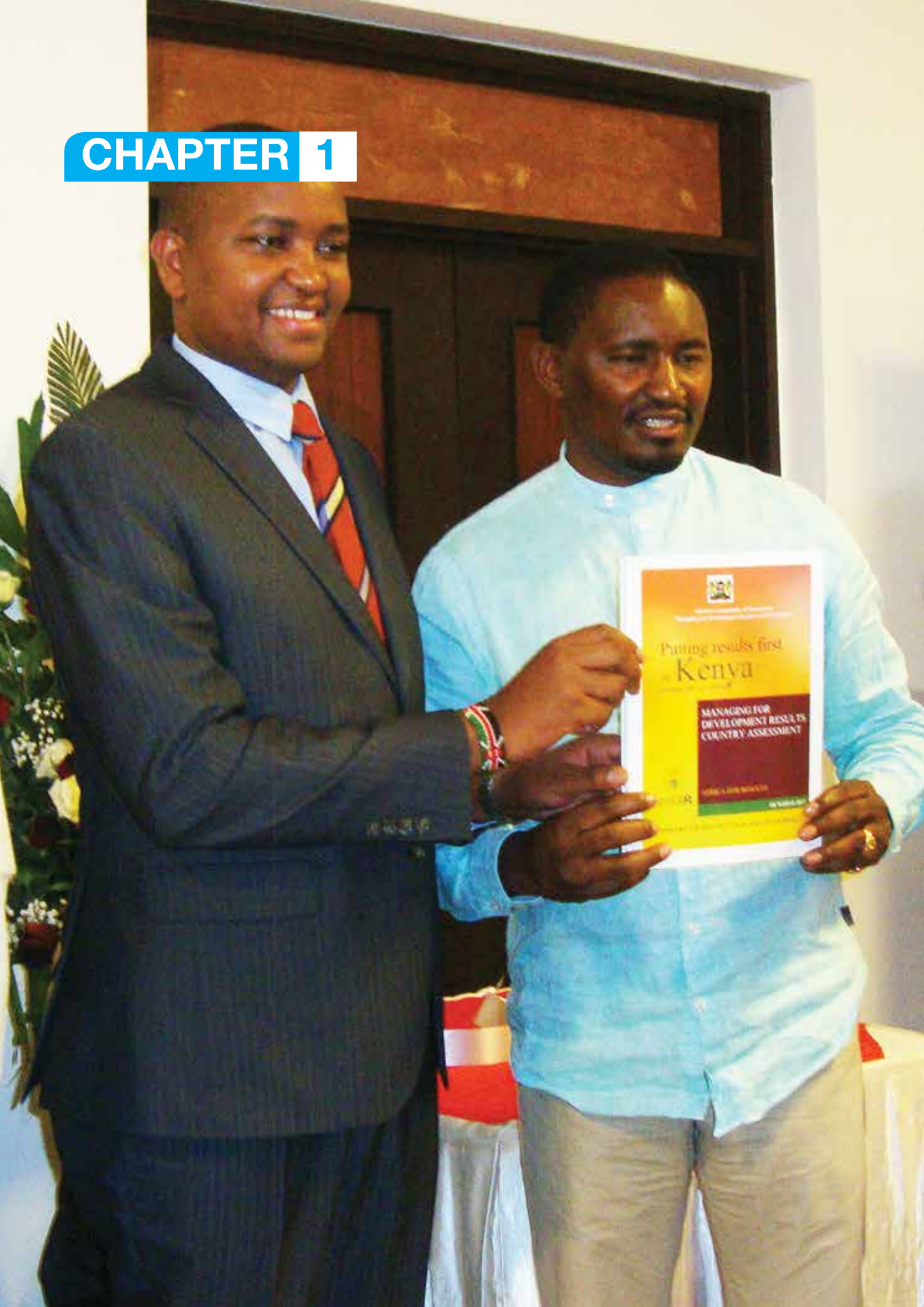


## Recommendations

- Funding levels have declined considerably hence donor support should be very well targeted. UNDP should thus ensure its support to the devolution process is strategic, catalytic and transformative. UNDP's budget should aim to complement national and county government funding. Funding models can also be modified to embrace approaches that yield fruits such as matching grants, in kind funding as well as other performance based/incentive funding to facilitate transformation and sustainability.
- UNDP needs to reach out to more donors to fund the next project activities.
- There is need to put measures in place to ensure strong accountability in county governments. UNDP should as well invest in building the capacity of the demand side (civil society and the citizenry) in areas of planning, budgets review, monitoring or engaging with the county executive/assembly.
- UNDP enjoys a comparative advantage in convening and coordinating development programme support. It has the ability to engage with the national government, UN bodies and development partners without hindrances. In this way, UNDP remains as an integrator; not implementer.
- In as much as donors come together and coordinate their won development contribution in the country, this should be seen as a shared responsibility. Lessons from the ISPDP suggests that the Government, implementing partners and other stakeholders need to be more involved in coordinating how development programs are implemented. Nevertheless, the government should take lead and commit resources.
- County governments did not start at the same level. In future programs, affirmative action is thus necessary for some counties to bring them to speed. UNDP can approach this issue both from sector based partnerships as well as geographical categorization of county partners.
- The fact that the ISPDP was tailored according to county needs encouraged ownership and support of the program. UNDP should thus ensure its future programs are not only aligned with the needs of recipient counties but also complement the county and national government initiatives.
- Capacity strengthening by UNDP, right from the initial stages of devolution, has been helpful in shaping devolution in Kenya. Nevertheless, future UNDP interventions should focus on institutional strengthening and ensuring that proper systems are put in place with functioning protocols and functions.
- Continue with the project but with new focus areas. Counties would wish the project to continue supporting them to implement various systems designed during phase of the project.
- The next programme should develop a communication strategy to ensure better coordination among county governments and implementing partners.
- In the next devolution programme, UNDP should endeavour to have representatives in the supported counties to streamline communication and project monitoring.



# CHAPTER 1





# 1. INTRODUCTION AND BACKGROUND INFORMATION

## 1.1 Purpose of the End-Term Evaluation (ETE)

The Constitution of Kenya 2010 introduced new governance structures and principles in the country. The new law established a national government and 47 county governments. Under the fourth schedule of the Constitution, select government functions and powers were devolved to the county government<sup>3</sup>. Kenya's devolution is founded upon three relational principles, namely; distinctness; inter-dependence; and consultation and cooperation<sup>4</sup>.

County governments effectively began operations after the 2013 general elections. The Constitution also introduced a number of commissions, independent offices and institutions were put in place to support the devolution process. Among these were the Council of Governors (CoG), Commission on Revenue Allocation (CRA), Controller of Budget (CoB), Inter-governmental Budget and Economic Council (IBEC), and the Senate.

UNDP was one of the organisations that came in to support devolution in the earlier years. Its support started with the Taskforce on Devolved Government that had been set up in 2011. Subsequent support was channeled through the Transition Authority but was expanded at the end of 2013 to include CRA, COG and three county governments namely; Kilifi, Kisumu and Turkana.

In 2014, UNDP developed a four-year Kenya Integrated Support Programme to the Devolution Process in Kenya (2014–2018). The programme was designed to support devolution with the aim of achieving improved governance and socio-economic development. The integrated programme brought on board other five national implementing partners and select county governments. The national implementing partners were: MoDP, CRA, CoG, IBEC and the Kenya School of Government (KSG). In addition, the CC/DRR component works with National Drought Management Authority (NDMA) and National Disaster Operation Centre (NDOC) at the national level, while the Gender Mainstreaming Component is implemented by UN Women in collaboration with other national partners including the Office of the Controller of Budget, the State Department of Gender and Youth Affairs and National Treasury. Each implementing partner had its distinct role under the programme as shown in table 1 below.

<sup>3</sup> Under part 2 of the fourth schedule of the Constitution, agriculture, health services, public amenities, county trade development and regulations, county planning and development among other services were devolved to the county government.

<sup>4</sup> Article 6 (2) of the constitution

**THE PROJECT DOCUMENT (PRODOC) PROVIDED FOR MID-TERM EVALUATION (MTE) AND END TERM EVALUATION (ETE) BY INDEPENDENT EVALUATORS.**

**The end-term evaluation provides an overall assessment of progress and achievements made against planned results, as well as assessing and documenting challenges and lessons learnt since the commencement of the project.**



Table 1: Role of Implementing Partners

| Implementing Partner                                 | Role  |
|--|---|
| UNDP   | Played a lead role in project management and coordination. It provided the secretariat for the running and coordination of the activities and overall management of the programme.  |
| UN Women   | Gender mainstreaming.   |
| Council of Governors                                 | Coordinated activities of county governments. Provided policy framework and capacity building and technical assistance to supported county governments.   |
| Ministry of Devolution and ASALs                     | Coordination of development of laws, policies and guidelines for management of devolution; capacity building and technical assistance to counties; Facilitation of intergovernmental relations between the national and county governments.   |
| Commission on Revenue Allocation                     | Making recommendations concerning the basis for the equitable sharing of revenue raised by the national government between the national and county governments; and among the county governments; Trained supported counties on revenue enhancement; Determination of marginalized areas for the equalisation fund. |
| Kenya School of Government                           | Provides capacity building for county government staff on different areas. Development of curriculum for county capacity building programmes  |
| Intergovernmental Budget and Economic Council (IBEC) | Provides a forum for consultation and cooperation between National Government and County Governments  |
| National Drought Management Authority (NDMA)         | Provides technical support to county governments on climate change and disaster risk reduction  |
| National Disaster Operation Center (NDOC)            | Provides technical support to county governments on disaster risk reduction   |
| Office of the Controller of Budgets                  | Oversees implementation of the budgets of the National and County Governments by authorising withdrawal from public funds; Strengthening Gender Responsive Budgeting  |
| Treasury/PPRA/AGPO                                   | Strengthening Public Financial Management and Gender Responsive Budgeting; Enhancing access to government procurement opportunities by women.   |
| State Department of Gender and Youth Affairs         | Gender mainstreaming.   |

The project was initially implemented by 13 select counties, which were increased to 21 in the 2016 Annual Work Plan and to 27 in 2017<sup>5</sup>, to cover the FCDC counties that were targeted by DFID support. The

programme is supported through a UNDP managed basket fund with an estimated budget of US\$ 35 million. As at December 2017, the programme had raised US\$ 21.6 million. The basket fund donors include Sweden, Norway, DFID, USAID, UNICEF and UNDP.

<sup>5</sup> The initial 13 counties are Kwale, Kilifi, Taita Taveta, Marsabit, Kitui, nyeri, Turkana, Samburu, Laikipia, Vihiga, Bungoma, Kisumu and Homa Bay. The additional 14 counties are Elgeyo Marakwet, Nakuru, Narok, kajiado, Kericho, Embu, Busia, Kirinyanga, Lamu, Garissa, Isiolo, Wajir, Mandera and, Tana River.

The programme had four components namely; governance, gender, climate change (CC) and disaster risk reduction (DRR). Mainstreaming of Sustainable Development Goals (SDGs) was incorporated through the technical support of the UNDP's Strategic Policy Advisory Unit while gender mainstreaming was incorporated through UN Women.

### Key Result Areas

The Key Result Areas of the programme were:

- Strengthened policy and legal framework for devolved governance;
- Strengthened and aligned capacities at national and county levels;
- Enhanced service delivery mechanisms and resilience for disaster risk management;
- Peace building and conflict prevention;
- Strengthened citizen engagement in devolved governance; and
- Integrated service delivery demonstrated in select counties.

### Project Outputs

The programme was organised around five pillars with the following outputs:

- Policies, laws and institutional reforms for effective implementation of the Constitution at national and county levels;
- Strengthened institutional and human capacities at national and county level evident in supporting national and local development;
- Improved service delivery mechanisms and response to opportunities and threats of insecurity and disaster;
- Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources; and
- An integrated service delivery framework pilot implemented.



Table 2: Project Output Indicators

|   |                     |
|---|---------------------|
| <b>OUTPUT 1:</b><br>Policies, laws and institutional reforms for effective implementation of the Constitution at the national and county levels are adopted |                     |
| <b>INDICATOR 1.1:</b><br>number of policies and laws adopted at the National level to support effective implementation of Devolution.                       |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 10  | 15                  |
| <b>INDICATOR 1.2:</b><br>Proportion of supported counties that have capacity to formulate laws that promote devolution;                                     |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 0   | 80%                 |

|  |                     |
|--|---------------------|
| <b>OUTPUT 2:</b><br>Strengthened institutional and human capacities at national and county levels          |                     |
| <b>INDICATOR 2.1</b><br>Percentage of Supported Counties whose Plans and Budgets are approved by OCOB      |                     |
| <b>Baseline: 2013</b>  | <b>Target: 2018</b> |
| 40%  | 80%                 |
| <b>INDICATOR 2.2</b><br>Number of Counties with Performance Management Systems in Place                    |                     |
| <b>Baseline: 2013</b>  | <b>Target: 2018</b> |
| 0  | 10                  |
| <b>INDICATOR 2.3</b><br>Number of Counties that develop business models that are inclusive and sustainable |                     |
| <b>Baseline: 2013</b>  | <b>Target: 2018</b> |
| 0  | 10                  |

|   |                     |
|---|---------------------|
| <b>OUTPUT 3:</b><br>Evidenced planning, budgeting for improved service delivery at the county level in tandem with reduced security threats and improved response to risk and disaster in selected counties |                     |
| <b>INDICATOR 3.1:</b><br>The existence of disaggregated data to inform socio-economic development   |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 0   | 50%                 |

|   |                     |
|---|---------------------|
| <b>INDICATOR 3.2:</b><br>Number of Surveys, MDGs and HD reports, assessments, analytical works, policies, and advocacy papers conducted/ prepared to inform development planning and management at national and county levels |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 0   | 4                   |
| <b>INDICATOR 3.3:</b><br>Number of national level institutions, counties and CSOs that have established functional coordination structure and mechanisms for disaster risk reduction  |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 0   | 10                  |

|  |                     |
|--|---------------------|
| <b>OUTPUT 4:</b><br>Citizen participation mechanisms and processes strengthened to ensure effective and equitable service delivery and people centred devolved system of government                              |                     |
| <b>INDICATOR 4.1:</b><br>% of citizens satisfied with public service delivery by National and County Governments   |                     |
| <b>Baseline: 2013</b>  | <b>Target: 2018</b> |
| 63%  | 75%                 |
| <b>OUTPUT 5:</b><br>Pilot testing of full local development cycle including participatory planning, budgeting, local level implementation capacities, performance and change management, monitoring and learning |                     |
| <b>INDICATOR 5.1:</b><br>Number of county governments capacitated to deliver equitable, high quality public services   |                     |
| <b>Baseline: 2013</b>  | <b>Target: 2018</b> |
| 0  | 10                  |

|   |                     |
|---|---------------------|
| <b>OUTPUT 6:</b><br>Improved programme management support to the devolution programme |                     |
| <b>INDICATOR 6.1:</b><br>Number of staff members engaged                              |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 1   | 7                   |
| <b>INDICATOR 6.2:</b><br>Number of unqualified Audit Reports                          |                     |
| <b>Baseline: 2013</b>   | <b>Target: 2018</b> |
| 0   | 5                   |



## 1.2 Purpose of the End-Term Evaluation (ETE)

The project document (Prodoc) provided for mid-term evaluation (MTE) and end term evaluation (ETE) by independent evaluators. Pursuant to this requirement, the Government of Kenya (GoK) and UNDP conducted a mid-term evaluation in 2016 which was finalised and disseminated in 2017. The end-term was planned for the first half of 2018 as the project was due to come to an end in June 2018. The end-term evaluation provides an overall assessment of progress and achievements made against planned results, as well as assess and document challenges and lessons learnt since the commencement of the project.

The end-term evaluation findings, recommendations and lessons learned will establish if the envisaged results have been achieved or not and also inform the next phase of the devolution project. The information generated from the ETE will contribute to the organisational learning as well as generate knowledge for development effectiveness.

## 1.3 Scope of the End-of-term evaluation

The end-of-term evaluation is a joint GoK and UNDP review that was conducted in close collaboration with implementing partners (both at national and county level) and development agencies. The ETE was conducted based on the following seven UNDP Project Quality Criteria, which are aligned to the UNEG evaluation criteria: i) strategic ii) relevance iii) social and environmental standards (SES), iv) management and monitoring v) efficiency vi) effectiveness and vii) sustainability and national ownership.

The ETE covered the project period from July 2014 to June 2018 and covered five national partners (CRA, MoDP, CoG, KSG and IBEC) and 19 county governments. The Transition Authority (TA) was also an implementing partner at the beginning of the project, but was wound up after the expiry of its mandate in 2016. The DRR/CC components are supported mainly by the Monitoring and Evaluation Directorate (MED), the National Drought Management Authority (NDMA) and the National Disaster Operation Centre (NDOC). Gender mainstreaming work through UN Women was sustained by the CoG, State Department of Gender Affairs, the Office of the Controller of Budget, the National Treasury and the County Assemblies Forum among others.

## 1.4 Objectives of the end-of-term evaluation

The overall objective of the ETE was to assess the relevance, effectiveness, efficiency and sustainability of the programme, including the extent to which cross-cutting issues of gender, climate change, and SDGs have been mainstreamed. The evaluation also assessed the mechanisms put in place to enhance coordination and harmonisation between UNDP, implementing partners, and the national and county governments.

The specific objectives of the evaluation were to:

- 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;
- Assess relevance of the project to the country context, including the national and sub-national development priorities (Vision 2030, Medium Term Plan II (MTP) and County Integrated Development Plans (CIDPs), among others);
- Review decision-making processes and whether the perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process were taken into account during project design processes;
- Assess efficiency in the utilisation of programme funds, including cost-effectiveness, value for money while balancing with social dimensions including gender equity;
- Review the extent to which relevant gender issues were raised and addressed by the project;
- Assess effectiveness of and advantage of the use of the joint programme modality in Marsabit and Turkana in realising project goals; and
- Document lessons learnt, challenges and future opportunities, and provide recommendations for improvements or adjustments in strategy, design and/or implementation arrangements.

On the results framework, the ETE:

- Assessed achievements and progress made against planned results, intended and unintended, positive and negative, as well as assessed challenges and lessons learnt;
- Assessed how the emerging issues not reflected in the project document such as SDGs may have impacted on outcomes;
- Assessed effectiveness towards attainment of results and reflect on how UNDP and GoK have contributed to the results achieved;
- Assessed if broader development and gender aspects of the project were achieved; and
- Assessed quantitative and qualitative achievements against each of the project indicators.

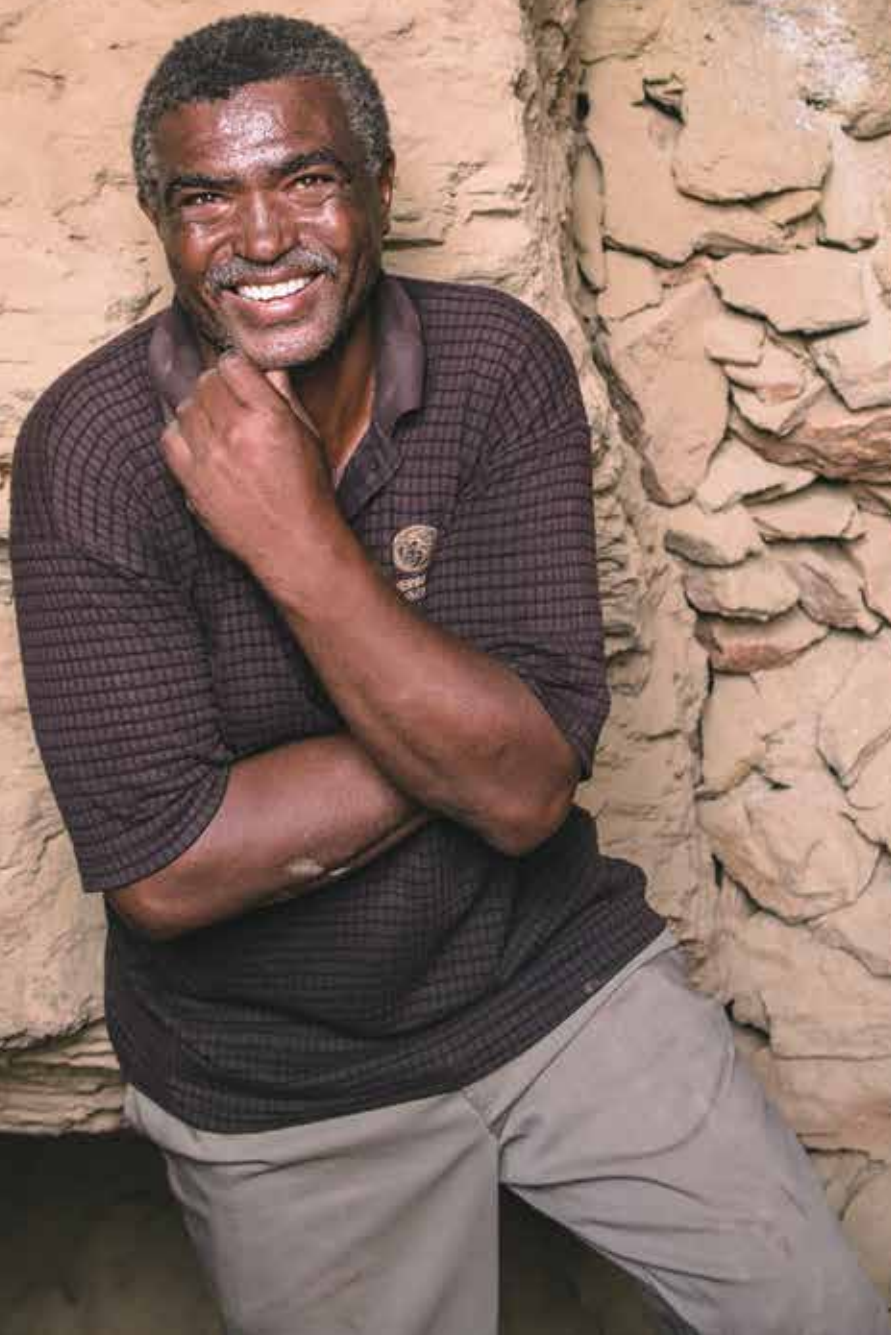
## 1.5 Structure of the Report

This report is divided into 10 chapters. Chapter one provides background information; chapter two discusses evaluation approach and methodology while chapter three presents evaluation findings on the project strategy, design and relevance. Chapter four is on project effectiveness; chapter five discusses findings on project social and environmental consideration, which chapter six highlights project efficiency, management. Chapter and monitoring while chapter seven discusses project sustainability and national ownership. Chapter eight discusses challenges, lessons learnt and future opportunities; while chapter nine presents evaluation recommendations. The report also contains annexes in chapter 10.

**“The overall objective of the ETE was to assess the relevance, effectiveness, efficiency and sustainability of the programme, including the extent to which cross-cutting issues of gender, climate change, and SDGs have been mainstreamed.”**



## CHAPTER 2



## 2. EVALUATION APPROACH AND METHODOLOGY

**THE EVALUATION WAS GUIDED BY UNDP'S PROJECT QUALITY CRITERIA i.e. strategy, relevance, social and environmental standards, management and monitoring, efficiency, effectiveness, sustainability and national ownership. In conducting the evaluation, the consultant adopted a participatory approach which entailed both qualitative and quantitative research methodologies.** ”

### 2.1 End Term Evaluation Criteria and Review Questions

The evaluation was guided by the following UNDP project quality criteria: strategy, relevance, social and environmental standards, management and monitoring, efficiency, effectiveness, sustainability and national ownership.

#### ■ Strategic

The extent to which the project contributed to higher level change in line with national priorities, as evidenced through sound RBM logic through the theory of change, alignment with UNDAF, UNDP Strategic Plan, Kenya Vision 2030 and MTP II, among others.

#### ■ Effectiveness

The extent to which programme results were achieved;

#### ■ Efficiency

Assessed whether the implementation mechanism was the most cost-effective way of delivering the programme. Also sought to establish if the financial resources were used efficiently and realised desired results.

In addition, we also checked if the two joint programmes in Turkana and Marsabit achieve results and whether UN agencies demonstrated Delivering as One (DaO) principle during project implementation?

#### ■ Relevance

Responsiveness of implementation mechanisms to the needs of IPs, including national and county institutions.

Investigated the extent to which the project interventions were designed to serve in line with the priorities set by, UNDAF, CPD, MTP II, CIDP and other national and sub-national policy frameworks.

Also examined whether the programme design responded to the challenges of National Capacity Building Framework, including promoting ownership and participation by the national partners, as well as the extent to which the project responded to changes in the needs and priorities of the IPs?

#### ■ Sustainability and National Ownership

The extent to which the implementation mechanisms can be sustained over time

#### ■ Management and Monitoring

The quality of the formulation of results at different levels, i.e. the results chain:



## ■ Impact

The impact of the project on devolution, especially on the understanding of the citizens and their participation on the devolution process

## 2.2 Evaluation Approach

In line with the UNDP policies, the ETE primarily sought to establish the extent of the occurrence of some of the phenomena below:

- a) **Output:** What were the tangible outputs (including services) for each intervention that is directly attributable to the programme? It was the consultant's assumption and understanding that outputs relate to the completion (rather than the conduct) of activities.
- b) **Outcome:** What were the actual or intended changes in development conditions that the programme achieved? The ETE assessed the contribution of several partners to achieve the results.
- c) **Impact:** What were the intended and unintended changes occasioned by the programme?
- d) **Attribution:** What was the causal link to benefits realised from devolution in Kenya?
- e) **Contribution:** What changes in development could be linked to the programme? The ETE looked for a logical cause-and-effect relationship that point to the meaningful input of an intervention to the development result(s).

f) **Organisational effectiveness:** What were the more direct, accountable and attributable measures of performance over which the organisations/institutions have relatively more control or manageable interests?

g) **Development effectiveness:** What was the extent to which the intended development goals of the country were achieved? How did the programme facilitate the achievement?

## 2.3 Evaluation Methodology

Following interactions and meetings with the key stakeholders in the ISPDP, the consultant adopted a participatory approach in conducting the end-term evaluation. The approach enabled the evaluation to answer all three levels of indicators as outlined by UNDP–Kenya, vide CPD outcome indicators, CPD output indicators and the project output indicators.

This approach mainly comprised qualitative research, which was complimented with quantitative data. The qualitative data collection entailed literature review, in-depth interviews with project stakeholders, roundtable discussions with implementing partners, and focus group discussions with programme beneficiaries. The quantitative phase involved a household survey with a representative sample of members of the general public in 15 select counties.

**“The qualitative data collection was comprised of literature review, in-depth interviews, roundtable discussions, and focus group discussions. The quantitative phase involved a household survey with a representative sample of members of public.”**

## 2.4 Data Collection Methods

Table 3 below outlines how the different data sources contributed to the evaluation objectives.

**Table 3: Utilisation of various data sources**

| Method                   | How data was utilized   |
|--------------------------|---|
| Qualitative Methods      |   |
| Literature Review        | The consultant conducted thorough review of all project documents and reports. Information from literature review was utilised in developing the evaluation tools and report writing. A complete list of the reviewed documents is available in the annexes   |
| Key Informant Interviews | The consultant conducted key informant indepth interviews with the respective UN Agencies, implementing partners, national and county government representatives, Donors and Development Partners. These provided data in the form of feelings, opinions, experiences and recommendations that are not quantifiable but are relevant in answering all the projects evaluation questions. A complete list of the interviewed respondents is available in the annexes |
| Round-table Discussion   | Round table discussions were conducted with implementing partners and UNDP project staff. This assisted in firming up the evaluation report findings, conclusions and recommendations.  |
| Focus Group Discussions  | Focus Group Discussions were conducted with direct project beneficiaries in select counties to obtain their perspectives on the impact, relevance and effectiveness of project capacity building and training activities. Selection of FGD participants factored in spatial distribution of the counties, project activities and support. The FGDs respondents comprised youth, men and women. A matrix of the conducted FGDs is available in the annexes.          |

### Quantitative Approach

This entailed a household survey with a representative sample of 900 adult members of the general public in 15 select supported counties. The survey sought to gauge the level of citizens' engagement and satisfaction with service delivery by both national and county government institutions.

### Sampling

The survey adopted a multistage random sampling. The 900 sample was distributed equally across the 15 counties, translating into 60 respondents per county. The resultant county sample was further allocated to all the sub-counties therein. Enumeration areas (Sub-locations) were then randomly selected in each sub-county. The following formula was used to arrive at the sample of 900;

$$ss = \frac{Z^2 * (p) * (1-p)}{c^2}$$

Where: Z = Z value (e.g. 1.96 for 95% confidence level); p = percentage picking a choice, expressed as decimal (.5 used for sample size needed) and c = margin of error, expressed as decimal (e.g., .039 = ±3.9%).

### Household Selection

Households in the sampled sub-locations were selected using the household selection grid. Once the data collection team arrived at the sampled sub-location, the supervisor identified a starting point; typically, this was a street or a conspicuous landmark within the sub location. Guided by the left hand (anti-clockwise) rule, skip interval and successful interviews, the interviewers then randomly sampled households to be interviewed.

Once the starting point in the Enumeration Area (EA) was chosen, the enumerator randomly selected a household, then guided by the skip interval and left hand rule, sampled other households to be included in the survey. For urban areas, the skip interval was five households and for rural areas, the skip interval was four households.

### Respondent Selection

A Kish Grid was used to select respondents at the household level. The Kish grid gives a procedure of selection and is intended to select persons within the household with equal probability. The enumerator would list all the eligible members of the household (in this case, persons residing in the household and aged 18 years and above) in a systematic order; by age and starting with the oldest person; as well as gender for each eligible household member. A pre-assigned random number was then used to determine the household member to be interviewed.

## 2.5 Technical Quality Assurance Review Mechanisms

Throughout this end term evaluation, quality control and assurance measures were put in place to ensure that the output/deliverables were of the highest quality possible. Therefore, QC and QA were integrated in the assessment design, data collection, data management and analysis by ensuring that the study is responsive to the following questions:

**Table 4: Quality Assurance Techniques**

| ETE Phase         | Challenge question  |
|-------------------|---|
| Evaluation design | Are the objectives of the evaluation clearly stated?  |
|                   | Is a valid definition and measurement system available for the required data?                       |
| Data collection   | Is a standardised data collection form created?   |
|                   | Are data items clearly defined and written instructions provided for collecting each data item?     |
|                   | Is the field team (enumerators and supervisors) adequately trained to collect data?                 |
|                   | Are quality assurance reviews completed?  |
|                   | Is an electronic database used for data management?   |
|                   | Are sufficient database controls in place to identify errors?                                       |
|                   | Is there a back-up routine for the electronic database?   |
| Data management   | Have data been evaluated using basic statistics?  |
|                   | Has there been a comprehensive review for missing data and methods to minimise missing data?        |
| Data analysis     | Are missing data reported and appropriate methods used to account for it?                           |
|                   | Have potential outliers been identified and evaluated?  |
|                   | Have appropriate methods been used to provide summary measures of the evaluation results?           |
|                   | Have measures of precision been presented with the evaluation results?                              |
|                   | Have appropriate methods been used to evaluate the impact of factors that may confound the results? |

A well-planned system of procedures, performance checks, quality audits, and corrective actions were put in place to examine the quality of sampling, instrument design, scripting, recruitment and training, fieldwork and site visits, data analysis and processing.

- Some county staff (especially in counties with new governors) did not have proper knowledge of the devolution project activities and achievements.
- The Ramadan holiday also delayed data collection in Muslim-dominated counties.

## 2.6 Challenges experienced during the evaluation

- Busy schedule/unavailability of the target respondents prolonged data collection. Since it was the end of the government financial year, most national and county government employees were busy reconciling their annual plans as well as planning for the next financial year. Moreover, some of the respondents were either on leave or in workshops during the period.

## 2.7 Data Analysis

The consultant conducted a combination of statistical and thematic analysis of the data for the evaluation. Below is a table showing the data analysis techniques used:

**Table 5: Data Analysis Techniques**

| Technique                   | Narrative   |
|-----------------------------|---|
| Statistical Analysis        | Statistical tools and techniques were utilised to analyse quantitative data. The statistical packages used in analysis of the evaluation data were SPSS version 23 and Microsoft Excel. Statistical analysis provided data in form of numbers and percentages   |
| Thematic Analysis           | Field notes and transcripts of interviews and discussions were transcribed and analysed using themes that answered the objectives of the evaluation. The consultant used in house note-takers and qualitative experts to analyse collected data into themes and sub-themes guided by the project indicators. All other qualitative information from literature review was analysed and validated while conducting data collection and arranged into themes. |
| Case Study Analysis         | During the evaluation, cases that demonstrated unique approaches and success stories were documented.   |
| Policy/Legislation Analysis | Policy/legislation review and analysis was conducted to answer project indicators. The consultant looked at how various policies, plans, strategies and legislations have contributed to improved governance and socio-economic development at national and county levels.  |



# CHAPTER 3



### 3. EVALUATION FINDINGS ON PROJECT STRATEGY, DESIGN AND RELEVANCE

**DEVOLUTION REQUIRED A LOT OF RESOURCES, COOPERATION AND COLLABORATION BETWEEN THE TWO LEVELS OF GOVERNMENT AS WELL AS VARIOUS OTHER ACTORS. County governments faced a myriad of challenges such as setting up county systems, lack of capacity among the county executive and county assemblies, as well as inadequate financing to undertake various activities within the counties. As such, the ISDPD sought to provide targeted support on building systems and processes for service delivery to select county governments during the four year programme period.** ”

#### 3.1 Introduction

This chapter describes how the ISDPD aligns with the national, county and other priorities. At the onset of devolution, the national government gave priority to capacity development and alignment of policies and programmes at national and county levels as was reflected in the National Capacity Building Framework. It was envisaged that county governments would play a key role in the planning and implementation of projects and programmes through County Integrated Development Plans, leading to the realisation of the Medium Term Plan (MTP II) and the Kenya Vision 2030. In line with the new Constitution, various institutions were established tasked with different responsibilities. The Ministry of Devolution and Planning was established to provide the link between the national and county governments. Other institutions created were Commission for Revenue Allocation, Council of Governors, Transition Authority (now defunct), the Intergovernmental Budget and Economic Council (IBEC) and the Commission on Implementation of the Constitution (CIC). The Senate was also created to oversee the 47 counties. Devolution meant the transfer of power and resources from the central government to the counties.

Devolution required a lot of resources, cooperation and collaboration between the two levels of government as well as various other actors. County governments faced a myriad of challenges such as setting up county systems, lack of capacity among the county executive and county assemblies, as well as inadequate financing to undertake various activities within the counties. As such, the ISDPD sought to provide targeted support on building systems and processes for service delivery to select county governments during the four year programme period.

#### 3.2 Programme Strategy

UNDP's devolution support project employed a combined strategy of supporting top to bottom policy making processes and improvement of service delivery at the supported counties. The engagement was at national and county levels, as well as involvement and strengthening of key national institutions to deliver on their mandate, including technical support to key policy processes and sector coordination. At the county level, the focus was on providing technical and institutional support for improved service delivery and citizens' engagement in accordance with the principle of public participation as enshrined in the Constitution.

The ISDPD's theory of change seem to affirm the correct assumption that the maturity of devolution outcomes is fortified by capacity enhancements in strategic policy and legislative needs



in the counties, that are necessary to adapt to Kenya's development goals and the UNDAF (2014-18). As such, the interventions followed three critical pathways aligned to the Medium Term Plan (MTP II), Kenya Vision 2030 and the Sustainable Development Goals (SDGs). The intervention pathways were directed towards priority sectors around governance, gender equality and women empowerment, climate change, and disaster risk reduction.

The ISPDP has contributed to Kenya's national priorities by aligning its interventions along the UNDAF and UNDP Kenya CPD 2014-2018, Kenya Vision 2030, and Medium Term Plan II as evidenced by interviews with various stakeholders. The project has provided technical support to national institutions and county governments through capacity building and strengthening of governance systems. Further, the project has contributed towards MTP III by ensuring that issues of gender, disaster risk reduction and climate change are mainstreamed in national and county policies, plans and budgets.

On governance, the project provided support to implementing partners and county governments by seconding technical experts, reviewing KSG's training curricula, and development of policies and model laws. Further, the project supported county governments to strengthen their governance systems through training and policy formulation on performance management systems, monitoring and evaluation, public participation, disaster risk reduction, and human resource systems among others.

The project provided technical support for gender mainstreaming in MTP II and MTP III, as well as into the second generation County Integrated Development Plans. This was done collaboratively by UN Women, State Department for Gender Affairs, Ministry of Devolution and Planning, Council of Governors, and National Treasury, among others. UNDP together with other UN agencies were able to review 37 CIDPs to ensure that gender and other cross-cutting issues like HIV, climate change and disaster risk reduction were addressed.

The project also contributed to the public finance management reform agenda. UN Women collaborated with UNICEF and the World Bank to conduct and disseminate a report on Public Expenditure Review on Water, Sanitation and Hygiene (WASH) and health sectors. It also provided technical assistance to the National Treasury to update the Standard Chart of Accounts (SCOA) to include specific coding on gender equality and women empowerment (GEWE) which will enable tracking and reporting on GEWE in budgets.

Stakeholders interviewed believed that the UNDP strategy first won consensus on the kind of intervention required to meet a particular need before it embarked on it. In most of the counties visited, UNDP and partners worked very closely with the county administrations to identify county capacity needs and developed appropriate interventions. In this way, project interventions responded to local needs of the respective counties.

**“The project's theory of change framework was flexible, allowing UNDP and other implementing partners such as the CoG, KSG and MoDP to adjust their programmes to respond to the continuously identified needs from the counties.”**

The project's theory of change framework was flexible, allowing UNDP and other implementing partners such as the CoG, KSG and MoDP to adjust their programmes to respond to the continuously identified needs from the counties. The project proactively took advantage of new opportunities, adapting its theory of change to the dynamic development context including evolving national priorities in the country. After analysis of the gaps existing in the first generation CIDPs as well as in the MTP II, the project brought on board other implementing partners like NDMA, NDOC, PPRA, and AGPO

Secretariat among others to deal with issues such as gender equality and women empowerment, climate change adaptation and mitigation, and disaster risk reduction. This had not been envisioned in the initial project design but donors requested that the thematic areas be part of the project. To this extent, the evaluation noted that the project was flexible in adapting its theory of change to changing needs and priorities.

Further, on the theory of change, the project indicators covered various areas such as governance, peace building, HIV and AIDS, and small and medium enterprises (SMEs). Owing to limited resources, the project was unable to meet the increased demand hence some of

the planned activities such as peace building, HIV and AIDS and SMEs were taken up by other specialised UNDP units. In addition, the project took advantage of emerging opportunities such as the shift in focus to the frontier counties.

The project was very consultative and participatory. All participating implementing partners and counties worked on annual work plans together with UNDP, keeping in mind their priorities, while reflecting their respective mandates. It was noted that the implementing partners would propose activities they wanted to carry out and then prioritise them based on the available resources. Below are some comments from key stakeholders;

“...We reviewed the CIDPs for 37 counties together with UNDP and other UN agencies to ensure that gender is captured in the CIDPs plus other cross-cutting issues like HIV... **“UN Women**

“...UNDP helped us mainstream SDGs into our CIDP and it is well captured. So we were the first county to mainstream SDGs in our revised CIDP...”  
**County Government Staff**

“...We also contributed to the development of documents especially MTP II and MTP III, through technical support to the government and the counties. We have also directed some counties to evaluate the previous CIDPs which are linked to MTP II. Based on that review, some made certain changes within their priorities. So, I would say we have a lot of direct contributions...” – **UNDP**

“...The key activity done jointly with the Kenya Law Reform Commission was working on model laws. I think this is a very big achievement because the county governments and especially the county assemblies had big challenges in terms of drafting of laws...” – **Implementing Partner**

“...we also contributed to the development of documents especially MTP II and MTP III, through technical support to the national government and the counties... you will see the difference on how climate change and DRR are positioned within the MTPs and the CIDPs themselves. Now, the two are very prominent in the two documents...” – **UNDP CC/DRR Unit**

### 3.3 Programme Design

The ISPDP was designed as a national implementation project whereby UNDP used national implementing partners as entry points to the counties. Initially, the project focused on three counties, which were later increased to 13, then 21 and finally 27 by end of 2017.

During its implementation, the devolution project mainstreamed the traditional UNDP principles of development assistance namely; gender streamlining and sensitivity to vulnerability and marginalization, to guide the delivery of all project inputs. The collaboration of various UN Agencies such as; UNICEF, UN Women, UNV, WFP and UNDP, although not maintained for all the 27 project counties, ensured the United Nation's Delivery as One approach and ensured the project tapped into the expertise of the different UN Agencies.

There was a feeling among the interviewed stakeholders that the project was too broad (geographically and thematically) with limited resources. Interviewed stakeholders had divided opinion on the implementation mechanism of the project. Whereas most county governments preferred direct implementation by UNDP, national stakeholders on their part favoured the current approach of going through implementing partners. Each implementation mechanism has its pros and cons. However, national implementation was preferred because it ensures the government takes ownership hence guarantees sustainability.

A significant feature in the project design was that it enhanced interaction between the counties and the national government. The capacity building interactions, whether through the training activities or other linkages, enabled better working relationship between the two levels of government. The programme design also promoted peer to peer learning among the target counties. This was a highly approved aspect of the project.

Capacity building was conducted by national institutions such as the Kenya School of Government, Ministry of Devolution and ASALs, as well as Council of Governors. In executing the policy developments required for the counties, such as disaster risk management, partnerships with national level institutions and non-state actors are inevitable. For example, the county disaster management committees are required to have representatives from



the national government, county governments and non-state actors. This solidifies working relationships between the two levels of government.

Another important facet in the project design is that the interventions helped to link local development with national development objectives as well as global development commitments. Getting to reach this level of learning exposed county programmes to desirable understanding of the relevant issues. The county capacity for policy and development engagements therefore covered theoretical underpinnings of its roles towards realisation of national and international goals on issues such as Vision 2030, SDGs and the African Union Agenda 2063.

Capacity building of different county government staff on various issues such as performance contracting, policy making and, monitoring and evaluation, enabled counties to come up with performance management systems as well as monitoring and evaluation systems. On capacity building, the evaluation noted that the training approach initially tended to concentrate on the county executive and senior officers. Although the dissemination of the training outputs would have been a responsibility of the trained officers through other methods including the ToTs, the focus on top leadership appeared as a weakness in the project. However, this rectified towards the end of the project.

Several programme design defects were identified during the evaluation. First, the different components of the project were introduced at different times. Gender, climate change and disaster risk reduction came late due to donor requests, hence there was little time to implement the desired activities. Several activities for those three components were still ongoing at the time of the evaluation. Additional counties were also brought on board later without additional resources.

Secondly, the ISPDP design focused more on the county executive and engaged the county assemblies which play a critical role in county legislation and budget making on a limited basis. As such, drawbacks were noted in several counties where key draft legislations and policies were still pending at the county assemblies.

Thirdly, the project gave more focus to the supply side (government institutions) and left out the demand side (the citizens). This was taken as the approach based on the National Capacity Building Framework, which

had identified capacity gaps within the counties that needed to be filled in. However, for effective citizen's engagement, it is imperative to include the citizens and civil society organisations when planning for such projects. Nevertheless, this was the key focus for ISPDP's sister programme Amkeni Wakenya.

Some of the interviewed stakeholders had the following to say:

"...in terms of capacity strengthening the national government came up with the national capacity building framework, and this project contributed to that in terms of operationalizing. You realise that with counties, there was nothing in place when they came in place in 2013, in terms of supporting operationalization of the county work. The project contributed immensely to that area ..." - **UNDP**

"...Counties are put together (in the trainings). This means that we share across the counties. We learn from each other. We are exposed to the experience of others. The trainings are touching on areas that were initially neglected but have now picked up. They bring experts from treasury or institutions like the KSG to manage the exercise..." - **County Government Staff**

"...Counties are given the opportunity to identify gaps and by the time they are trained, they are tailor made to meet the challenges. The trainees benefit from the gaps identified at the county level. They also share them with UNDP or other partners like CoG or the KSG and finally, the gaps are agreed upon before the trainings are conducted..." - **County Government Staff**

### 3.4 Programme Relevance

The Devolution Programme contributed to the United Nations Development Assistance Framework (UNDAF 2014-2018) Outcome 1.3 and UNDP's Kenya Country Programme Document (CPD 2014-2018) Outcome 2 on devolution and accountability which stated that by 2017, Kenya enjoys a participatory devolution process that is well-understood by stakeholders, adequately coordinated and equitably resourced hence ensuring delivery of quality services. Devolved institutions are legally, financially and technically empowered, well-managed, effective, accountable; and resource

management is transparent, equitable, effective and efficient at all levels. The programme aimed at addressing priority areas identified in the MTP II and capacity needs in the NCBF such as capacity development of county governments and improved policy coordination and implementation. The programme provided technical and other material assistance to the national and county governments, and mobilised expertise to provide demand driven support to the various aspects of devolution.

The stated project objectives are consistent with the requirements of UN programming principles, in particular, the requirements of most vulnerable populations. UN Women played a critical role in championing gender equality and women empowerment during the project implementation. The project also incorporated frontier counties such as Turkana, Samburu and Marsabit. HIV/AIDS was factored into the initial project design even though it was later taken over by the UNDP HIV AIDS programme.

According to stakeholders interviewed, the project was very relevant to their needs as implementing institutions and county governments. Further, counties indicated that the project was very relevant since it focused on strengthening the capacities in planning, policy and legislation, performance management and also monitoring and evaluation. Since these were some of the main needs of the counties, the project therefore came in handy to fill the gaps, hence its relevance to devolution.

All implementing partners reported that the project interventions were in line with their needs and priorities. The interventions were demand-driven and arrived at consultatively. Implementing partners attested that the

project was flexible and adaptable to their changing needs during the period.

Having been introduced in 2013, devolution was a new concept in the country and most county staff members interviewed noted they did not have adequate resources to meet the varied needs. Thus county governments found the project interventions very relevant, as they came at an opportune time when counties were starting off. The trainings offered on

performance management, leadership and governance, resource-based management, records management and advanced records management, among others, proved quite relevant to the counties.

The County Integrated Development Plans (CIDPS), the most critical engine in county development, was a new tool in the initial phase of devolved governance (2013-2017). The first generation CIDPs were ambitious and unrealistic for many of the counties. They were passed hurriedly to qualify for national funding as devolution set in with varying difficulties such as matching

county revenues with available resources. This explains why for most counties, achievement of targets in the first CIDP (2013-2017) were below 70 per cent. As such, the UNDP project interventions on the review of CIDP I as well as the development of the subsequent CIDP II (2018-2022) have been commendable.

The initial period of the roll out of devolution was marked by conceptual difficulties which constrained performance and delivery of services. The devolved functions were still being unpacked by the Transitional Authority and the counties were not absolutely certain of their roles. The ISDP came in handy to clarify roles and guide the counties on their responsibilities. The importance of this intervention was observed in all the 19 counties covered by this evaluation.

**“The initial period of the roll out of devolution was marked by conceptual difficulties which constrained performance and delivery of services. The devolved functions were still being unpacked by the Transitional Authority and the counties were not absolutely certain of their roles.”**

According to the interviewed county staff members, the guidelines for county level practices emanate from the national government and as such, getting experts to explain them helped to the project effectiveness. Similarly, capacity building and trainings on PFM by the Treasury were very important.

In sum, the overwhelming approval of the project inputs demonstrated their relevance. This is true for other project interventions as well, such as awareness creation on the public procurement law, gender empowerment, and the sectoral support received in meeting challenges of climate change as well as activities on disaster risk reduction.

Responses received on the various assessments illustrated the usefulness of the UNDP project, and the fact that the activities were very relevant to the counties. In terms of M & E training, for example, the county governments acknowledged that in the absence of a framework, service delivery was hampered. The fact that the counties continue to institutionalise the M & E systems brought about by the project is a stamp of approval in terms of the relevance of the intervention. During the evaluation, a majority of the counties were finalising their M & E plans and legislative tools.

Below are some comments from key stakeholders on the project's relevance;

"...the programme was quite relevant to the operations of the county government because of the capacity building of our staff... there was training that was organised under the same programme, which incorporated things like financial management, which is quite important as far as county governments are concerned. I wish the same continues..." - **County Government Staff**

"...Without UNDP, as a county, we could have been very much behind in terms of performance. Recurrent expenditures are much higher than development expenditures, and we would not have improved our capacity in these areas." - **County Government Staff**

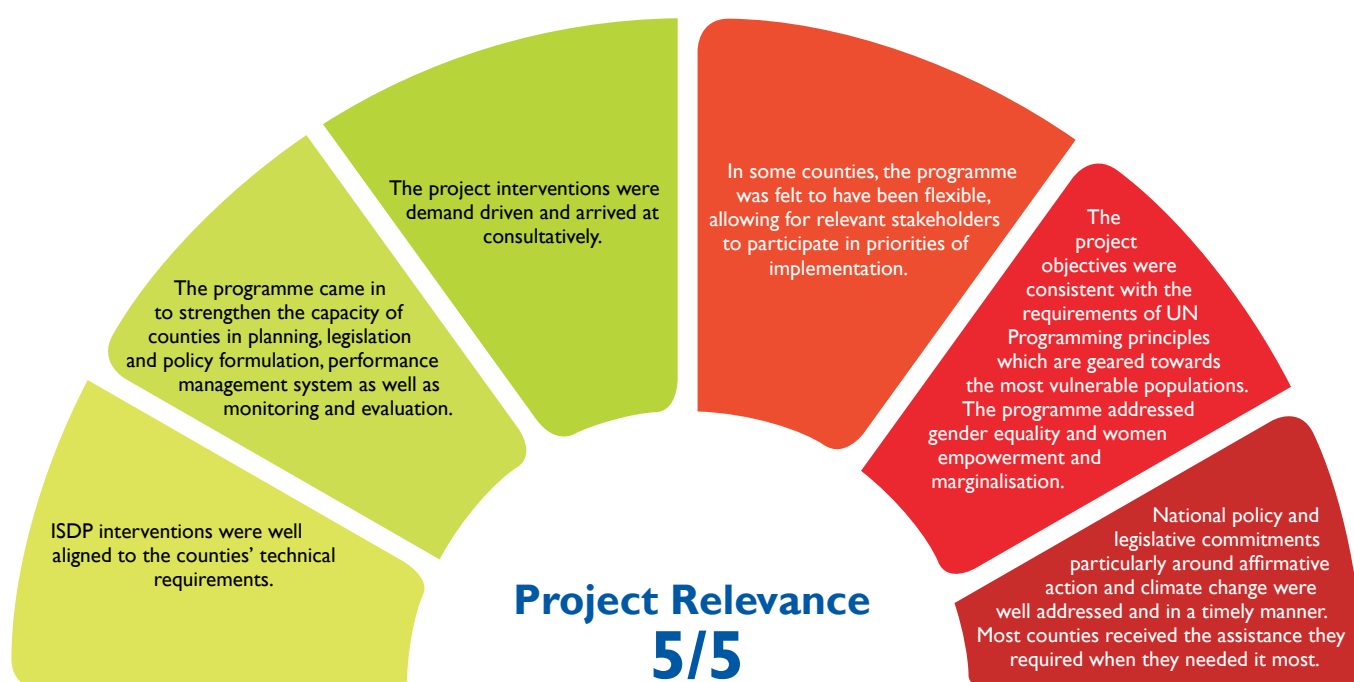
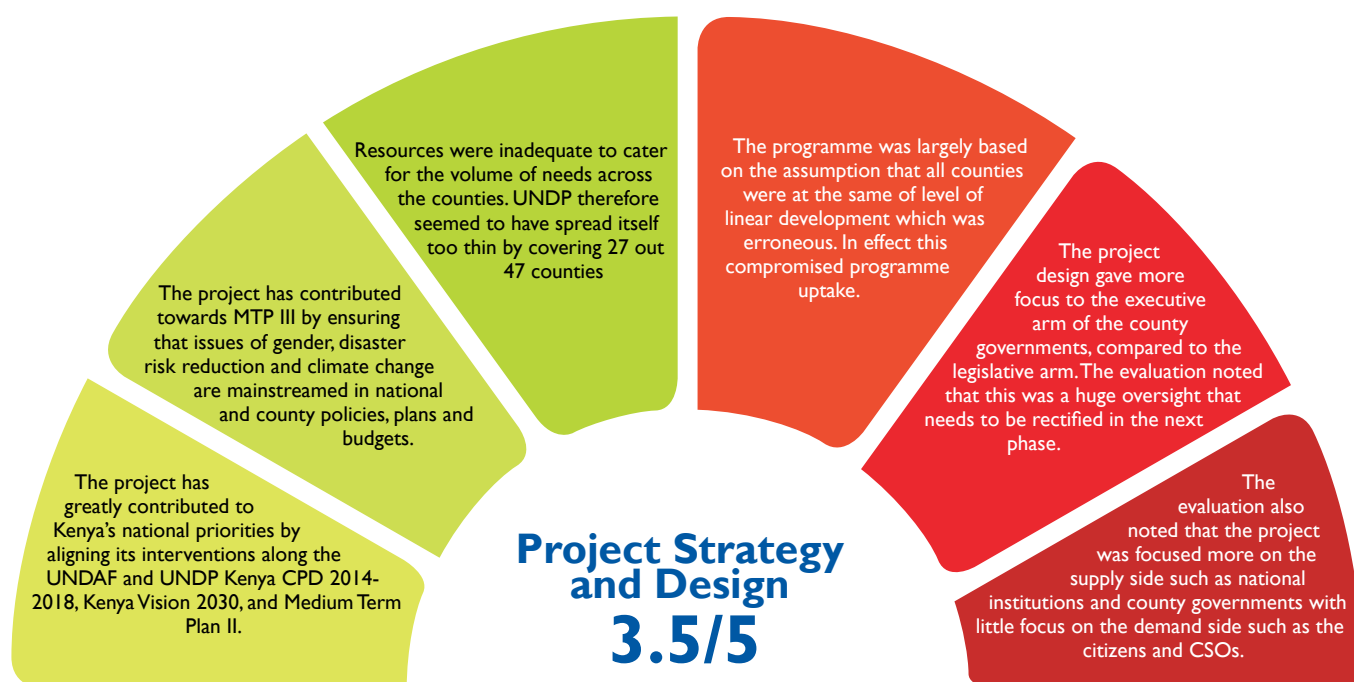
"...we believe it was relevant because, one, it was timely. It was just after the 2013 elections. I think it was relevant in improving the quality of governance by addressing the key actors that are responsible for devolution..." - **Donor Representative**

"...the project has been very responsive to our needs. Because if you look at the grounding of the project, it is about strengthening the capacity of counties in planning, legislation, development of relevant policies, strengthening county capacities in terms of performance management system..." - **Implementing Partner**

"...it is relevant because as I have said earlier, the program is geared to support what the government is currently doing. So we can say the government found it to be relevant ..." - **Implementing Partner**

"...Our first CIDP was over-ambitious. It had put in too many projects that required huge capital outlay including some projects that were to be implemented by the private sector. It became a challenge for the county to mobilise them..." - **County Government Staff**

### 3.5 Overall Assessment of Project Strategy, Design and Relevance





## CHAPTER 4



## 4. EVALUATION FINDINGS ON PROJECT EFFECTIVENESS AND IMPACT

### 4.1 Introduction

This chapter looks at how the project contributed to improving the quality of governance, socio-economic development, gender equality, women empowerment, disaster risk reduction and climate change mitigation and adaptation in the respective counties. It further discusses the extent to which the project promoted strong partnerships and strategic alliances among national institutions and development partners, UN agencies and county governments. It also looks at emerging best practices especially from county programming and how they can be scaled up in the next programme. In addition, it reflects on the degree of achievement of planned results, externalities of the project, unintended project results either positive or negative and the impact they had in improving the quality of service delivery in the respective counties.

### 4.2 Projects' Contribution to Improving the Quality of Governance and Socio-Economic Development

The ISPDP has contributed immensely to improving the quality of governance and socio-economic development in the country and in the counties. Key interventions under the Governance Component include:

- Training staff in 22 counties through CoG, CRA, KSG, MoDP Monitoring and Evaluation Directorate (MED);
- Policy formulation in 22 counties through CoG and MoDP;
- CIDP II development in 22 counties through collaboration with UNDP, WFP, UN Women, MoDP MED, CoG, NDMA, UoN, NDOC, NACC, NCPD;
- Review, translation and printing of CIDP I in select counties;
- Strengthening Performance Management System (PMS) in 22 counties through CoG.
- M & E capacity strengthening in 22 counties through MoDP MED.
- Short term (one year) United Nations Volunteers (UNV) support

Several other interventions were also accorded to select county governments on demand basis as shown 5 below:

**THE ISPDP HAS CONTRIBUTED IMMENSELY TO IMPROVING THE QUALITY OF GOVERNANCE and socio-economic development in the country and in the counties.**



**Table 6: Project interventions under the governance component**

| County          | Interventions   | County       | Interventions   |
|-----------------|---|--------------|---|
| Bungoma         | PMS strengthening, staff training on performance contracting, ICT equipment, development of CIDP II   | Kwale        | ICT equipment, development of CIDP II, Translation of CIDP I to Swahili   |
| Busia           | Public participation, SDGs training, support in establishing of a complaints and compliments redress mechanism, development of CIDP II  | Laikipia     | Public participation, ICT equipment, development of CIDP II   |
| Elgeyo Marakwet | Development of M & E policy, Indicator handbook, peace building interventions, ICT equipment, short term attachment of M & E experts, development of CIDP II  | Marsabit     | Review of CIDP I and printing for dissemination, Evaluation of CIDP I, Development of CIDP II, development of CIDP II and printing of CIDP II   |
| Homa Bay        | Electronic tool for resource mapping, HRM system, human resource development training and policy, human resource recruitment and policy for public service, human resource recruitment and training policy for county public service, Public Service Board report on employee induction policy, Public Service Board Employee Induction Policy, Homa Bay County Strategic Plan Review, Revised Homa Bay County Strategic Plan 2013-2017 | Narok        | Direct support on CIDP II development   |
| Kajiado         | PMS, Direct CIDP development support, development of CIDP II  | Nyeri        | PMS, public participation policy, ICT equipment, development of CIDP II   |
| Kitui           | Legislation drafting, HRM system, GIS and resource mapping, training of staff, ICT policy, ICT equipment, Swahili version of CIDP, development of CIDP II   | Samburu      | Resource mapping study, training of staff, peace building, public participation, development of M & E policy, DRR support, development of CIDP II   |
| Kilifi          | Legislation and policy formulation, PMS, training of staff, ICT equipment, direct county support on SDGs by UNDP staff, development of CIDP II  | Taita Taveta | M & E policy, HRM Policy and Bill, gender mainstreaming, citizen complaints and compliment system, citizen satisfaction survey, SDGs mainstreaming, public participation Bill and Policy, I UNV, establishment of law enforcement Unit, ICT equipment, short term attachment of M & E experts, development of CIDP II   |
| Kisumu          | PMS, HRM system, ICT equipment, development of CIDP II  | Turkana      | CIDP review, public participation, PMS, capacity building on legislative and policy formulation, civic education and dispute resolution forums on extractives, CIDP II development that was all inclusive development and among the Best CIDPs among the 32 CIDPs that were presented to UN agencies, GoK in Naivasha in March 2018, capacity building of County Assembly on HRBs, SDGs and public participation. |
| Vihiga          | Gender mainstreaming, CIDP Kiswahili version, training of staff, ICT equipment, development of CIDP II  |              |   |



Kwale, Nyeri, Laikipia and Kitui counties reported that they got technical assistance in terms of ICT equipment to enhance service delivery. The equipment included high quality printers, desktops and laptops. This was reported to have improved productivity of county government staff. The printers were also used in printing county government materials that were shared with members of the public.

UNDP engaged 38 United Nations Volunteers who were seconded to provide technical assistance to various counties and implementing partners. The volunteers provided technical support in M & E, statistics, climate change and disaster risk reduction. Some counties such as Kisumu were assisted to procure and operationalise human resource and performance management systems. UNDP paid consultants who assisted the counties to come up with these systems. Technical advisors were also seconded to various implementing partners and counties. Gender and legal advisors were seconded to CoG, while in Turkana County, a gender advisor was seconded to the office of the Governor to champion gender equality and women empowerment.

The counties were provided with technical assistance to review their first generation CIDPs as well as coming up with their second generation CIDPs. Counties such as Kwale, Laikipia and Kitui were supported to translate their CIDPs into popular versions and distribute them to members of the public.

The project assisted counties to identify gaps in service delivery and offered appropriate interventions. During the evaluation, counties attested that indeed the project had assisted them to improve their services, which in turn, contributed to improved governance systems.

The project also helped to strengthen relationship between county governments and national institutions. The project design ensured that national partners were able to provide appropriate capacity to strengthen the county institutions wherever needed. Resource persons from the National Treasury, for instance, have provided several trainings to the county staff in relevant areas. The Kenya School of Government used experts to handle specific training modules.

Increased interaction between county and national government officials has created harmony between the two levels of governments. That national institutions involved in the project improved its effectiveness tremendously. Several respondents appreciated the fact that the facilitators came from national government ministries. They therefore discussed practical and relevant issues easily understood by the national government.

The project also brought in experts that helped counties to incorporate SDGs into the CIDPs. County staff interviewed affirmed that training programmes assisted them to integrate SDGs in their plans and policies. During the field visits, it was established that several county assemblies were in the process of discussing the CIDPs, and the county executives were very confident that the assemblies would pass them. The second generation CIDPs reflected popular participation as required by law, while basic needs encapsulated in the SDGs were covered in the county plans and budgets.

County staff interviewed reported that their governments were now able to do budgets better after going through the trainings.

Through monitoring and evaluation, they were able to track the progress of different projects and activities. Nyeri County, for example, is now able to improve livelihoods of the residents through specific community-based interventions. Some 115 county officers were trained (50 on monitoring and evaluation, 25 on legal drafting and 40 on record management). All senior officers and directors benefitted from performance contracting training.

By far, the establishment of performance management systems (PMS) revolutionised the work of county administrations. The PMS support led to role clarification in the counties, development of performance indicators, structuring of the county workforce and reporting mechanisms. Performance management systems enabled the counties to refine their public responsibilities, values and focus. In Bungoma County, an unintended consequence of the PMS was the realisation of the need for responsible public communication and clear vision.

**The project also brought in experts that helped counties to incorporate SDGs into the CIDPs. County staff interviewed affirmed that training programmes assisted them to integrate SDGs in their plans and policies.**



The PMS gave an impetus for improvement of service delivery. According to many of the interviews, the county staff became conscious of public needs for services and within themselves as public servants; they also became keen to access quality services such as skills development, trainings and promotions.

In Bungoma, the county administration embarked on the review of CIDP to align it to the PMS. With the help of UNDP contracted consultancy firm, the PWC, Bungoma aligned its first CIDP with the devolved functions, and thereafter translated it into Kiswahili and disseminated it to the members of public. The PMS training was done in 2015 and covered senior executive officers, mostly directors, chief officers, members of the County Executive Committees, advisors, the Deputy Governor as well as the Governor. The team was taken through the process of performance contracting, including negotiations and performance monitoring. Consequently, the Governor signed performance contracts with CECs and that was cascaded to lower levels. This institutionalised performance contracting in the county complete with quarterly evaluations.

Performance management contracts were the first real attempt by the county administrations to instil professionalism and productivity in the evolving county civil service. The system encouraged accountability, public participation, gender mainstreaming as well as consultative management, among other values. These principles and values were integrated into the performance contracts and evaluated.

The PMS model had gained momentum in most of the counties. In Kisumu, UNDP supported trainings in Performance Management Systems by the Price Waterhouse Coopers Group (PWC) as well as a visit to South Africa to learn more on the workings of the system. The county government subsequently adopted performance contracting. The implementation of the performance management system led to development of service charters, staff performance appraisals as well as improved strategy planning. This led to improved governance in the county.

Kisumu County Government reported that it also adapted and simplified the PWC performance appraisal system, which it is still rolling out.

Similar experiences were recorded in Kilifi, Taita Taveta, Narok, Busia, Kericho, Baringo, Vihiga, Narok and Baringo. Performance contracts and staff appraisal tools informed by the PMS system continue to be used at various levels in all the counties visited during the evaluation.

The workshops on understanding county governance helped the counties and stakeholders to understand the roles of each other. This has reduced suspicions and tensions between the two levels of government. In turn, the counties have been able to engage the national government on critical issues. For example, in Narok, the Ministry of Environment has since provided training to residents on sustainable land development through support of UNDP.

Kericho County is in the process of finalising its M & E policy. The draft was supported by the National Monitoring and Evaluation Department, through UNDP. It has M & E focal points in all the county departments. Narok, Bungoma and Busia established County Monitoring and Evaluation Committees (COMEC) as well as technical oversight committees as required by the guidelines. The counties have embarked on constituting and operationalising M & E structures at the sub-county and ward levels.

In Turkana County, the quality of governance has improved tremendously. Gender equality has been enhanced and women are now involved in decision-making. The county government also held consultative public participation meetings to address key issues like healthcare, and extractives among others. Further, the project assisted the county government to develop a strategic plan for the Office of the Governor.

The review of the CIDPS also left the counties with a better focus and understanding of their mandates. As they moved to the second phase (2018-2022), the development of the county CIDPs became seamless and better managed. This was totally different with experiences during the first CIDP, when the county constitutional functions and mandates were not aligned. According to interviewed county staff, then, each department in the county was doing its own activities; there was no synergy and common objectives were not being achieved. The various UNDP trainings enabled the counties to harmonise their efforts and work towards common objectives.

A visit to Taita Taveta County showed that the devolution project had worked. UNDP supported the county government to prepare customer service charters, which are displayed in all county offices. The county was also supported to establish complaints, complements and information centres. During development of its second generation CIDP, UNDP provided the county government with technical support to mainstream gender, SDGs, DRR and climate change mitigation measures.

Some of the interviewed stakeholders had the following to say.

“...Before the training, as the staff members used to view each other suspiciously. In particular, the employees from the former local authorities were very sentimental. After the PMS, team work became the hall mark of service delivery. A team culture resulted...” **County Government staff**

“...The trainings opened our way of thinking and planning. Our documents are now more usable in terms of planning the directions that the county wants to go. Indicators are clear and therefore the value of resources dedicated to projects will be transparently noted and reported on. The results must also be shown...” **County Government staff**

“...Our first CIDP was more of an ambition. Because you know people thought when you mention any project in the CIDP then that was given. So when the government went to the citizens to speak their opinions, people gave all the wish lists they had. And as a result, we didn't have a plan but a wish list for a CIDP. So, but this time round I can say we have a more realistic CIDP...” **County Government staff**

### 4.3 Extent to which the project results were realised

**Output 1: Policies, Laws and institutional reforms for effective implementation of the Constitution at the national and county levels are adopted**

#### *Number of policies and laws adopted at the national level to support effective implementation of devolution*

Several laws and policies have been developed at the national and county levels. At the national level, the Devolution Policy was passed in 2016 to guide the implementation of devolution in the country. The policy outlines the roadmap for all actors, including their complimentary roles, responsibilities and accountabilities.

CoG has developed the County Performance Management Framework (CPMF) to guide counties in their development and implementation of county performance management systems for improved service delivery.

The Ministry of Devolution and Planning's Monitoring and Evaluation Department (MED) in conjunction with the Council of Governors, with support from the World Bank's Kenya Accountable Devolution Programme, developed the County Integrated Monitoring and

Evaluation System (CIMES) guidelines. These guidelines are meant to assist county governments in the design and implementation of M & E plans for their policies, projects and programmes in their CIDPs.

Other relevant policies include the Ending Drought Emergencies (EDE) policy, 2018 which seeks to tackle drought and emergencies through coordination and capacity building; the National Climate Change Action Plan 2018-2022 which seeks to address threats posed by global warming and climate change; Gender Policy developed by CoG to guide gender mainstreaming in the operations of the thematic committees at the CoG Secretariat; policy for sharing revenues among marginalised areas developed by CRA, which was to be used to allocate Equalisation Funds for five years beginning with financial year 2017/18.

The project has also supported the national institutions and county governments to develop laws and systems for effective implementation of devolution. MoDP and CoG led in the development of county model laws which act as reference points for counties while developing their own bills and policies. MoDP developed 51 model laws while CoG produced 10 model laws. These model laws have been crucial in guiding county governments in drafting their respective county legislation. Several county governments have consequently passed various laws on public participation, disaster response management, monitoring and evaluation, natural resource management, waste management, climate change, performance and human resource management among others. Below is a list of the 10 model laws developed by CoG;

#### **Box 1: 10 Model Bills:**

- County Alcoholics Drinks Control Bill 2016;
- County Model Health Services Bill 2016;
- County Sand Harvesting Bill 2016;
- County Water and Sanitation Bill 2016;
- County Access to information Bill 2016;
- County Tourism Bill 2016;
- County Early Childhood Education Bill 2016;
- County Forest and Conservation Bill 2016;
- County Waste Management Bill 2016;
- County Outdoor Advertising Bill 2016.

Several laws have been enacted since 2011 to support implementation of devolution. There are also more than 10 pending Bills in both the National Assembly and the Senate. Some of them include the County Government

Retirement Scheme Bill, Physical Planning Bill, Health Laws (Amendment) Bill, Assumption of the Office of the County Governor Bill, the Impeachment Procedure Bill, Public Participation Bill 2018, the Office of the County Attorney Bill 2018, and the County Statistics Bill 2016, among others. (see annex)

### **Proportion of Supported Counties that have capacity to formulate laws that promote devolution**

The project supported both national institutions and county governments to enhance their capacity to formulate laws that promote devolution. This was done by offering training on policy formulation and drafting of bills, among others. National implementing partners came up with model laws to guide county governments in their legislations. The Kenya Law Reform Commission worked with MoDP and CoG to develop 51 model laws and trained county government staff on legislation drafting and policy formulation. All the supported county governments demonstrated capacity to formulate laws and policies. The public participation model law was one of the model laws supported and to date 25 counties have used it to develop their own Public Participation Bills.

Analysis of county legislations in the Kenya Law Reports indicates increase of enacted county laws from an average of one law a year in 2013 to five per county per year by 2017. For instance, Kitui County developed 11 county Bills and policies, one regulation and one guideline. In Baringo County, UNDP supported the legal department, through Kenya Law Reform Commission, in strengthening its legal drafting capacity. This became a good basis for the county's development of climate change legislation.

However, according to stakeholders interviewed, County Assemblies still lacked capacity to make quality laws. It is feared that some of the county laws were a copy paste of the model laws. Thus, the imperative is to build the capacity of County Assembly staff.

### **Output 2: Strengthened Institutional and human Capacities at National and County Levels**

The ISDP design was meant to address the needs of the NCBF and in so doing, strengthen institutional and human capacities at both the national and county levels. The capacity building was done through trainings and provision of ICT materials that translated to quality service delivery and technical assistance through UNVs. Follow-up networking and personal interactions between county beneficiaries and their national counterparts have also fostered this result. The level of achievement of this Output Indicator is discussed in the annexes.

### **Percentage of Supported Counties whose Plans and Budgets are approved by OCOB**

The Office of the Controller of Budget is independent as provided for under Article 228 of the Constitution of Kenya. The core mandate is to oversee implementation of the budgets of the national and county governments, by authorising withdrawal of public funds. County Assemblies are mandated to approve county budgets, which are then assented to by the governor. The Controller of Budgets uses the enacted Appropriations Act in respective counties to release money to the counties.

This evaluation established that all supported counties had their plans and budgets approved by OCOB, during the implementation of the ISDP. However, stakeholders interviewed noted that there have been delays in approving of county plans due to lack of capacity either within the County Executive or the County Assemblies. They further observed that the County Executive may prepare the plans and documents but the County Assembly may lack the necessary capacity to interrogate these documents and pass them. Internal administrative issues and politics were also blamed for the late passage and approval of County Plans and Budgets.

### **Number of Counties with Performance Management Systems in Place**

Through support from UNDP, Complementary Development Agencies, CoG and MoDA developed a CPMF and CIMES to guide counties in their formulation and implementation of PMS and M & E systems respectively. The effectiveness of the project is germane to the content it delivered. The introduction and establishment of Performance Management Systems in the counties inspired innovation and created a new culture of service delivery in the counties. The indicators for performance contracting were basically domesticated from the systems of the national government. It also led to attitude change, which in turn, improved the management of the counties.

In 2014, devolution was still a new concept in governance. The county governments had personnel comprising of people from the national civil service, the private sector, and former local governments. As such, the new public service in the counties needed to blend and get proper directions. This indeed affected service delivery. However, the PMS helped in reforming the structures.

Performance Management Systems also ensured that goals were aligned to the strategic plans of the counties. It ensured that performance objectives matched the available resources hence enhance service delivery.

The M & E trainings were significant in the operations of some counties. The key informants in this survey, confirmed that improvement in their monitoring and evaluation capacity is what the counties required to gain the desirable momentum for the implementation of the CIDPs, and as such development in the regions. The M & E interventions enabled the counties to monitor resource allocation and use, promote optimal use of county resources and, improve county human development reporting. It was noted that performance contracting in the counties had also improved the quality of audit compliance.

The establishment of the M & E structures and plans in the counties have also improved effectiveness in county delivery of services. This is not just a function of measuring the results of the county performance but as well strengthening effectiveness of inputs. In Baringo, a key respondent stated that; in itself, the delivery of the M & E inputs ensured effectiveness of the programme as well as the beneficiary counties. At the training level, participants left with the pledge to pass down the lessons learnt to their respective counties. For example, they would start making the M & E plans and policies, institute County M & E committees (COMEC), integrate M & E in the county planning, among others. This arrangement reinforced the effectiveness of the programme inputs around M & E training. As explained by the county staff interviewed, the counties also embarked on strengthening the monitoring and evaluation responsibilities of the administration after learning its benefits through the ISPDP training.

In most counties visited, M & E committees had been constituted. In Narok, the M & E Department informed

the evaluation team that the county had established the county Monitoring and Evaluation Committee (COMEC) as well as a Technical Oversight Committee for M & E operations in the county. The Narok County Assembly has approved the M & E Bill, which now awaits assent by the county Governor.

In Samburu County, performance management contract was set and signed between the CECs and the Governor but were not cascaded down to junior officers. By having a M & E framework in place, the county was also able to monitor up to the grass root level, the extent to which the government programmes were being implemented and their impacts to the citizens. So, with the framework and the administrative structure, they were able to get feedback from the public and make amends to ensure that needs of different communities were catered for.

On the other hand, the PMS and M & E systems did not work well in some of the counties as anticipated. Implementation of these systems was resisted by the county staff, who saw it as an audit, as well as lack of political good. A section of the county staff feared that the systems would be part of an audit of their performance while in other counties, the systems did not pick up because it was affected in the political transition and buy-in was lacking or slow in the new administrations. Further, for most counties with a PMS, performance contracting was mainly effected at the top level administration and was not cascaded to the middle and lower level offices.

On measuring the output indicator 2.2, this evaluation noted that all the 19 visited counties for the evaluation had initiated PMS, but they were at different levels of operationalising them.



Some of the interviewed county staff had the following to say;

“...We saw that with an M & E policy, it will improve service delivery. It tells what should happen, by whom and for what reason. It answers all those questions. If there is a claim at law, the policy can be cited...” – **County Government Staff**

“...Instead of people working without directions, the PMS now guide them on what to do. The PMS is time bound, and the targets have to be achieved within a specified period. The county executive is bound to provide resources to achieve them...” – **County Government Staff**

“...M & E is about implementation of governance. We are now able to come up with M & E policy and reporting tools. Also the indicator handbook has helped in tracking performance across all the sectors...” – **County Government Staff**

“... We sign performance contracts at the beginning of every financial year and we have some deliverables. We engage with our immediate supervisor and agree on the deliverables. There are some appraisals in between to actually see whether we are on target or not...” – **County Government Staff**

“...M & E was viewed as some kind of audit. Some accounting units were not willing to release information and report on their weaknesses. Generally, it did not work well...” – **County Government Staff**

“...During the PMS project delivery, you could see it had a very positive impact but it did not roll down to action officers, such as the ward administrators, middle level and lower officers. This should be done...” – **County Government Staff**

“...In performance management, there was real emphasis on proper documentation e.g. completion certificates for development projects, duly signed reports, attendance sheets of meetings, minutes etc. It helped to reduce audit queries and increased citizen participation in decision making...” – **County Government Staff**

“...We drafted chapter 6 of the CIDP (this requires M & E issues to be determined) without a consultant, and have been able to institute the key M & E committees in the county. This was possible through the help by UNDP. Their facilitation has been important...and by empowering county officers with technical skills, they could push others...” – **County Government Staff**

#### **Number of Counties that develop business models that are inclusive and sustainable**

Each of the 19 visited counties had a unique strength. These strengths have emerged as strong business models that can be replicated by other counties. Peer-to-peer learning among county governments has enabled them to pick up best practices that can be replicated across board. Whereas public participation framework was strong in Laikipia, and Taita Taveta counties, climate change was strong in Makueni and Narok counties. Additionally, Bungoma and Kericho counties had strong PMS and M & E systems while Baringo and Kilifi counties were highly visible for DRR models. This goes to show that each county is nurturing successful business models that others could learn from.

On the status of output indicator 2.3, each of the 19 visited counties had a successful business model that was sustainable and inclusive.

Below are some comments from interviewed respondents in the counties;

“...We learnt about revenue collection in Kisumu and Nairobi counties. Now we have an automated revenue collection system. On issues of peace, we have worked with many counties across the country...” – **County Government Staff**

“...We did benchmarking in Lamu County when we were preparing our county spatial plan. We have also benchmarked with Nakuru also on spatial planning to find out the extent to which they focused their basic planning unit...” – **County Government Staff**

“...Currently, we have devolved up to the village level as per the County Government Act of 2012 and this has really helped us to be in touch with the people. We only have the final unit of devolving this to the village councils...” – **County Government Staff**

“...UNDP supported us to establish county complaints, compliments and information centres to enhance access to information by members of the public and enable county staff to respond to citizens’ concerns and complaints in a timely manner...” - **County Government Staff**

**Output 3: Evidenced planning, budgeting for improved service delivery at county level in tandem with reduced security threats and improved response to risk and disaster in selected counties**

#### ***The existence of disaggregated data to inform socio-economic development***

This evaluation noted that counties still predominantly rely on the Kenya National Bureau of Statistics (KNBS) data to inform their socio-economic development. Where counties held meetings, they produced sex-disaggregated data of the participants. None still, related to the PMS and M & E activities, a few county specific surveys were conducted to improve data particularly on baseline information relating to some of the development sectors in the county.

Five counties, Taita Taveta, Bungoma, Homa Bay, Narok and Vihiga have commissioned various surveys, whose findings have been used to inform planning for socio-economic development. In Turkana County, county government employees interviewed indicated that they relied heavily on UNICEF and KNBS to get data that informed their planning.

Counties such as Vihiga are making use of county fact sheets to enhance planning and activity monitoring. The fact sheets contain socio-economic and demographic statistics and they are updated regularly. Nevertheless, most of the figures are from KNBS as well as the departmental heads.

Still, many counties are moving to revamp their statistical capacity. However, the function is seen as a national government mandate.

It was noted that most counties don’t have sufficient resources to collect their own disaggregated data. In overall, counties do still rely on KNBS for authoritative and reliable data for planning.

Below are some comments from county representatives;

“...We have arranged with Kenya National Bureau of Statistics, through them we coordinate with UNICEF. In fact, UNICEF helps us a lot to get data related to issues of children...” – **County Government Staff**

“...UNDP supported Taita Taveta County to conduct a baseline perception survey. Based on the survey findings, the county government came up with a Service Delivery unit to monitor projects implementation...” – **County Government Staff**

“... Counties still lack the capacity for analysis of complex statistical data, have no drones for aerial photography and other equipment to collect county specific data but it would be good to have them. We understand that KNBS is gearing to do county specific economic surveys or prepare county GDP information. These would be very helpful. They are still leading us, but we need locally generated data that is verifiable and people can refer to confidently in decision making. We need county statistical units with same capacity as the KNBS....” **County Government Staff**

### **Number of Surveys, MDGs and HD reports, assessments, analytical works, policies, and advocacy papers conducted/prepared to inform development planning and management at national and county levels.**

During the project period, 18 surveys, MDGs and HDs, assessments, analytical works, policies and advocacy papers were conducted/prepared to inform development planning and management at national and county levels. They include: Devolution Policy, CPMF, Public Expenditure Review on WASH and Health sectors conducted jointly by UNICEF and UN Women; Annual Devolution Conference Communiqué; Hazard Atlas Maps for six counties, EDE Policy, GIS needs assessment in 33 counties, Development of county spatial plans guidelines, Development of MTP III Climate Change Thematic Plan, Preparation of the National Climate Change Action Plan, Gender Policy by CoG, Review of the Public Finance Management Reforms Strategy 2013-2018, Development of Gender Chapter for MTP III, UN Women Study on Preferential Procurement Scheme, Gender Rapid Assessment of GEWE in 10 Counties, Gender Responsive Budget Scoping Analysis, and Policy Brief on PFM in Kenya after devolution. County governments also produced their own policies, reports and surveys on different sectors over the implementation period of the ISDP.

### **Number of counties with DRR mainstreaming guidelines**

To a varying extent, all the 19 visited counties face tremendous risks of natural disasters and emergencies as seen from the responses with incidents such as landslides, drought, flooding, flash floods and lightning. UNDP interventions encouraged DRR responses based on policy awareness and legal reforms. In counties that implemented the PMS, DRR was a cross-cutting theme. As such, the respective county administration gave prominence to this feature. DRR was majorly seen as a mandate of the Office of the Governor, some of whom have in turn delegated it to their deputies.

Through the ISDP sensitisation, counties are now mainstreaming DRR into their plans, policies and budgets. Whether arising from UNDP support to counties such as Baringo, Narok, Turkana, Marsabit, Samburu, Kilifi, Laikipia, and Makueni, or because of the indirect influence of PMS and M & E activities, county governments have now mainstreamed the issues of DRR and climate change. The effectiveness of the interventions is demonstrated by the fact that the counties have passed laws and policies on DRR and climate change. In some of the counties, UNDP is supporting the development of county spatial plans for better coordination of human activities.

Below are some comments from key stakeholders;

“...we worked with the CoG to bring on board a certification program for maybe three or four staff from all the counties and they are finalizing the procurement right now...” – **UNDP CC/DRR**

“...we have managed to in build climate change resilience and DRR in performance evaluation, in the new generation CIDPs, in the county spatial planning, national guidelines, frameworks etc. So, there is awareness by the planners and economists and the decision-makers in terms of importance of climate change being embedded in planning frameworks...” – **UNDP CC/DRR**

### **Output 4: Citizen Participation mechanisms and processes to ensure effective and equitable service delivery and people centered devolved system of government**

#### **Percentage of citizens satisfied with public service delivery by National and County Governments (Disaggregated by County, sex, age and social group)**

This indicator was measured through a household survey in 15 select counties. Two thirds (66 per cent) of the surveyed respondents expressed satisfaction with the national government's service provision. Members of the public were highly satisfied with provision of: Education services (75 per cent); social security for the elderly, and vulnerable groups (73 per cent); referral health services (70 per cent); and registration services such as issuance of birth and death certificates, identity cards and passports (70%). On the flip side, the citizens were highly dissatisfied with the national government's effort to lower the cost of living (45 per cent). Comparatively, there is no major difference in satisfaction with national government's

service delivery among male and females (see table in annexes). Satisfaction with national government's service provision was highest in Kwale, Kirinyanga, Kisumu and Taita Taveta counties at 73 per cent, 71 per cent, 71 per cent and 70 per cent respectively.

Regarding service provision by county governments, 65 per cent of the respondents expressed satisfaction with their county government's service provision. Members of the general public were mainly satisfied with their county government's service provision on: County education services - early childhood education, village polytechnics (72 per cent); county health services (67 per cent); provision of clean water (66 per cent), and county planning and development (66 per cent) (see annexes for figure). Further analysis shows that women were slightly more satisfied with their county government's services compared to males. Satisfaction with county government's service delivery was highest in Kisumu, Taita Taveta, Turkana, and Makueni at 75 per cent, 71 per cent, 70 per cent, and 70 per cent respectively (see annexes for tables)

During the evaluation, counties visited were proud of improvements in ECDE. Most counties have invested in basic education by improving ECDE infrastructure, including employment of thousands of ECDE teachers, hence enhancing early childhood education. In Kericho County, for instance, cumulatively since 2013, some 964 ECDE teachers have been recruited. This has improved transition for ECDE to primary school. In a sense, ECDE developments resulted in many unintended consequences with important gender considerations. Most of the ECDE teachers are women, and bringing them into service has improved the ratio of women in the employment of the counties.

Counties visited have various success stories. A number of development programmes have been put up by the county governments which otherwise would have taken many years to accomplish. In most of the counties including Kericho, Vihiga, Busia, Homabay, Bungoma and Baringo, key informants singled out the opening up of rural access roads. Each county believes that its access roads are far better than in the past.

Regarding agriculture, a basic fulcrum in the devolved functions, many counties are supporting improved agricultural productivity as a source of self-employment and basic livelihood for families in the rural areas. In the area of health care, several counties, notably Narok and Vihiga recounted improvements in access and quality of healthcare. The counties noted that they employed many nurses thereby improving the population/nurse ratio in the healthcare facilities.

### Extent of citizens engagement in the supported counties

In support of citizens' engagement, MoDP developed, launched and rolled out the County Public Participation Guidelines (supported by the World Bank) and Civic Education Curriculum supported by ISDP in all the counties. The County Public Participation Guidelines and Civic Education Curriculum has enhanced the capacity of citizens in holding the county governments to account for the results achieved against government expenditures. Twenty five counties, including Busia, Nyeri and Taita Taveta, have used the guidelines to develop their respective county public participation laws and policies. Most of the supported counties including Makueni, Turkana, Busia, Kilifi, Kitui, Laikipia, Nyeri, Taita Taveta, Kwale and Vihiga) have put in place citizens' engagement mechanisms by developing public participation frameworks.

Citizens' engagement has enabled county governments to deliver quality services. There is more public accountability and compliance due to participation of the public in the processes. Citizen participation has also helped with inclusivity in aspects of development allocations in the counties.

Laikipia County was supported to establish public participation structures and mechanisms by the ISDP. The county has utilised the structures in reaching out to the citizens, knowing their areas of priority, engaging them during budgets and plans formulation, as well as going back to the public to discuss the outcome. Further, the county in collaboration with the public, was able to build a scorecard to improve governance in the county. The scorecard served as an agreement between the county government and members of the public, and was used to monitor the county government achievements.

Overall, 34 per cent of the surveyed respondents affirmed that they had attended a public/town hall meeting to discuss affairs of their county. In a County Scorecard Index conducted by Infotrak in 2015, public participation stood at 20 per cent. Citizens' engagement in county forums was slightly higher among males (37 per cent) compared to their female (30 per cent) counterparts.

Public participation in county forums was slightly higher in urban areas (37 per cent) compared to rural areas (33 per cent). Laikipia, Homa Bay and Taita Taveta counties recorded the highest public participation incidence rates at 72 per cent, 52 per cent and 49 per cent respectively (see table in annexes). Public participation forums in the



respective counties were mainly convened by County Assemblies/MCAs (46 per cent), national government administrators (41 per cent) and County Government Executive (31 per cent) (see annexes for figure).

During the evaluation, it was noted that most counties have a public participation and civic education framework in place. Frameworks and channels to engage the citizens were put in to place to guide engagement and dialogue. Further, 38 per cent of the surveyed respondents affirmed that there exists a feedback mechanism in their respective county governments to inform the citizens of the approved projects. Generally, 38 per cent of the surveyed members of the general public were satisfied with the extent of public participation in their respective county governments (see annexes for tables).

Below are some of the best practices in citizenry engagement.

“...Makueni county has won accolades in terms of putting in place public participation framework and the citizenry is key. We have the bulk SMS, the county website where the people can actually interact and get to know what the government is doing, areas of clarification and we have, in the framework, the development committees at the ward, at the sub-county and at the village. And these committees comprise of 11 persons who actually forge for the aspirations of any particular community...” – **County Government Staff**

“...We have an elaborate framework of public engagement. As a matter of fact, every financial year, before the budget is passed, before we even send our proposals to the county assembly, we have teams that go to the village level. Initially, we used to do our public participation from the ward level but now it begins from the village level. So, we go to all the 77 villages, and all the departments are represented. After that, professional groups, investors, CBOs, and NGOs are given an opportunity to give their views. Thereafter, a county validation workshop is held where two representatives from each village are invited. The county assembly also organises further public participation forums before passing the budget. ....” **County Government Staff**

## Output 5: Pilot testing of full local development cycle, including participatory planning, budgeting, local level implementation capacities, performance and change management, monitoring and learning

### *Number of county governments supported to deliver equitable, high quality public services*

The ISDPD piloted Area Based Programming in Turkana and Marsabit counties. In the two counties, various UN Agencies were able to leverage on their expertise and this reduced the cost and duplication of work. However, there was a feeling among the implementing agencies that the concept and the programming did not work as anticipated because the respective UN Agencies planned differently. Resources were also mobilised differently for the involved agencies.

The design of the programming approach did not also elaborate clearly how to operationalise the Delivering as One Concept (DAO) and thus the involved UN Agencies were left to interpret it on their own. Turkana County had an advantage as compared to Marsabit County, since the DAO concept initially started in Turkana. A lot of resources were directed towards Turkana County, while Marsabit County joined the programme later through the cross-border initiative. It is also worth noting that Turkana County has a Delivering as One secretariat while Marsabit County does not. The secretariat is able to meet regularly together with the county government representatives and discuss the implementation of the programme.

Turkana County also had the advantage of being host to many UN Agencies even before the ISDPD and thus this made it easy for the DaO and ABP to take root and take off easily. These UN agencies had invested heavily in the community and their projects were visible as compared to Marsabit County.

Turkana County has a gender advisor seconded to the Office of the Governor. The gender advisor mentored and coached women on available opportunities within the county to enhance their empowerment. She also facilitated women in the county to register companies and access information on procurement opportunities; she advocated for job placement at the County Public Service Board for women, youth and PWDs as well as advocating for procurement opportunities for women.

The technical advisor also worked in collaboration with the county government to negotiate with banks for loans for women against LPOs. Turkana County has also developed a PMS with the help of the ISDP. It is an integrated system which serves various functions, including human resource and performance contracting. The system will be launched by the county Governor in July 2018. In addition, the county was supported to conduct public participation forums on extractives sector. This was done up to the lower levels of administration in the county and in collaboration with other UN Agencies.

In Marsabit County, most of the investments were in terms of capacity building and enhancement and thus not easily visible to the community. The project supported Marsabit County to review its CIDP in line with the constitutional requirements of integrating national values, equity, resource mobilisation and concerns of minorities and marginalised groups, and the shifting of development paradigm. As a direct result of the ISDP support, Marsabit was among the first counties to align their plans and activities with the Constitution of Kenya 2010, Kenya Vision 2030, Medium-Term Plans (MTPs) and SDGs. The CIDP process was aided greatly by the UN joint programming, where various experts from the UN and outside contributed immensely to its development. The county was also able to print and launch the CIDP due to the DaO modality. Further, through the ISDP, Marsabit County was supported to develop its second generation CIDP, which is currently being debated by the county assembly.

UN women conducted a training in Marsabit Country under the theme “He for She”. World Food Programme also offered support to the county. After conducting gender analysis survey in July 2016, they found gender gaps in issues like ownership of resources, access to resource at household level and institutional level, control of resources at household and institutional level, as well as participation in education. They collaborated with the county assembly and allocated funds for gender empowerment programmes.

Training was done for income generating activities, campaign against FGM, empowerment of people with disabilities, women rights, and youth rights.

## Output 6: Improved Programme Management support to the devolution programme

### Number of Staff Engaged

The project had engaged six staff who includes a technical advisor, programme manager, project officer, and programme assistant. However the M & E officer and procurement officer had left their positions by the time of the evaluation.

### Number of Unqualified Audits Conducted

The project has four unqualified reports for 2014, 2015, 2016 and 2017.

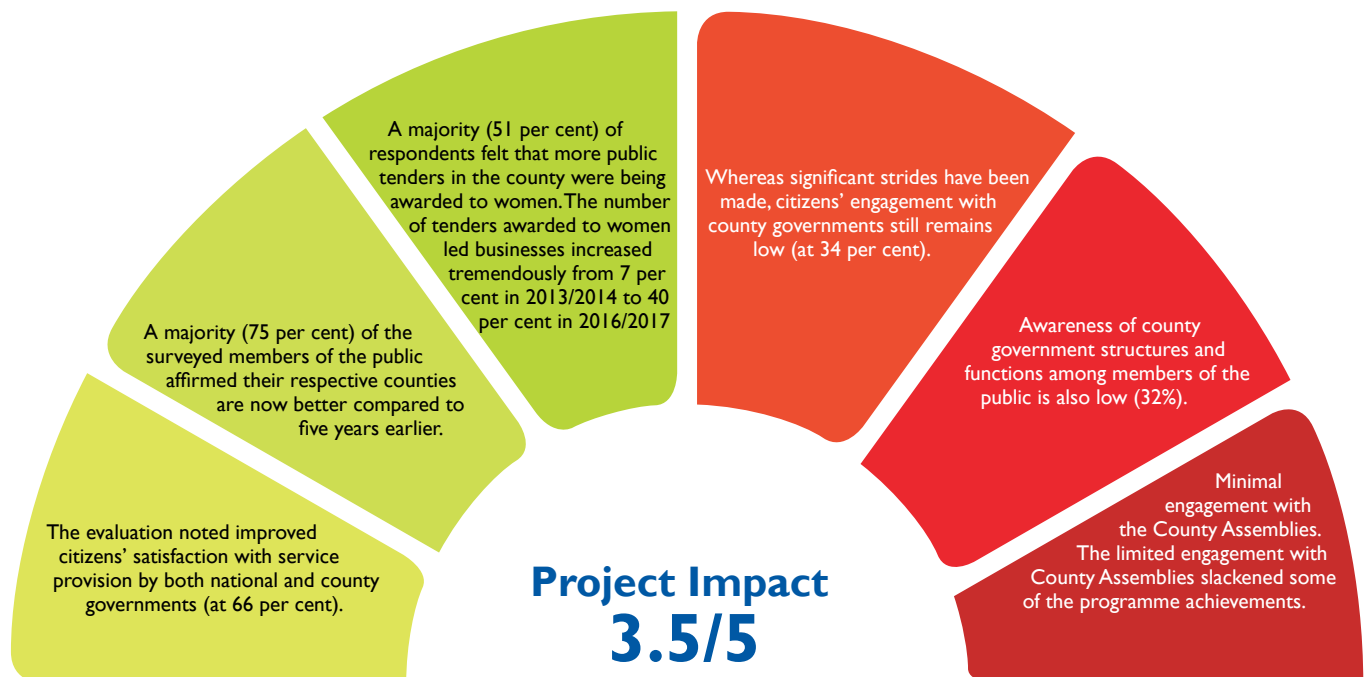
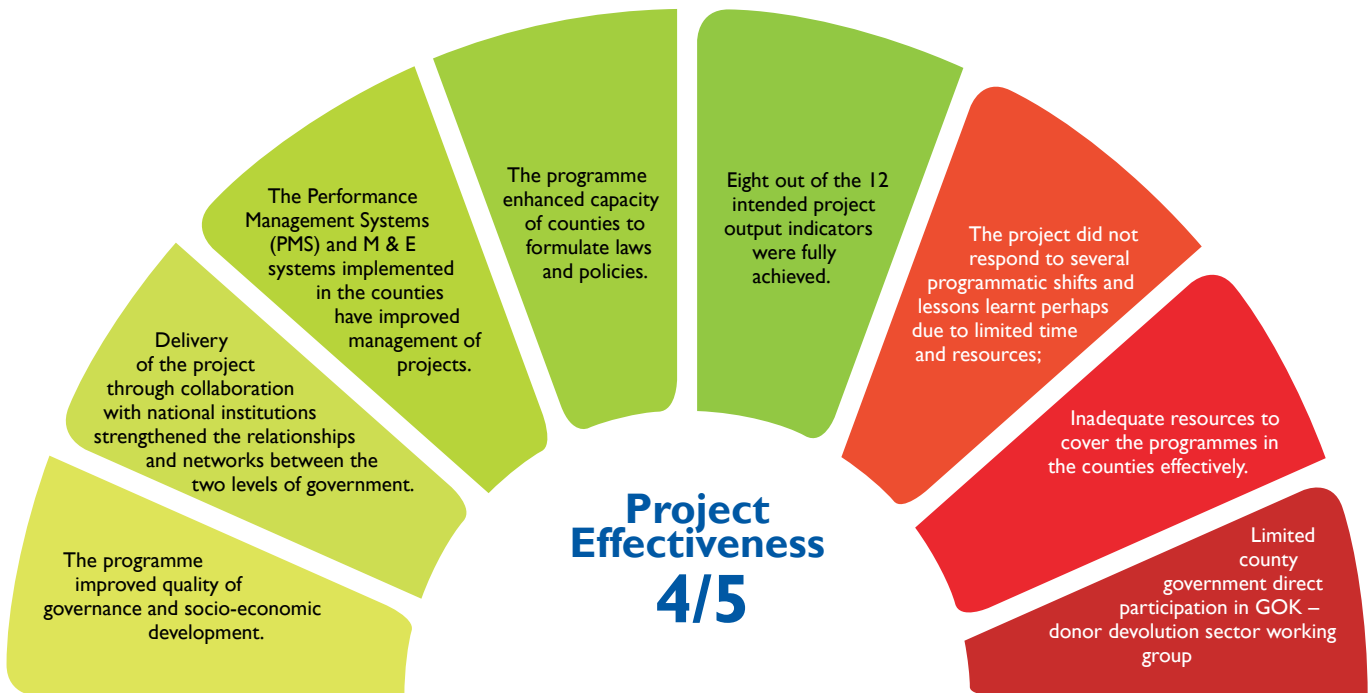
## 4.4 Programme Impact

Though not directly attributable to the ISDP, the evaluation noted improved awareness of county governments among the surveyed members of the general public. Nine out of every 10 respondents affirmed their awareness of county governments. Such awareness was slightly higher among male respondents (89 per cent) compared to their female counterparts.

Awareness of the structure of county governments is low. Only about three out of every 10 surveyed members of the general public indicated that they were aware of the organisation of the county government executive and assembly. Similarly, only about one third of the surveyed members of the general public indicated that they are informed of the functions of the county government executive and assembly.

A majority (75 per cent) of the surveyed members of the general public affirmed their respective counties are now better compared to five years. This is an indication of improved service delivery by county governments. Makueni, Laikipia and Kitui counties had the highest proportion of respondents who opined that their counties were now better compared to five years (see annexes for figures and tables).

## 4.5 Overall Assessment of Project Effectiveness and Impact





## CHAPTER 5





## 5. EVALUATION FINDINGS ON PROJECT SOCIAL AND ENVIRONMENTAL CONSIDERATIONS

### 5.1 Introduction

This chapter looks at how cross-cutting issues of gender, climate change and disaster risk management were integrated into the devolution project.

### 5.2 Gender Equality and Women Empowerment (GEWE)

Gender mainstreaming for the ISPDP was championed by UN Women. Key interventions under the GEWE component were:

- UN Women worked with the National Treasury and PPRA to ensure women access to procurement opportunities; this was through mentorship and coaching of women on available public procurement opportunities to enhance women empowerment;
- Gender mainstreaming in planning and budgeting in national and county processes. UN Women in collaboration with CoG and the OCOB, trained IPs to strengthen their capacities to undertake gender responsive budgeting;
- Enhanced capacity for county officials from 14 counties on Public Procurement and Asset Disposal to enhance women empowerment;
- Conducted a County Gender Rapid Assessment on GEWE for informed decision making in ten select counties;
- Developed (in conjunction with CoG) a Gender Policy to guide gender mainstreaming in the respective counties
- Conducted a Public Expenditure Review (PER) in Health and WASH sectors in conjunction with UNICEF;
- Produced a Gender Responsive Budget Scoping Analysis;
- Produced a Policy Brief on PFM in Kenya after Devolution;
- Prepared an Assessment Report on Access to Government Procurement Opportunities;
- Worked with the Private Sector to ensure there is gender diversity and inclusion in their procurement undertakings;
- Strengthened county-level planning and Public Financial Management (PFM) systems by sensitising 47 County technical officers on the CIDP guidelines and how to mainstream cross cutting issues including gender in the development of the second-generation County Integrated Development Plans (CIDPs.);
- Provided technical and financial support to the induction of the County Governors and Deputy Governors after the 2017 general elections;

**THE ISPDP  
HAS GREATLY  
CONTRIBUTED  
TOWARDS  
MAINSTREAMING OF  
GENDER EQUALITY,  
women empowerment,  
climate change  
adaptation and  
mitigation and disaster  
risk reduction into  
national and county  
government budgets,  
plans, and policies.**



- Provided technical support to SDGA in developing the first five-year strategic plan (2018-2022);
- Commissioned a study on Preferential Procurement Schemes as a tool for inclusive economic growth and poverty alleviation;
- Provided technical support for gender mainstreaming for both MTP II and MTP III. UN Women in partnership with the SDGA and CoG spearheaded the development of the gender chapter for the MTP III through consultative meetings with the County Government Directors in charge of Gender affairs;
- Reviewed CIDPs for 37 counties together with UNDP and other UN Agencies to ensure that gender is actually being captured plus other cross cutting issues like HIV;
- Provided technical assistance during development of medium term expenditure framework budget guidelines, which have a requirement for gender desegregated data;
- Facilitated the review of the Public Finance Management (PFM) Reforms Strategy 2013-2018.

The most effective anchor for engendering county activities was the requirement by PMS and M & E to include gender indicators in performance contracting, as well as county monitoring and evaluation frameworks. Gender issues were mainstreamed in county plans and activities.

In all the counties visited, gender issues had been incorporated in the human resource and procurement frameworks. By estimations given by the interviewed county staff, county recruitments have made significant strides in meeting gender balance in the county public service. Most counties have reportedly achieved the 50:50 ratio in gender balance. As mentioned earlier, the number of women in the county service rose significantly because of recruitments in ECDE and health sectors.

Regarding gender empowerment, the ISDPD in some counties launched sensitisation workshops that trained participants on gender mainstreaming. In Taveta and Vihiga, respondents acknowledged that UN partners had been around in the counties with related gender mainstreaming and women empowerment activities. UNDP-supported several women empowerment activities in the two counties, especially on leadership. Though ISDPD support, Taita Taveta County government organised public sensitisation forums to change perception towards women and leadership. Some 2990 (930 males and 2060 females) benefitted from the training. In total, 40 meetings (two per ward) were organised. Indeed, the sensitisation forums bore fruits.

One of the beneficiaries of the women and leadership trainings was elected MCA (Wundanyi/Mbale Ward) in the 2017 general elections. There was no female in the first county assembly. Further, there was notable increase in the number of women vying for the various elective positions in the county. According to an interviewed county staff in Taita Taveta, there are noticeable changes in attitude towards women. For example, communities now insist that more women must be included in project committees.

County officers who went through training under the Integrated Support Programme to Devolution Process were also taken through gender awareness modules. The county officers were trained on gender mainstreaming in the CIDPs and county plans, a component that most of the beneficiaries reported to have been properly incorporated in CIDP II. In a few counties such as Turkana, UN Women also seconded gender advisors as well as mentees. Kericho County has a gender mentee who is attached to the Office of the Deputy Governor. The mentee is learning on the job; accompanying the lady deputy governor for meetings, preparing her talking points, and taking minutes.

In Samburu County, the support received under the project contributed to improving gender equality and women empowerment by 1 per cent. There was increased women empowerment in comparison to the previous years. Women working in the county assembly and executive were trained on how to effectively carry out their duties.

In Nyeri County, gender equality and women empowerment programmes were supported by the gender and social services department, which gets an annual allocation of 5 per cent of the total county revenue.

In Kilifi County, gender equality and women empowerment has been mainstreamed unlike in the past when it was treated as a cross-cutting issue. The county has a department and even a section for gender. The gender section was allocated KES 8 million in the 2017/2018 financial year compared to others that got no more than KES 3 million. In terms of employment, the Governor has actualised gender balance in appointments whereby there are five CECs women and five CECs men.

UN Women partners had reportedly rolled out training workshops for women in Busia County with the aim of enhancing gender responsive budgeting. The county respondents also reported that the administration had supported internal training for staff on mainstreaming gender. Such trainings propelled women to compete and benefit from tenders in the county government in

line with the AGPO rules. Accordingly, the respondents believed that the gender components of the project were effectively entrenched in the county.

In most of the visited counties, gender empowerment initiatives mainly focused on supporting opportunities for women credits. Several counties such as Kilifi and Taita Taveta have dedicated kitty to support small business loans (say KES 10,000-100,000) for women borrowers within organised groups. This is mostly a revolving fund, and reportedly is a successful story for the women groups involved in income generating activities. Taita Taveta County has a gender unit in its Youths, Sports, Gender, Culture and Social services department. The department has a fund called Datu (Dawida Tuveta) Sawazisha Fund to empower women. The county government sets aside KES 90 million per year for the fund. The kitty has done a lot in terms of improving the lives of women, the youth and persons with disability. Still, little was noted on entrepreneurship training for the beneficiaries although the loan schemes were said to be very successful. However, continuous sensitisation on gender mainstreaming remains an imperative.

The impacts on gender equality and empowerment were varied. Despite several activities by the ISPDP to foster gender mainstreaming in the work of the counties, more appreciation appeared to remain at the planning level. The CIDPs have demonstrably integrated more gender concerns than before. This has also been reflected in the budgets which are aligned to the CIDPs. Specific examples of the women friendly activities in the budgets were noted in the survey. They include provision of solar street lighting in the markets to improve security for market users and the women (Homa Bay), provision of poultry projects to women groups (Kericho) and the expanded reticulation of water points (Baringo and Narok).

In Busia, Bungoma, Kericho and Baringo, the respondents believe that gender issues would be boosted by setting up gender offices with designated staff. At present, some of the counties are handling gender as an appendage function, mostly co-shared with education. This approach is seen as inadequate to address the unique and complex historical challenges that meet the issue of women's empowerment.

The not more than two-thirds gender law is well-known in the counties. Respondents were also aware of the provision of the affirmative rule regarding all public procurements for which 30 per cent of the tenders are reserved for women, youth and persons with disabilities (AGPO). The strength of the rule is that the

PPRA requires the counties to monitor and report on its compliance. In Narok, Kericho, Busia and Bungoma, respondents were happy with the law, and affirmed that the counties had embraced it. They indicated that the county reports to the PPRA have been prompt and positively received by the Authority.

Analysis of AGPO statistics shows improvement in the number and value of government contracts awarded to women, youths and persons with disabilities.

The number of tenders awarded to women led businesses increased tremendously from 7 per cent in 2013/2014 to 40 per cent in 2016/2017. Further, during the household survey, a majority of the respondents opined that their respective county governments always/sometimes observed various aspects of gender equality and women empowerment, (see annexes for table and figure).

During county visits, some of the interviewed staff had the following to say:

“...I know of a few women groups that have already benefited from tenders given by the county government. Whenever we have functions, the people who supply tents, water, food in most cases are women groups. Whenever we have projects, women groups are given opportunities to supply ballast, sand. So, we have women groups, though not so many, that have benefited from these tenders. We also have women contractors who have been given jobs by the county government...” **County Government Staff**

“...We split the tenders whereby things like catering are given to women and other aspects given to men. After they have submitted their proposals, we sit as a committee and decide on how the tenders should be allocated to the special groups including men, women, persons with disabilities...” **County Government Staff**

“...Monitoring of gender empowerment is done by the Ministry of Tourism, Gender and Culture. It has a gender mainstreaming services which has sensitised the women on opportunities in the county government especially on procurements. But they go beyond procurements. There is also a social protection policy to guide budgeting for programs that address vulnerability...” **County Government Staff**

### 5.3 Climate Change and Disaster Risk Reduction Component

The CC/DRR component was implemented by UNDP's Energy, Environment and Climate Change Unit through partners such as NDMA and NDOC. Key interventions under the component include:

#### Climate Change

- Climate Change Mainstreaming training;
- Validation of CIDP Indicator Handbook;
- Preparation of National Climate Change Action Plan II;
- Development of the MTP III Climate Change Thematic Plan;
- Development of the M & E Policy Action Plan - covering all counties;
- Development of County Spatial Plan Guidelines - covering all counties;
- Conducted a County Spatial Plan Pilot;
- Carried out a GIS Needs Assessment in Kenya – covering 33 Counties;
- Provided County Spatial Plan Support.

#### Disaster Risk Reduction

- The project has supported mainstreaming of disaster risk management into Ending Drought Emergencies (EDE) framework and MTP III;
- The project has supported nine county governments to domesticate the Sendai Framework for DRR;
- The project has supported eight counties to develop risk information through mapping of hazard risks as well as building the capacity of county level planners to utilize the risk information for planning and budgeting;
- The project provided technical support and training to counties to improve county level mechanisms for disaster preparedness and coordination;
- Support to nine counties to increase knowledge and capacity for policy, legislation and development planning through a series of trainings. Thirty eight pieces of policies, bills, strategies and other frameworks have been developed or reviewed as a result of the enhanced capacities at county level;
- Preparation and launching of the County Performance management framework by the Council of Governors prepared and launched that clearly outlines the inter-linkage among all county plans;

- Advocacy to mainstream DRR into Policies, Development Plans, Strategies and Legislation in all supported counties;
- DRR Capacity building for County technical officers/MCAs/CECs in all supported counties;

The counties visited during the evaluation have supported climate change mitigation and adaptation measures particularly; the proper land use and management measures (on irrigation, adaptability, and others), conservation of catchment areas, reforestations as well as flood control. Counties such as Kitui and Narok are stronger on regulating charcoal burning. Narok has developed a charcoal burning Bill for discussions by the County Assembly). Baringo County, in partnership with World Vision and World Food Programme, is championing asset creation programme for the community to deal with sustainable use of natural resources, and therefore, impacts of human activity on climate change.

As a result, the perennial problem of flooding in Narok and Busia counties has been greatly controlled with better dam management and rehabilitation of gabions by the county governments. The counties have also adopted policies to promote community resilience and adaptation, such as supporting drought resistant crops and diversified livelihoods, to cushion them against the adverse effects of climate change.

Regarding interventions on climate change, it was clear to respondents that the ISDP supported trainings have been important in preparing the counties on the mitigation measures. Climate change is a reality in the counties. This is evident for most of the counties which are now very sensitive to extreme weather changes and its repercussions.

As such, for most counties, the approach is to strengthen measures on “going green”. Counties are infusing proposals for sustainable environmental protection and improved resilience by the resident communities affected by climate change.

Makueni County was the first to pass a Climate Change Policy and Bill, which in turn, has enabled mainstreaming of climate change in all projects such as roads, agriculture, environment, and others. The county government has tasked all projects to allocate at least 2.5 per cent of the budget for climate change adaptation and mitigation. Just as with climate change, Makueni County has also mainstreamed and integrated gender, disability, involvement of the youths, and persons living with HIV and AIDS into all its activities and projects. All county departments are mandated to present a cabinet



paper for every project that will be implemented in the county outlining how the project will mainstream gender, disability, involvement of the youths, persons living with HIV and AIDS and climate change. The ISPDP is also assisting the county to set up a model GIS lab which once operational will be one of its kind.

In Baringo, Kwale, Turkana, Marsabit, and Kilifi counties, UNDP through NDMA supported activities on disaster mitigation and response. During a Focus Group Discussion in Baringo, participants pointed out that the activities improved their capacity to prepare for disasters and plan alternatives. The county administration can hence better develop key messages on disaster management and mitigation.

This has improved effectiveness of the interventions as the field officers can now communicate the messages effectively. The engagement with members of the public on disaster and emergency issues are made during public gatherings, or meetings of school parents or during open days such as tree planting days. In this way, community members have become aware of their roles in DRR, and when people living in disaster prone areas are for example to move out to safer areas, the message is today more understood.

Counties such as Kwale and Kilifi have disaster committees and Disaster Management and Preparedness Act to address the disaster risk management areas. Such county disaster committees are in the process of establishing a Disaster Operation Centre in collaboration with stakeholders, such as Kenya Red Cross and NDMA. Kilifi has a County Disaster Council which consists of members from the crucial departments of health, water, roads and transport and agriculture. The departments are required to incorporate DRR in their activities.

As a result of the programme, Baringo County has developed a Climate Change Contingency Plan to guide responses in time of disasters. The training workshops led to enhanced learning on climate change mitigation, sustainable management issues, livelihood diversification and disaster preparedness. Counties such as Kilifi are in the process of developing disaster reduction and management policies. In addition, attention has also been placed on what is known as smart agriculture, with

appropriate technology and methods that promote climate change friendly agriculture. Baringo County has developed an agriculture policy with much the same goals.

As with other interventions, climate change and disaster risk reduction also found their ways into the county CIDPs and plans. It meant that the same were taken up into the county annual development plans and budgets. This build-up was part of the project effectiveness. Several examples were given of how this happened such as county CIDPs included building of new dams, water pans and boreholes as adaptation measures to drought. Smart agriculture initiatives in the counties have emphasised improved breeding,

livestock control, introduction of pasture grass and others. At the same time, disaster preparedness is now a big focus for the county governments and almost all of them were investing in emergency response infrastructure especially earthmovers, fire engines, water bowsers and ambulances.

Narok County, which has also developed a draft Disaster Management Bill in partnership with NDMA, reported that the project had enabled it staff to understand issues of climate change.

Counties experienced the dynamics of climate change and emergencies, and so as to tackle them, UNDP required county level understanding of the issues as well as the cooperation of local communities to develop friendly policies to cushion communities against the adverse effects of climate change. This improved the effectiveness of the project.

The activities proposed from the county incorporated indigenous knowledge and perspectives. They included activities such as hay banking, sustainable charcoal burning, 'green' agriculture and development of drought resistant crops, diversified livelihoods, improved capacity for early warning systems aligned to the peoples' bio-cultural calendar, and others. Since, Narok County has enacted Environmental Management Act, 2017, which gives guidelines on environmental matters. The same framework is proposed for the development of the county legislation on climate change.

According to many of the responses, arising from the UNDP project, there has been a 'fair sensitisation' on climate change among the county departments and technical staff. The CIDP therefore addresses some of

**In Baringo, Kwale, Turkana, Marsabit, and Kilifi counties, UNDP through NDMA supported activities on disaster mitigation and response.**

them. In Kilifi, Kericho, Narok, Baringo, Busia, and Vihiga counties, climate change is treated as a cross-cutting factor in the CIDP, the annual development plan and the budgets. Narok County is embarking on a KES 500 million Climate Change Fund; Busia has domesticated the National Action Plan on climate change and mainstreamed it into the performance contracts while Baringo and Kwale have prepared a hazard map, showing specific areas prone to disasters and the CIDP interventions can then focus on them with the necessary budgetary attention.

The county offices mandated to deal with DRR have elaborate mechanisms for citizen engagement during emergency responses. Often, the counties maintain emergency hotlines/toll free numbers as well as publicly share telephone contacts of the responsible staff during disasters. The local Fm radio stations also tend to be used for announcements (Vihiga County owns its own station). In Vihiga and Baringo counties, both administration plan to build disaster response centres to handle any probable disasters, and the initiatives are already budgeted for.

However, on this issue, effectiveness is also enhanced by the fact that DRR issues bring on board a wide ranging spectrum of stakeholders and the coordination plan tend to be well organised. County governments appear to easily coordinate emergency response issues with the structures and representatives of the national government in the counties. Such a process tends to be seamless. As such, the Ministry of Interior, the National Drought Management Authority and humanitarian agencies especially the Kenya Red Cross, World Food Program and the World Vision were sufficiently involved in county DRR initiatives.

Some of the interviewed stakeholders had the following observations to make;

“...We have the County Disaster Council which has got members from the critical departments like health, water, roads and transport and agriculture. So, these critical departments, which have their CECs as members of the council, ensure DRR is mainstreamed in their activities...” **County Government Staff**

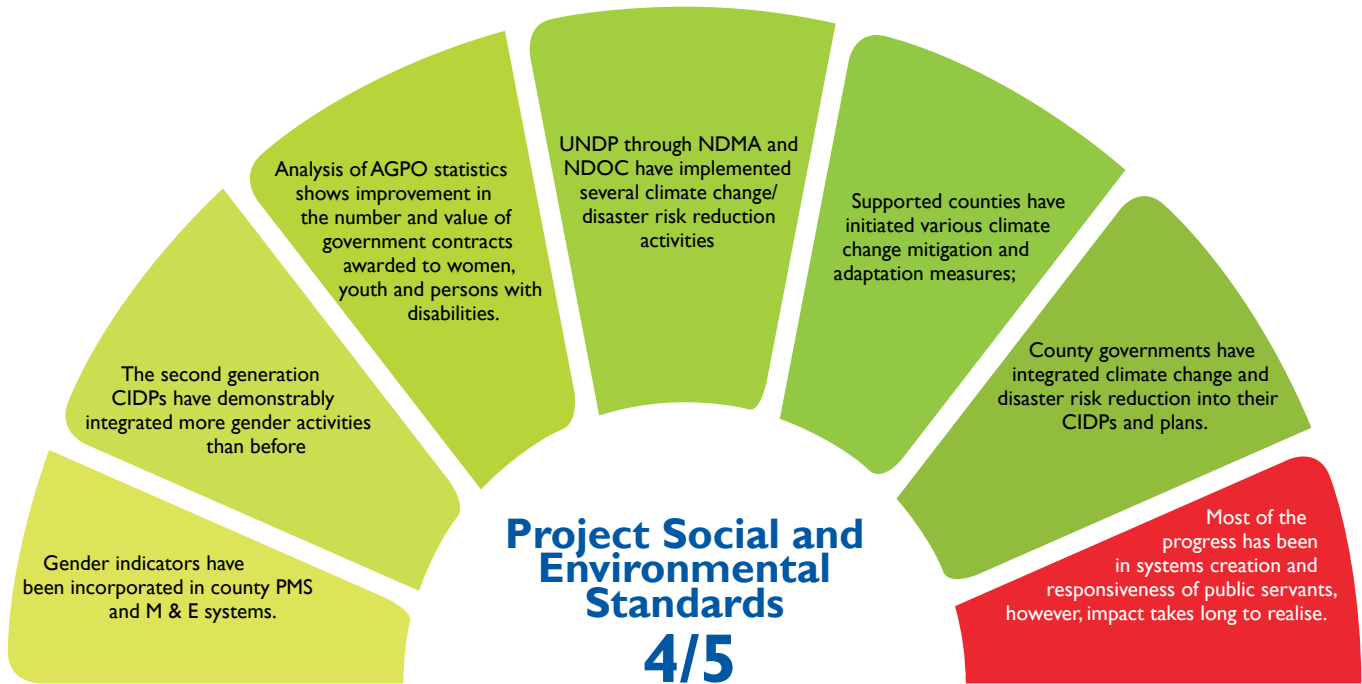
“...Mostly, we get funding for response purposes but on issues of mitigation, preparedness and so on, we have inadequate funds. But through the Act now, we have created the Disaster Management Fund which will attract 12 per cent of the county revenue. We currently receive about 300 million in a year...” **County Government Staff**

“...The projects being implemented this financial year are being done in a climate map’s way; or rather they are climate projects. To ensure this is done, there is a board that was established called the Climate Change Fund Board...” **County Government Staff**

“...Having been the first county to put in place climate change policy, we’ve been able to mainstream climate change into all projects that we are ongoing, be it roads, lands or environment, there is always climate change aspect. And there is a budget of 2.5% of every project...” **County Government Staff**

“...we are training the community and implementing climate resilient programs like ranch rehabilitation issues and Soils conservation issues. In terms of mitigation we are focusing a lot on increasing our forest cover plus reducing the areas that are under degradation through ranch reseeding programs...” **County Government Staff**

## 5.4 Overall Assessment of Project Social and Environmental Standards





## CHAPTER 6





## 6. EVALUATION FINDINGS ON PROJECT EFFICIENCY, MANAGEMENT AND MONITORING

### 6.1 Introduction

This chapter looks at the programme efficiency, management and monitoring. The chapter assesses the project implementation mechanism by looking at how mobilised resources were utilised and whether cost minimising strategies were encouraged. The chapter further examines how project resources were converted to results, including value for money. Also discussed under this chapter is the extent to which the comparative advantages of the UN organisations were utilised during project implementation. Further, this chapter assesses the ISPDP management and monitoring mechanisms as outlined in the programme document. According to the project document, the ISPDP is managed co-jointly by UNDP and Ministry of Devolution and Planning. UNDP is tasked to provide the Secretariat for the running of the project activities.

### 6.2 Project Resources

The ISPDP operated as a basket fund with different donors pledging different amounts to the project. These donors came on board at different times between 2014 and 2015. The project was implemented over four years, 2014-2018 with a planned budget of USD 35 million as outlined in the Project document. As at the time of the ETE, the project had managed to mobilise USD 21.6 million which translates to 62 per cent of the entire envisaged project resources. Further, the project had only utilised USD 17.8 million of the mobilised resources, which translates to 82.4 per cent absorption rate. Further analysis of the project finances is available in the annexes.

According to interviews conducted with project staff, donors and complimentary development partners, various reasons were given for the funding shortfall. Key among them was the fact that the global funding basket for governance related projects has shrunk as donors are now putting their money in non-governance related projects. Thus, this contributed to reduction in the amount of funds put in governance projects. Apart from the UNDP basket fund, the project donors have also put resources in other similar projects.

Owing to the reduced funding, meeting the huge demand of resources therefore became a challenge for UNDP. Implementing partners were thus unable to implement some of their planned activities. UNDP was also unable to sustain salaries for some of the technical experts and UNVs seconded to the IPs and county governments. Several UNVs and technical experts had to leave after their contracts expired and the respective implementing partners and county governments were unable to absorb them.

**THE PROJECT MANAGEMENT AND IMPLEMENTATION WAS IN LINE WITH THE PRODOC DOCUMENT. Most implementing partners interviewed were majorly satisfied with the project management.** ”

### 6.3 Other Complementing Devolution Support Projects

Apart from UNDP, there are several other development partners implementing similar devolution support programmes. They include; World Bank's Kenya Devolution Support Program (KDSP), World Bank's Kenya Accountable Devolution Programme (KADP), USAID's Agile and Harmonised Assistance for Devolved Institutions (AHADI), EU's Instruments for Devolution Advice and Support Programme (IDEAS).

Interviewed development partners indicated they consulted among themselves to avoid project overlaps and duplications. Through Donor Working Group and the Devolution Sector Working Group, development partners were able to consultatively select counties for their programmes to ensure national coverage and avoid duplication and overlap of activities. In instances where two or more development partners were working in the same county, consultations were held to support different areas and avoid duplication. However, this evaluation noted few instances of duplication, especially on capacity building of county government staff. Indeed, there was confusion among interviewed county government staff as to which particular devolution programme was running in their respective counties.

**All interviewed project staff, implementing partners and donors were majorly satisfied with the manner in which the mobilised project resources were utilised and accounted for.**

### 6.4 Cost-Minimising Strategies

Some of the cost-minimising strategies encouraged during implementation of this project were; utilisation of internal expertise within county governments to draft policies and bills as opposed to hiring consultants; cost sharing between UNDP and county governments to meet costs of training workshops, whereby the county governments would provide transport and accommodation for their staff while UNDP took care of the other training costs; use of the Kenya School of Government to provide capacity building as opposed to hiring private consultants; pooling counties together during trainings to cut down on training days and cost. In some instances, UNDP procured equipment for the counties thus saving time and costs by avoiding lengthy government procurement processes.

Project stakeholders believe that it was efficient and proper for the project to pool the trainees together, intermittently, and deliver the training. In doing so, the participants could learn from a central place and not move from place to place, a factor which may have driven up the costs of the training activities.

Further, the project had a shared pool of experts who offered technical assistance to the counties on need basis. This saved significant costs for the project.

Partnerships with national institutions were also cited as key cost minimising strategies in the project. The project utilised the expertise of public officers in the respective IPs to implement activities. Project stakeholders felt it was efficient for the ISDP to have facilitators

from the national government ministries and training agencies. According

to some of the interviewed respondents, this reduced costs.

Further, the institutions used for capacity building programmes were credible, meaning that the objectives of the project would be met. This advantage improved the efficiency of the project.

Generally, all interviewed project staff, implementing partners and donors were majorly satisfied with the manner in which the mobilised project resources were utilised and accounted for. A majority of the stakeholders believed that the management of the project by UNDP was advantageous and cost effective.

### 6.5 Utilisation of Comparative Advantages of UN Agencies

The project managed to tap into the expertise and resources of several UN Agencies such as UNICEF, UNDP, UN Women, WFP and UNV. UNDP played a leading role in coordinating the project as well as implementing governance, climate change and disaster risk reduction. UN Women and UNICEF championed gender equality and women empowerment activities while UNV provided volunteers to the various supported counties and implementing partners. WFP played instrumental role in disaster risk reduction.

The participating UN Agencies worked closely and demonstrated Delivering As One during area based programming piloted in Turkana and Marsabit counties.

## 6.6 Project Management and Monitoring

This evaluation noted that the project management and implementation was in line with the Prodoc document. Most implementing partners interviewed were majorly satisfied with the project management. They affirmed that their roles and responsibilities were clearly defined and respected during project implementation. A concern was however raised on the manner in which project audits were carried out. Some implementing partners felt the auditors were not giving them enough time to put together the required audit documents. The evaluation also noted friction and mistrust between some of the implementing partners due to perceived bias in resource and role allocation.

Council of Governors played the role of liaison between the counties and the various partners. It relayed communication between the UNDP and the county partners, mobilised county needs for relevant intervention by UNDP and convened some of the trainings. This approach was generally effective. Nevertheless, CoG communication tended to remain with the senior levels of the county administration and in a number of instances, did not flow downwards as required.

Communication hitches were described as some of the low side of the project in many places. In some counties, the project enjoyed better coordination and recognisable county profile than others. In Bungoma for instance, a designated project contact person was hired and remained in charge of the UNDP project throughout the period.

Having a specific contact person in charge of the project facilitated dissemination of project information

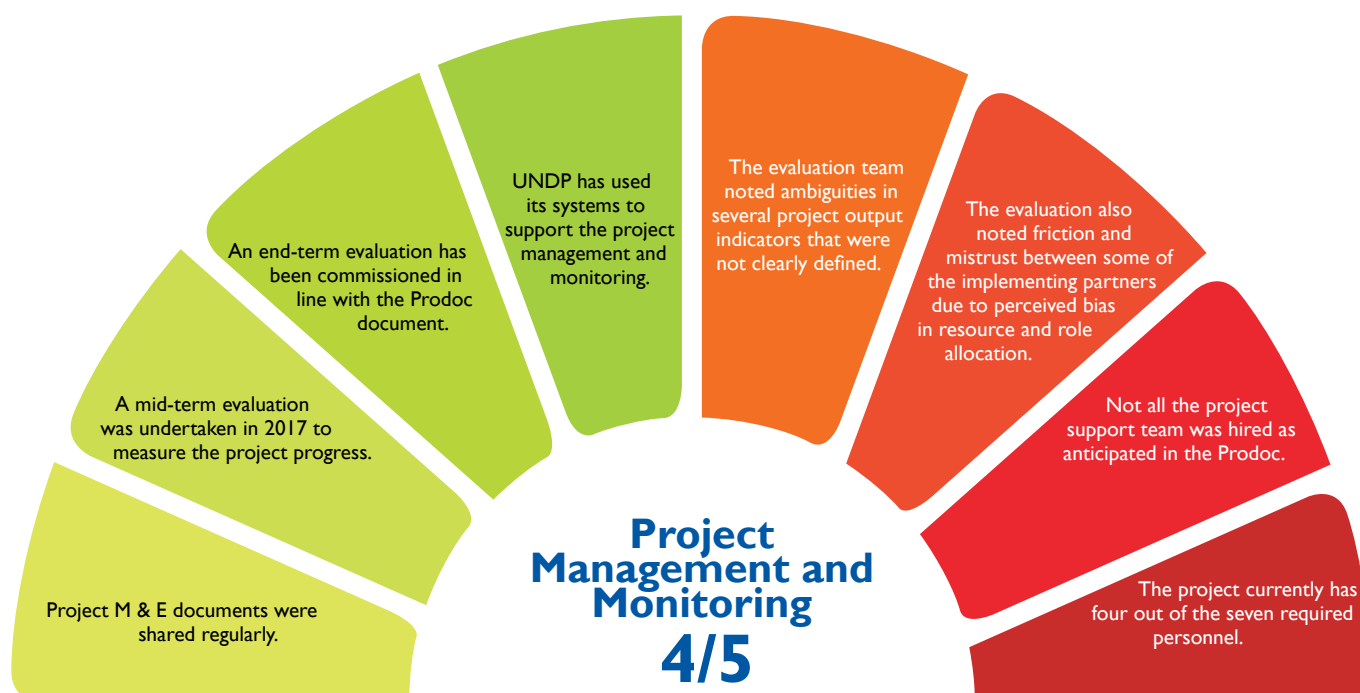
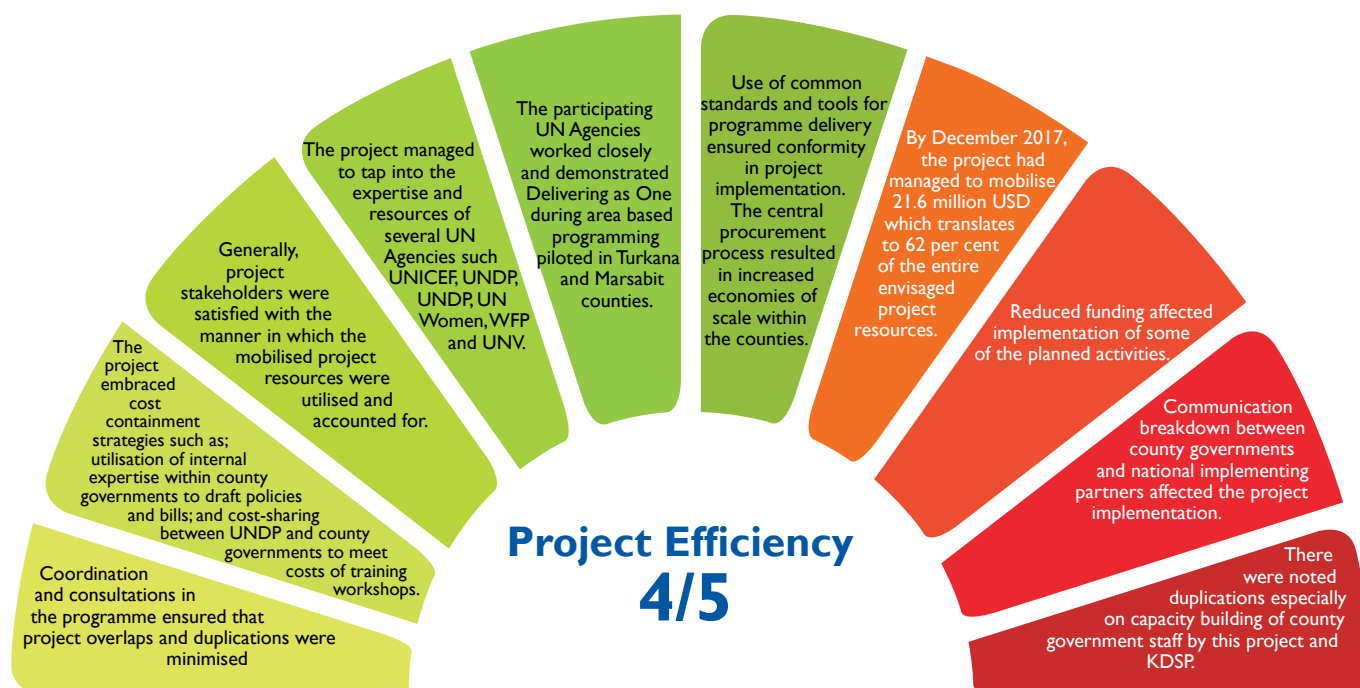
and coordination of its activities within the county. This was very visible in the counties that maintained UNDP project focal persons. In some counties, the communication was blurred and incontinent. In another observation, a visited county claimed that the project had many of such communication delays. In a number of cases, the invitations arrived after the training events were over.

According to the Prodoc, all project materials and products are owned jointly by the property of the Government of Kenya. However, the responsible partner and other collaborating parties should acknowledge the support of development partners in all information given to the press, project beneficiaries, all related publicity materials, official notices, reports and publications. During the evaluation, a concern was however raised that support from various development partners was not acknowledged in some project publications and other key forums.

On project monitoring and evaluation, interviewed project staff, implementing partners and project donors affirmed that they shared and received project M & E documents regularly. A mid-term evaluation was undertaken in 2017 to assess the project progress. This end-term evaluation has further been commissioned in line with the Prodoc document.

However, the evaluation team noted ambiguities in several project output indicators that were not clearly defined. For instance, output indicator 2.2 on the number of counties with a performance management system needs to be clarified whether it's a functional PMS. Similarly, output indicators 1.2, 2.3, 3.1 and 5.1 are imprecise and need clear definitions.

## 6.7 Overall Assessment of Project Efficiency, Management and Monitoring





## CHAPTER 7



## 7. PROJECT SUSTAINABILITY AND NATIONAL OWNERSHIP

**IMPLEMENTATION OF THE PROJECT THROUGH NATIONAL GOVERNMENT INSTITUTIONS ENSURED OWNERSHIP OF THE PROJECT.** Through such institutions, several policies and pieces of legislation have been developed and cascaded to county governments. The committed resources by the government towards the ISPDP are clear demonstration of the national ownership of the project.”

### 7.1 Introduction

This chapter looks at the extent to which the project built institutional capacity and strengthened national systems to enhance sustainability. It further examines the partnerships and exit strategies put in place to ensure sustainability and ownership of project activities by intended beneficiaries.

### 7.2 Sustainability mechanisms

The impetus for the project sustainability is seen from two perspectives. Where it created systems such as the M & E as well as the PMS interventions, the systems have found a life of their own and can be self-sustaining. The next level is to do with training and knowledge gains. The training models have the potential to be sustainable. The training aspect in the project can be self-reproducing. Training by itself boosts sustainability. Supported counties noted and called for stronger Training of Trainers approach within the counties, to continue with the reproduction of the training resources and knowledge management elements of the training courses. In other words, lasting systems can evolve from the process and be maintained in the counties.

The end-of-term evaluation noted that most of the supported counties have adopted performance management systems for improved public service delivery, including training of staff and adopting of performance contracting. Therefore, putting such systems in place enhances sustainability since they are county-driven to enhance service delivery to the citizens. For example, creation of service delivery units within county structures has been key to monitor progress beyond the project period. It was established that Taita Taveta, Kwale, Bungoma, Turkana, Makueni and Marsabit counties have instituted service delivery units that monitor the progress of county activities.

In addition to this, the ISPDP together with the MED Department for MODA trained all beneficiary counties on monitoring and evaluation. The beneficiary counties have gone ahead to come up with M & E policies and systems which, if operationalised, will assist in collecting and monitoring of periodic data on all county project activities and outputs.

Further to these, two implementing partners - CoG and MODP - have developed model laws with the assistance of KLRC to guide the counties in drafting quality and timely legislation to enhance service delivery. This is sustainable because legislation is an ongoing process for devolution to be effectively rolled out, and the model laws will be adopted and cascaded across all the 47 counties. Most of the

supported counties have been able to utilise the models laws to develop and formulate policies, laws, systems and guidelines that will support devolution even after the project comes to an end.

Capacity building for both national implementing partners and county governments has created ownership and will ensure sustainability over time as skills and knowledge are transferred to these key institutions. For example, the development of new curricula by KSG with the support of the ISPD will ensure that results are sustained over time as these curricula will be utilised past the period of the project. The strengthening of systems in institutions like CoG and MODP will also ensure that moving forward, these key institutions to devolution are able to stand on their own and continue carrying the projects activities.

Mainstreaming of the project activities and cross-cutting issues of gender, climate change, disaster risk reduction and HIV into county plans, budgets, CIDPs, policies and laws will also ensure sustainability of the project results over time.

Implementation of the project through national government institutions ensured ownership of the project. Through such institutions, several policies and pieces of legislation have been developed and cascaded to county governments. The committed resources by the

government towards the ISPD are clear demonstration of the national ownership of the project.

In the course of the evaluation, there were counties which were preparing to sign new performance contracts for the year 2018/19. The new phases of performance contracts have not been supported by UNDP, but for those interviewed; these are the critical signs of the success and elements of sustainability of the UNDP's devolution project. Turkana County government has also undertaken to absorb and pay the seconded gender advisor as UN Women exits in January, 2019. Nevertheless, a word of caution concerning funding challenges for the implementation of the planned activities was often added given the levels of deficits and funding delays experienced by the counties.

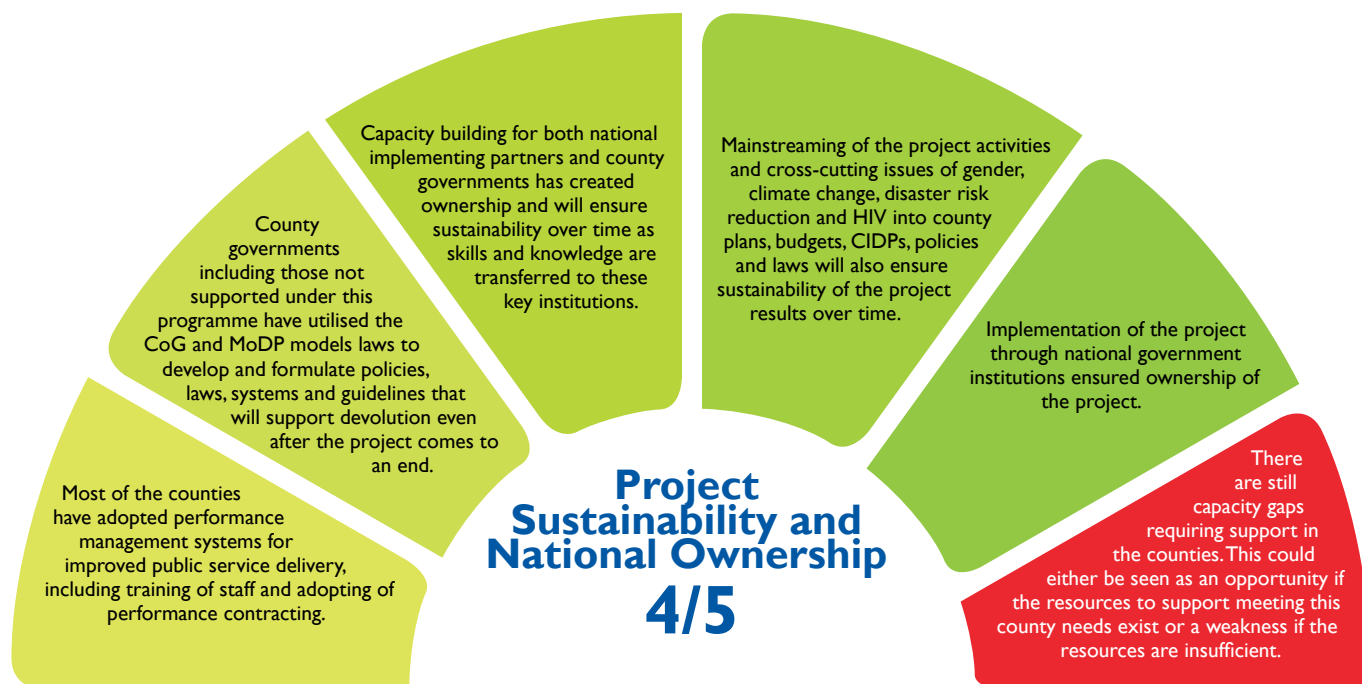
Still, visited counties were quick to note that they still have capacity gaps to justify project continuation.

As such, the county governments would wish that the project is extended for now.

Some of the administrative challenges which attended to the project in the first phase have been tackled, and with better capacity to handle a project of this nature, the counties believe that the cumulative impacts of the project would be well sustained with its continuity. In the end, the dominant view of the respondents was that the UNDP can only step down some levels of the support. However, it must not get out altogether.

**“Mainstreaming of the project activities and cross-cutting issues of gender, climate change, disaster risk reduction and HIV into county plans, budgets, CIDPs, policies and laws will also ensure sustainability of the project results over time.”**

### 7.3 Overall Assessment of Project Sustainability and National Ownership





## CHAPTER 8



## 8. CHALLENGES, LESSONS LEARNT AND FUTURE OPPORTUNITIES

### 8.1 Introduction

The ISPDP has brought with it many lessons for successful interventions in similar programmes in the future. The following are the main ones;

### 8.2 Challenges and Lessons Learnt

#### Communication and information knowledge management

Good communication underpins the success in coordination and effectiveness of any activity. It is even more imperative for a gigantic programme such as the ISPDP was, working in at least 27 counties in the country with multiple implementing partners, to ensure its channels of communication are efficient and information and knowledge management in the programme is well preserved. Information flows from many sources regarding instruments of programme implementation such as published materials and software, programme activities, studies and reports and others. This requires dedicated improvements in the communication systems around the programme. This was not particularly sound for the ISPDP.

Communication delays, misrepresentations and attribution hurdles experienced in the survey pointed towards weak communication strategy in the programme. County staff also seemed to lack information and knowledge references from the programme implementation yet there are broad ranging materials that have been produced from the programme experience. Organised reproduction of such materials requires budget resources and skills that should be part of the programme initial design. The ISPDP should revamp its communication strategy, and with implementing partners and donors enhance the internal as well as external communication in the project. Counties can also establish coordinating office for the programmes, with designated contacts responsible for streamlining communication activities. In this way, programme attributions as well as visibility would be consolidated.

#### The Performance Management Systems

Implemented majorly through programme trainings of county administration and staff, the PMS has evolved into a strong facility in the retooling of county governments for public service delivery and staff accountability. The training led to realisation of performance contracting and appraisals in the counties, which interestingly steered better planning, budgeting and execution of intended activities. This was helped by the intractable weave of the responsibilities that promotes objectives of the ISPDP in the terms of performance contracts. The programme targets issues like public participation, gender empowerment, climate change and disaster risk reduction

**STAKEHOLDERS FELT THE ISPDP PROJECT SCOPE WAS BROAD BOTH THEMATICALLY AND GEOGRAPHICALLY DELAYS, misrepresentations and attribution hurdles experienced in the survey pointed towards weak communication strategy in the programme.**

**Development partners are shifting focus to frontier counties.**





received more attention than probably would have been the case once they were mainstreamed in the performance contracts. The lesson here is probably that commitment to the change dynamics is more personal at that level. Overall execution of performance contracts should be cascaded and trainings be entrenched further at the ward and sub-ward levels to deepen impacts.

### Technical equipment in counties

Although requiring immense financial investments, support in terms of technical equipment and expertise in the counties improved efficiency, institutionalisation and productivity. The main technical support areas in which UNDP provided equipment to the counties were ICT equipment (Kwale, Turkana, Bungoma and Kisumu among others), GIS laboratories (Makueni), eNIMES (Kericho) and spatial planning. It was clear during the evaluation that with the scarce county resources, strides in the modernisation of these areas would not have been forthcoming. The establishment of M & E functions in most of the counties have almost entirely been as a result of the ISPDP.

Nevertheless, the counties still face the problem of lack of resources. Some of the facilities required to operationalise the programme targets in the provision of these equipment are lagging behind. The counties have made requests for more support to unlock the rolling out of some of these functions. For example, county M & E staff requiring vehicles to strengthen the monitoring activities in the counties. It is difficult to balance such proposals. Nevertheless, what is needed is to coordinate within the relevant development partner groups to ensure that technical support to the counties with facilities of this nature is sustained so that the previous investments are followed up or made to work.

### Time planning

The programme phase was marked by lack of capacity in some of the counties. Even at the time of this evaluation, many counties were still developing their technical staff. Sheer early planning and preparedness for the programme will help.

UNDP should provide a programme for the whole year so that it can reduce collision with county activities or duties bearing in mind that the counties are still understaffed. Most of the counties have few technical staff. The programme lifespan in the counties can also be reviewed to ensure that activities are spread throughout the CIDP implementation period.

### Political transitions in the counties

The ISPDP worked with the pioneer county administrations that faced elections in 2017. Certainly in some of the counties, the political leadership of the counties changed. This is a natural development. Instead, in some counties, it cut the political will for the momentum of some of the ISPDP programme inputs. Leadership transitions affected staffing and calendar of implementation of some of the agreed activities particularly those related to PMS as the initiation of performance contracting was based on top-down approach. It remains important to address political transitions in counties to ensure continuity in the activity programmes.

### County Assemblies

County assemblies remain important in the development of legislation and smooth implementation of county executive plans. The debate and passing of county budgets is the decisive step in county roll out of development policies and plans. The budget hearings, the adoption of County Integrated Development Plans (CIDPs) as county planning anchors and checks and balances in the county administration would only function effectively where county assembly responsibilities are addressed.

In the ISPDP programme, this was not emphasised. The strategy may have slackened the buy in of the programme in the counties or even compromised its effectiveness. In future programmes, this should be reviewed.

### Resource Mobilisation

The programme did not achieve the target USD 35 million. Only 62 per cent of the target resources were mobilised. The limited resources for project components such as gender meant that many activities had to be limited to national level partners to reach counties,

**“County assemblies remain important in the development of legislation and smooth implementation of county executive plans. The debate and passing of county budgets is the decisive step in county roll out of development policies and plans.”**

and also focus more on plans and policies, rather than working with counties to actually take forward GEWE implementation. UNDP should thus embark on a vigorous fundraising/resource mobilisation initiative including reaching out to more donors for resources. The government needs to commit more resources and take lead of the project.

### Project Scope

Stakeholders felt the ISDPD project scope was broad both thematically and geographically. UNDP thus needs to be strategic in choosing intervention areas and partners/counties to be supported for the next project.

## 8.3 Project Risks and Assumptions

The ISDP seem to have been hamstrung by a number of risks as seen below;

### Risks

|   |   |
|---|---|
| 1: Funding  | Slow flow of funding, with some of the donors joining long after other donors reveals poor predictability of the available basket in course of program  |
| 2: Poor level of county institutionalisation/ systems                     | The project absorption lagged behind in some aspects.<br><br>Kericho, Kirinyaga, Embu were among counties that failed to compete for new funding windows that opened up in the course of programme for lack of capacity.  |
| 3: Weak transparency and accountability for use of resources              | This is a constant fear of most programs in the country. Nevertheless, the centralisation of programme expenditures was a good mitigation measure   |
| 4: Coordination and programming duplication by other development partners | Despite many levels of coordination including the UN Devolution Sector Working Group, as well as the Donor Working Group, overlap of programme activities were noted particularly around areas in which the World Bank funded KDSP work with counties to strengthen devolution systems.                     |
| 5: Elections 2017   | The prolonged 2017 general elections affected the implementation of the ISDPD. In some counties, transitions led to discontinuation of process uptake of activities such as the PMS while in others, staff reorganisation affected the smooth implementation of programme activities and political support. |

|                                   |   |
|-----------------------------------|---|
| 6: Weak Civil Society Involvement | In some counties, civil society presence is inadequate or scarce to mobilise critical public constituency to demand accountability in the county governance.<br><br>Civil society partners are a natural public ally for accountable governance, and strengthening popular audit functions remains a priority for future programme. |
|-----------------------------------|---|

### Assumptions

- Programme resources will be mobilised and available to the programme as required.
- Programme implementation partners would give popular support to planned activities
- National and county governments would support the implementation of the programme
- The donors would mutually coordinate and agree on division of labor
- Political support to the program will be seamless

## 8.4 Future Opportunities

### Partnerships

There are multiple emerging programmes on devolution aimed at strengthening the counties. The prominent programmes that interacted with this evaluation were the World Bank's KDSP and the KADP as well as USAID-funded AHADI Programme. Some areas of overlaps were noted in the activities. UNDP should explore role sharing with these interventions, concentrating on areas in which it has added value.

### Information and Knowledge Management

- The ISDPD has had a unique capacity to create new knowledge and county experiences on devolved governance. The need and use of such information is not restricted to Kenya. UNDP can do more to support studies and develop knowledge material on development of devolved governance in the country and its impacts on the people.

### Business Models

- UNDP should explore business models in the counties and create partnerships to exploit them such as Green Climate Fund (GCF). Development partners are also shifting the focus to FCDC counties.

### Political Transitions

- Develop interventions to manage county political transitions to institutionalise programme outcomes.



## CHAPTER 9





## 9. RECOMMENDATIONS

### 9.1 Food for thought

#### ■ Project Financing

Funding levels have declined considerably hence donor support should be very well targeted. UNDP should thus ensure its support to the devolution process is strategic, catalytic and transformative. UNDP's budget should aim to complement national and county government funding.

Funding models can also be modified to embrace approaches that yield fruits. This should be agreed together with the partners, encouraging models such as matching grants, in kind funding as well as other performance based/incentive funding to facilitate transformation and sustainability. However, such models should be reviewed based on local contexts and circumstances.

#### ■ Strengthening Accountability Mechanisms

There is need to put measures in place to ensure strong accountability in county governments. UNDP should as well invest in building the capacity of the demand side (civil society and the citizenry) in areas of planning, budgets review, monitoring or engaging with the county executive/assembly. The UNDP devolution program should work with both duty bearers and duty holders in enhancing this capacity.

#### ■ UNDP's Comparative Advantage

UNDP enjoys a comparative advantage in convening and coordinating development program support. It has no political interest and its neutrality is recognised by stakeholders. It has the ability to engage with the national government, UN bodies and development partners without hindrances. It can also tap into the expertise of different UN Agencies. In this way, UNDP remains as an integrator; not implementer.

#### ■ Donor Coordination

As much as donors come together and coordinate their won development contribution in the country, this should be seen as a shared responsibility. Lessons from the ISPDP suggests that the Government, implementing partners as well as other stakeholders should be more involved in coordinating how development programs are implemented.

The sector wide approach and coherent coordination of donor support in the counties is desirable. Nevertheless, the government should be on the driver's seat. Future donor/government relationships should aim at building effective sector working groups, and create strong sector coordination with representation from both county and national level governments.

**FUNDING LEVELS  
HAVE DECLINED  
CONSIDERABLY HENCE  
DONOR SUPPORT  
SHOULD BE VERY  
WELL TARGETED.  
UNDP should thus  
ensure its support to the  
devolution process is  
strategic, catalytic and  
transformative. Lessons  
from the ISPDP suggests  
that the Government,  
implementing  
partners and other  
stakeholders need  
to be more involved  
in coordinating how  
development programs  
are implemented.  
Nevertheless, the  
government should  
take lead and commit  
resources.**

### ■ Asymmetry in county growth and development

County governments did not start at the same level. Some counties were starting from very basic levels of growth while others had grown a lot in terms of development. This affected the uptake of the ISPDP. In future programs, affirmative action is necessary for some counties to bring them to speed. UNDP can approach this issue both from sector based partnerships as well as geographical categorization of county partners.

The Frontier Counties for example have worse poverty indices, and basic human development faces more challenges in these counties. In the spirit of leaving no one behind, the Frontier Counties with poor SDGs attainments related to issues such as hunger, water scarcity, climate change, gender inequality etc., should get more deliberate attention.

### ■ Needs Based Support

The fact that the ISPDP was tailored according to county needs encouraged ownership and support of the program in the counties hence improved uptake of the project activities. UNDP should thus ensure its future programs are not only aligned with the needs of recipient counties but also complement the county and national government initiatives.

### ■ Capacity Strengthening

Capacity strengthening by UNDP, right from the initial stages of devolution, has been helpful in shaping devolution in Kenya. Nevertheless, future UNDP interventions should focus on institutional strengthening; and ensuring that proper systems are put in place with functioning protocols and functions. Such capacity enhancement activities need to be holistic and sustainable.

## 9.2 Recommendations

| Evaluation Area                        | Findings   | Recommendations  |
|--|--|--|
| Project Strategy, Design and Relevance | <ul style="list-style-type: none"> <li>The project was too broad (geographically and thematically) with limited resources. The project indicators covered a multiplicity of areas. Owing to limited resources, it was a challenge for the project to meet the increased demand of services</li> <li>Different components of the project were brought on board at different times. Additional counties were also brought on board at different times without resources.</li> <li>Tremendous progress has been achieved. However, counties still have capacity gaps and would wish the ISDPD project to be extended.</li> <li>The ISDPD design focused more on the county executive compared to county assemblies which play a critical role in county legislation and budget making.</li> <li>Project gave more focus to the supply side (i.e. government institutions) in comparison to the demand side (i.e. the citizenry).</li> </ul> | <ul style="list-style-type: none"> <li>UNDP to be strategic and focused in designing the next project. Only relevant national institutions and county governments need to be brought on board.</li> <li>During design of the next programme, UNDP needs to engage relevant development partners and donors and agree on the intervention areas and counties at the onset.</li> <li>There is need to continue with the project but with new focus areas. Counties would wish the project to continue and support them implement various systems designed during phase of the project</li> <li>Next programme should engage county assemblies and the citizenry/ and or CSOs more</li> </ul> |
| Programme Effectiveness                | <ul style="list-style-type: none"> <li>The ISDPD has contributed immensely to improving the quality of governance and socio-economic development in the country and in the counties. However, awareness of county government structures and functions is still low among the citizenry.</li> <li>Three in every four Kenyans reported their counties are now better compared to five years ago,</li> <li>About two thirds of the citizenry is satisfied with service delivery by both national and county governments</li> <li>Citizenry engagement is also low at about 34 per cent</li> <li>There exist gaps among counties to generate disaggregated data for socio-economic planning. Most counties rely on KNBS data</li> </ul>   | <ul style="list-style-type: none"> <li>Collaborate with programmes such as Amkeni Wakenya to facilitate civic education to the citizenry</li> <li>Support county governments to enhance public participation</li> <li>Support county governments to enhance their service delivery further</li> <li>Facilitate counties to generate county disaggregated data.</li> </ul>  |
| Gender Equality and Women Empowerment  | <ul style="list-style-type: none"> <li>There is significant effort among county governments to mainstream gender and women empowerment into their processes and activities.</li> </ul>   | <ul style="list-style-type: none"> <li>Continue supporting counties and other national institutions to maintain the gender mainstreaming momentum.</li> </ul>  |



| Evaluation Area                   | Findings   | Recommendations  |
|-----------------------------------|--|--|
| Climate change and DRR            | <ul style="list-style-type: none"> <li>County governments have demonstrated efforts and good will to mainstream climate change and DRR into their policies, plans and budgets.</li> </ul>  | <ul style="list-style-type: none"> <li>Continue supporting counties to put the necessary structures in place for climate change and DRR mainstreaming.</li> </ul>  |
| Programme Efficiency              | <ul style="list-style-type: none"> <li>Stakeholders and implementing partners were generally satisfied with the current implementation mechanisms.</li> <li>Cost sharing of expenses worked well</li> <li>Reports and information were shared regularly</li> <li>Donor funding for governance projects is shrinking</li> <li>There are overlaps among various devolution support programmes</li> </ul> | <ul style="list-style-type: none"> <li>Encourage national and county government institutions to take lead and commit resources</li> <li>Reach out to more donors to fund the project activities</li> <li>Collaborate with and leverage on other similar devolution support programmes</li> </ul>     |
| Sustainability and Ownership      | <ul style="list-style-type: none"> <li>Project activities have been mainstreamed into county policies, laws plans and budgets;</li> </ul>  | <ul style="list-style-type: none"> <li>National and County Government institutions to take lead of the project.</li> </ul>   |
| Project Management and Monitoring | <ul style="list-style-type: none"> <li>There are cases of communication breakdown between county governments and national government institutions</li> </ul>   | <ul style="list-style-type: none"> <li>Streamline communication among county governments and implementing partners</li> <li>In the next devolution programme, UNDP should endeavour to have representatives in the supported counties to streamline communication and project monitoring.</li> </ul> |
| Future Opportunities              | <ul style="list-style-type: none"> <li>Development Partners are shifting focus to FCDC counties</li> <li>Corruption seems to be a major governance challenge in both national and county governments.</li> </ul>   | <ul style="list-style-type: none"> <li>Identify and come up with intervention areas for the FCDC counties such as community resilience, improved service delivery, peace building, climate change/ DRR and others</li> <li>Design a project to help in the fight against corruption.</li> </ul>      |

## 10. ANNEXES

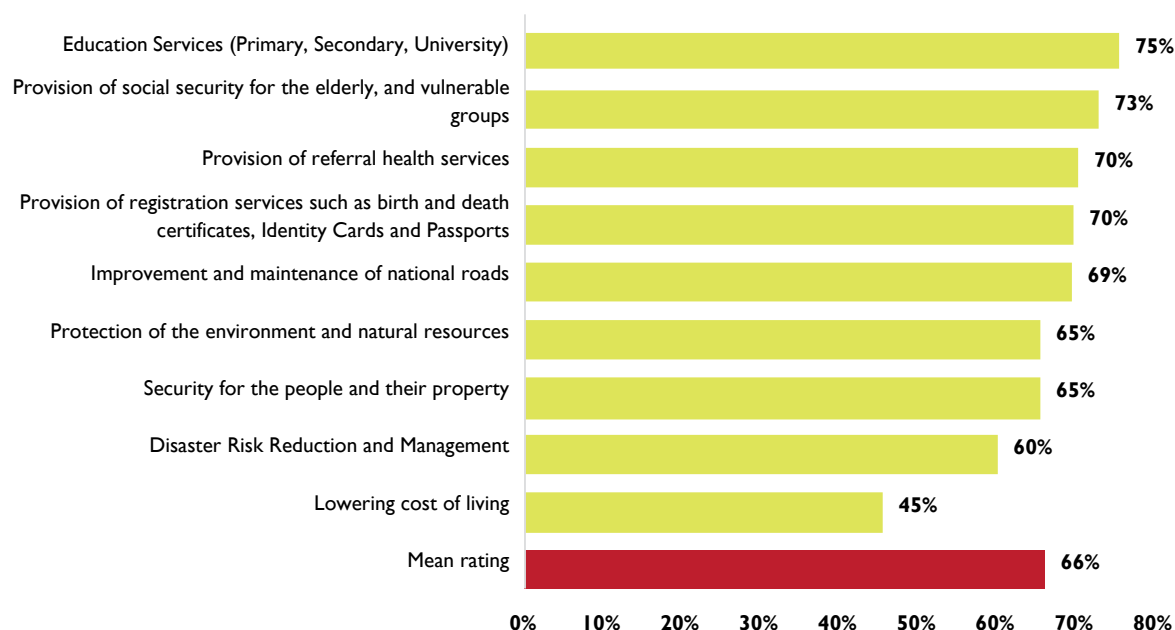
**Table 7: Number of Policies and Laws adopted at the national level to support effective implementation of devolution**

| Output   | Indicators Baseline and Target  | Planned | Value Achieved | List of Policies and laws   |
|--|---|---------|----------------|---|
| Output 1: Policies, laws and institutional reforms for effective implementation of the Constitution of Kenya at national and county levels are adopted | Indicator 1.1: number of policies and laws adopted at the National level to support effective implementation of Devolution.<br>Baseline: 10 (2013)<br>Target: 15 (2018) | 15      | 18             | <ul style="list-style-type: none"> <li>• Devolution Policy;</li> <li>• Gender Policy;</li> <li>• Ending Drought Emergencies Policy;</li> <li>• The National Climate Change Action Plan 2018-2022;</li> <li>• CRA Marginalisation Policy</li> <li>• CIMES Guidelines;</li> <li>• CPMF</li> <li>• Basic Education Act 2013;</li> <li>• County Governments Act 2012;</li> <li>• County Governments Public Finance Management Transition Act 2013;</li> <li>• Inter-governmental Relations Act 2012;</li> <li>• Public Finance Management Act 2012;</li> <li>• Transition to Devolved Government Act 2013;</li> <li>• Urban Areas and Cities Act 2011;</li> <li>• Public Service (Values and Principles) Act 2015;</li> <li>• Climate Change Act 2016;</li> <li>• Public Procurement and Asset Disposal (PPAD) Act 2015;</li> <li>• Controller of Budget Act 26 of 2016;</li> </ul> |

**Table 8: Proportion of Supported Counties that have capacity to formulate laws that promote devolution**

| Output   | Indicators Baseline and Target  | Planned     | Value Achieved | List of Policies and laws   |
|--|---|-------------|----------------|---|
| Output 1: Policies, laws and institutional reforms for effective implementation of the Constitution of Kenya at national and county levels are adopted | Indicator 1.2: Proportion of supported counties that have capacity to formulate laws that promote devolution;<br>Baseline: 0 (2013)<br>Target: 80 per cent of counties (2018) | 80 per cent | 100 per cent   | All the supported counties have been trained on policy formulation to promote devolution. |

**Figure 2: Citizenry Satisfaction with National Government's Service Delivery**

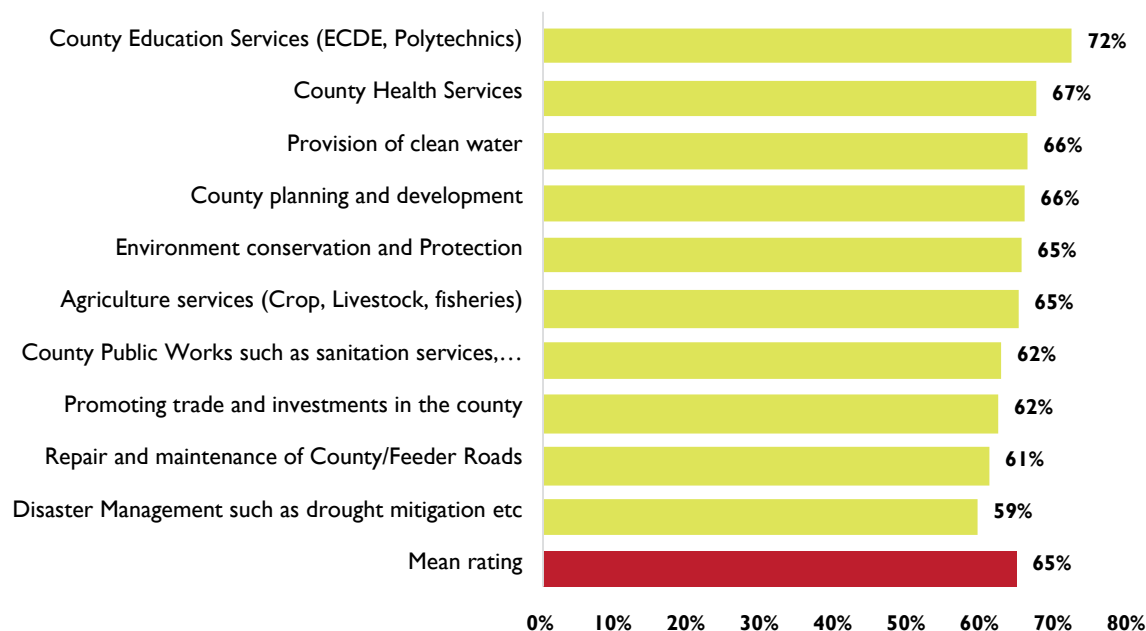


**Table 9: Citizenry satisfaction with the National Government's Service Provision – Analysis by Gender**

| National Government Service Provision   | Male | Female | Total |
|---|------|--------|-------|
| Education Services (Primary, Secondary, University)   | 75%  | 76%    | 75%   |
| Provision of social Security for the elderly, and vulnerable groups                                   | 72%  | 74%    | 73%   |
| Provision of referral health services   | 71%  | 70%    | 70%   |
| Provision of registration services such as birth and death certificates, Identity Cards and Passports | 70%  | 69%    | 70%   |
| Improvement and maintenance of national roads and highways  | 70%  | 68%    | 69%   |
| Provision of security of people and their property  | 66%  | 65%    | 65%   |
| Protection of environment and natural resources   | 65%  | 66%    | 65%   |
| Disaster Risk Reduction and Management  | 59%  | 61%    | 60%   |
| Lowering cost of living   | 44%  | 46%    | 45%   |
| Mean Rating   | 66%  | 66%    | 66%   |

**Table 10: Citizenry satisfaction with the National Government's Service Provision – Analysis by County**

| County       | Education Services (Primary, Secondary, University) | Provision of social security for the elderly, and vulnerable groups | Provision of referral health services | Provision of registration services such as birth and death certificates, | Improvement and maintenance of national roads and highways | Provision of security of people and their property | Protection of environment and natural resources | Disaster Risk Reduction and Management | Lowering cost of living | Mean rating |
|--------------|---|---|---------------------------------------|--|--|--|---|--|-------------------------|-------------|
| Kwale        | 77%   | 79%   | 81%                                   | 80%  | 82%  | 72%  | 72%   | 61%                                    | 50%                     | 73%         |
| Kirinyaga    | 89%   | 76%   | 84%                                   | 75%  | 66%  | 77%  | 76%   | 63%                                    | 37%                     | 71%         |
| Kisumu       | 81%   | 72%   | 82%                                   | 74%  | 78%  | 65%  | 69%   | 65%                                    | 50%                     | 71%         |
| Taita Taveta | 76%   | 73%   | 71%                                   | 74%  | 77%  | 66%  | 66%   | 68%                                    | 58%                     | 70%         |
| Bungoma      | 78%   | 76%   | 68%                                   | 71%  | 68%  | 71%  | 75%   | 65%                                    | 52%                     | 69%         |
| Homa Bay     | 79%   | 74%   | 70%                                   | 70%  | 71%  | 72%  | 66%   | 65%                                    | 54%                     | 69%         |
| Nakuru       | 80%   | 76%   | 68%                                   | 80%  | 83%  | 68%  | 69%   | 57%                                    | 34%                     | 68%         |
| Kericho      | 80%   | 70%   | 72%                                   | 65%  | 57%  | 74%  | 68%   | 70%                                    | 61%                     | 68%         |
| Turkana      | 79%   | 71%   | 78%                                   | 74%  | 68%  | 59%  | 66%   | 62%                                    | 47%                     | 67%         |
| Vihiga       | 75%   | 75%   | 64%                                   | 56%  | 73%  | 59%  | 63%   | 61%                                    | 58%                     | 65%         |
| Makueni      | 74%   | 69%   | 75%                                   | 65%  | 69%  | 69%  | 61%   | 58%                                    | 31%                     | 63%         |
| Kilifi       | 68%   | 63%   | 63%                                   | 68%  | 64%  | 65%  | 59%   | 54%                                    | 49%                     | 62%         |
| Laikipia     | 70%   | 73%   | 70%                                   | 71%  | 57%  | 64%  | 53%   | 47%                                    | 37%                     | 60%         |
| Kitui        | 59%   | 60%   | 60%                                   | 61%  | 59%  | 57%  | 64%   | 53%                                    | 33%                     | 56%         |
| Marsabit     | 64%   | 82%   | 45%                                   | 60%  | 69%  | 44%  | 52%   | 52%                                    | 30%                     | 55%         |
| Total        | 75%   | 73%   | 70%                                   | 70%  | 69%  | 65%  | 65%   | 60%                                    | 45%                     | 66%         |

**Figure 3: Citizenry satisfaction with County Government's Service Delivery**



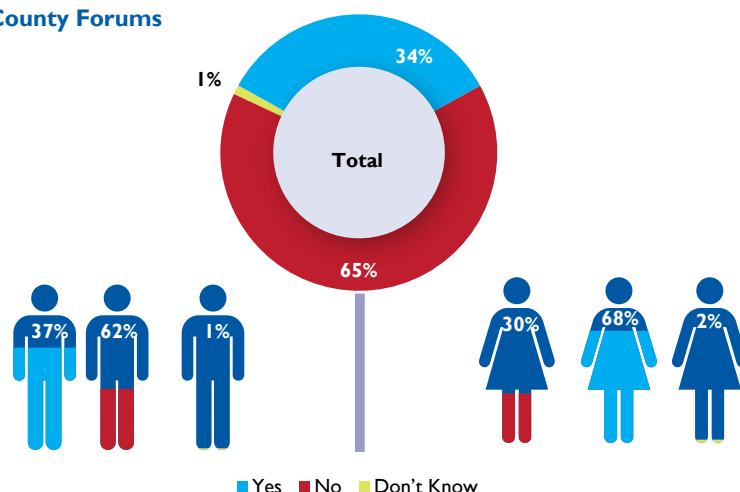
**Table 11: Citizenry satisfaction with Service Delivery by County Governments- Analysis by gender**

| County Government Service  | Male  | Female | Total |
|--|-------|--------|-------|
| County Education Services (early childhood education, village polytechnics)                | 70.0% | 74.2%  | 72%   |
| County Health Services   | 66.2% | 68.4%  | 67%   |
| Provision of clean water   | 64.0% | 68.2%  | 66%   |
| County planning and development such as housing, land survey and mapping, electricity etc. | 64.8% | 66.4%  | 66%   |
| Environment conservation and Protection  | 63.8% | 66.8%  | 65%   |
| Agriculture services (Crop, Livestock, fisheries)  | 63.6% | 66.2%  | 65%   |
| County Public Works such as sanitation services, sewerage, storm water etc.                | 61.2% | 63.6%  | 62%   |
| Promoting trade and investments in the county  | 61.2% | 63.2%  | 62%   |
| Repair and maintenance of County/Feeder Roads  | 59.8% | 61.8%  | 61%   |
| Disaster Management such as Fire Fighting, drought mitigation                              | 57.8% | 60.8%  | 59%   |
| Mean Rating  | 63%   | 66.0%  | 65%   |

**Table 12: Citizenry Satisfaction with Service Delivery by County Governments- Analysis by County**

| County       | County Education Services (ECDE, village polytechnics) | County Health Services | Provision of clean water | County planning and development | Environment conservation and Protection | Agriculture services (Crop, Livestock, fisheries) | County Public Works such as sanitation services, sewerage, | Promoting trade and investments | Repair and maintenance of County/Feeder Roads | Disaster Management such as Fire Fighting, drought mitigation | Mean Rating |
|--------------|--|------------------------|--------------------------|---------------------------------|---|---|--|---------------------------------|---|---|-------------|
| Kisumu       | 85%  | 76%                    | 78%                      | 72%                             | 80%                                     | 68%   | 74%  | 75%                             | 75%   | 69%   | 75%         |
| Taita Taveta | 73%  | 73%                    | 74%                      | 69%                             | 66%                                     | 73%   | 71%  | 71%                             | 67%   | 69%   | 71%         |
| Turkana      | 79%  | 77%                    | 80%                      | 73%                             | 64%                                     | 67%   | 66%  | 67%                             | 70%   | 56%   | 70%         |
| Makueni      | 75%  | 90%                    | 60%                      | 63%                             | 70%                                     | 61%   | 71%  | 68%                             | 79%   | 63%   | 70%         |
| Bungoma      | 78%  | 70%                    | 68%                      | 68%                             | 75%                                     | 70%   | 69%  | 66%                             | 60%   | 67%   | 69%         |
| Kericho      | 75%  | 63%                    | 69%                      | 66%                             | 63%                                     | 74%   | 71%  | 68%                             | 60%   | 71%   | 68%         |
| Kitui        | 73%  | 74%                    | 69%                      | 67%                             | 72%                                     | 66%   | 67%  | 58%                             | 68%   | 54%   | 67%         |
| Homa Bay     | 72%  | 68%                    | 62%                      | 70%                             | 66%                                     | 66%   | 64%  | 67%                             | 70%   | 62%   | 67%         |
| Kwale        | 85%  | 77%                    | 70%                      | 79%                             | 69%                                     | 72%   | 53%  | 55%                             | 54%   | 51%   | 67%         |
| Vihiga       | 65%  | 61%                    | 62%                      | 60%                             | 64%                                     | 69%   | 63%  | 67%                             | 71%   | 65%   | 65%         |
| Kirinyaga    | 74%  | 73%                    | 71%                      | 58%                             | 68%                                     | 76%   | 53%  | 47%                             | 45%   | 63%   | 63%         |
| Kilifi       | 66%  | 59%                    | 65%                      | 60%                             | 62%                                     | 60%   | 60%  | 57%                             | 61%   | 57%   | 61%         |
| Nakuru       | 63%  | 56%                    | 64%                      | 66%                             | 57%                                     | 52%   | 49%  | 56%                             | 48%   | 48%   | 56%         |
| Laikipia     | 57%  | 55%                    | 54%                      | 66%                             | 52%                                     | 52%   | 59%  | 51%                             | 45%   | 47%   | 54%         |
| Marsabit     | 58%  | 35%                    | 42%                      | 45%                             | 49%                                     | 45%   | 42%  | 56%                             | 40%   | 44%   | 46%         |
| <b>Total</b> | <b>72%</b>   | <b>67%</b>             | <b>66%</b>               | <b>66%</b>                      | <b>65%</b>                              | <b>65%</b>  | <b>62%</b>   | <b>62%</b>                      | <b>61%</b>                                    | <b>59%</b>  | <b>65%</b>  |

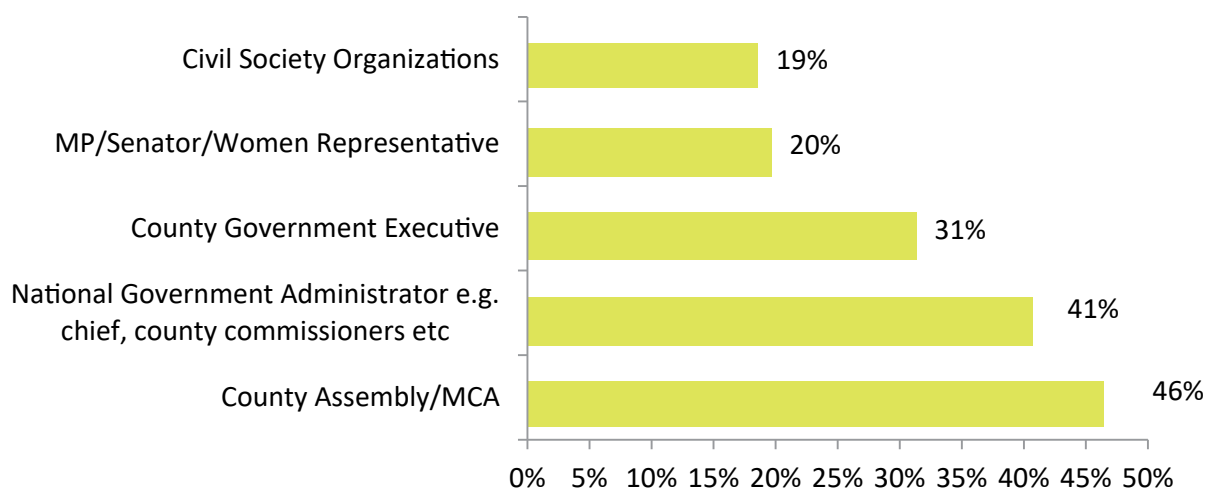
**Figure 4: Public Participation in County Forums**



**Table 13: Public Participation in County Forums – Analysis by County**

| County       | N          | Yes        | No         | Don't Know |
|--------------|------------|------------|------------|------------|
| Laikipia     | 60         | 72%        | 28%        | -          |
| Homa Bay     | 60         | 52%        | 46%        | 2%         |
| Taita Taveta | 60         | 49%        | 51%        | -          |
| Makueni      | 60         | 43%        | 57%        | -          |
| Marsabit     | 60         | 42%        | 58%        | -          |
| Kwale        | 60         | 41%        | 51%        | 7%         |
| Nakuru       | 60         | 32%        | 68%        | -          |
| Kilifi       | 60         | 30%        | 70%        | -          |
| Kisumu       | 60         | 29%        | 68%        | 3%         |
| Turkana      | 60         | 25%        | 72%        | 3%         |
| Kitui        | 60         | 23%        | 73%        | 3%         |
| Kericho      | 60         | 21%        | 79%        | -          |
| Bungoma      | 60         | 18%        | 82%        | -          |
| Kirinyaga    | 60         | 15%        | 85%        | -          |
| Vihiga       | 60         | 12%        | 85%        | 3%         |
| <b>Total</b> | <b>900</b> | <b>34%</b> | <b>65%</b> | <b>2%</b>  |

**Figure 5: Convener of Public Participation Forums**



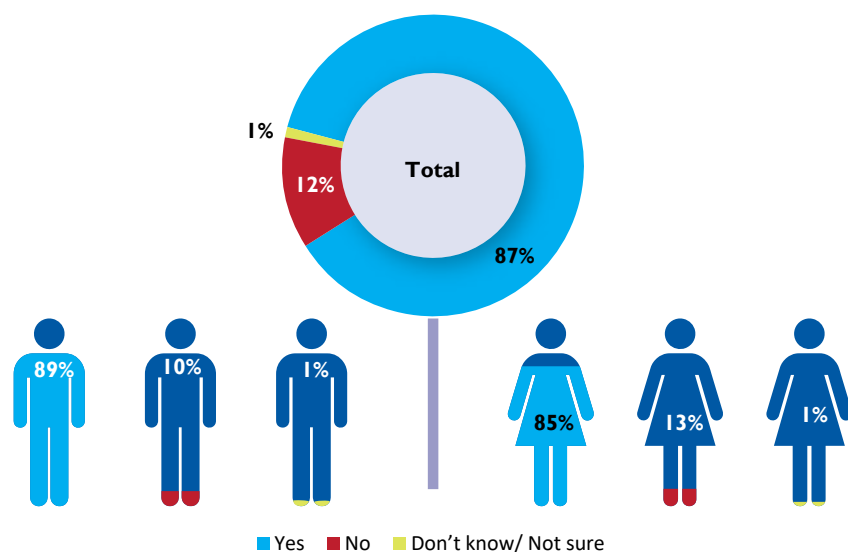
**Table 14: Existence of feedback mechanisms to inform citizens of the approved projects– Analysis by County**

| County       | N          | Yes        | No         | Don't Know |
|--------------|------------|------------|------------|------------|
| Makueni      | 60         | 90%        | 7%         | 3%         |
| Taita Taveta | 60         | 71%        | 24%        | 6%         |
| Laikipia     | 60         | 54%        | 28%        | 18%        |
| Kwale        | 60         | 50%        | 36%        | 14%        |
| Turkana      | 60         | 48%        | 33%        | 18%        |
| Kisumu       | 60         | 46%        | 35%        | 20%        |
| Kilifi       | 60         | 38%        | 61%        | 2%         |
| Nakuru       | 60         | 35%        | 38%        | 27%        |
| Bungoma      | 60         | 33%        | 65%        | 2%         |
| Kitui        | 60         | 25%        | 63%        | 12%        |
| Marsabit     | 60         | 20%        | 17%        | 63%        |
| Homa Bay     | 60         | 19%        | 80%        | 2%         |
| Vihiga       | 60         | 18%        | 68%        | 13%        |
| Kericho      | 60         | 18%        | 72%        | 10%        |
| Kirinyaga    | 60         | 5%         | 42%        | 53%        |
| <b>Total</b> | <b>900</b> | <b>38%</b> | <b>45%</b> | <b>18%</b> |

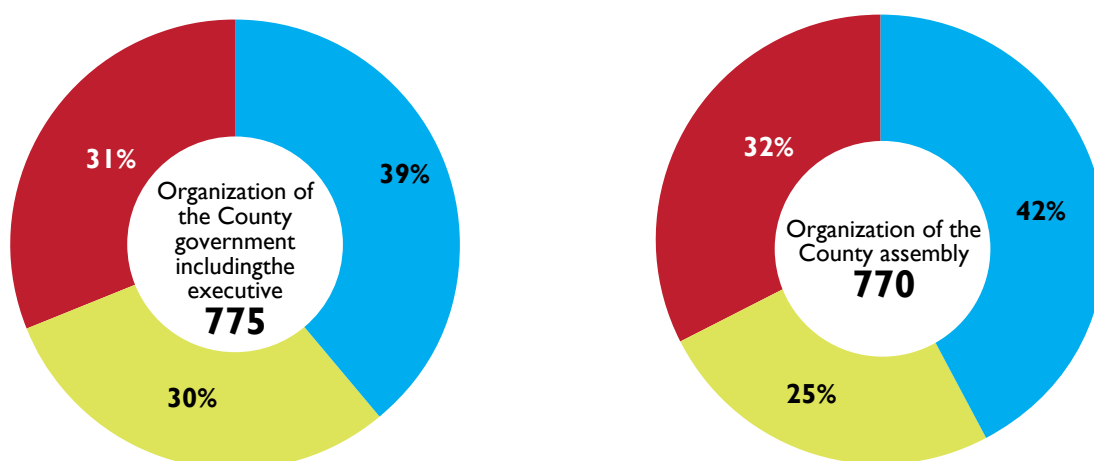
**Table 15: Satisfaction with existing public participation mechanisms - Analysis by County**

| County       | N  | Satisfied  | Neutral    | Not satisfied |
|--------------|----|------------|------------|---------------|
| Turkana      | 59 | 81%        | 7%         | 12%           |
| Kwale        | 60 | 59%        | 14%        | 27%           |
| Makueni      | 60 | 54%        | 25%        | 21%           |
| Marsabit     | 52 | 48%        | 8%         | 44%           |
| Homa Bay     | 60 | 48%        | 31%        | 22%           |
| Kisumu       | 60 | 44%        | 27%        | 29%           |
| Laikipia     | 59 | 43%        | 10%        | 47%           |
| Kilifi       | 60 | 42%        | 47%        | 11%           |
| Taita Taveta | 58 | 40%        | 46%        | 14%           |
| Bungoma      | 59 | 29%        | 41%        | 31%           |
| Kericho      | 58 | 27%        | 34%        | 39%           |
| Nakuru       | 55 | 16%        | 29%        | 55%           |
| Kitui        | 60 | 13%        | 18%        | 68%           |
| Vihiga       | 53 | 9%         | 23%        | 68%           |
| Kirinyaga    | 54 | 9%         | 24%        | 67%           |
| <b>Total</b> |    | <b>38%</b> | <b>26%</b> | <b>36%</b>    |

**Figure 6: Awareness of county governments**



**Figure 7: Awareness of the organization of the county government executive and assembly**



**Figure 8: Awareness of the organization of the county government executive and assembly**

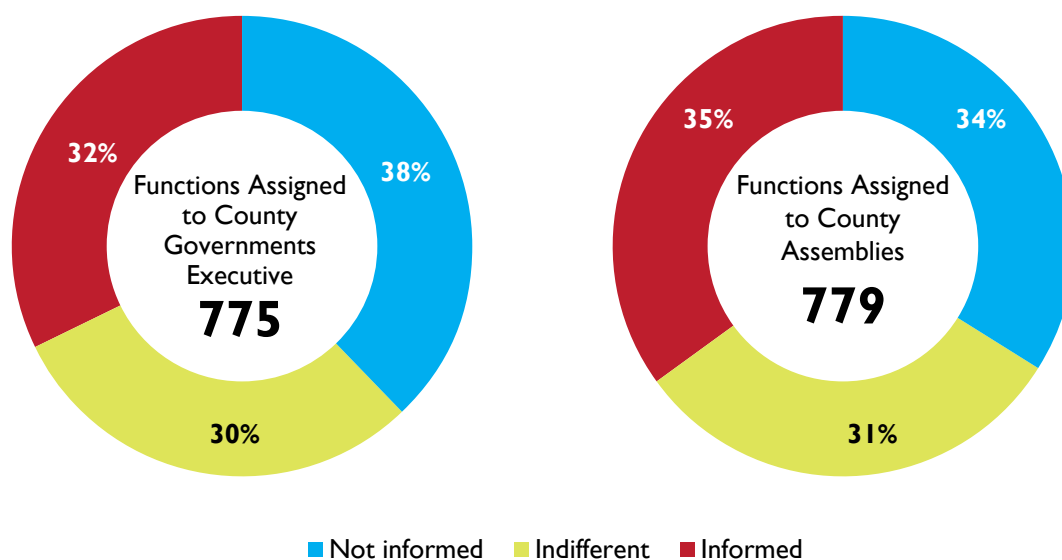




Figure 9: Comparison between the current state of counties and five years ago

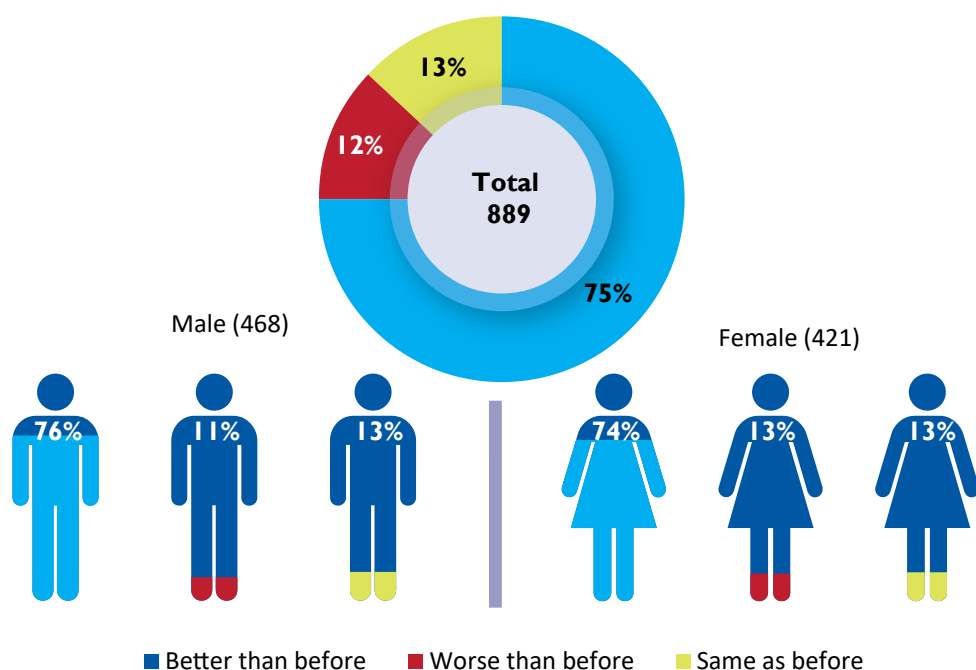


Table 16: Comparison between the current state of counties and five years ago- Analysis by County

| County       | N          | Better than before | Same as before | Worse than before |
|--------------|------------|--------------------|----------------|-------------------|
| Makueni      | 60         | 97%                | -              | 3%                |
| Laikipia     | 59         | 90%                | 8%             | 2%                |
| Kitui        | 59         | 90%                | 5%             | 5%                |
| Kisumu       | 60         | 86%                | 8%             | 6%                |
| Turkana      | 58         | 83%                | 4%             | 14%               |
| Kirinyaga    | 60         | 82%                | 13%            | 5%                |
| Kwale        | 60         | 81%                | 13%            | 6%                |
| Homa Bay     | 60         | 72%                | 12%            | 15%               |
| Kericho      | 60         | 72%                | 10%            | 18%               |
| Vihiga       | 58         | 69%                | 22%            | 9%                |
| Bungoma      | 58         | 67%                | 10%            | 22%               |
| Marsabit     | 57         | 61%                | 11%            | 28%               |
| Kilifi       | 60         | 61%                | 24%            | 15%               |
| Taita Taveta | 60         | 60%                | 29%            | 11%               |
| Nakuru       | 60         | 55%                | 28%            | 17%               |
| <b>Total</b> | <b>889</b> | <b>75%</b>         | <b>13%</b>     | <b>12%</b>        |

Figure 10: Trend analysis of the number of tenders awarded to women, youths and PWDs

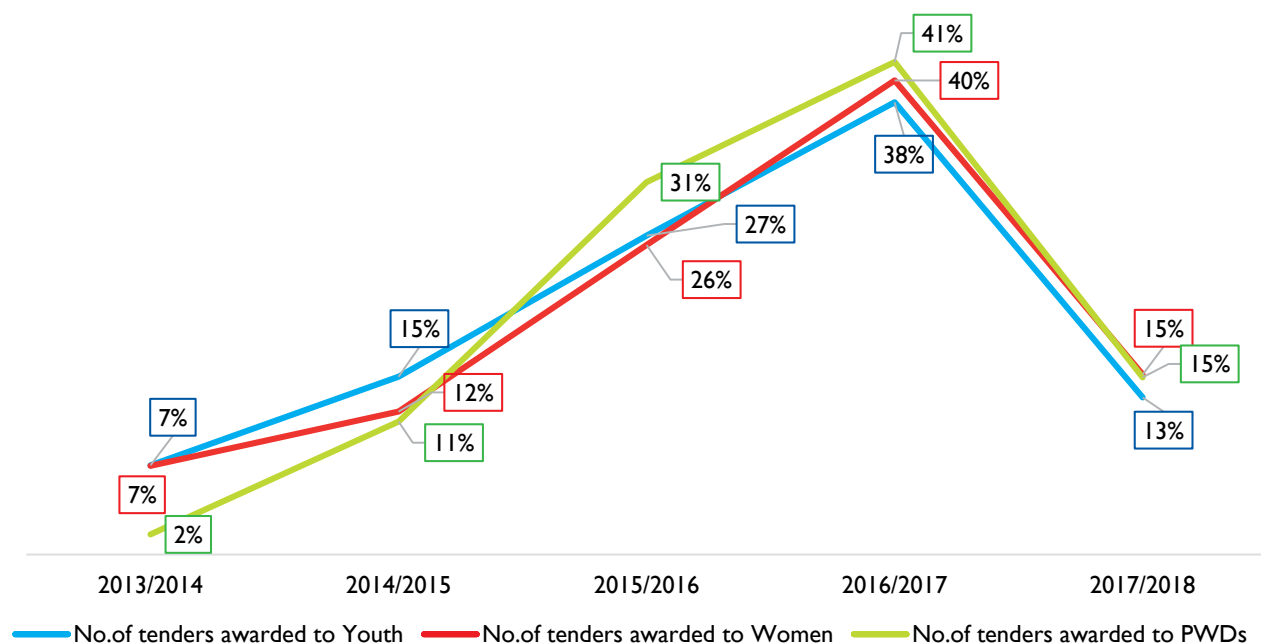


Table 17: Extent to which various aspects of gender equality and women empowerment are observed by county governments

| Aspect   | Male  |           |        | Female |           |        |
|--|-------|-----------|--------|--------|-----------|--------|
|  | Never | Sometimes | Always | Never  | Sometimes | Always |
| Ensuring Gender equality in County Appointments and Recruitment  | 28%   | 35%       | 36%    | 25%    | 34%       | 41%    |
| Empowering Women economically i.e. access to procurement opportunities for women owned businesses                              | 33%   | 32%       | 35%    | 27%    | 32%       | 41%    |
| Ensuring that annual county budgets take into account gender equality and women's empowerment specific projects and programmes | 31%   | 35%       | 34%    | 26%    | 35%       | 40%    |

Table 18: Project Income Vs Expenditure (2014-2018)

| DONOR     | 2014 (\$)    |              | 2015 (\$)    |              | 2016 (\$)    |              | 2017 (\$)    |              | 2018 (\$)    |            |
|-----------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|------------|
|           | INCOME       | EXPE.        | INCOME       | EXPE.        | INCOME       | EXPE.        | INCOME       | EXPE.        | INCOME       | EXP.       |
| UNICEF    | 50,000.00    | 21,512.06    | -            | 26,775.34    | 0            | 0            | 0            | 0            | 0            | 0          |
| DENMARK   | 7,137.36     | -            | -            | -            | 0            | 60           | 0            | 0            | 0            | 0          |
| DFID-I    | 817,242.01   | 431,330.76   | -            | 385,911.25   | -            | -            | -            | -            | -            | -          |
| DFID KDAP | -            | -            | 1,009,036.15 | 29,229.77    | 2,769,774.17 | 3,361,713.31 | 2,600,550.08 | 1,789,315.67 | 1,384,297.52 | 488,412.99 |
| DFID-FCDC | -            | -            | -            | -            | -            | -            | 805,369.00   | 23,352.67    | -            | 436,007.64 |
| SWEDEN    | 1,589,193.48 | -            | 1,178,550.38 | 1,696,497.46 | 349,487.42   | 1,188,757.62 | 847,554.69   | 546,344.53   | 569,701.20   | 217,721.19 |
| USAID     | 2,630,000.00 | -            | -            | 1,787,108.41 | 870,000.00   | 909,798.76   | -            | 597,757.61   | -            | 40,736.02  |
| NORWAY    | 2,032,415.80 | 1,144,978.09 | 291,783.38   | 824,040.52   | 355,089.23   | 590,651.09   | 367,017.37   | 118,084.73   | 187,149.10   | 298,318.31 |
| UNDP      | -            | -            | 104,926.00   | 104,925.68   | 270,530.00   | 270,529.65   | 465,924.00   | 465,923.84   | -            | -          |
| Total     | 7,125,989    | 1,597,821    | 2,584,296    | 4,854,488    | 461,4881     | 6321511      | 5086415      | 3540779      | 2141148      | 1481196    |

Figure 11: Project Income Vs. Expenditure (2014-2018)

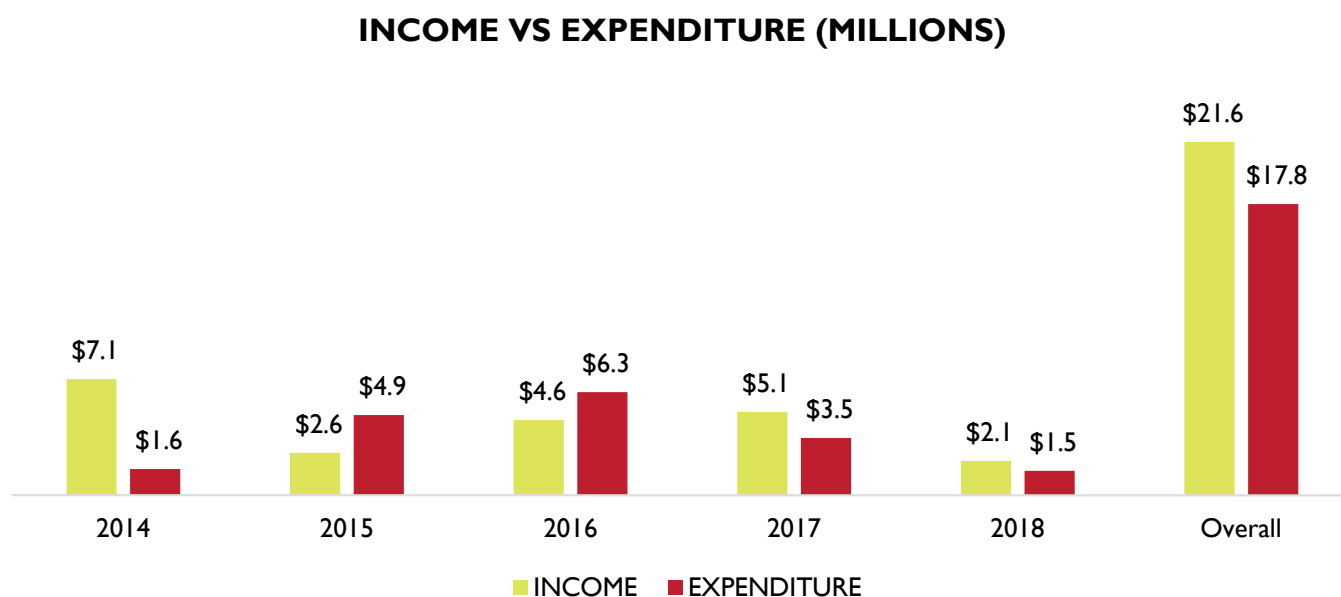


Figure 12: Project Income Vs. Expenditure (Donors)

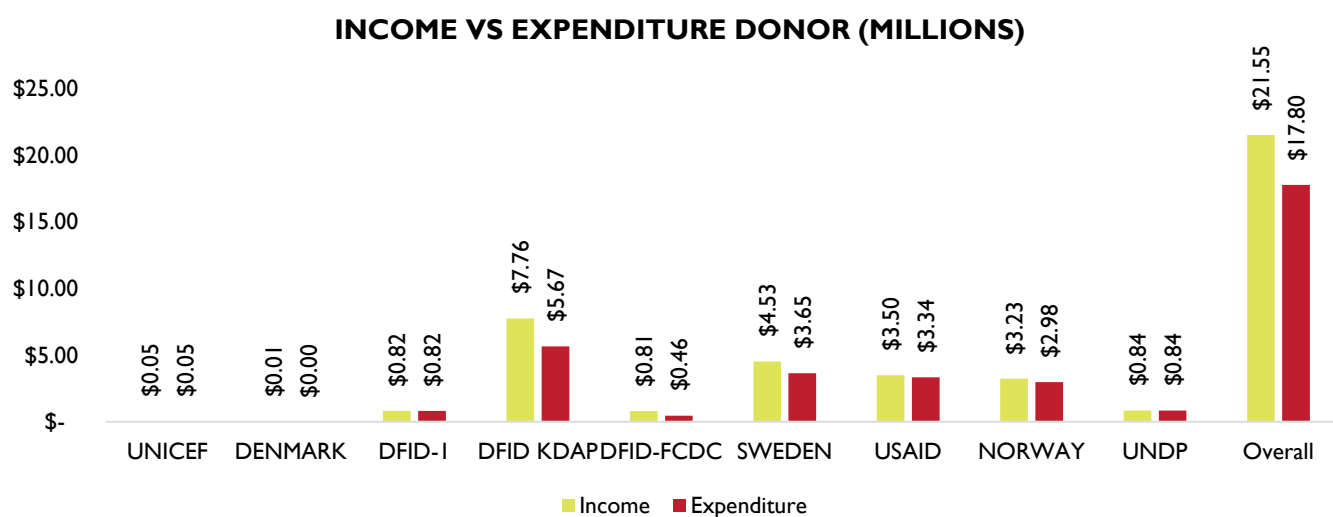




Table 19: Gender and Women Empowerment Indicator Performance

| Indicators   | Achievements / Significant Change Reported   |
|--|--|
| <ul style="list-style-type: none"> <li>One GRB guideline adopted as part of budget process by National Treasury and Parliament.</li> <li>No. of supported counties that apply the GRB guidelines in preparing their budgets including performance management systems and performance contracts.</li> <li>Key oversight institutions like OCOB, county assemblies and Parliament have increased capacity and GRB tools to utilise in budget oversight.</li> <li>Increased capacity of counties to generate and utilize data and evidence for service delivery planning, budgeting, and delivery including the prioritisation of the health and safety needs of women and other vulnerable groups.</li> <li>Women in organised groups significantly participate and influence planning and budgeting.</li> <li>Increased uptake of 30 per cent procurement quota by women, youth, PWDs.</li> </ul> | <ul style="list-style-type: none"> <li>UN Women worked with Treasury and PPRA to ensure women access to procurement opportunities;</li> <li>Gender mainstreaming in planning and budgeting in national and county processes. UN Women in collaboration with CoG and the OCOB, trained IPs to strengthen their capacities to undertake gender responsive budgeting</li> <li>Enhanced capacity for county officials from 14 counties on Public Procurement and Asset Disposal to enhance women empowerment</li> <li>Conducted a County Gender Rapid Assessment on GEWE for informed decision making in ten select counties;</li> <li>Developed (in conjunction with CoG) a Gender Policy to guide gender mainstreaming in the respective counties</li> <li>Conducted a Public Expenditure Review (PER) in Health and WASH sectors in conjunction with UNICEF;</li> <li>Produced a Gender Responsive Budget Scoping Analysis;</li> <li>Produced a Policy Brief on PFM in Kenya after Devolution;</li> <li>Prepared an Assessment Report on Access to Government Procurement Opportunities;</li> <li>Strengthened county-level planning and Public Financial Management (PFM) systems by sensitizing 47 County technical officers on the CIDP guidelines and how to mainstream cross cutting issues including gender in the development of the second-generation County Integrated Development Plans (CIDPs.);</li> <li>Provided technical support to SDGA in developing the first 5-year strategic plan (2018-2022);</li> <li>rovided technical support for gender mainstreaming for both MTP II and MTP III.</li> <li>Reviewed CIDPs for 37 counties together with UNDP and other UN Agencies to ensure that gender is actually being captured plus other cross cutting issues like HIV;</li> <li>Provided technical assistance during development of medium term expenditure framework budget guidelines, which have a requirement for gender desegregated data;</li> </ul> <p>Facilitated the review of the Public Finance Management (PFM) Reforms Strategy 2013-2018</p> |

Table 20: DRR/CC Indicator Performance

| Overall Output   | Significant Change Reported   |
|--|---|
| <b>I. Strengthened County level planning and public financial management systems.</b>  |   |
| <b>Establishing and strengthening a sound Framework for CSP in Kenya (CoG)</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Harmonised guidelines for the preparation of the County Spatial Plans</li> </ul> <b>Development of guidelines for the establishment of GIS Labs at the County/Constituency offices</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Guideline on GIS Labs prepared and being used by the Counties</li> </ul> | <ul style="list-style-type: none"> <li>GIS needs assessment was carried out in 31 Counties;</li> <li>Support to Makueni County to establish a GIS lab with clear Lab specs;</li> <li>Development of GIS Draft guidelines to guide counties on how to establish a GIS labs;</li> <li>Capacity building sessions held with County directors in charge of Physical Planning to enhance their ability to establish and operate a GIS lab.</li> </ul>  |
| <b>Development of climate change, DRR/CCA mainstreaming tools for the CSP Guidelines</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Guidelines and tools/instruments for mainstreaming CC/ DRR in the CSP and</li> </ul>   | <ul style="list-style-type: none"> <li>Developed a monitoring tool on climate change mainstreaming</li> <li>Currently, finalisation of Kenya's M &amp; E Policy that us climate resilient.</li> </ul>   |
| <b>Experiential Learning of County Spatial Planning Process in a number of counties</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Number of counties supported to undertake CSP work</li> <li>Number of counties supported to establish GIS Labs</li> </ul>   | <ul style="list-style-type: none"> <li>Supported Makueni county to fully prepare their spatial plan through both technical and financial support ;</li> <li>Procurement of a model GIS Lab for learning by the other counties in Makueni County. Draft GIS Guidelines developed, awaiting finalisation.</li> </ul>  |
| <b>Mainstreaming County Spatial Planning into the County Integrated Development Plans</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Guidelines and tools/instruments for mainstreaming CC/ DRR in the CSP and the CIDP</li> </ul>   | <ul style="list-style-type: none"> <li>Preparation and launching of the County Performance management framework by the Council of Governors prepared and launched that clearly outlines the inter-linkage among all county plans.</li> <li>The CoG supported seven pilot counties to assess their level of performance based on the 2013-2017 CIDPs.</li> </ul>   |
| <b>Supporting the preparation of a Background Paper on the Post Paris Agreement and its application to planning at national and devolved governments levels (COP 22 preparation work) - A workshop on disseminating this to MTEF and MTP sectors</b><br><i>Indicators:</i> <ul style="list-style-type: none"> <li>Ratification of the Paris Agreement by Kenya</li> <li>Subsequent reporting obligations (NDC) in place</li> </ul>                                       | <ul style="list-style-type: none"> <li>Kenya ratified the Paris Agreement in December 2016, through support of the project.</li> <li>The project advocated for inclusion of climate change Thematic Group for MTP III Sectors as part of supporting Kenya's commitment in implementing 2015 Paris Accord on climate change,.</li> <li>There are plans to support finalizations of the 28 MTP III Sector Plans to ensure that each sector plans and budgets for climate change adaptation, mitigation or both depending on the sector priorities.</li> </ul> |

| Overall Output   | Significant Change Reported   |
|--|---|
| <p><b>Finalisation of the CIDP Specific Indicator handbooks that are CCA/DRR resilient across the 47 counties</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>Guidelines and tools/instruments for mainstreaming CC/ DRR in the CSP and the CIDP</li> </ul>   | <ul style="list-style-type: none"> <li>Finalization of Guidebook on Climate Resilient Indicators</li> </ul>   |
| <p><b>Support six counties to increase / develop basic knowledge and capacity in DRR/CC for development of plans, policies and legislation.</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>Number of DRR/CC related bills and policies developed; Target: 5 counties, Progress: 9 counties</li> <li>Number of DRR/CC related bills and policies approved by the County Assemblies; Target: 5 Progress: 3</li> <li>Level of knowledge of DRR/CC within the county governments and assemblies; Target: High Progress: TBD</li> </ul> | <ul style="list-style-type: none"> <li>Support to Nine counties to increase knowledge and capacity for policy, legislation and development planning through a series of trainings.</li> <li>38 pieces of policies, bills, strategies and other frameworks have been developed or reviewed as a result of the enhanced capacities at county level.</li> <li>All the nine counties initiated specific DRM legislation processes (policies and bills) which are guiding planning and budgeting local government resources for risk reduction.</li> <li>The legislation has provided a clear framework for utilisation of the 2.5 per cent emergency funds allocated to counties through the constitution.</li> <li>The intervention has contributed significantly to the programme objective of strengthening of County level planning and public financial management systems especially in the area of disaster risk management and climate change.</li> </ul> |
| <p><b>Support National and county level DRR/CC coordination mechanisms in 6 Counties.</b></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> <li>Functional DRR/CC coordination structures at County levels; Target: 5 counties, Progress: 9 counties</li> <li>Number of counties with response mechanisms for El-Nino type Alerts; Target: 5 counties, Progress: 9 counties</li> </ul>  | <p>The project provided technical support and training to counties to improve county level mechanisms for disaster preparedness and coordination. The coordination structures have enhanced disaster response and mitigation through review of:</p> <ul style="list-style-type: none"> <li>Six county contingency plans for drought, El-Nino and La Nina.</li> <li>Tsunami Alert and response plan:</li> <li>Contingency planning for civil unrest during the recently concluded General Elections:</li> </ul>  |

| Overall Output  | Significant Change Reported   |
|---|---|
| <p>Promote risk informed development planning through training and technical support to 5 counties to understand their exposure to climate-related risks and strengthen their capacity for risk assessment:</p> <p>Indicators:</p> <ul style="list-style-type: none"> <li>Number of counties with climate-related risk profile; Target: Five counties, Progress: Eight counties</li> <li>Simplified training modules on DRR/CCA; Target: Five counties, Progress: 6. Six counties</li> <li>Evidence of utilisation of risk information in development plans; Target: Five counties, Progress: Three counties</li> <li>Number of counties with functional Early warning systems. Linked to early action; Target: Five counties, Progress: Five counties</li> </ul> | <ul style="list-style-type: none"> <li>The project has supported eight counties to develop risk information through mapping of hazard risks and building the capacity of county level planners to utilize the risk information for planning and budgeting.</li> <li>The hazard maps have been utilised in five (5) counties as the basis for development and/or review of DRM policies thus informing legislation.</li> <li>This intervention, has contributed to ensuring emergency and disaster management funds at county level are allocated based on risk priority, thus strengthening county planning and public financial management if the area of risk reduction.</li> </ul> <p>Link to hazard maps: <a href="http://opendata.rcmrd.org/pages/atlasses">http://opendata.rcmrd.org/pages/atlasses</a></p> |
| <p><b>Support Five counties to domesticate global and national DRR and CC frameworks including relevant policies based on their needs.</b></p> <p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>Number of counties with an action plan for SFDRR and KCCAP. Target: Five counties, Progress: Five counties</li> <li>Number of counties that have DRR/CC activities integrated into the county development plans. Target: Five counties, Progress: Four counties</li> <li>Number of counties with budgetary allocation for the implementation of DRR/CC interventions. Target: Five counties, Progress: Three counties</li> <li>Percentage of budgetary allocation for DRR/CC. <b>Target:</b> Five counties, <b>Progress:</b> TBD</li> </ul>       | <ul style="list-style-type: none"> <li>The programme has supported nine county governments in domestication of the Sendai Framework for DRR; the national DRR and climate change strategy.</li> <li>In addition, the project has supported 11 county governments to utilise risk-information for CIDP II, which is the long-term development policy document at county level.</li> <li>In addition, the project has supported mainstreaming of disaster risk management into Ending Drought Emergencies (EDE) framework and MTP3, the national long-term strategies for addressing climate-related droughts.</li> </ul>   |



## 10.1 Interviewed Implementing Institutions and Donors

Table 21: IDI Sample Distribution

| INSTITUTION   | NUMBER OF INTERVIEWS |
|---|----------------------|
| <b>DONORS AND DEVELOPMENT PARTNERS</b>                            |                      |
| USAID Kenya and East Africa                                       | One paired interview |
| Embassy of Norway   | One interview        |
| Agile and Harmonized Assistance for Devolved Institutions (AHADI) | One interview        |
| The World Bank  | One interview        |
| <b>IMPLEMENTING PARTNERS</b>                                      |                      |
| Council of Governors  | One paired interview |
| Commission for Revenue Allocation (CRA)                           | One interview        |
| Intergovernmental Economic and Budget Committee (IBEC)            | One interview        |
| Ministry of Devolution and National Planning (MoDP)               | One paired interview |
| Devolution Sector Working Group                                   | One interview        |
| National Drought Management Authority (NDMA)                      | One interview        |
| Kenya School of Government (KSG)                                  | One interview        |
| Office of the Controller of Budgets (OCOB)                        | One Interview        |
| AGPO Secretariat  | One interview        |
| <b>UN AGENCIES</b>  |                      |
| UNDP Governance Unit  | Group discussion     |
| UNDP Climate Change and DRR Unit                                  | Group discussion     |
| UN Women  | Group discussion     |
| UNV – CoG Climate Change  | One interview        |
| UNV – NDMA/NDOC   | One Interview        |
| UNV – Taita Taveta  | One interview        |
| UNDP Liaison Officer – Taita Taveta                               | One interview        |
| UNDP Gender Advisor – Turkana County                              | One interview        |
| UNV   | One interview        |
| UNICEF  | One interview        |

## 10.2 County Governments

| COUNTY       | INTERVIEWED COUNTY STAFF  |
|--------------|---|
| Kilifi       | <ul style="list-style-type: none"> <li>• Kilifi County Attorney,</li> <li>• Budgets Officer - Office of the Chief Officer, Finance and Planning,</li> <li>• Director of Planning</li> <li>• Director of Environment</li> <li>• Director of Gender Affairs</li> <li>• Focus Group Discussion with beneficiaries of training &amp; capacity building programmes</li> <li>• Director Disaster Management and Response</li> <li>• Chief Administrative Secretary</li> </ul>   |
| Kwale        | <ul style="list-style-type: none"> <li>• County Secretary</li> <li>• CEC, Lands and Natural Resources</li> <li>• Chief Officer - Devolution and Public Service</li> <li>• County Planning and Budgets Officer</li> </ul>  |
| Taita Taveta | <ul style="list-style-type: none"> <li>• UNDP County Liaison</li> <li>• Former County Director in charge of public participation,</li> <li>• CEC Finance and Planning</li> <li>• Chief Officer - Public Service and Administration</li> <li>• County Gender Office representative</li> </ul>  |
| Marsabit     | <ul style="list-style-type: none"> <li>• Economic Advisor to the Governor</li> <li>• Head of Economic Planning</li> <li>• Deputy Director Gender</li> <li>• Principal Officer in-charge of Coordination of Non-State Actors, Disaster Management, Civic Education and Cohesion</li> <li>• Ass. Director Public Participation</li> <li>• Deputy Director Water and Environment</li> </ul>  |
| Samburu      | <ul style="list-style-type: none"> <li>• Chief of Staff</li> <li>• County Secretary</li> <li>• Head of Budget</li> <li>• Head of Economic Planning</li> <li>• Director for Special Programmes</li> <li>• Director for Water and Environment</li> </ul>  |
| Laikipia     | <ul style="list-style-type: none"> <li>• Director Economic Planning</li> <li>• Economic Planning Officer</li> <li>• Director Disaster Risk Management</li> </ul>  |
| Nyeri        | <ul style="list-style-type: none"> <li>• Chief Officer- Economic Planning/ UNDP Focal Person</li> </ul>   |
| Makueni      | <ul style="list-style-type: none"> <li>• Director Lands and Physical Planning</li> <li>• Director Department of Social Economic Planning</li> <li>• Chief Officer – Environment</li> <li>• Climate Change Liaison Officer</li> <li>• Ass. Director Office of the Governor</li> <li>• Deputy Director Devolution – Directorate of Special Programme and Emergency Services</li> <li>• Director Disaster Risk Management</li> <li>• Chief Officer – Gender</li> <li>• Paired interviews with capacity buliding beneficiaries</li> </ul> |
| Kitui        | <ul style="list-style-type: none"> <li>• Ass. Director Office of the Governor</li> </ul>  |
| Embu         | <ul style="list-style-type: none"> <li>• Director Economic Planning</li> <li>• County Development Planning Officer</li> </ul>   |

| COUNTY  | INTERVIEWED COUNTY STAFF  |
|---------|---|
| Turkana | <ul style="list-style-type: none"> <li>• Director Budget and Economic Planning</li> <li>• County Finance Officer</li> <li>• Dep. Director Budget and Economic Planning</li> <li>• Chief Officer – Office of the Governor</li> <li>• Director Disaster Risk Management</li> <li>• Dep. Director Disaster Risk Management</li> <li>• Chief Officer – Gender, Trade and Youth Affairs</li> <li>• Dep. Director Gender and Youth Affairs</li> </ul> |
| Busia   | <ul style="list-style-type: none"> <li>• County Director in Charge of Public Service Delivery</li> <li>• Director for Budget</li> <li>• Sub-County Administrator – Bumula</li> <li>• Focus Group Discussion with project beneficiaries</li> </ul>   |
| Bungoma | <ul style="list-style-type: none"> <li>• Director M &amp; E</li> <li>• CEC - Economic Planning and Budget</li> <li>• UNDP Focal Person</li> <li>• Director -Human Resource</li> <li>• Deputy County Secretary</li> <li>• CEC – Administration</li> </ul>  |
| Vihiga  | <ul style="list-style-type: none"> <li>• Director for Budget</li> <li>• Human Resource Director</li> <li>• Chief Officer - Natural Resources and Environment</li> <li>• Chief Officer – Water</li> <li>• FGD with project beneficiaries</li> </ul>  |
| Kisumu  | <ul style="list-style-type: none"> <li>• CEC - Public Service and Administration</li> <li>• Director, Public Service Delivery</li> </ul>  |
| Homabay | <ul style="list-style-type: none"> <li>• Director – Budget</li> <li>• Director M &amp; E</li> <li>• M &amp; E officer</li> <li>• Chair of the County Service Board</li> </ul>   |
| Baringo | <ul style="list-style-type: none"> <li>• FGD with project beneficiaries</li> <li>• County Attorney</li> <li>• Director for Environment</li> <li>• Director ICT</li> <li>• Director Civic Education</li> <li>• Gender Officer</li> <li>• Director Housing</li> </ul>   |
| Kericho | <ul style="list-style-type: none"> <li>• Director - Human Resource</li> <li>• Director for Budget</li> <li>• County Economist</li> </ul>  |
| Narok   | <ul style="list-style-type: none"> <li>• Director Human Resource</li> <li>• Director – Procurement</li> <li>• M &amp; E officers</li> <li>• County Secretary</li> <li>• Director, Environment and Natural Resources</li> </ul>  |

### 10.3 Round Table Discussions (RTDs) Sample

**Table 22: Round Table Discussion Sample**

| Type of participant                           | No. of RTDs |
|---|-------------|
| UNDP staff, and Project Implementing Partners | 2           |

### 10.4 Focus Group Discussions (FGDs) Matrix

**Table 23: FGD Sample Matrix**

| Component            | Respondent Category  | County  | Total    |
|----------------------|--|---|----------|
| Governance           | Beneficiaries of capacity building programmes  | -Kilifi (Mixed Gender )<br>- Busia (Mixed Gender) | 2        |
| Gender               | Beneficiaries of training on<br>Leadership Governance and Social-econom-<br>ic Empowerment | -Vihiga (Women)<br>- Turkana (Women)              | 2        |
| Climate Change / DRR | Beneficiaries of CC/DRR capacity building  | -Baringo<br>-Makueni (Mixed Gender)               | 2        |
| <b>Total</b>         |  |   | <b>6</b> |

### 10.5 Household Survey Sample

**Table 24: Household Survey Sample Distribution**

| County       | Sample Per County |
|--------------|-------------------|
| Kilifi       | 60                |
| Taita Taveta | 60                |
| Homa Bay     | 60                |
| Kisumu       | 60                |
| Kitui        | 60                |
| Kwale        | 60                |
| Laikipia     | 60                |
| Vihiga       | 60                |
| Bungoma      | 60                |
| Marsabit     | 60                |
| Kirinyaga    | 60                |
| Nakuru       | 60                |
| Turkana      | 60                |
| Kericho      | 60                |
| Makueni      | 60                |
| <b>Total</b> | <b>900</b>        |



# 11. EVALUATION MATRIX

## 11.1 Project Output Indicators

| Outputs   | Indicators  | Data Sources  | Key Exploratory Areas  | Data Analysis Methods  |
|---|---|---|--|--|
| <b>PILLAR 1: POLICY AND LEGAL FRAMEWORK</b>   |   |   |  |  |
| Policies, laws and institutional reforms for effective implementation of the Constitution at national and county levels are adopted | Indicator 1.1: number of policies and laws adopted at the National level to support effective Implementation of Devolution. | -Literature Review<br>-In-depth Interviews<br>-Relevant National Government legislations and policies | -Number and nature of relevant national government policies, laws and institutional reforms passed and implemented   | -Thematic Analysis<br>- Case Study Analysis<br>-Policy and Legislation review                            |
|   | Indicator 1.2: Proportion of supported counties that have capacity to formulate laws that promote devolution;               | -Literature Review<br>-In-depth Interviews<br>-Review of County Legislation                           | -The number and nature of legislations passed by respective county assemblies;<br>- Capacity of the respective County Executives and Assemblies to draft and pass relevant laws that support devolution.   | -Thematic Analysis<br>- Case Study Analysis<br>-Review of enacted legislation in the respective counties |
| <b>PILLAR 2: CAPACITY BUILDING FOR INDIVIDUALS AND INSTITUTIONS SUPPORTING DEVOLUTION</b>   |   |   |  |  |
| Strengthened institutional and human capacities at national and county levels evident in supporting national and local development. | Indicator 2.1: Percentage of Supported Counties whose plans and budgets are approved by COB;                                | -Literature Review<br>-In-depth Interviews  | -Number of counties whose budget has been approved by COB;<br>-Accountability and transparency concerns in county budgets and plans;<br>- Involvement of the citizens in the budget making process;<br>-Capacity of the supported counties to adhere to the COBs reporting guidelines. | -Thematic Analysis<br>- Case Study Analysis<br>- Review of approved budgets by the COB;                  |
|   | Indicator 2.2: No of Counties with performance management systems in place.   | -Literature Review<br>-In-depth Interviews<br>-Field Visits   | -Existence of the PMS in the respective counties;<br>-Evidence of results based on implementation of PMS<br>- Monitoring and Accountability mechanisms put in place;<br>- Improvement of service delivery as a result of the implementation of PMS in the supported counties;          | -Thematic Analysis<br>- Case Study Analysis<br>-Review of PMS  |

| Outputs   | Indicators  | Data Sources   | Key Exploratory Areas  | Data Analysis Methods  |
|---|---|--|--|--|
|   | Indicator 2.3: No of counties that develop business models that are inclusive and sustainable.  | -Literature Review<br>-In-depth Interviews<br>-Field Visits<br>-Household Surveys<br>- FGDs                  | -Extent of gender mainstreaming in county processes;<br>- Adherence to PPRA regulations and guidelines;<br>-Extent of citizenry engagement by the county governments;<br>-Explore best practices/devolution success stories in the supported counties;         | -Thematic Analysis<br>- Case Study Analysis<br>- Statistical Analysis          |
|   | Indicator 2.4: MSE coordination mechanism in place  | <i>Not implemented</i>   | <i>Not implemented</i>   | -  |
| <b>PILLAR 3: STRENGTHENED SERVICE DELIVERY MECHANISMS AND PEACEFUL CO-EXISTENCE AT COUNTY AND SUB-COUNTY LEVELS.</b>  |   |  |  |  |
| Output 3: Evidence planning, budgeting for improved service delivery at County level in tandem with reduced security threats and improved response to risk and disaster in selected counties. | Indicator 3.1: The existence of disaggregated data to inform socio economic development.  | -Review of KNBS and CRA reports & datasets.  | -Availability of social economic data to support development planning and budgeting within the select counties.<br>- Availability of disaggregated data in the supported counties;<br>-Utilization of the disaggregated data in county planning and budgeting; | -Thematic Analysis<br>-Review of available data sets<br>- Case study analysis. |
|   | Indicator 3.2: # of Surveys, SDGs and HD reports, assessments, analytical works, policies, and advocacy papers conducted/ prepared to inform development planning and management at national and county levels. | -UNDP Human Development Index, 2017<br>-Policy briefs<br>- Project Documents<br>- MTE<br>- Annual work plans | -Number of surveys/studies commissioned to inform planning;<br>Utilization of surveys, reports, assessments, and policy briefs in development planning and budgeting<br>- Localization of SDGs into county ADPs and CIDPs;                                     | -Thematic Analysis<br>- Case Study Analysis<br>-Policy Analysis                |

| Outputs   | Indicators  | Data Sources  | Key Exploratory Areas  | Data Analysis Methods   |
|---|---|---|--|---|
|   | Indicator 3.3: # of Counties with strategies for peace building community security and cohesion integrated development plans and budgets, sector strategies and programmes mainstreaming. | -Review of relevant reports<br>-Household Surveys<br>-FGDs<br>- In-depth Interviews | -Existence of strategies for peace building, community security and cohesion which are integrated into county development plans and budgets;   | -Thematic Analysis<br>- Case Study Analysis<br>- Statistical Analysis<br>-Policy Analysis |
| <b>PILLAR 4: CITIZENS EMPOWERMENT IN LOCAL DEVELOPMENT PLANNING AND FINANCING</b>   |   |   |  |   |
| Output 4: Citizen Participation mechanisms and processes strengthened to ensure effective and equitable service delivery and people-centred devolved system of government.  | Indicator 4.1: % of citizens satisfied with public service delivery by National and County Governments (disaggregated by County, Sex, age, social group.                                  | -Household<br>- FGDs  | -Extent of citizenry satisfaction with services delivery by national and county governments<br>-Influence/Institutionalisation of citizen participation initiatives including county budget and economic forums<br>-Evidence of adoption of citizen feedback on development issues | -Thematic Analysis<br>- Case Study Analysis<br>- Statistical Analysis                     |
|   | Indicator 4.2: per cent of high burdened counties supported whose plans and budgets reflect HIV and AIDs.   | <i>Not implemented</i>  | <i>Not implemented</i>   | -   |
| <b>PILLAR 5: PILOTING COUNTY DEMONSTRATION PROJECTS</b>   |   |   |  |   |
| Output 5: Pilot testing of full local development cycle including participatory planning, budgeting (including gender budgeting), local level implementation capacities performance and change management, monitoring and learning. | Indicator 5.1: County governments capacitated to deliver equitable, high quality public services.   | -KIs<br>-Household surveys<br>-FGDs   | -Citizenry satisfaction with service delivery<br>-Level of monitoring integrated in development framework<br>- Capacity among county government personnel to deliver equitable high quality public service.  | -Thematic Analysis<br>- Case Study Analysis<br>- Statistical Analysis<br>-Policy Analysis |
| <b>PILLAR 6: PROJECT MANAGEMENT</b>   |   |   |  |   |
| Output 6: Improved Programme Management Support to the devolution programme.  | Indicator 6.1: No of Staff engaged.   | UNDP  | -No. of staff engaged  | - Thematic Analysis   |
|   | Indicator 6.2: Unqualified Audit reports.   | UNDP  | -No. of unqualified audit reports  | - Review of Audit Reports   |

## 11.2 Cross Cutting Issues

| Issue                                   | Indicators   | Data Source   | Key Exploratory Issues   | Data Analysis Methods   |
|---|--|---|--|---|
| Gender and Women Empowerment            | <ul style="list-style-type: none"> <li>- One GRB guideline adopted as part of budget process by National Treasury and Parliament.</li> <li>- No. of supported counties that apply the GRB guidelines in preparing their budgets including performance management systems and performance contracts.</li> <li>- Key oversight institutions like OCOB, county assemblies and Parliament have increased capacity and GRB tools to utilise in budget oversight.</li> <li>- Increased capacity of counties to generate and utilize data and evidence for service delivery planning, budgeting, and delivery including the prioritization of the health and safety needs of women and other vulnerable groups.</li> <li>- Women in organised groups significantly participate and influence planning and budgeting.</li> <li>- Increased uptake of 30 per cent procurement quota by women, youth, PWDs.</li> </ul>   | <ul style="list-style-type: none"> <li>- UN Women</li> <li>- Assessment reports</li> <li>- Key informant interviews</li> <li>- Literature review</li> <li>- Household survey</li> </ul> | <ul style="list-style-type: none"> <li>- GEWE improvement in counties owed to UN Women and its partners</li> <li>- CIDP gender alignments</li> <li>- Women's engagement in county planning, budgeting and businesses</li> </ul>  | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy Analysis</li> </ul> |
| Climate Change/ Disaster Risk Reduction | <ul style="list-style-type: none"> <li>- No. of counties supported to increase/develop basic knowledge and capacity in DDR/CC for development of plans, policies and legislation.</li> <li>- MTP III National Indicator Handbook and CIDP II Indicator Handbook to mainstream CCA/DRR.</li> <li>- Level of Implementation of policies and legal frameworks that link environmental sustainability and climate change to national and county planning.</li> <li>- Improved capacities of counties to effectively manage their natural resources, mapping out all the disaster risk areas, and to reduce impacts of climate related disaster risks.</li> <li>- Enhanced management and utilization of county disaster/ emergency funds.</li> <li>- Harmonized guidelines for the preparation of the County Spatial Plans</li> <li>- Guideline on GIS Labs prepared and being used by the Counties</li> <li>- Guidelines and tools/instruments for mainstreaming CC/ DRR in the CSP and CIDPs</li> <li>- Number of counties supported to undertake CSP work</li> <li>- Number of counties supported to establish GIS Labs</li> <li>- Ratification of the Paris Agreement by Kenya</li> <li>- Subsequent reporting obligations (NDC) in place</li> <li>- Number of DRR/CC related bills and policies developed and approved by county governments;</li> <li>- Level of knowledge of DRR/CC within the county governments</li> <li>- Functional DRR/CC coordination structures at County levels</li> <li>- Number of counties with climate-related risk profile</li> <li>- Evidence of utilization of risk information in development plans;</li> <li>- Number of counties with functional Early warning systems linked to early action;</li> <li>- Number of counties that have DRR/CC activities integrated into the county development plans.</li> <li>- Number of counties with budgetary allocation for the implementation of DRR/CC interventions.</li> <li>- Percentage of budgetary allocation for DRR/CC.</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interviews with UNDP CC/DRR Units, NDOC, NDMA, County Governments;</li> <li>- Literature Review</li> </ul>                            | <ul style="list-style-type: none"> <li>- Development of guidelines for the establishment of GIS Labs at the County/ Constituency offices</li> <li>- Development of climate change, DRR/ CCA mainstreaming tools for the CSP Guidelines</li> <li>- Number of County Spatial Plan adopted and mainstreamed;</li> <li>- Capacity development in basic knowledge in DDR/CC for development of plans, policies and legislation;</li> <li>- Capacity to develop risk informed development planning</li> <li>- Domestication of global and national DRR and CC frameworks by counties.</li> <li>- County utilization of emergency/disaster funds</li> <li>- CIDPs linked to County Spatial plans</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy Analysis</li> </ul> |



| Issue                                     | Indicators   | Data Source  | Key Exploratory Issues  | Data Analysis Methods   |
|---|--|--|---|---|
| South to South and Triangular Cooperation | <ul style="list-style-type: none"> <li>- South-South level learning networks created on selected topics (e.g. gender, public participation and PFM)</li> </ul>   | <ul style="list-style-type: none"> <li>- IDs with county governments</li> <li>- Literature Review</li> </ul>                         | <ul style="list-style-type: none"> <li>- County Partnerships and links of cooperation/results</li> <li>- County participation in regional forums</li> <li>- County benchmarking visits</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy Analysis</li> </ul> |
| Strengthening National Capacity           | <ul style="list-style-type: none"> <li>- Strengthened capacity of CoG to engender their strategy, institution, processes and advise to counties on gender issues.</li> <li>- Strengthened capacity of KSG to design and deliver training, programs, incl. mainstream gender in key devolution curricular.</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth interviews with CoG, CRA, Office of Controller of Budgets, IBEC and KSG</li> </ul> | <ul style="list-style-type: none"> <li>- Utilisation of CoG mentorship support by counties</li> <li>- Links with national institutions and processes</li> </ul>                                   | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy Analysis</li> </ul> |

## 11.3 UNDP Project Quality Criteria Evaluation

| Relevant Evaluation Criteria   | Key Questions   | Specific Sub-questions   | Data Sources  | Data collection methods/ Tools  | Methods of Data Analysis  |
|--|---|--|---|---|---|
| <b>Strategic</b><br>The extent of contribution to higher level change in line with national priorities, as evidenced through sound RBM logic through the theory of change, alignment with UNDAF, UNDP Strategic Plan | <ul style="list-style-type: none"> <li>- To what extent did the project pro-actively taking advantage of new opportunities, adapting its theory of change to respond to changes in the development context, including changing national priorities?</li> <li>- Was the project aligned with the thematic focus of the UNDP Strategic Plan?</li> </ul> | <ul style="list-style-type: none"> <li>- To what extent would you say the devolution project has contributed to Kenya's national development plans and priorities such as MTP II and Vision 2030?</li> <li>- To what extent did the project pro-actively take advantage of new opportunities, adapting its theory of change to respond to changes in the development context, including changing national priorities?</li> <li>- Would you say that the project was aligned with the thematic focus of the UNDAF Strategic Plan? How?</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> </ul> |

| Relevant Evaluation Criteria  | Key Questions   | Specific Sub-questions  | Data Sources   | Data collection methods/ Tools  | Methods of Data Analysis  |
|---|---|---|--|---|---|
| <b>Effectiveness</b><br><br>The extent to which programme results are being achieved: | <ul style="list-style-type: none"> <li>- To what extent has the project contributed to improving the quality of governance and socio-economic development in Kenya?</li> <li>- What is the degree of achievement of the planned results of the project?</li> <li>- To what extent has the programme outcome and outputs been achieved (assess outcome and output indicators against targets)?</li> <li>- To what extent have effective partnerships and strategic alliances (such as national partners, development partners and other external support agencies) been promoted around the programme?</li> <li>- What are the indirect results (externalities) of the project, if any?</li> <li>- Are there any unintended programme results either positive or negative?</li> <li>- What are some of the emerging successful programming/business models or cases especially from county programming and how would they be scaled up in the next programme?</li> </ul> | <ul style="list-style-type: none"> <li>- To what extent and how would you say the devolution project has contributed to improving;</li> <li>- The quality of Governance and socio-economic development in counties?/ Kenya;</li> <li>- Gender Equality and Women Empowerment;</li> <li>- Disaster Risk Reduction;</li> <li>- Climate Change mitigation.</li> <li>- To what extent and how did the devolution project promote effective partnerships and strategic alliances among national and development partners, UN Agencies, as well as county governments?</li> <li>- What are some of the emerging successful programming/best practices or cases especially from county programming and how would they be scaled up in the next programme?</li> <li>- In your opinion, what is the degree of achievement of the planned results of the project?</li> <li>- What are the indirect results (externalities) of the project, if any that you experienced?</li> <li>- Were there any unintended programme results either positive or negative? If yes, which ones</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face to Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> </ul> |

| Relevant Evaluation Criteria | Key Questions  | Specific Sub-questions   | Data Sources   | Data collection methods/ Tools  | Methods of Data Analysis  |
|------------------------------|--|--|--|---|---|
| <b>Efficiency</b>            | <ul style="list-style-type: none"> <li>- Is the implementation mechanism the most cost effective way of delivering this programme?</li> <li>- Were the financial resources mobilized used in the most efficient way to reach the results?</li> <li>- Noting that the project funding has come from various development partners with different conditions attached to the funding, has this affected efficiency?</li> <li>- Are there any apparent cost-minimising strategies that were encouraged, and not compromised the social dimension of gender, youth and PwDs?</li> <li>- How are the two joint programmes in Turkana and Marsabit helping the programme achieve its results?</li> <li>- How efficiently have resources/inputs (funds, expertise, time, and others) been converted to results, including value for money?</li> <li>- To what extent and in what ways have the comparative advantages of the UN organisations been utilised in the national context (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the mandate of UNDP)?</li> <li>- Have the UN agencies demonstrated Delivering as One (DaO) principle in this programme? If yes, how has this been done and does it respond to programme results?</li> </ul> | <ul style="list-style-type: none"> <li>- Were the financial resources mobilized used in the most efficient way to reach the intended results? Why?</li> <li>- Would you say the implementation mechanism was the most cost effective way of delivering this programme? Why?</li> <li>- How has funding for the project from different development partners with their unique conditions attached to it affected the efficiency of the project?</li> <li>- What were the cost minimizing strategies that were encouraged if any, and did not compromise the social dimension of gender, youth and PwDs for this project?</li> <li>- How efficiently have resources/inputs (funds, expertise, time, and others) been converted to results, including value for money?</li> <li>- What's your experience and observations on the Area Based Programming being piloted in Turkana and Marsabit counties? Is it working as anticipated?</li> <li>- To what extent and in what ways have the comparative advantages of the UN organizations been utilized in the national context (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the mandate of UNDP)?</li> <li>- Would you say the involved UN Agencies in this project demonstrated the Delivering as One (DaO) principle? If yes, in what aspects?</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face to Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> <li>- Statistical Analysis</li> </ul> |

| Relevant Evaluation Criteria   | Key Questions   | Specific Sub-questions   | Data Sources   | Data collection methods/ Tools  | Methods of Data Analysis  |
|--|---|--|--|---|---|
| <b>Relevance</b><br><br>Responsiveness of implementation mechanisms to the needs of IPs including national and county institutions | <ul style="list-style-type: none"> <li>- To what extent were the interventions consistent with the needs of the IPs the project was designed to serve in line with the priorities set by, UNDAF, CPD, MTP II, CIDP and other national and sub-national policy frameworks?</li> <li>- Does the programme design respond to the challenges of National Capacity Building Framework and does it promote ownership and participation by the national partners?</li> <li>- To what extent has the project been able to respond to changes in the needs and priorities of the IPs?</li> <li>- Are the stated project objectives consistent with the requirements of UN programming principles, in particular, the requirements of most vulnerable populations?</li> <li>- How relevant and appropriate is the project to the devolved levels of government?</li> <li>- How relevant was the project to the transition period to devolved governance and more recently, in the transitioning to the second phase of devolution?</li> <li>- Are all the target groups appropriately covered by the stated project results?</li> </ul> | <ul style="list-style-type: none"> <li>- To what extent were the project interventions consistent with the needs of the IPs the project was designed to serve in line with the priorities set by, UNDAF, CPD, MTP II, CIDP and other national and sub-national policy frameworks?</li> <li>- How would you say the program design responded to the challenges of National Capacity Building Framework and did it promote ownership and participation?</li> <li>- Did you experience any changes in needs and priorities during the implementation of the project? If yes, how was the project able to respond to these changes in needs and priorities?</li> <li>- Were the stated project objectives consistent with the requirements of UN programming principles, in particular, the requirements of most vulnerable populations? If yes, how?</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face to Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> <li>- Statistical Analysis</li> </ul> |
| <b>Sustainability and National Ownership</b><br><br>The extent to which these implementation mechanisms can be sustained over time | <ul style="list-style-type: none"> <li>- Assessment of extent of sustainability of the program thus far.</li> <li>- Did the project incorporate adequate exit strategies and capacity development measures to ensure sustainability of results over time?</li> <li>- Are conditions and mechanisms in place so that the benefits of the project interventions are sustained and owned by IPs at the national and sub-national levels after the programme has ended?</li> <li>- Have strong partnerships been built with key stakeholders throughout the project cycle that would enhance sustainability?</li> <li>- Have institutional capacity development and strengthening of national systems been built to enhance sustainability?</li> </ul>  | <ul style="list-style-type: none"> <li>- What partnerships have you built with key stakeholders throughout the project cycle that would enhance sustainability of the project?</li> <li>- How strong would you say the partnerships are if any, should the project funding be withdrawn?</li> <li>- What exit strategies and capacity development measures have you put in place to ensure sustainability of results over time?</li> <li>- What conditions and mechanisms have you put in place so that the benefits of the project interventions are sustained and owned by the intended beneficiaries after the programme has ended?</li> <li>- Did you build any institutional capacity development and strengthened national systems to enhance sustainability? If yes, which ones?</li> </ul>   | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face-to-Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> <li>- Statistical Analysis</li> </ul> |



| Relevant Evaluation Criteria   | Key Questions   | Specific Sub-questions   | Data Sources   | Data collection methods/ Tools  | Methods of Data Analysis  |
|--|---|--|--|---|---|
| <b>Management and Monitoring</b><br><br>The quality of the formulation of results at different levels, i.e. the results chain: | <ul style="list-style-type: none"> <li>- To what extent are the indicators and targets relevant, realistic and measurable?</li> <li>- Were the expected outcomes realistic given the project timeframe and resources?</li> <li>- Were the indicators in line with the SDGs and what changes need to be done in the next programme?</li> <li>- To what extent and in what ways were risks and assumptions addressed in the project design?</li> <li>- How were such risks dealt with during the programme implementation phase?</li> <li>- Is the distribution of roles and responsibilities among the different partners well defined, facilitated and have the arrangements been respected in the course of implementation?</li> <li>- To what extent and in what ways are the concepts of cross-cutting issues reflected in programming? Were specific goals and targets set? Was there effort to produce sex disaggregated data and indicators to assess progress in gender equity and equality? To what extent and how is special attention given to women empowerment?</li> <li>- To the extent possible, look at UNDP programme in relation to the other devolution support programmes (synergies, complementarities, overlaps/duplication and others).</li> <li>- Social and Environmental Standards</li> <li>- Does the project seek to further the realization of human rights using a human rights based approach?</li> <li>- Are social and environmental impacts and risks (including those related to human rights, gender and environment) being successfully managed and monitored in accordance with project document and relevant action plans?</li> <li>- Were unanticipated social and environmental issues or grievances that arose during implementation assessed and adequately managed, with relevant management plans updated?</li> </ul> | <ul style="list-style-type: none"> <li>- Would you say the expected project outcomes were realistic given the project timeframe and resources? Why?</li> <li>- Would you say the project indicators were in line with the SDGs?</li> <li>- Which risks/challenges if any, did you encounter during the implementation of the project?</li> <li>- How did you address/deal with them?</li> <li>- Would you say the distribution of roles and responsibilities were well defined, facilitated and were the arrangements respected in the course of implementation?</li> <li>- To what extent and in what ways are the concepts of cross-cutting issues such as gender, partnerships, south to south and triangulation etc. reflected in programming?</li> <li>- Were specific goals and targets set?</li> <li>- Was there effort to produce sex disaggregated data and indicators to assess progress in gender equity and equality? To what extent and how is special attention given to women empowerment?</li> <li>- Were there synergies, complementarities, overlaps/ duplication you experienced with other organizations implementing similar projects? If yes, which ones?</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face to Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> <li>- Statistical Analysis</li> </ul> |

| Relevant Evaluation Criteria  | Key Questions   | Specific Sub-questions  | Data Sources   | Data collection methods/ Tools  | Methods of Data Analysis  |
|---|---|---|--|---|---|
| <b>Impact</b><br>To the extent possible, assess the impact of the project on devolution especially on the understanding of the citizenry and their participation on the devolution process i.e. | <ul style="list-style-type: none"> <li>- Determine whether there is any major change in the indicators that can reasonably be attributed to or associated with the project, including impact of the project on devolved institutions in regard to empowerment, management, effectiveness, accountable, transparent and efficiency in service delivery.</li> <li>- Assess any impacts that the project may have contributed to.</li> </ul> | <ul style="list-style-type: none"> <li>- Which impact, if any, would you say the project has had on devolution in Kenya?</li> </ul> | <ul style="list-style-type: none"> <li>- Literature Review</li> <li>- Relevant reports, legislations and policies</li> <li>- In-depth Interviews</li> <li>- Face to Face Interviews</li> <li>- Focus Group Discussion</li> </ul> | <ul style="list-style-type: none"> <li>- In-depth Interview Guides</li> <li>- Literature Review / Evaluation guide</li> <li>- Focus Group Discussion Guide</li> <li>- Household Interviews</li> </ul> | <ul style="list-style-type: none"> <li>- Thematic Analysis</li> <li>- Case Study Analysis</li> <li>- Policy and Legislation review</li> <li>- Statistical Analysis</li> </ul> |

### (Footnotes)

- I It was noted that most counties do not have sufficient resources to collect their own disaggregated data. Overall, counties still rely on KNBS for authoritative data for planning.



## CONSULTANTS

---



**infotrak**  
Research & Consulting

103, Manyani East Road,  
P.O Box 23081-00100, Nairobi, Kenya  
Telephone: +254 020 233 8988  
Email: [info@infotrakresearch.com](mailto:info@infotrakresearch.com)

---