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INDEPENDENT COUNTRY PROGRAMME EVALUATION
KENYA

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KENYA

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FOREWORD

I am pleased to present the second Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Kenya, carried out by the Independent Evaluation Office of UNDP. The evaluation covers the 2018-2022 programming period.

Kenya's development agenda is driven by the national development strategy "Vision 2030", formulated in 2007 and realized through consecutive five-year Medium Term Plans. In previous years, the country has been on a positive development trajectory, with reducing poverty rates, increasing human development scores and rising to lower middle-income status. Several challenges remain, however, including high youth unemployment, persistent inequalities, and vulnerability to climate change. In addition, Kenya's development gains are being negatively affected by the impacts of the COVID-19 pandemic.

The evaluation found that UNDP has played a strong role in supporting the country's development efforts in several areas, although important areas still require improvements. The evaluation recognises that the onset of the COVID-19 pandemic in 2020 and an internal restructuring of the country office in 2019 have had adverse impacts on UNDP performance and effectiveness. Key results were achieved in terms of strengthening capacity of several local (county) governments as part of the country's efforts towards a devolved system of governance, as well as promoting human rights and gender equality in county-level policies and strategies. UNDP work in support of youth skills development has been highly relevant and innovative, but has not yielded the desired effects due to limited follow-up and funding. UNDP contributed to the formulation of key environmental policies and strategies, which strengthen the country's potential to access climate financing. It has also been effective in promoting the sustainable management of protected areas. Throughout its portfolio, UNDP work could have been strengthened by capturing synergies across projects within and across thematic areas. The work of the UNDP could benefit from robust monitoring, reporting and evaluation systems to track and showcase its progress.

As UNDP continues to support Kenya's development, the next country programme should make some strategic, programmatic and operational adjustments in order to better serve the country. Its devolution programme should aim to deepen its capacity-development work and capitalize on regional blocs to cluster counties and exploit economies of scale. In its peace and security work, UNDP should create more synergy among programme areas, building on areas where it is well established such as electoral support, human rights and rule of law. UNDP should redesign its inclusive growth portfolio and devote special attention to the economic empowerment, political and social participation of youth. UNDP should retain and expand its leadership in supporting Kenya on its environmental goals, by continuing its policy support work and improving coherence and linkages among its field activities. Internally, UNDP needs to improve its approach to gender mainstreaming, monitoring and evaluation, and resource mobilization.

I would like to thank the Government of Kenya, national stakeholders, colleagues from the UNDP country office in Kenya as well as the Regional Bureau for Africa for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will strengthen the formulation of the next Country Programme Document, to achieve a more inclusive and sustainable development pathway and recovery for the people of Kenya.

Oscar A. Garcia
Director, Independent Evaluation Office, UNDP

CONTENTS

ACRONYMS AND ABBREVIATIONS

AEP	Amboseli Ecosystem Plan
CBEF	County Budget Economic Forum
CIDP	County Integrated Development Plan
COVID-19	Coronavirus Disease 2019
CPD	Country Programme Document
CSO	Civil society organization
DRM	Disaster risk management
EEP	Kenya Economic Empowerment Programme
ERU	Environment and Resilience Unit
FCDC	Frontier Counties Development Council
GBV	Gender-based violence
GCF	Green Climate Fund
GDP	Gross domestic product
GEF	Global Environment Facility
GHG	Greenhouse gas
GIG	Governance and Inclusive Growth
GrEYAP	Green Economy Youth Activation Programme
ICPE	Independent Country Programme Evaluation
ICT	Information communication technology
IDP	Internally displaced person
IEBC	Independent Electoral and Boundaries Commission
IEO	Independent Evaluation Office
INDC	Intended Nationally Determined Contribution
INFF	Integrated National Financial Framework
KNCHR	Kenya National Commission on Human Rights
M&E	Monitoring and evaluation
MEF	Ministry of Environment and Forestry
MSME	Micro, small and medium enterprise
MTP	Medium Term Plan
NCCAP	National Climate Change Action Plan
NCTC	National Counter-Terrorism Centre
NSCP	National Steering Committee on Peacebuilding

ORPP	Office of the Registrar of Political Parties
PREVENT	Preventing Violent Extremism Networks Together project
REDD+	Reducing Emissions from Deforestation and forest Degradation
SDGs	Sustainable Development Goals
SEIA	Socio-Economic Impact Assessment
SERP	Socio-Economic Response Plan
SGBV	Sexual and gender-based violence
SMT	Senior management team
SPAIS	Strengthening Public Accountability and Integrity Systems project
SPAU	Strategic Policy Analysis Unit
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services
UNSCDF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development
VLR	Voluntary Local Review
VNR	Voluntary National Review

Evaluation Brief: Kenya

The Republic of Kenya is a lower middle-income country situated in East Africa. Kenya is the largest economy in the East Africa Community, with a young and fast-growing population. Poverty has been declining over recent years, to 36 percent in 2016, but these gains are expected to be somewhat reversed due to the COVID-19 pandemic.

Since 2010, Kenya embarked on a process of devolved governance, transferring responsibilities and fiscal management from federal to county level, though this has faced the challenge of limited capacity at decentralized level. The country faces several security challenges, due to terrorism, episodes of electoral violence and insecurity along border areas with neighbouring countries. Climate change is having a major impact on the country's mostly rain-fed agriculture and on its natural resources and wildlife.

This Independent Country Programme Evaluation covers the current programme cycle 2018-22. Over this period, UNDP programme expenditure amounted to around US$ 79 million, mostly consisting of contributions from bilateral donors (66 percent), UNDP core funds (18 percent) and vertical funds (16 percent). The evaluation covers all four programme areas, namely: 1) Democratic governance and devolution support; 2) Peace and security; 3) Inclusive growth and structural transformation; and 4) Environmental sustainability, climate change and resilience.

Key findings and conclusions

In the area of **democratic governance and support to devolution**, UNDP has played an important role in supporting the Government of Kenya to implement its devolution objectives, and has been largely effective in meeting its programmatic objectives, for instance by establishing County Budget Economic Forums, which help counties in planning, public participation and budget-making processes. UNDP is regarded as a strong and reliable partner in this area, valued for its independence, ability to enhance interaction among partners working in the same area, and flexibility and openness to modifying objectives. The potential for further results has been constrained by the one-off nature of most training, as well as resource limitations. There was also limited reporting, collection and communication of results and lessons.

In the area of **peace and security,** UNDP has been effective in delivering technical support to several legislative and policy instruments, for example, by contributing to the creation of county peacebuilding policies, localizing national action plans such as the Kenya National Action Plan on Women Peace and Security (2020) and supporting the creation of county action plans for countering violent extremism. UNDP has contributed to the electoral process in Kenya, to a great extent, by strengthening the Independent Electoral and Boundaries Commission and all agencies concerned with elections in the country.

UNDP work on **inclusive growth** has proven highly relevant in addressing the challenges of youth unemployment and environmental and social standards in the small-scale mining sector. However, the effectiveness of projects in these areas has been very limited due to flaws in the design of activities, limited follow-up and engagement with partners, and funding shortfalls. UNDP work on youth skill development lacked a thorough labour market and skills gap analysis to inform the curricula.

UNDP work in the area of **environmental sustainability and climate change** was clearly linked to the country's national and international environmental targets and has benefited from full funding from both multilateral (Global Environment Facility, Green Climate Fund) and bilateral partners. Projects in this area have largely been able to deliver effectively and promote the conservation of Kenya's biodiversity and the sustainable management of natural resources. Ecosystem management practices have been improved in the World Heritage Site of the Lakes System in the Great Rift Valley, the marine ecosystem of Southern Kenya in Kwale County, and the sacred Mijikenda Kaya forests in the coastal region. The landscape approach has been a positive innovation compared to previous cycles of the Small Grants Programme funded by the Global Environment Facility, and the focus on community engagement has yielded good results in terms of the adoption of more sustainable production practices, the establishment of wildlife conservancies and the development of value chains which ensure the protection of biodiversity.

The country office **results-based management** system does not clearly articulate a theory of change which links projects to overall objectives. As a result, the monitoring system does not collect and compile the necessary data to track results and inform management decisions. Project documentation is not consistently collected, and the evaluation had access to around half of the expected documentation, such as project documents, annual workplans, progress reports and terminal evaluations. Many of the projects reviewed have been designed around broad outcomes and outputs with ambitious budgets.

There is significant work to be done to enhance programme efficiency, especially in terms of securing adequate funding. Given declining funding opportunities, and a shift in donor prioritization due to Kenya's middle-income status, there is an urgent need for UNDP to develop a realistic and implementable **resource mobilization** strategy, which should include contingency plans for a scenario where resource mobilization targets are not met.

UNDP efforts to mainstream **gender** in its programmes have yielded some modest results, highlighting some important gender issues at national level such as women's roles in strengthening peace and security and HIV and AIDS stigmatization. UNDP projects have varied greatly in their mainstreaming of gender, and the lack of interventions with gender equality as their principal objective indicates the need for a consistent and holistic framework for mainstreaming a gender-transformative approach.

The Country Programme Document (CPD) 2018-22 is being implemented in a difficult environment due to the outbreak of the **COVID-19 pandemic** in March 2020. UNDP was able to adapt quickly by restructuring programmes and projects to accommodate the reallocation of funds to mitigate COVID-19 challenges. Specifically, this has contributed to the monitoring of human rights abuses during COVID-19 restrictions and the development of policy document on the management of peacebuilding in the new context. UNDP has also been able to raise funds to support the Government of Kenya, through the Ministry of Health, to cater for priority needs to reduce the impact of the spread of COVID-19 in Kenya.

Recommendations

Recommendation 1: The UNDP devolution programme will remain relevant and should maintain its overall focus, while making adjustments to strengthen the training components for county officials, data collection and analysis capacity, and monitoring and communication of results.

Recommendation 2: UNDP should further consolidate and strengthen synergy between its work in peace and security, elections, and human rights and the rule of law, where it has had real impact and is well established. Not only should synergy be captured between projects within this outcome, but linkages to devolution, environment and youth and inclusive growth should be ensured.

Recommendation 3: UNDP should redesign its inclusive growth portfolio based on lessons from the previous implementation cycle. The new CPD should maintain its objectives to promote sustainable youth employment with significant changes to the implementation of its business development activities at county level. There should be greater attention to analysing labour market needs, clearer provisions for institutionalization and the sustainability of results, closer follow-up with partners, and improved monitoring. The programme should also seek synergy with other areas of work such as the Accelerator Labs.

Recommendation 4: UNDP should retain and build on its leadership in the environment area by strengthening its procurement of technical expertise and being more focused and targeted in its downstream activities. Successful approaches such as the community engagement and land-scape/ seascape approach should be replicated.

Recommendation 5: Youth should feature more prominently in the new CPD, with a dedicated approach and articulated programme theory, in view of their critical importance to several dimensions of the country's development agenda. UNDP can draw from previous programme experience in addressing youth inclusion and employment in the peace and security and inclusive growth portfolios to conceptualize its future approach.

Recommendation 6: The results chain and theory of change of the new CPD need to be designed to clearly track the UNDP contributions to national and United Nations Sustainable Development Cooperation Framework objectives. The country office monitoring system needs upgrading, to centrally compile and better organize data for decision-making, accountability and knowledge management.

Recommendation 7: UNDP should set more realistic resource mobilization targets and establish contingency plans which document how project activities can be scaled down or redesigned in case of resource shortfalls. Projects should also improve their approach to budgeting and disbursement.

Recommendation 8: UNDP programmes should improve the way they address gender issues, by improving baseline gender analysis and introducing measures to promote empowerment and equality in decision-making.

CHAPTER 1
BACKGROUND AND INTRODUCTION

This chapter presents the purpose, objectives, and scope of the evaluation as well as the methodology applied. It lays out the development context of Kenya before introducing the UNDP country programme.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of UNDP strategy in facilitating and leveraging national efforts for achieving development results. ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.[1]

1.2 Evaluation methodology

The ICPE was conducted according to the approved IEO process. Following the development of the terms of reference, the IEO recruited one international and one national consultant to support the assessment. During the initial phase, a stakeholder analysis was conducted to identify all relevant stakeholders, including those that may not have worked with UNDP, but played a key role in the outcomes to which UNDP has contributed.

The effectiveness of the UNDP country programme was analysed through an assessment of progress made towards the achievement of expected outputs, and the extent to which these outputs contributed to the intended

EVALUATION QUESTIONS

1. What did the UNDP country programme intend to achieve during the period under review?

2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?

3. To that extent has UNDP been able to adapt to the COVID-19 pandemic and support the country's preparedness, response and recovery process?

4. What factors contributed to or hindered UNDP performance and the sustainability of results?

Country Programme Document (CPD) outcomes. To better understand UNDP performance and the sustainability of results in the country, the ICPE examined the specific factors that have influenced the country programme – positively or negatively. UNDP capacity to adapt to the changing context and respond to national development needs and priorities was considered.

The evaluation methodology adhered to United Nations Evaluation Group norms and standards.[2] In line with UNDP gender mainstreaming strategy, the evaluation examined the level of gender mainstreaming across the country programme and operations. Sex-disaggregated data were collected, where available, and assessed against programme outcomes.

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1   See http://web.undp.org/evaluation/policy.shtml
2   See website of the United Nations Evaluation Group: http://www.unevaluation.org/document/detail/1914

The evaluation relied on information collected from different sources and then triangulated:

- A review of UNDP strategic and programme documents, project documents and monitoring reports, decentralized and external evaluations,[3] research papers and other available country-related publications. The main documents consulted by the evaluation team are listed in Annex 4, available online. An internal audit was conducted during the final stages of the ICPE, and the evaluation team had the opportunity to view its findings.

- An analysis of the programme portfolio and the development of theories of change by programme area, to map the projects implemented against the goals set in the CPD. The evaluation covered all projects implemented during the CPD period (this list is presented in Annex 5 online).

- Online and telephone interviews with 91 stakeholders, including UNDP staff, government representatives, United Nations country team representatives, development partners, civil society organizations (CSOs) and academia. The interviews were used to collect data and assess stakeholder perceptions of the scope and effectiveness of programme interventions, determine factors affecting performance, and identify the strengths and weaknesses of the UNDP programme. A full list of interviewees is available in Annex 3 online.

The draft ICPE report was quality-assured by two external reviewers and the IEO internal peer review, then submitted to the country office and the Regional Bureau for Africa for identification of factual errors and comments, and then shared with the Government and other national partners.

1.3 Evaluation limitations

With the outbreak of the Coronavirus Disease 2019 (COVID-19) pandemic, the ICPE team had to conduct the evaluation remotely, adapting its methodology to rely more on an expanded desk review of available material and conducting online and telephone consultations, complemented by email exchanges with stakeholders. To further mitigate these challenges, the evaluation team broadened the scope and depth of its secondary data review by including external reviews, assessments and evaluations and country progress reports, to cross-reference the data and validate findings. However, this was a challenge as a full catalogue of background documentation, including monitoring data, was not available for all projects and programmes, nor was this supplied to the team in a timely manner. The quality of these reports was also an issue, as reflected as a finding of this report. The evaluation engaged a consultant based in Kenya with the aim of incorporating extensive direct observations of UNDP work in the country, but this was not possible due to local restrictions. Despite this, the consultant's knowledge of the country context mitigated the restrictions on travel.

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[3]   Sixteen decentralized evaluations were conducted in the period under consideration.

1.4 Country context

Poverty, Sustainable Development Goals and gender

Kenya has a young fast-growing population estimated at around 48 million in 2019, with an average age of 18 and half of the population under the age of 25.[4] The population has been growing at around 3 percent over the past decades,[5] which was outpaced by national income growth, thereby elevating per capita income over past years. The UNDP Human Development Index 2020 ranks Kenya at 143 out of 189 countries (0.601), in the 'medium' human development category, an improvement from its score of 0.599 in 2018.[6] The proportion of the population living below the poverty line declined from 46 percent in 2005 to 36 percent in 2016.[7] Kenya's Gini coefficient (a measure of income inequality) was 48.5 in 2015, the highest among East African countries, and has not decreased significantly in recent years.[8]

Kenya had a Gender Inequality Index value of 0.518 in 2019, ranking it 126 out of 189 countries. The index value, which decreased somewhat since 2015 (0.537), is a composite measure capturing health, empowerment and labour market participation.[9]

While the country has made progress towards some of the Sustainable Development Goals (SDGs), current data from the Sustainable Development Report 2021 shows that major challenges remain in order for Kenya to achieve most of the SDG targets, though it is considered to be in a better position than other states in the region.[10] The report shows achievement of only one SDG (13, Climate Action) with challenges across seven SDGs (4,5,8,12,14,15 and 17). Nine SDGs face major challenges, including a number of key SDGs such as SDG 1, No Poverty, SDG 2 Zero Hunger, and SDG3 Good Health and Wellbeing.

Economy and employment

Kenya's economic growth rate has been increasing gradually over the past decade, with annual rates between 5.7 percent and 6.3 percent between 2015 and 2019, and considerable decline due to the COVID-19 pandemic, to 0.3 percent.[11] Agriculture remains the backbone of the economy, contributing about 34.5 percent of gross domestic product (GDP). Agriculture also accounts for 65 percent of the country's export goods, such as tea, coffee and cut flowers. The service and industry sectors account for 47.5 percent and 17.8 percent of GDP respectively. In recent years, economic growth has mainly been driven by the services sector, as agricultural productivity stagnated.[12]

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4   United Nations (2020) Kenya Voluntary National Review (VNR) (p. 38). https://sustainabledevelopment.un.org/content/documents/26360VNR_2020_Kenya_Report.pdf based on data from the 2019 Kenya Population and Housing Census Results: https://www.knbs.or.ke/?p=5621

5   World Bank data: https://databank.worldbank.org/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=KEN

6   UNDP (2020) Human Development Report: http://hdr.undp.org/sites/default/files/hdr2020.pdf

7   Kenya Integrated Household Budget Survey (KIHBS) 2015-2016, Kenya National Bureau of Statistics, 2018.

8   OECD (2017) Social Protection in East Africa: Harnessing the Future. https://kenya.un.org/en/145907-second-national-voluntary-national-reporting-2020

9   Human Development Report data: http://hdr.undp.org/en/indicators/68606

10   https://dashboards.sdgindex.org/profiles/kenya

11   Kenya VNR 2020 (p.9) https://sustainabledevelopment.un.org/content/documents/26360VNR_2020_Kenya_Report.pdf

12   World Bank, Kenya Country Diagnostic 2020 (p.11) http://documents1.worldbank.org/curated/en/531731600090213005/pdf/Kenya-Systematic-Country-Diagnostic.pdf

According to the World Bank, 9 million people are expected to enter the labour force in Kenya between 2015 and 2025.[13] The country has had difficulty meeting the demand for jobs. Youth unemployment, at 7.2 percent in 2019, has decreased over the past ten years but is still higher than for the total workforce, which stands at 2.9 percent.[14] Youth are also more likely to work in sectors and occupations with lower productivity and earnings.[15]

Peace, security and governance

In the early 2000s, a consultative process began for constitutional reform, which resulted in the 2010 constitutional enactment. One of the significant changes brought about in 2010 was the establishment of 47 county governments, which were assigned a degree of self-governance, fiscal autonomy and provision of services (e.g., healthcare, pre-primary education, water and agriculture services and others). The devolution process aimed to strengthen democratic governance from national to local levels, thereby improving local governance and service delivery through responsive institutions.[16]

The 2007 election results were disputed by opposition parties, causing post-election violence in the capital and some regions. The presidential elections in 2013 and 2017 also witnessed some violence, with the opposition contesting the outcomes in the supreme court. The next elections are due in the country in 2022 and political divisions remain. The Mo Ibrahim Index (an assessment of the quality of governance) for Kenya was measured at 58.5 in 2019, with only marginal changes since 2015. According to this index, Kenya ranks 14 out of 58 African countries, and second in the East African Community. According to Transparency International estimates, Kenya is losing about 7.8 percent of GDP to corruption yearly, despite a marginal improvement.

Several areas in Kenya remain vulnerable to inter- and intra-communal conflicts, violent extremism and an increased threat of terrorism. Although Kenya's Global Terrorism Index ranking stood at 5.64 in 2019, with a marginal improvement since 2018, it remained below its 2015 value of 6.66 as a result of increasing threats, particularly from the *Al Qaeda*-affiliated Al-Shabaab. In Kenya, terrorism deaths attributed to *Al-Shabaab* increased by 83 percent in 2019. Although there remain episodic terrorist attacks that have led to deaths in the recent past, they still remain lower than in 2014, when the group killed 256 people.

Kenya faces challenges related to: the radicalization, recruitment, and indoctrination of citizens, especially youth, into terror organizations and proscribed groups; cross-border conflicts and regional instabilities, especially in Somalia and South Sudan; porous borders; the proliferation of illicit arms and light weapons; an influx of refugees and aliens; and persistent resource-based conflicts due to climate change.[17] The COVID-19 pandemic has created additional challenges and conflicts that have led to a rise in gender-based violence (GBV), and loss of jobs and livelihoods.

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13   World Bank, Kenya Country Diagnostic 2020 (p.11) http://documents1.worldbank.org/curated/en/531731600090213005/pdf/Kenya-Systematic-Country-Diagnostic.pdf
14   World Bank data portal, based on ILOSTAT database https://data.worldbank.org/indicator/SL.UEM.TOTL.ZS?locations=KE
15   World Bank (2020) Kenya Country Diagnostic (P.11): http://documents1.worldbank.org/curated/en/531731600090213005/pdf/Kenya-Systematic-Country-Diagnostic.pdf
16   Ibid.
17   Republic of Kenya (2018) Medium Term Plan 2018-2022. Transforming Lives: Advancing socio-economic development through the 'Big Four'.

Environment

Kenya's economy is highly dependent on its natural resource base and climate-sensitive sectors such as agriculture, fisheries and energy. The impacts of climate change are most severe in the agriculture sector, given its reliance on rainfall for crop production. Even the slightest increase in drought frequency will present major challenges for food security, water availability, and peace and security, especially in Kenya's arid and semi-arid lands in the north and east, where resource-based conflicts are a routine occurrence. Other parts of the country, most notably the Rift Valley, are also vulnerable to climate change due to increasing extreme events (droughts and floods, combined with landslides) while glacier melt from Mount Kenya will further reduce future water availability. Coastal areas are expected to suffer from rising sea levels and associated floods and saltwater intrusion.[18]

The country has been expanding its electricity generation in recent years, though only about half of the population has access to grid electricity, while an additional 20 percent has access to off-grid electricity solutions. The country has ample potential to increase electricity generation from renewables, including major geothermal potential, but limited investment in generating capacity and transmission lines is hindering progress.

The impact of COVID-19

As of November 2021, Kenya had reported around 254,000 confirmed cases of COVID-19 and 5,315 deaths, and saw a number of lockdowns through 2020 and 2021.[19] By November 2021, 5.9 million vaccinations had been administered, with 2 million or 3.8 percent of the population fully vaccinated.[20] The economy was significantly affected by the pandemic in 2020 and 2021, with major impacts on tourism, agriculture, manufacturing and trade, the closure of schools and pressure on household income stemming from job losses and wage cuts. A UNDP policy brief from April 2020 identified the vulnerabilities and impacts on Kenya of the COVID-19 pandemic, including far-reaching effects on all areas of the economy and society, particularly the tourism, agriculture and trade sectors, and major impacts on livelihoods.

FIGURE 1. Evolution of programme budget and expenditure, 2018-21 (US$ million)
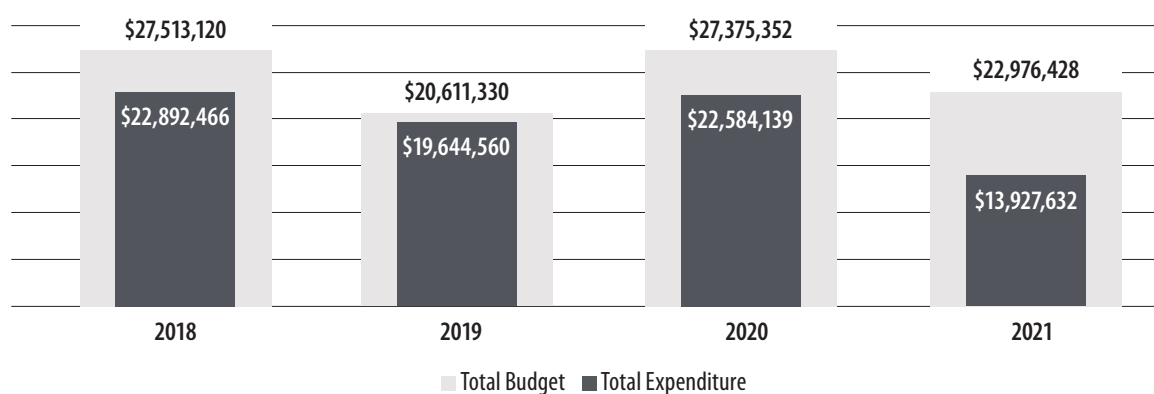
Source: Atlas project data, Power BI, as of 11 November 2021

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18   See Relief Web: https://reliefweb.int/report/kenya/climate-change-profile-kenya
19   World Bank (2020) Kenya Country Diagnostic: http://documents1.worldbank.org/curated/en/531731600090213005/pdf/Kenya-Systematic-Country-Diagnostic.pdf
20   WHO data November 2021: https://covid19.who.int/region/afro/country/ke

1.5 The UNDP programme under review

The UNDP country programme 2018-2022 contributes to, and is aligned to, Kenya's 'Vision 2030', the country's main national development strategy, and to the fifth generation United Nations Development Assistance Framework (UNDAF) 2018-22.[21] The UNDP Kenya programme focused on three priority areas, divided into four outcomes. Following a change management process in 2018-19 and the reorganization of the country office, the four outcomes were reorganized into three priority programme areas, merging outcomes 1 and 2.

The priority area on **Governance, peace and security**, (Outcomes 1 and 2), works across a number of areas including: i) the enhancement of devolved governance and service delivery; ii) support to strengthen the electoral process and institutions for fair and peaceful elections; iii) strengthening peace and security by working to reduce the drivers of conflict and the prevention of violent extremism; iv) civil society engagement; and v) enabling legal environments for an effective HIV response. This accounts for 50 percent of the funding allocation in the CPD at design.

In the **Inclusive growth and structural transformation** area (Outcome 3), UNDP works with the Government and communities to: i) develop inclusive policies, strategies, and programmes for the sustainable development of poor and vulnerable groups; and ii) enhance productivity for increased livelihoods and income generation. This accounts for 20 percent of the funding allocation in the CPD at design.

Finally, in the **Environmental sustainability, climate change and resilience** area (Outcome 4), UNDP works across the following areas: i) climate change adaptation and mitigation; ii) natural resource management and sustainable land management; iii) forestry and biodiversity/ wildlife; iv) sustainable energy access; and v) sound chemical management through the Global Environment Facility (GEF). This accounts for 30 percent of fund allocation.

Available budgets to date amount to US$ 98.48 million, which represents 52 percent of expected resources, with an execution rate of 80 percent (2018-21) (for full details see Table 1 in section 2.6).[22]

FIGURE 2. Total budget and expenditure by outcome (US$ million) 2018-20
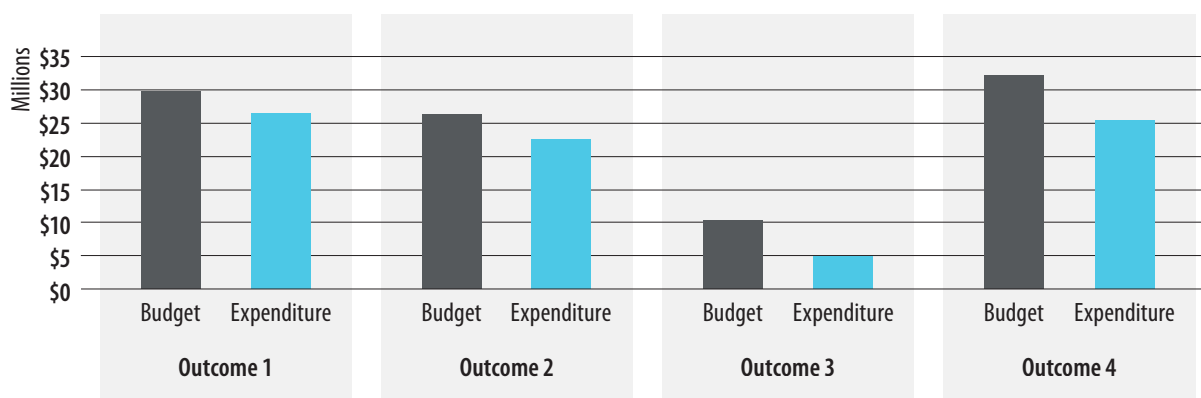
Source: Atlas project data, Power BI, as of 11 November 2021

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[21]   World Bank data: https://ourworldindata.org/covid-vaccinations?country=KEN
[22]   ATLAS extraction, 11 November 2021.

1.6 United Nations COVID-19 support

UNDP Kenya was the technical lead in the development of a Socio-Economic Impact Assessment (SEIA) in April 2020, which identified the vulnerabilities and impact on Kenya of the COVID-19 pandemic. The SEIA warned of the impact of COVID-19 for the country, and outlined a range of economic and social impacts including the ability of the country to respond to the pandemic health impacts and pressures, as well as the economic pressures such as declining tourism and trade, unemployment and income, currency pressure, government revenue reduction and public spending increases.[23] At the time of the evaluation (September 2021) Kenya was going through its third lockdown. Schools were open, but with strict regulations for observing COVID-19 protection guidelines.

SEIA was a key input into the broader Socio-Economic Response Plan (SERP) developed by the United Nations country team in August 2020, led by the Resident Coordinator's office. Under the SERP, five pillars were identified to support Kenya's response, with UNDP taking the lead on Pillar 4 'Macroeconomic Response and Multilateral Collaboration', to provide the Government with technical and analytical support for socio-economic recovery, and Pillar 5 'Social Cohesion and Community Resilience', to support climate-smart agriculture, working with communities, youth and vulnerable groups to respond to the pandemic. The Kenya SERP has a budget of $155 million, with Pillar 4 accounting for $2 million and Pillar 5 $7.5 million.[24] The country office received $450,000 from a UNDP rapid financing facility to support youth during the pandemic as well as $2,206,286 from the Government of Japan to support an inclusive and multisectoral response to COVID-19.

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23   UNDP (2020) Policy Brief 4: Articulating the pathways of the Socio-Economic Impact of the Coronavirus (COVID-19) Pandemic on the Kenyan Economy.
24   United Nations (2020) COVID-19 Kenya SERP.

CHAPTER 2
FINDINGS

This chapter presents the results of the outcome analysis, and an assessment of cross-cutting issues. The main factors that influenced UNDP performance and contributions to results are also described in this section. The assessment was based on analysis of the correlation between project results and their contribution to the expected outputs under each outcome, and consequently to the overall outcome objectives.

2.1 Democratic governance

CPD OUTCOME 1: By 2022, people in Kenya access high-quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced, and accountable

Outputs 1.1: National and county governments have strengthened capacities for formulation and implementation of policy, legal and institutional frameworks and mechanisms for coordinated, inclusive and effective service delivery at devolved level

Outputs 1.2: Public finance management institutions have strengthened processes and systems for equitable, efficient and accountable service delivery

Outputs 1.3: County- level institutions have strengthened capacity for evidence-based planning, budgeting, implementation, monitoring and evaluation for accountable service delivery

Output 1.4: People in Kenya have capacity to engage, deepen accountability and transparency in devolution, especially women, youth and persons with disability

Outcome 1 details UNDP support to the two-level governance structure established under the Kenyan Constitution of 2010, with the creation of 47 county governments and a devolved system of governance. 18 projects fall under the Outcome 1 portfolio, with a total expenditure of $26.5 million, against a budget of $29 million from January 2018 to November 2021, giving an execution rate of 89 percent.

FIGURE 3. Outcome 1 evolution of budget and expenditure (US$ million)
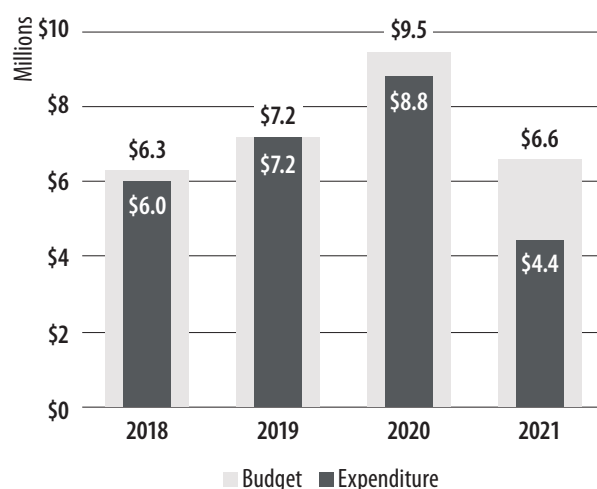
Source: Atlas project data, Power BI, as of 11 November 2021

FIGURE 4. Outcome 1 expenditure by fund category 2018-21 (US$ million)

- Government cost sharing
- Other Resources
- Regular Resources
- Vertical Trust Funds
- Bilateral/Multilateral Funds
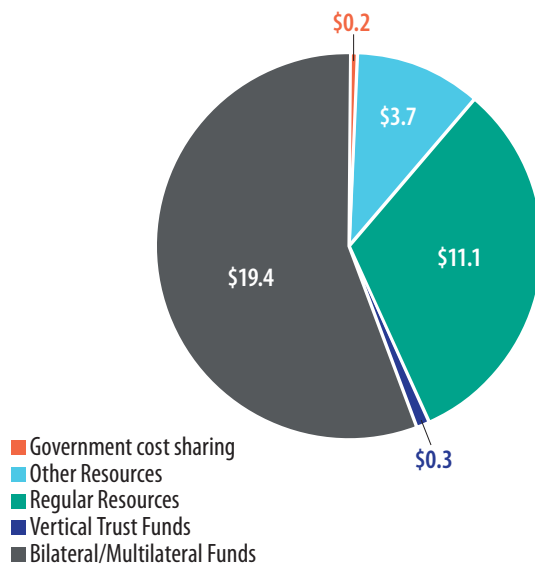
Source: Atlas project data, Power BI, as of 11 November 2021

Finding 1. The UNDP democratic governance programme in Kenya is aligned with the clear devolution mandate of the Government. Important contributions have been made in capacity development for improved service delivery, including strengthening transparency and accountability at subnational level, but there are gaps in the attainment of the four programme outputs.

UNDP work on governance and devolution supports the objectives and priorities of the Government of Kenya in establishing devolved government through 47 county governments, which has been under implementation since 2013, and includes the transfer of functions to county governments, preparation of a devolution policy and alignment of sectoral laws to the Constitution.[25] Nevertheless, devolution has not been without its challenges, with a public perception survey indicating that 75 percent of respondents felt that devolution had led to better service delivery, and 87 percent that it had also accelerated corruption and the misuse of public funds.[26] The Outcome aims to enhance county capacity to implement components of an inclusive and participatory devolution process, including empowering citizens to effectively engage with the Government. UNDP has chosen to work with a wide variety of stakeholders, including national and local governments, civil society organizations (CSOs), other United Nations agencies and donors. Collaboration and coordination with all partners provided greater sectoral expertise, resources and networks.

The UNDP strategy of strengthening capacity is highly appropriate because of the capacity gaps at county level, but some partner interviewees noted that UNDP 'technical support' is heavily oriented towards funding workshops and seminars and paying for consultants and personnel. This could be described as a 'substitutive' approach rather than one that focuses on developing local capacity, which is the essential purpose of the project. This may indicate some confusion, as training could take place in a workshop setting. UNDP has conducted several trainings in areas such as performance management and the development of performance contracts, legislative drafting, monitoring and evaluation (M&E), the Harmonized Approach to Cash Transfers and SDG indicators. This is in keeping with the outputs and activities in relevant project documents. A Training of Trainers approach has often been taken, which enhances the sustainability of lessons learned and facilitates county-to-county learning on best practices in performance management.[27]

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25 The following laws were reviewed: The County Government Act 2012; Transition to Devolved Government Act 2012; Urban Areas and Cities Act 2011; Public Finance Management Act 2012: Inter-governmental Relations Act 2012; the National Government Coordination Act 2013. In addition, model laws and guidelines on legislation were prepared and shared with counties.

26 Quoted in United Nations (2021) Common Country Analysis Report for Kenya, Synthesised Draft, p. 18.

27 UNDP (2020) Strengthening Devolved Governance in Kenya, Progress Report, March-August 2020.

UNDP has also supported training on women's leadership and gender mainstreaming. Partnerships with UN Women and UNICEF have led to significant advances in gender equality in counties, by broadening the understanding of social protection and child rights among county government staff. In addition, gender-focused budgeting has been introduced, advanced and adopted by county governments. One criticism of this training is that it has yet to translate into improved service delivery, largely because it has usually been one-off.[28] COVID-19 delayed the implementation of some activities, as funds were shifted to address the crisis.[29] For example, $239,455 was diverted for COVID-19 activities (supplemented by an additional $580,496 of new funds).[30] This diversion of funds took place across the board, with the Joint Devolution Programme requesting a reallocation of $3 million for COVID-19 work, which drained the original plan but did not lead to cuts in the programme, as instead activities were scaled down.

UNDP, in partnership with the Commission on Revenue Allocation, has also been instrumental in helping to establish County Budget Economic Forums (CBEFs). CBEFs are key to supporting counties in planning, public participation and budget-making processes. Furthermore, CEBFs are structured to have youth and women members, so their issues and concerns are reflected in planning and budget making processes.[31] In 2018, 69 percent of counties had not established CBEFs, which meant there was no structured avenue for citizen participation among State and non-state actors.[32] By 2020, the programme had established CBEFs across all 47 counties.[33] Certainly, devolution has expanded the reach of services, particularly in the northern and coastal areas where UNDP is focusing its efforts, notably in the Frontier Counties Development Council (FCDC) and Arid and Semi-Arid Lands. Notwithstanding, the above, the objectives of Outcome 1 present some challenges, not least is the wording "People in Kenya", which is patently too broad given the narrow focus of UNDP support to devolution in the country. Only 14 of the 47 counties in Kenya are being supported by UNDP in this regard.[34]

Finding 2. The overall approach of UNDP to providing capacity-building and technical assistance for counties has established a framework for sustainable devolution activities, including strengthening financial management and gender equality, thereby making a clear contribution to advancing Kenya's devolution agenda.

UNDP efforts for capacity-building have largely addressed practical issues of sustainability, and partners are no longer fully dependent on UNDP. Most interviewees agreed that UNDP support had given them a strong foundation to be able to continue their work independently.

That said, most respondents indicated that, while their activities could continue without UNDP support, these would be at a lower level. Those areas most likely to achieve sustainability included performance management and transparency and accountability measures. As a result of UNDP capacity-building for their staff, some county governments are able to develop County Integrated Development Plans (CIDPs) and annual development plans without further technical assistance. There is also recognition that UNDP cannot be depended upon indefinitely and partners, who are now comfortable in approaching stakeholders because of the training and capacity-building they have received, have actively sought support

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28   UNDP. Strengthening Devolved Governance in Kenya, Mid-Term Evaluation, pp. 11-12.
29    $3.5 million was reprogrammed to include COVID-19 non-programme counties.
30   UNDP (2020) Strengthening Devolved Governance in Kenya, Revised Annual Work Plan, September 2020-December 2020.
31   UNDP. Strengthening Devolved Governance in Kenya, Mid-Term Evaluation, p. 43.
32   UNDP Kenya (2020) ROAR.
33   The first devolution programme supported 27 counties. The current 14 counties of focus were selected on the basis of their Human Development Index; the poorest, most marginalized counties. Although resource constraints were a factor, the approach was chosen to ensure deeper, more effective implementation.
34   United Nations (2021) Common Country Analysis Report for Kenya. Synthesised Draft, p. 28.

from elsewhere. Some report that they have been able to secure funding from other donors due to UNDP support. For example, two parties to the 'Strengthening Public Accountability and Integrity Systems' (SPAIS) project have picked up new funding because of their connection with UNDP: the Youth Agenda from the Ford Foundation; and Amnesty International from the National Endowment for Democracy. This reflects the broader network of partners active in the devolution matrix through the UNDP programme.

The theory of change for the Outcome (articulated above) is rather abstract because of the programme's concentration in only 14 of the 47 counties. Some citizens have clearly had opportunities to participate in decisions around how their counties are governed, allocate resources and deliver services, but by no means all "the people in Kenya". The theory of change falls short of being a meaningful blueprint for a flagship programme such as devolution. It suffers from an overly broad programme design and a lack of clarity on what institutional effectiveness, accountability and transparency mean in the Kenyan context. It does not provide clear guidance on how UNDP support can help achieve improved service delivery nor how it should adapt to fast-moving events. It is not evident, for example, that the theory of change was adjusted to meet the dramatic impact of the COVID-19 crisis.

Finding 3. UNDP has played a leading role in promoting SDG integration and attainment at county level, building capacity through training and providing expertise to enable 14 counties to mainstream SDGs in their plans and policies.

The Government of Kenya has adopted a rights-based approach to addressing the SDGs, through Vision 2030, the Medium Term Plan III 2018 – 2022 (MTP III), CIDPs and strategic and sector plans, all aligned and consistent with the SDGs.[35]

Kenya's devolved system of government requires that the SDGs be localized and mainstreamed into all 47 county-level development frameworks. UNDP has provided catalytic support towards mainstreaming the SDGs at county level, through the provision of technical assistance for counties in planning, budgeting and M&E to support their implementation. In particular, UNDP support has helped to mainstream the SDGs into CIDPs, thereby helping to ensure that county plans and budgets reflect SDG targets. UNDP has helped the process by hiring an SDG Programme Officer within the Council of Governors, and supporting counties to identify and train SDG champions to take the lead on steering the process of SDG mainstreaming, implementation, tracking and reporting. The SDG champions contribute to partnerships between national and subnational governments and civil society for the achievement of sustainable development. The programme contributes to the attainment of SDG 16; building effective, accountable and inclusive institutions at all levels.

Certain marginalized counties, like the FCDC, continue to have low development indicators in areas such as poverty, health and economic performance.[36] Key obstacles to development include low participatory governance, county-level insecurity, underdeveloped infrastructure, and environmental challenges.[37] UNDP support for SDG mainstreaming has helped to address these challenges through the provision of training on SDG indicators, the development of CIDPs (which enhance public participation) and support for counties to develop Voluntary Local Reviews (VLRs) on SDG progress. UNDP has been at the forefront in providing support for VLRs on SDG progress in Kenya, although only four counties have reported thus far.[38]

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[35]   United Nations (2021) Common Country Analysis Report for Kenya Synthesised Draft.
[36]   FCDC is in Kenya's Northern Frontier of Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River and Wajir.
[37]   UNDP. Mid-Term Evaluation of the Strengthening Devolved Governance in Kenya Project, p. 6-7.
[38]   Kenya is one of the only countries in Africa to generate VLRs in non-urban areas. Ibid. p. 28.

UNDP is yet to develop a comprehensive strategy to address SDG attainment, with no focused project or dedicated funding. The Government initiated an SDG Policy Gap Analysis process, which identified gaps in progress towards SDGs related to gender, youth, poverty reduction, transport, security, energy and inclusive sustainable cities. This analysis also found that the current legal framework supports 78 percent of the targets (108 of the 138 targets), pointing to a further gap requiring attention.[39] There are also evident gaps at the county level because of weak capacity in data collection, performance tracking, reporting and communications. For example, only 42 percent of the indicators needed to monitor the SDGs from a gender perspective were available as of December 2020. Joint United Nations support is needed to close the gender data gap, improve SDG progress reporting and the target programmes to reach women and girls that are being left behind.

Despite this gap in general target- and strategy-setting, UNDP is supporting the Government of Kenya to align funding to Kenya's Vision 2030 (and the SDGs) through the implementation of an Integrated National Financial Framework (INFF). The INFF is a long-term process to align a country's development planning with financial resources, identifying funding gaps and identifying possible public or private sources.[40] Kenya is still at the early stages of its INFF process, having completed a Development Finance Assessment, to provide a current overview of the financing landscape. Based on that, an oversight structure will be established with the Government, and work will begin to identify and align financing with development plan objectives.[41]

2.2 Peace and security

CPD OUTCOME 2: By 2022, people in Kenya live in a secure, peaceful, inclusive and cohesive society

Output 2.1: Government has normative standard capacities to operationalize policies and legal frameworks on conflict management, cohesion, and human security

Output 2.2: Strengthened capacities of peace architecture at national, county and community levels on peace, inclusion, reconciliation, social cohesion, and integration

Output 2.3: Government has strengthened capacities for coordination and operationalization of gender and human rights responsive strategies and action plans on preventing violent extremism

Output 2.4: Electoral management bodies have technical and financial capacities to deliver peaceful and democratic elections and based on lessons learned from the 2017 elections

Output 2.5: Rule of law, justice and legislative institutions have technical and financial capacities to deliver normative inclusive and accountable, equitable services

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[39]   United Nations (2021) CCA Report for Kenya, Synthesised Draft, p. 29.
[40]   See https://inff.org/country/kenya
[41]   Ibid.

Despite being a stable country overall, peace and security remain elusive in some parts of Kenya due to persistent intra-communal and natural resource-related conflicts. In August 2021, bandits attacked the northern part of Laikipia County, leading to loss of life and property, and the displacement of people.[42] In addition, violent extremism continues to be a threat and the Government of Kenya is actively engaged in preventing and containing terrorist attacks. Tensions are also rising due to the upcoming general elections in August 2022. Furthermore, the COVID-19 pandemic has severely disrupted the administration of justice, access to legal remedies and dispute resolution in 2020.[43]

UNDP has been contributing to peacebuilding in Kenya through Outcome 2 of the CPD, which states "By 2022, people in Kenya live in a secure, peaceful, inclusive, and cohesive society". To undertake Outcome 2, UNDP implemented 17 projects between 2018 and 2021, with a combined budget of $26.5 million and expenditure of $22.5 million (as of November 2021). Although the projects were addressing Outcome 2, most cut across the five output areas.

FIGURE 5. Outcome 2 evolution of budget and expenditure (US$ million)
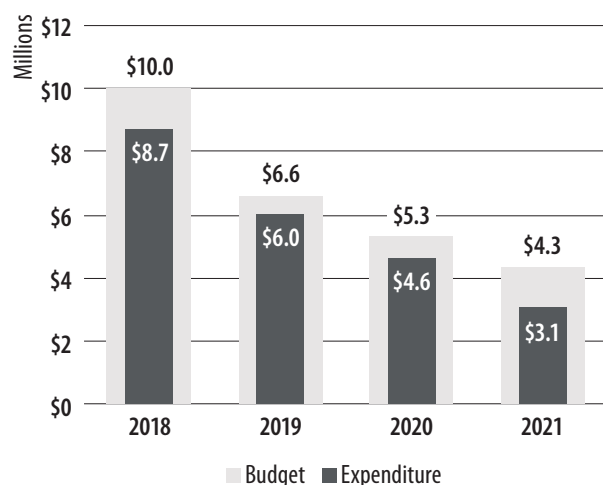
Source: Atlas project data, Power BI, as of 11 November 2021

FIGURE 6. Outcome 2 expenditure by fund category 2018-21 (US$ million)
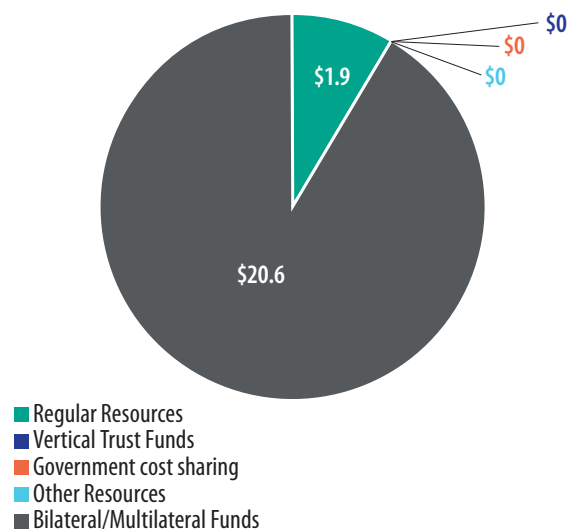
Source: Atlas project data, Power BI, as of 11 November 2021

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42 Njeru, B. (2021). *Laikipia insecurity: Eight Killed in a month.* The Standard. https://www.standardmedia.co.ke/rift-valley/article/2001422937/laikipia-insecurity-eight-killed-in-a-month
43 Kenya Economic Survey 2021.

Finding 4. Outcome 2 is in line with the Government of Kenya's Security, Peacebuilding and Conflict-Resolution theme under MTP III, which aims to build "A nation of peace and stability: A society free from danger and fear".[44]

MTP III highlights cross-cutting themes of Vision 2030 - national security and the protection of individuals and property, peacebuilding and conflict resolution - which continue to be of paramount importance to the Government of Kenya.[45] MTP III addresses these issues in several thematic areas, including governance, rule of law, climate change and disaster risk management (DRM), and the mitigation of violence in arid and semi-arid areas and along international borders.

Outcome 2 supports the Government of Kenya through a number of key outputs and projects to address peace and security, including the 'Deepening Foundations of Peacebuilding and Community Security in Kenya', 'Transcending Foundations of Peace and Security for Inclusive and Sustainable Development in Kenya; and 'Kenya (West Pokot/Turkana) Uganda (Karamoja) Cross-border Project for Sustainable Peace and Development' projects. In addition, UNDP has supported the Government to strengthen institutions, legislation and policies including legislative support for DRM, supporting the National Drought Management Authority to reduce the impact of disasters by supporting communities to build resilience.[46]

UNDP support to Kenya's election processes has proved timely and highly relevant, given the often charged atmosphere around the electoral process in the country, working with relevant institutions to reduce the level of violence during election periods and enable citizen participation as voters and candidates. [47] Interventions have primarily been through the 'Strengthening Electoral Processes and Systems in Kenya' project, which supported the Independent Electoral and Boundaries Commission (IEBC) and the Office of the Registrar of Political Parties (ORPP) to strengthen electoral institutions and processes.[48]

UNDP has supported the Government of Kenya's agenda to strengthen governance, the rule of law and the promotion of human rights through engagement with CSOs under the 'Amekeni wa Kenya' programme, with expected outcomes including: strengthening access to justice and realization of human rights; entrenching a rights-centred devolved system of governance; improving the enabling environment for civil society; and enhancing the capacity of civil society to effectively respond to contemporary governance issues.

Finding 5. UNDP has achieved results in terms of stronger government capacity to operationalize policies and legal frameworks on conflict management, cohesion and human security at national and county levels, combining natural resource and disaster risk management with peace objectives.

UNDP work saw tangible results in strengthening peace institutions at national, county and ward levels by developing legislation and policies. This included support to county peacebuilding policies, localizing national action plans such as the 2020 Kenya National Action Plan on Women Peace and Security and support to the creation of county action plans on countering violent extremism.

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[44]   Republic of Kenya (2018) Medium Term Plan 2018-2022, p. 39.
[45]   Ibid.
[46]   For example, the 'Capacity Building for Maritime Disaster Management and Response to Peace and Security Threats within Kenya' (00125335) and 'Emergency Flood Response' (00125338) projects.
[47]   Output 2.4 states that "Electoral management bodies have technical and financial capacities to deliver peaceful and democratic elections based on lessons learned from the 2017 elections".
[48]   Project documents on strengthening elections processes in Kenya.

The 'Preventing Violent Extremism Networks Together' (PREVENT) project supported the development of the Marsabit County Action Plan on Countering Violent Extremism, in addition to capacity strengthening of security actors and communities to respond to terrorism and reintegrate affected youth into their communities by providing psychosocial support for returnees and their families, training community members on how to reintegrate young people into their communities, and livelihoods development for at-risk youth and women.

The '*Dumisha Maisha* Enhancing Capacity for Early Warning and Response to Conflict and Disasters in Kenya' and 'Capacity-Building for Maritime Disaster Management and Response to Peace and Security Threats within Kenya' projects also supported legislative and policy development on DRM in 14 counties, improving the integration of disaster preparedness into planning and budgeting, resulting in the allocation of budgetary resources to DRM in eight counties over the 2019/20 government planning cycle. In addition, a National DRM Bill was developed in 2020, and is awaiting Cabinet approval before forwarding to Parliament.[49]

UNDP also contributed to the National Prevention and Peacebuilding Strategy on COVID-19 Response and Recovery in September 2020, which set out an inclusive and integrated framework for the governance, peace, and security sector to respond to the impacts of the COVID-19 pandemic, and steer towards recovery, with a focus on vulnerable and marginalized groups. The Strategy recognised the need to adapt and respond to the COVID-19 pandemic in a conflict-sensitive manner, supporting the communities most affected by its socioeconomic ramifications to prevent and respond to the risk of violence.[50]

While these examples illustrate UNDP adaptability to the changing context and government needs, as well as its alignment with the Government's priorities, the scope and follow-up have sometimes been challenging. Not all counties were included in the development of draft legislation on DRM due to funding constraints, and it was not possible to ensure the passing of all draft legislation for disaster risk and preparedness into law in the target counties as this is a government-driven process. UNDP did manage to build the capacity of county governments and sensitize stakeholders on the need for DRM legislation, however.

UNDP has also been highly supportive of the Government of Kenya in increasing its engagement in cross-border peace and security interventions. This includes strengthened peacebuilding along the Marsabit-Moyale (Ethiopia/ Kenya) and Karamoja/Turkana/West Pokot (Kenya/ Uganda) borders. An integrated programme was developed along the Ethiopia/ Kenya border, which provided the foundations for development including peacebuilding and resilience in national resource management. UNDP worked with the Marsabit County Government and Assembly and counterparts in Ethiopia to implement the peacebuilding policy.

Along the Kenya/ Uganda border, the two governments initiated the construction of dams in Turkana and West Pokot counties in Kenya and Karamoja in Uganda as part of the peace dividends. The water is adequate, and benefits schools, markets and police stations, and communities have access for domestic and livestock use. The development of water drawing points for the community also enabled them to use technology to grow complementary food. UNDP support therefore helped to reduce natural resource-based conflict in the cross-border area.

49   Final report. Dumisha Maisha - Enhancing Capacity for Early Warning and Response to Conflict and Disasters in Kenya Project Number: 00115204.

50   Republic of Kenya (2020) National Prevention and Peacebuilding Strategy on COVID-19 Response and Recovery.

Finding 6. UNDP work to strengthen the peace and security architecture has ensured community engagement throughout by engaging a variety of government and CSO partners.[51]

The 'Deepening Foundations for Peacebuilding and Community Security' (2015-18) and 'Transcending Foundations of Peace and Security for Inclusive and Sustainable Development in Kenya' (2020-23), projects have worked closely with government agencies including the National Steering Committee on Peacebuilding (NSCP), faith-based organizations and CSOs, to strengthen local capacity.

UNDP has ensured support for local peacebuilding structures to sensitize communities (including women, youth, and people with disabilities) in selected counties on peacebuilding, mediation and negotiation. The NSCP, together with the Partnership for Peace and Security, implemented the Kenya National Action Plan on Women, Peace and Security (2020-24), including fora with peace committee members and community leaders which contributed to the inclusion and participation of women, youth and people with disabilities in local peace processes. This was done in partnership with UN Women, Gender Recovery Centres and gender desks in police stations to address sexual and gender-based violence (SGBV) cases.

UNDP noted that early warning and response mechanisms have been strengthened through the engagement of United Nations Volunteers as Cluster Peace and Cohesion coordinators in the Coast region. NSCP also supported the rapid scanning of hotspots, and developed strategic responses. As a result, conflicts are resolved at the local level, curbing escalation. The impact has been more pronounced in counties where UNDP has funded CSOs because of their complementary activities to government work, with CSOs working closely on strengthening mediation capacity and providing psychosocial support. In partnership with UN Women, NSCP has engaged with women interested in standing in the upcoming elections, to strengthen their capacity for election processes and as women mediators. Conflict resolution services have been devolved to the local level, and this has enabled the training of peace committees to resolve local conflicts under the public peace structures of the Government. There are efforts to bring county governments on board by supporting them to develop county peacebuilding policies with budgets from county governments.

Other initiatives to promote peacebuilding include psychosocial training to enable psychosocial workers to resolve issues and de-escalate potentially violent situations. PeaceNet, for example, has trained 13 community-based psychosocial support workers in Migori County, to equip them with skills to help the victims of GBV and insecurity in Kuria East, where cattle-rustling is prevalent. In addition, PeaceNet and other CSOs have been supported to organize dialogue fora with community members and youth at risk, with the aim of strengthening the capacity of community structures to understand the dynamics of violent extremism, counter the narratives and prevail upon young people to disassociate from such groups.

Finding 7. UNDP has worked closely with the Government and achieved results in terms of strengthening government capacity for coordination and operationalization of gender- and rights-responsive strategies and action plans to prevent violent extremism. Sustainability could have benefitted from greater internal synergy across peace and security projects and interventions, as well as with other development actors.

Kenya continues to suffer acts of terrorism despite the efforts made to counter violent extremism. Criminal activities have also been on the rise, particularly around the upcoming elections in 2022. Existing institutions such as the judiciary, the National Commission on Human Rights (KNCHR) and the National Counter-Terrorism Centre (NCTC), among others, have been underfunded. UNDP has been providing

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51   NSCP, the International Peace Support Training Centre, NCTC, The National Drought Management Authority, IEBC, ORPP and the National NGO Council, among others.

support during the period under review specifically for peace and security, including countering terrorism. While the funds provided have not been sufficient, they have helped to identify areas that can be followed up when additional funds are available.

With UNDP financial support, NCTC was able to undertake studies which informed policy decisions in countering violent extremism. Initial studies looking at terrorism and radicalism were undertaken by civilians and security personnel in 2017, and the data has informed interventions, strengthened NCTC capacity to monitor, prevent and effectively respond to extremist narratives, and provided a baseline for future programming to build on.

UNDP also supported the training for: security officers and psychologists to support youth returnees and at-risk youth; the media on conflict-sensitive reporting; and female security officers on issues specific to women. Over 47 psychosocial therapists and counsellors have been trained, more in some counties depending on the risk level. UNDP also enabled the NCTC to strengthen gender perspectives and inclusion in counter-terrorism, supporting them to work with female religious leaders and other influential women in communities, and reach out to the mothers of victims.

Despite these achievements, a lot more needs to be done as the security dynamics keep changing and personnel need to be trained on a regular basis. UNDP should also ensure that it captures synergies across the work it is undertaking in the sector. NCTC and PeaceNet are both training psychosocial workers and working with youth at risk of joining terrorist groups through separate projects and processes, and are not working together. This cohesion can only happen if the UNDP staff managing the different projects collaborate and share information.

Finding 8. UNDP has continued to achieve results in strengthening the technical and financial capacities of electoral management bodies to deliver peaceful and democratic elections in Kenya.

UNDP continued to provide support to the 2017 elections and Kenya's election-related agencies, including the IEBC, ORPP, NSCP, NCTC, KNCHR, and the National Cohesion and Integration Commission, among others.

The 'Strengthening the Electoral Processes in Kenya' project sought to: strengthen institutional and legal frameworks for the conduct and management of credible and peaceful elections; strengthen the participation of voters, parties and candidates in the electoral process with an emphasis on women, youth, persons with disabilities and marginalized groups; enhance the delivery of more efficient, transparent and peaceful elections; and strengthen electoral justice and increased compliance with the electoral legal framework.

A key area of ongoing UNDP support to the electoral process, distinct from the support to elections, has been to develop the policy framework and policy environment of IEBC, specifically 11 policy documents and guidelines. In addition, the logistical system for the distribution of election materials was strengthened with support to IEBC coordination and warehousing, which led to increased public confidence in the Commission.[52]

UNDP, through the 'Strengthening the Electoral Process in Kenya' project, provided support to IEBC to run its annual Voter Education Week. The Week coincided with the beginning of the Second Mass Vote Registration, providing an opportunity for IEBC to rally non-registered Kenyans to turn out and register, with 2,500,000 Kenyans reached through road shows and mass media channels. UNDP provided media

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[52]   UNDP (2017) Strengthening Electoral Processes in Kenya. Quarterly Report (January – March).

support through the Media Council of Kenya and other partners, helping them to develop guidelines on electoral reporting and coverage and training 600 journalists across the country to ensure that media election reporting was fair and not sensationalist.[53]

In partnership with the United Nations Human Rights Office, the 'Elections' project funded and supported KNCHR to monitor human rights abuses during the elections. KNCHR produced four publications on the situation of human rights abuses and SGBV during the 2017 elections.[54] This resulted in the development of training programmes for election personnel and security forces on the management of electoral processes, with a number of issues being picked up by other organizations who provided support. UN Women, for example, partnered with Physicians on Human Rights to develop Standard Operating Procedures for use by the security forces in the 2022 general elections.

UNDP has not sufficiently targeted youth to encourage their participation in electoral processes. One of the challenges faced by the electoral system is youth violence. This year, there were around 6 million newly eligible voters, and there is clear potential and rationale to engage them more in political and electoral processes.

Finding 9. UNDP has been working closely with CSOs through '*Amkeni Wakenya* Phase II' to address the denial of basic rights and barriers to access to justice, particularly among the marginalized and poor in at least 16 counties of Kenya. The project had positive results on the integration of human rights into county laws and policies, and has promoted citizen participation through grants to CSOs.

The '*Amkeni Wakenya* Phase II' project (2019-22) promotes citizen engagement and participation in devolved governance, underpinned by the human rights-based approach to development. UNDP has been working with CSOs to strengthen their capacity while recognizing the importance of partnerships between the Government and CSOs to strengthen the rule of law, justice and legislative institutions. The primary target groups have been community- and faith-based organizations, non-governmental organizations, trusts, research institutions and academia.

Citizen participation in development and institution-building has been growing because of civic education provided by *Amkeni* grantees. For example, citizens have been more engaged in the identification of priorities for county governments, have integrated CIDPs and human rights principles into these documents. The engagement of citizens in the integration of county laws has also improved, as has the integration of human rights into county laws and policies. UNDP grants to mobilize CSOs have resulted in citizen participation and the amendment of laws in 18 counties. UNDP-supported access to justice activities, through *Amkeni*, also enabled citizens to receive legal aid.

The outbreak of COVID-19 disrupted the implementation of projects at both project and grantee levels, as well as disrupting service delivery in the justice sector, which undermined grantees' access to project sites and target beneficiaries. In addition, there were logistical challenges due to security operations in the project areas and violent inter-ethnic conflicts caused delays in project implementation. Mitigation measures included integrating peace messaging into project activities, advising staff and paralegals to avoid conflict-affected areas, and capacity development on security management, as well as rescheduling activities past the planned time. A more positive consequence of the COVID-19 pandemic was the fact that grantees strengthened their information technology capacity, enabling them to hold virtual meetings and work online. A challenge identified by partners, however, was the delay in fund disbursement after the approval of projects.

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[53]   UNDP (2017) Strengthening Electoral Processes in Kenya. Quarterly Report (January – March).
[54]   See: www.knchr.org/Publications/Thematic-Reports/Civil-and-Political-Rights/Election-Related-Reports

2.3 Inclusive growth and structural transformation

CPD OUTCOME 3: By 2022, productivity in services sectors, agriculture, manufacturing, extractives, "blue" economy and their value chains increased

Output 3.1: Human and institutional capability increased in manufacturing, fishing, artisanal mining and agro- processing sectors value chains

Output 3.2: Inclusive and evidence-based policy and regulatory frameworks in manufacturing, affordable housing, health and food security sectors

Outcome 3 states as its objective, that "by 2022, productivity in services sectors, agriculture, manufacturing, extractives, "blue" economy and their value chains increased". It addresses inclusive growth and structural transformation through a portfolio of 10 projects, with a total budget of $10.2 million and expenditure of $4.9 million (January 2018 - November 2021). There are two main areas of work in this Outcome, the 'Kenya Economic Empowerment' programme which started in the previous CPD period, and a cluster of four projects around sustainable small-scale mining. The latter are also relevant to Outcome 4, given their focus on environmental issues and partnership with the Ministry of Environment and Forestry (MEF).

FIGURE 7. Outcome 3 evolution of budget and expenditure (US$ million)
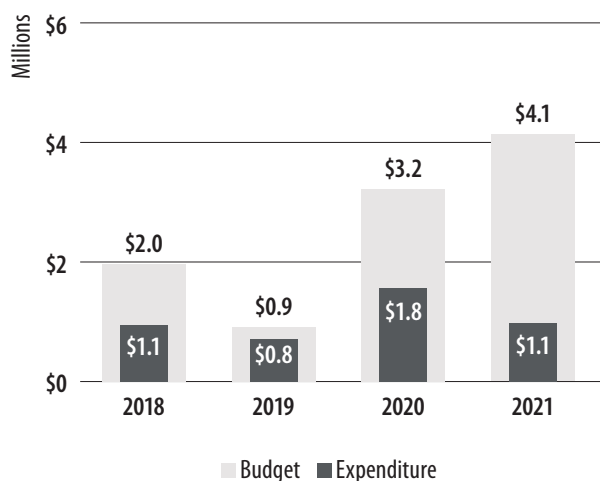
FIGURE 8. Outcome 3 expenditure by fund category 2018-21 (US$ million)

Source: Atlas project data, Power BI, as of 11 November 2021
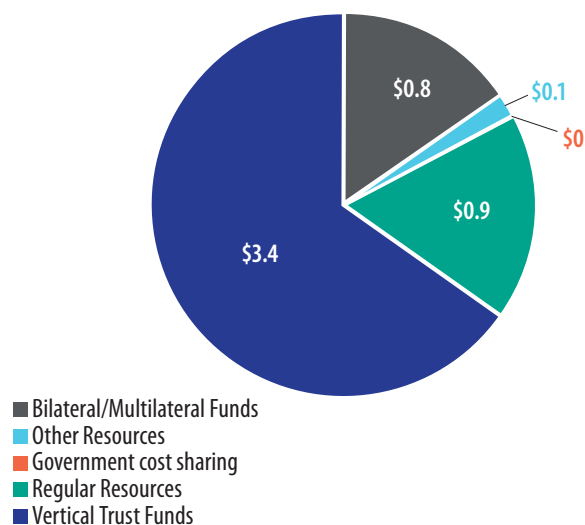
Source: Atlas project data, Power BI, as of 11 November 2021

Finding 10. The design of the Kenya Economic Empowerment Programme was highly relevant for its focus on youth employment, a critical issue given Kenya's demographic growth and high youth unemployment. The project's innovative introduction of the concept of *Biashara* Centres to promote business development at county level was welcomed as relevant and responsive to the needs of county governments. Funding shortfalls impacted the roll-out, scope and overall impact of the project.

The Kenya Economic Empowerment Programme (EEP) was implemented through county-level departments of trade and enterprise development (the nomenclature varies from county to county), who saw the relevance of setting up county business centres to the needs of the county. Specifically, the centres were envisaged to help develop a variety of business skills (planning and management, marketing, computer skills) as well as to support small businesses to formally register and access finance. Although there was no labour market assessment or analysis to identify the skill gaps, there was broad acknowledgement from county departments, who also consulted with the business community, that the project approach was valid.

The upstream side of the project was generally successful in delivering its outputs, for example leading to the development of a new national Micro and Small Enterprise Policy, led by the Ministry of Trade Industrialization and Enterprise Development. The project also led to the creation of a register for small businesses in the Micro and Small Enterprise Authority, as well as a customer relations management system and call centre. The host institutions report that these systems are functional and have been incorporated into their regular activities, are in line with their mandates and contributing to improved mapping of the micro, small and medium enterprise (MSME) sector in Kenya.

The EEP project faced a funding shortfall, attracting $3.3 million from a target of $5.35 million, which was mostly covered through regular resources. The project also experienced several implementation challenges resulting in lower effectiveness, in terms of the number of business centres established and people trained. An ongoing lessons-learned exercise is informing the design of a new phase of the project, which is expected to overcome past challenges while retaining the core concepts and objectives. Implementation of the project faced severe constraints, which resulted in a negligible effect on increasing youth employment.

As a result of the funding shortfall, only four of the planned 20 counties (Marsabit, Turkana, Taita Taveta and Kwale) established *Biashara* Centres. The prioritization of these four counties was undertaken in coordination with government counterparts, but there is limited clarity on the rationale, as the selection criteria were not documented in project progress reports. *Biashara* Centers were established in these counties in 2016, and training provided to prospective entrepreneurs on issues such as business planning, accounting, marketing and information communication technology (ICT) skills. There was no consistent monitoring data on attendance and completion, or the value or utilization of the training. Centre managers reported overall positive feedback from local youth; but this was anecdotal. The operation of the centres suffered from a series of design flaws, including the lack of a sustainable financing strategy, the lack of assessment of the curricula being offered, and the absence of a strong monitoring system. In addition, there was limited engagement and follow-up by UNDP, especially around 2018 due to high staff turnover, which led to three out of four centres ceasing their operations. Kwale County serves as a positive example as their business centre remains operational and is being expanded to new locations within the county, funded by the county's Department for Trade and Enterprise and Development. While this shows that the model can be sustained and integrated into county government, there is limited data on the services provided by this centre, making it difficult to determine its contribution to employment outcomes.

As noted by the project midterm review, the design of the project M&E system was lacking in several areas, especially the use of 'SMART' indicators, and the consolidation of key output and outcome data from project implementing partners and beneficiaries. As such, the evaluation could only access a limited set of project reports, and relied on qualitative data and anecdotal evidence to assess results.

UNDP is compiling lessons from the EEP, including those identified by the midterm review, to use in the design of a new project, the Green Economy Youth Activation Programme (GrEYAP). This new project has a more modest resource target of $1.45 million, and has refocused its youth employment efforts towards agro-forestry value chains. These were prioritized due to their potential for expansion, identified by a county-level market study conducted by UNDP, and for contribution to the national target of 10 percent tree cover by 2022 (7.2 percent in 2021 according to MEF).[55]

Finding 11. UNDP is supporting interventions in the small-scale mining sector to improve social and environmental standards and align with new regulations. Upstream policy support has been effective in developing guidelines, while downstream training activities are unlikely to achieve their intended impact.

UNDP has built on a cluster of projects to support the mining sector to raise the social and environmental standards of the small-scale mining sector. Under the current CPD, the objective has been to align small-scale operations with policy and legislation, and the projects have been effective in conducting sectoral assessments and establishing upstream policy and regulatory frameworks. However, training and guidelines for small-scale miners are likely to have limited effectiveness on raising environmental and social standards, as they were not sufficiently tailored to the specific needs and challenges of artisanal miners, resulting in limited uptake. A further constraint potentially impacting the mining programmes was the limited UNDP engagement with the Ministry of Mining in the early stages of the project. Though the Ministry of Mining was a key counterpart, MEF was selected as the main partner, and low buy-in at the initial stages limited the design of project activities, resulting in a lack of activities/ outputs to increase the formalization of artisanal miners, which in turn is likely to hinder the overall impact of the project.

2.4 Environmental sustainability, climate change and resilience

CPD OUTCOME 4: By 2022, people in Kenya benefit from sustainable natural resource management and a resilient green economy

Output 4.1: Government, private sector and communities have enhanced capacity for increased access to cost- effective and clean energy

Output 4.2: Improved institutional and community capacity to deliver pro-poor, sustainable natural resource management initiatives

Output 4.3: National and county governments have improved capacities to reduce disaster risk and climate change impact

Output 4.4: Communities have improved adaptive capacity to disasters including from climate change

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55   http://www.environment.go.ke/?p=8211

Outcome 4 is implemented through a portfolio of 26 projects with a total budget of $32.3 million and expenditure of $25.2 million between January 2018 and November 2021. The portfolio can be broken down into three main areas: GEF-funded projects (27 percent of outcome expenditure), including several related to the 6th operational phase of the Small Grants Programme (SGP), three on wildlife conservation, and the national implementation of the Nagoya Protocol; the United States Agency for International Development (USAID) funded flagship project 'Low Emission and Climate Resilient Development'. Furthermore, there is a group of institutional strengthening projects, which includes the 'Green Climate Fund (GCF) Readiness' and 'Reducing Emissions from Deforestation and forest Degradation (REDD+) Readiness' projects, and the 'Climate Institutional Strengthening', and 'Assisting Least-Developed Countries to advance their National Adaptation Plans' programmes.

FIGURE 9. Outcome 4 evolution of budget and expenditure (US$ million)
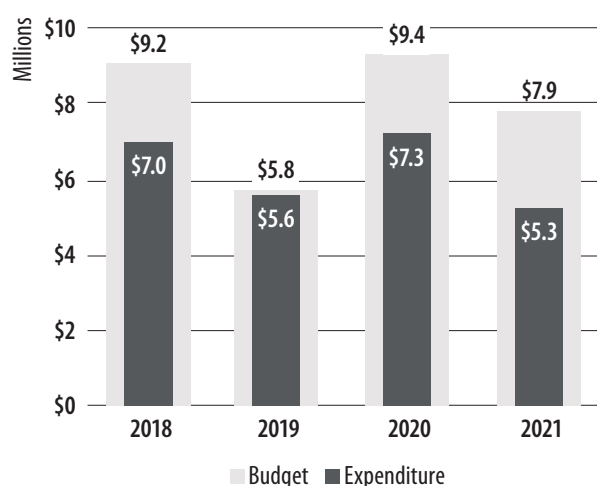
Source: Atlas project data, Power BI, as of 11 November 2021

FIGURE 10. Outcome 4 expenditure by fund category 2018-21 (US$ million)
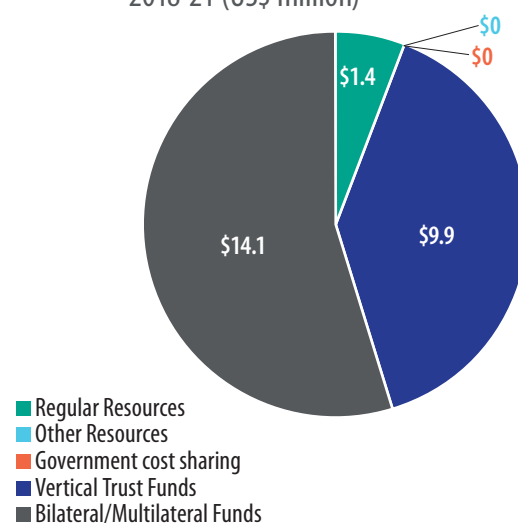
Source: Atlas project data, Power BI, as of 11 November 2021

Finding 12. UNDP is positioned as a responsive partner for government institutions, addressing national development priorities related to climate change adaptation and mitigation, wildlife conservation and environmental issues.

The Environment outcome is closely linked to UNDAF 2018-22, in particular Strategic Results Area 3 on sustainable economic growth, as well as to the Government's Vision 2030 and MTPIII, specifically the social pillar, which describes the need to strengthen wildlife conservation and management, environmental governance and pollution control, among others. While the alignment of UNDP projects to the MTP is strong, there are ample areas in MTPIII which are in line with the UNDP mandate and expertise but are not addressed by UNDP projects (such as water, irrigation and waste management).

In building its project portfolio, UNDP demonstrated a comparative strength in the environment area by providing technical leadership to several policy processes, including those to build readiness for GCF and REDD+ and implement the Nagoya Protocol, as well as implementing GEF projects and programmes such as the SGP and projects related to wildlife management and extractive industries.[56]

UNDP also demonstrated a high degree of responsiveness to the strategic priorities and emerging needs of its government counterparts, maintaining close coordination and consultation. The Ministry of Environment noted how in several of its projects, UNDP adjusted its annual workplans to include specific activities to address emerging needs.[57] For example, UNDP is coordinating an emergency environmental assessment with the United Nations Environment Programme and United Nations Educational, Scientific and Cultural Organization on the rising water levels in the Rift Valley Lakes.[58] The project design process was mostly well-coordinated with government counterparts and donor agencies. Government counterparts appreciated the contribution of UNDP procurement capacity to the implementation of their sectoral strategies, and the quality of UNDP procurement was overall satisfactory, but there were several instances in which government counterparts felt that the technical consultants hired did not meet their expected standards, considering that greater involvement and shared responsibility for the procurement of consultants would be beneficial.

Finding 13. The implementation of the Sixth Operational Phase of the GEF Small Grants Programme in Kenya has yielded positive results for sustainable agricultural practices in three protected areas, the introduction of solar energy and strengthening of community organizations. COVID-19 restrictions affected results, limiting the possibility of holding trainings and knowledge exchanges.

The 6th GEF Small Grants Programme (SGP) programme has been implemented in partnership with the United Nations Office for Project Services (UNOPS), in line with the global model whereby UNOPS supports operational aspects (procurement, finance) and UNDP takes a programmatic leadership role. Kenya has participated in the SGP since its inception in 1992, with UNDP taking a leading role throughout.

The programme aimed to reverse environmental degradation in three globally and nationally important landscapes or seascapes: the World Heritage Site of the Lakes System in the Great Rift Valley; the marine ecosystem of Southern Kenya in Kwale County; and the sacred Mijikenda Kaya forests of Coastal Kenya. These areas were selected based on their global importance (World Heritage Sites), the presence of community organizations with sufficient capacity to absorb the grants, and consultations with the Ministry of Environment and Forestry. The project specifically targeted community capacity to maintain and protect these areas, and in some cases provided small equipment for the management of natural resources or value chain development.

Based on the project midterm review and qualitative data collected by the evaluation team, there are positive results indicating an improvement in sustainable ecosystem management in all three target areas. However, project targets are unlikely to be fully achieved, partially due to COVID-19 restrictions, which limited the possibility of holding trainings, community meetings and other knowledge exchanges which were a core part of the programme. There are several examples of sustainable agricultural production

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[56]   Enhancing Wildlife Conservation in Southern Rangelands (83343), Combating Poaching & Illegal Wildlife Trafficking (92183), Combating Poaching and Illegal Wildlife Trafficking (108406).

[57]   For example, the Global Opportunities-GEF GOLD IMKA project (108404) and Support to Government of Kenya in Enhancing Capacity for Low Emission Development (83697).

[58]   UNDP and Republic of Kenya (2021) Rising Water Levels in Kenya's Rift Valley Lakes Scoping Study. http://www.environment.go.ke/wp-content/uploads/2021/10/MENR_Scoping_Report_Latest-5-07-21.pdf

practices being established within these protected areas, including the uptake of agro-ecological practices, improved pasture management, the establishment of wildlife conservancies and the restoration of mangrove forests. In addition, the majority of targeted communities have established livelihood activities around ecotourism and processing of agricultural value chains (e.g., honey, dried fish and milk). The introduction of renewable energy sources (solar panels) was targeted by a few grants, and has been beneficial to remote communities with limited access to electricity.

The design and implementation of the programme has effectively incorporated lessons from previous phases of the GEF SGP in Kenya, as well as from the SGP global programme. The use of a landscape/ seascape approach as a targeting criterion, and the focus on community-based organizations as key drivers for project implementation, have been significant innovations which have contributed to the positive results. These approaches led to SGP being more thematically integrated, as grants allocated in each of the selected landscapes/ seascapes cover multiple GEF focal areas such as biodiversity, land degradation and climate change mitigation. Networking and economies of scale were also important to the landscape approach, as strengthening community organizations around a specific ecosystem led to greater project effectiveness. At the time of writing, the country office was in the process of completing the final evaluation of SGP 6, while also formulating a proposal for the seventh phase of the SGP.

Finding 14. The GEF-funded anti-poaching projects were effective in setting up the hardware and software for monitoring poaching in the Amboseli National Park, as well as developing a Park Management Plan.[59] The systems are likely to contribute to conservation efforts by improving the monitoring of poaching incidents, and to local economic benefits from increased tourism as a result of wildlife conservation.

Poaching and the illegal trade of wildlife are acknowledged by Kenyan institutions as among the most critical threats to the country's rich biodiversity, which provides national and global ecosystem services and sustains Kenya's tourism sector. UNDP has been supporting Kenya in this area in both the previous and current CPD cycles, with overlapping GEF-funded projects.

UNDP interventions are based on well-developed theories of change, thorough analysis of the problems and active engagement with government counterparts in the Ministry of Tourism and Wildlife. One of the core principles of the UNDP strategy to address these issues is to create incentives and capacity for local communities and institutions to participate in the prevention of poaching and illegal trade.

The project established the Amboseli Ecosystem Plan (AEP) 2020-30 as a framework to incorporate all community-level management plans, which are also facilitated by the project using a bottom-up consultative approach. This process brought together stakeholders sometimes perceived to have competing interests in the use of land and wildlife (e.g., communities, farmers, tourism sector, land owners). The AEP is hosted by the Amboseli Ecosystem Trust, which is responsible for implementation. The project also conducted capacity-building of the Trust on various technical and management issues and has positioned it as a credible network to oversee the enforcement of the AEP. In addition, a series of buffer-zones adjacent to the Amboseli National Park were successfully established, and are now under systematic conservation management. Given the long-term planning and consultative process introduced by the project, there is a high likelihood that the established plans and mechanisms will be sustained in the future, especially once the tourism sector can resume the generation of economic benefits for communities.

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59   UNDP and Republic of Kenya (2021) Rising Water Levels in Kenya's Rift Valley Lakes Scoping Study. http://www.environment.go.ke/wp-content/uploads/2021/10/MENR_Scoping_Report_Latest-5-07-21.pdf

UNDP was also instrumental in establishing a monitoring system for poaching incidents for park management authorities, which is expected to track the effectiveness of measures taken to protect wildlife. The system is currently fully integrated into relevant institutions, and producing data. Early data from the past months showed that, during 2021, there was an increase in poaching of plains game for bush meat, most likely as a result of lockdowns and the resulting drastic fall in incomes. Government counterparts indicate that this increase is less marked than expected, as communities are more aware of the importance of conserving wildlife, but it is difficult to establish a strong counterfactual.

Finding 15. The 'Low Emission and Climate Resilient Development' project has made significant contributions to climate change adaptation and mitigation planning. It has strengthened the capacity of the Government's Climate Change Directorate and contributed to the creation of several policies and action plans on Kenya's commitment to the Paris Agreement.

The Climate Change Directorate within the Ministry of Environment was established in 2016 as Kenya's focal point for the United Nations Framework Convention on Climate Change and reporting against the country's commitment to the 2015 Paris Agreement. The Directorate also coordinates all climate change related initiatives at national and decentralized levels. UNDP has engaged with the Directorate since its establishment, providing support through the flagship USAID-funded 'Low Emission and Climate Resilient Development' project. The Directorate has several international partners (Germany, the United Kingdom and Denmark) who are strengthening its policy and regulatory frameworks to align with its commitments to sustainable development and the reduction of greenhouse gas (GHG) emissions.

The framework for Kenya's commitments is articulated in its Intended Nationally Determined Contribution (INDC), submitted in 2015 and prepared with the technical and financial support of UNDP.[60] This document identifies a need for $40 billion to meet Kenya's commitment to reducing GHG emissions by 30 percent, compared to the current scenario, by 2030. This was followed by the development of other key policy documents such as the National Climate Change Action Plan (NCCAP) 2018-22 and the National Adaptation Plan 2015-30, which guide the operationalization of the country's commitments. In addition, the project began the process of establishing a national GHG inventory system, by preparing institutional arrangements. A national Measurement, Reporting and Verification system has been developed to facilitate tracking and reporting of climate actions and the means of implementation. The Directorate has acknowledged that these policies and plans are necessary instruments to mobilize internal and external financial resources to implement Kenya's climate change agenda, and that, overall, UNDP performance was positive in delivering these results.

These upstream activities were accompanied by a broad range of capacity development, training and field activities, aimed at expanding Kenya's use of renewable energy and strengthening climate early warning systems. These included training for solar energy technicians in 10 Technical and Vocational Trainings Institutes, training for the staff of the Kenya Meteorological Department (KMD) and setting up 20 weather monitoring stations in 10 counties. This set of activities, while being relevant to the national agenda overall, were too broadly ambitious and not sufficiently linked to each other, and did not lead to major impacts. The project faced several implementation delays due to high staff turnover, both in UNDP and government counterparts. The quality of UNDP support, while largely satisfactory, was in some cases below requirements (for the procurement of consultants), which led to a request from government counterparts for greater involvement.

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[60] Available at Kenya_INDC_20150723.pdf (unfccc.int)

Finding 16. The projects aiming at readiness for GCF and REDD+ are likely to prove effective in establishing the necessary legal and policy frameworks for Kenya to qualify for climate financing from these mechanisms.[61] UNDP global expertise and its positive track record in these areas, coupled with the Government's strong interest in qualifying for climate finance, have been the main success factors.

Kenya's INDCs highlight the attainment of international climate finance as a critical step in meeting its Paris Agreement targets. To this end, MEF has identified UNDP as its main partner in establishing the necessary policies for qualifying for GCF and REDD+, in view of its global experience supporting countries on these issues. The goal of these projects is to put in place the necessary policies, processes and capacity for the future implementation of GCF and REDD+ projects.

Some key deliverables have been the production of a National Forestry Policy which has been approved by MEF and is pending approval from the Cabinet. Projects also supported Nyeri and Elgeyo-Marakwet Counties (selected based on high forest cover) to develop bills on forest management, which have been passed into law by their county assemblies. This was done in Elgeyo- Marakwet with external consultants and in Nyeri with a range of national institutions. Other counties asked for support in the same areas through the Council of Governance, but UNDP did not have the capacity or funds to meet this demand. As an alternative, UNDP prepared model bills and policies for other counties to use to develop their policies. At the time of this evaluation, these model bills had been very recently developed and there were no cases of counties successfully using them to prepare their own forest management policies.

The deliverables from the REDD+ project were still being finalized at the time of this evaluation, and were expected to be completed by December 2021. The main product in this area is the preparation of the national REDD+ Strategy and Safeguard Information System, currently at the draft stage. UNDP also provided inputs and validation for specific tools being developed by the Government as part of its readiness activities. For instance, MEF initially established the Forest Reference Level and the National Forest Monitoring System without the support of UNDP.

Government counterparts noted that, in a few cases, the expertise procured by UNDP for policy products was not of sufficient quality to produce timely and high-quality products. There is an opportunity for UNDP to further involve government counterparts in such procurement, or seek the required capacity within the staff of government agencies. Furthermore, high staff turnover in UNDP has generated a degree of frustration among government counterparts, especially as there is limited handover and no possibility of contacting former staff for advice.

2.5 COVID-19 response and recovery support

Finding 17. UNDP demonstrated openness and flexibility in meeting the challenges of COVID-19, by rapidly diverting funds for the COVID-19 response, developing socioeconomic impact assessments, supporting the Government's planning and response efforts, and using United Nations volunteers to support specific health services.

UNDP took technical leadership of the United Nations country team in the early development of the SEIA, exploring a broad range of likely impacts of the pandemic on the country outside of the health impacts. The SEIA outlined the potential impact of COVID-19 on "[the] economy, poverty and inequality, women and

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[61]   GCF Readiness Programme in Kenya (92607), and FCPF REDD+ Readiness Grant (99178).

girls, refugees, internally displaced persons (IDPs) and migrants, education, food security and nutrition and governance and security".[62] This early analysis, and surveys of people and MSMEs, warned of the devastating impact of the pandemic for employment and incomes and the main economic sectors including tourism, retail, agriculture, manufacturing, trade, transportation and education.

The SEIA was further updated and incorporated into the SERP of the United Nations country team, issued in August 2020. This was built around the United Nations Secretary General's framework for the immediate socioeconomic response to COVID-19, issued in April 2020 with five pillars: i) health first; ii) protecting people; iii) economic response and recovery; iv) macroeconomic response and multilateral collaboration; and v) social cohesion and community resilience. UNDP took the lead in the social and economic response and recovery. The SERP called for a budget of $157 million for the United Nations country team to support the Government of Kenya response. At the time of publication of the SERP, less than a third was funded, at $45.7 million, most of which was for the economic response and recovery ($22.5 million).

The SEIA was felt by many to have been timely and have supported, influenced, and helped the development of the Government's own pandemic response strategy.[63] The government strategy had many elements which mirrored the focus of the SERP and SEIA, including the impact on MSMEs, the role of the private sector in recovery, the need for investment in ICT and digital infrastructure, and a need for clean, green and resilient growth. All of these are also central to the UNDP "Beyond recovery: Towards 2030" strategy for recovery from COVID-19.[64] The government strategy also recognised the budgetary, fiscal and financial challenges for the economy given the reduction in revenue and increase in expenditure. In line with the Government's planning process, all counties developed county-specific reconstruction plans and UNDP was able to offer considerable support for this, training several county officials in the approaches undertaken in the socioeconomic analysis.

COVID-19 heavily impacted programming delivery strategies, especially those requiring the physical engagement of implementing partners, but UNDP adapted to the circumstances and reallocated resources to support the adjustment. Several projects experienced, and will experience, the impacts of funding reallocations to cover COVID-19 priorities, including delays to implementation of some activities and scaling down of some initiatives. UNDP has adapted to the circumstances and promoted the use of technology such as teleconferencing for virtual meetings. A major area of support has been the short-term deployment of United Nations volunteers with health sector expertise at county level, to support the initial COVID-19 response and fill personnel gaps in public health at a critical moment.

UNDP initially reallocated small-scale funding for the COVID-19 response from projects and then mobilized resources for the wider response. Overall, UNDP was able to repurpose $3.6 million in additional funding for COVID-19, across all of its outcomes.[65] Much of this funding supported the purchase of personal protective equipment for the Ministry of Health and county governments, the training of medical staff and support for GBV legal services. UNDP also supported the Ministry of Health with the purchase of three robots for surveillance of temperatures, mask-wearing and sanitizing in the public areas of Nairobi airport and two medical facilities.

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62   https://www.undp.org/coronavirus/socio-economic-impact-covid-19
63   The National Treasury and Planning and the State Department for Planning, November 2020, Post COVID-19 Economic Recovery Strategy, 2020-22.
64   https://www.undp.org/publications/beyond-recovery-towards-2030
65   Norway $0.6 million (through the 'Devolved Governance' project as well as a reallocation of project funds for COVID-19), Japan $2 million and Russia $1 million.

UNDP also responded to the COVID-19 crisis through the Strengthening Public Accountability and Integrity Systems Project (SPAIS) project, set up before the pandemic in early 2020, focusing on the health sector to ensure continuity through the acquisition of personal protective equipment and health supplies, supporting virtual communications capacity.[66] The project was initially set up with a broad mandate to support the Government to prevent corruption in public service delivery. This was adapted to the realities of the pandemic by focusing on preventing corruption in the procurement of essential medical supplies.[67]

The *Amkeni* project responded to the pandemic supporting the Government and CSOs to identify human rights abuses due to COVID-19 restrictions. The project aligned its work with the UNDP framework by ensuring CSO grantees applied up to 10 percent of their respective *Amkeni* grant resources towards human rights monitoring, documentation and responses during COVID-19. In addition, the project implemented UNDP COVID-19 response initiatives focused on safeguarding the human rights of vulnerable people, including those living with disabilities, women and girls.[68] The Kenya Union of the Blind Secretariat and media partners, for example, facilitated a fact-finding mission on the impact of COVID-19 on visually impaired people in the Nairobi metropolitan area. The objective was to establish how the measures put in place to curb COVID-19 were affecting the accessibility of visually impaired people to basic supplies. The mission also identified visually impaired people to refer to the social protection programme run by the Ministry of Labour and Social Development and on to COVID-19 relief programmes in Nairobi.[69]

Early in the pandemic, the UNDP SDG Accelerator and Innovation Lab, established in late 2019, pivoted to the needs of the pandemic with several Innovation Challenges. The largest, in collaboration with Konza Technopolis, focused on innovation in health systems, food systems and decent work. The Great COVID-19 Innovation Challenge saw more than 300 applications, with 15 successful applicants supported with mentoring and grants to bring their prototypes and ideas to market. The Lab also launched an early challenge to identify approaches to address the negative impacts of the pandemic for people with disabilities, with five winners supported through mentoring and grants. One innovation which stands out aimed to address negative and fake information around the pandemic through social media. This may prove highly relevant for the forthcoming 2022 elections, which are often characterized by a plethora of fake news. In addition, the Lab is building on these challenges by mapping innovation and available support within Kenya, to identify gaps for future support and collaboration.

2.6 Country programme design, implementation and other crosscutting issues

Finding 18. Resource Mobilization. Around half of the resource requirements outlined in the CPD were mobilized. With the exception of GEF and GCF funds, all key programme areas have been significantly underfunded, with impacts on the achievement of results. The focus on government cost-sharing and private sector financing, outlined in the country office strategy, did not yield major contributions.

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[66] https://www.ke.undp.org/content/kenya/en/home/projects/strengthening-public-accountability-and-integrity-systems.html
[67] Flawed tendering in 2020 was reported at the Central Medical Supplies Agency (KEMSA) negatively affecting the Government's response to the COVID-19 pandemic. United Nations (2021) Common Country Analysis Report for Kenya Synthesised Draft P.19.
[68] UNDP (2020) Amkeni Wa Kenya Annual Report.
[69] Ibid.

The financial resource target for implementation of the 2018-22 CPD was $185 million, of which 6 percent ($10 million) was to come from regular resources and 94 percent ($175 million) from other sources.[70] As of November 2021, the total programme budget and funds secured amounted to $98 million with expenditure of $ 79 million, which is around 43 percent of the CPD resource target. Government cost-sharing and private foundations have contributed around $0.5 million (around $200,00 and $300,000 respectively).

Following approval of the CPD, the country office undertook a change management process, mainly triggered by high management ratios, as well as a strategic decision in view of the start of the new CPD. The process resulted in major restructuring and the loss of around a third of the staff, in both programme and operations. During this process and the adjustment period that followed, the country office had very limited capacity to implement ongoing projects or attempt to mobilize new resources. Shortly after the process ended, the COVID-19 pandemic imposed multiple restrictions on the office and on donors' ability to commit funds. These issues were a major factor in the resource shortfalls of the UNDP programme. The country office updated its resource mobilization strategy following the change management process, but was still bound by the targets agreed in the CPD. The strategy was formulated in 2020 as a Partnerships and Communication Strategy and Action Plan, and identified potential sources of funding for each CPD outcome. With Kenya's graduation to middle-income status in 2014, and the expectation of a reduction in official development assistance, the country office planned for an increase in financial contributions from government cost-sharing and the private sector, philanthropic organizations and international financial institutions.[71]

TABLE 1. CPD resource requirements, resources mobilized and expenditure by CPD outcome (Jan 2018 - Nov 2021)

CPD outcome	CPD Target	Budget	Expenditure	Execution Rate Expenditure/ Budget	Budget/ Target	Expenditure/ Target
Outcome 1 – Governance and Devolution	$46,242,000	$29,727,539	$26,466,297	89%	64%	57%
Outcome 2 – Peace and Security	$46,242,000	$26,278,748	$22,467,545	85%	57%	49%
Outcome 3 – Inclusive Growth	$37,000,000	$10,208,583	$4,873,385	48%	28%	13%
Outcome 4 – Environment	$55,759,000	$32,261,359	$25,241,569	78%	58%	45%
Grand Total	$185,243,000	$98,476,230	$79,048,796	80%	53%	43%

Source: UNDP Kenya CPD 2018-22 and Power BI data as of 11 November 2021

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[70]   There is no breakdown provided in the country office strategic documents on these 'other' funding sources, however the country office Partnerships and Communication Strategy and Action Plan indicates bilateral and multilateral donors, government cost-sharing, international financial institutions and philanthropic organizations as potential funding sources.

[71]   As described in the CPD and in the country office Partnerships and Communication Strategy and Action Plan.

As a result of below-target funding, UNDP projects reviewed their planned activities on an annual basis, in coordination with their government counterparts, and prioritized their work based on partners' priorities. This resulted in a reduction of both the geographical coverage of projects (reduced numbers of counties) and the scale of the activities, with a general prioritization of more vulnerable areas of the country.

In the governance area, the two flagship projects supporting Kenya's devolution process were underfunded, leading to a scale-back of activities and a number of cost-saving/ value for money exercises though no clear reprioritization or strategizing of the projects. The Devolution Joint Project (2019-22) was designed with a budget of $32 million and raised $17 million, with no adjustment to planned activities recognizing the reduced funding and the strain of COVID-19. The Strengthening Devolved Governance in Kenya (2018 -21) had an original budget of $10 million and raised $3.8 million, also without a reprioritization exercise.

UNDP has consistently presented new proposals to donors with ambitious levels of funding without any clear plan on how the funds would be raised, or corresponding details on where the money would be spent. Whether the UNDP approach reflects overly assertive project design, or unrealistic funding assumptions, it is not evident that it will provide the necessary financial support to pursue the agenda of Outcome 1, or encourage donors to provide more funds to sustain the momentum. In essence, there is no resource mobilization strategy. More importantly, poor planning around resource mobilization and allocation contributes to weak programme design and is not an efficient way to raise, allocate or spend funds, leading to UNDP missing out on possible funding opportunities. For instance, some interviewees thought that the initial proposal for the 'Consolidating Gains and Deepening Devolution in Kenya' project was unrealistic, and the programme had to be scaled down because of funding shortfalls. Yet there has been a continued pattern of funding requests for projects with likely unattainable goals and timeframe, given the resources available.

This was also the case for the 'Strengthening Devolved Governance in Kenya' project with a budget of $10 million, which only secured 25 percent of the funds. By the time of the midterm evaluation, only 31 percent of the required resources had been mobilized, and that evaluation flagged that the project was endeavoring to achieve more results by encouraging cost-sharing with counties.[72] Savings were also sought by reducing travel costs and using government systems and technical staff from implementing partners and counties, rather than consultants.[73] Similarly, the 'Consolidating Gains and Deepening Devolution in Kenya' project had a total estimated budget of $32,480,932, with only $17,026,045, or 52 percent, funded at the time of signing.[74]

In order to achieve project goals with such reductions in available programme resources, many projects are reported to have implemented cost saving/ value for money initiatives, though it is not clear to what degree these will compensate for the shortfall. It is also unclear whether any adjustments were made to strategies and objectives, or reprioritization, in the face of the underfunding of projects and subsequent impacts of COVID-19. In short, funding shortfalls have not been systematically addressed in project planning and implementation, and this has had a negative impact on project delivery with objectives either reduced, postponed or abandoned. There is a certain degree of wishful thinking on the part of UNDP when submitting project proposals without a clear plan for mobilizing the funds for the planned activities.

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[72] Strengthening Devolved Governance in Kenya, Mid-Term Evaluation, p. viii. https://erc.undp.org/evaluation/evaluations/detail/12479
[73] COVID-19 has also had an unanticipated cost-saving effect as virtual meetings have negated the need for expensive travel and hotels.
[74] Consolidating Gains and Deepening Devolution in Kenya, Joint Programme Document.

In the Peace and Security projects, funding shortfalls have led to reduced activities and some restructuring if not reprioritization. The 'Transcending Foundations of Peace and Security for Inclusive and Sustainable Development in Kenya' project (2020-23), had a budget expectation of $19.7 million and commitments of $4 million from UNDP, the Government of Kenya and the Swedish Government, 20 percent of the planned operating budget. Meanwhile the 'Amekeni Wa' project (2019-22) had a planned budget of $23 million and raised $10.8 million, or 47 percent.

Funding shortfalls have led to projects being restructured, reducing their achievements and impact. Various approaches have been used to address the resource gap. Some teams, for example, the 'Transcending Foundations of Peace' project, reduced the number of counties or sub-counties targeted for implementation. Others reduced the number of partners, or the personnel costs of partners, or transferred activities to other projects. The PREVENT project received $50,000 from UNDP and $120,000 from the United Nations Road Safety Collaboration, with $9,830,000 left unfunded, leading to some of the activities being incorporated into other projects such as 'Transcending Foundations of Peace' and the stabilization project, with some support from Japan. Although reprioritization decisions involved partners, some decisions, such as those relating to the selection of consultants, have not been well received.

Some partners were concerned with the late disbursement of funds, which affected the timely implementation of activities. Beneficiaries noted that the UNDP procurement and contracting process can be long, impacting the implementation cycle, affecting the implementation of activities and the expected results. A beneficiary of both the 'Deepening the Foundations of Peace' and 'Transcending Foundations of Peace' projects noted that in the first project, UNDP had provided funds for a team of staff which made the implementation of the project efficient. The same level of staffing was not provided for the second project, which had impacted implementation negatively.

Delays in the disbursement of funds have heavily impacted implementation efficiency. Examples were provided by partners indicating that some projects were not fully implemented because the funds were disbursed late, and returns must be done by the end of the fiscal year in December. The monitoring and reporting system also take time, which leads to further implementation delays.

The Inclusive Growth portfolio, which mainly consisted of one flagship project, the Economic Empowerment Project (EEP), faced a funding shortfall as it obtained $3,29 million (62 percent of the target $5,35 million), mostly through regular funds. As a result, the project covered only four of the 20 planned counties, and did not demonstrate sufficiently strong results to attract further funding. However, this limited performance was not only due to the funding shortfall, as the project faced other design and implementation challenges which limited its effectiveness.

Finding 19. Gender. UNDP has made efforts to promote gender-responsive approaches in its work and has contributed to gender awareness at national level. Results on gender equality have varied across outcome areas, including field programmes on environment and peace and security.

The country office has a gender focal point in place, and most country office staff had a good understanding of the importance of mainstreaming gender across UNDP work. However, there have been no projects dedicated to gender equity and women's empowerment. Due to the high turnover of staff following the change management process, several new staff are still learning about gender issues. Induction trainings are conducted for all new staff, especially on the use of gender markers in projects. UNDP is an active member of the United Nations country team's Gender Sector Working Group which provides technical inputs on gender to government policy documents. For example, UNDP contributed to the development of the National Action Plan on Women Peace and Security and the national HIV and AIDS Stigma Index.

The majority of expenditure in the CPD period (62 percent) was related to GEN1 projects, while the rest was on GEN 2 projects, with no expenditure on GEN 0 and GEN 3 projects. Overall, there are 39 projects marked as GEN1, 31 marked as GEN2 and one project related to institutional strengthening marked as GEN0[75].

FIGURE 11. Expenditure by Gender Marker and CPD outcome 2018-21 (US$ million)
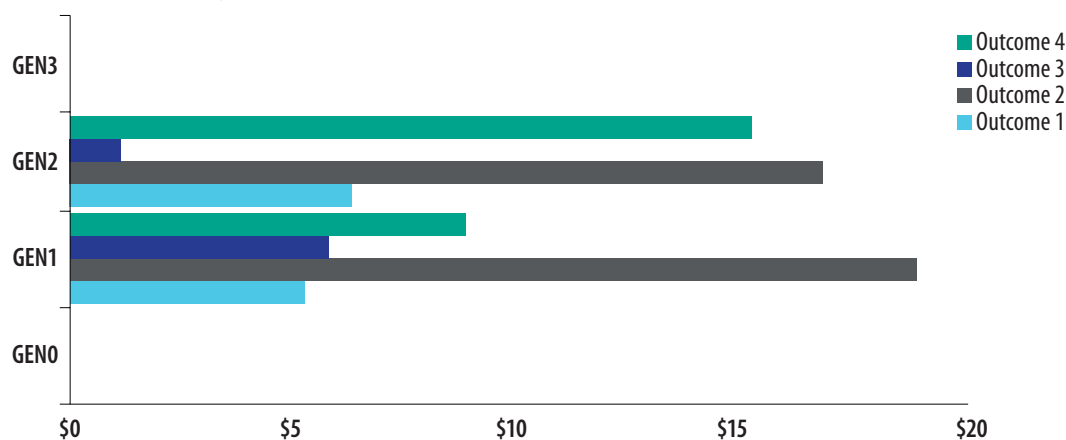
Source: Atlas project data, Power BI, as of 11 November 2021

The mainstreaming of gender across the project portfolio has been mixed. With a few notable exceptions, most projects in outcomes 1, 3 and 4 have had a more superficial approach, whereby gender is reduced to ensuring equal participation of men and women in training activities. Outcome 2 has a strong gender focus due to the inclusion of GBV issues, which are highly relevant to its Peace and Security focus.

In governance and devolution processes, there has been progress in efforts to enhance the participation of women in county governance but it has proved difficult to address the drivers of inequality. Devolution has raised high expectations that gender issues will be mainstreamed at county level, and contribute to inclusive and sustainable gender-sensitive initiatives in rural communities. UNDP Kenya has supported the development, launch and dissemination of the Women's Empowerment Index, which represents a major milestone in the country's evidence-based policymaking and sets a baseline for monitoring the Government's progress toward achieving gender equality and empowerment of all women and girls.[76]

Furthermore, UNDP and UN Women facilitated implementation of the Political Parties (Amendment) Act 2016, which requires that political parties promote the values of inclusion by upholding the 'two-thirds gender' constitutional principle when seeking registration.[77] This contributed to the gains witnessed in the 2017 General Elections, where women were elected to various posts including: three Governors (6.38 percent); three Senators (6.38 percent); 23 members of the National Assembly (7.93 percent); and 96 members of County Assemblies (6.76 percent). This significantly increased the number of elected women, from 5.63 percent in 2013 to 11.4 percent in 2017.[78]

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[75] The Gender Marker aims to sensitize programme managers on gender mainstreaming through the assignment of a rating in the UNDP programme and financial reporting system. The ratings are: GEN3 = outputs that have gender equality as the main objectives; GEN2 = outputs that have gender equality as a significant objective; GEN1 = outputs that will contribute in some way to gender equality, but not significantly; GEN 0 = outputs that are not expected to contribute noticeably to gender equality.

[76] UNDP(2020) ROAR.

[77] Article 81 (b) of the Constitution of Kenya stipulates that "Not more than two-thirds of the members of elective or appointive bodies shall be of the same gender".

[78] UNDP Kenya (2017) Annual Report.

Knowledge of gender issues or equality commitments are not consistent in some communities and UNDP, together with the State Department of Gender and UN Women, has provided training for young women and girls on how to access county and national employment opportunities. There are women representatives at county level to support gender issues, providing advice and helping with county-level project implementation. There has been an increase in GBV as a result of the stresses surrounding COVID-19, and UNDP has provided training to community leaders on how to address and report GBV.

UNDP has supported training for female county staff, but too often women's participation is measured in workshop attendance rather than building transformative change and strengthening capacity to undertake specific tasks such as budget preparation, or play leading roles in decision-making. To a degree, this is hindered by the low number of women in county-level management positions, but this increases the need to focus on transformative gender approaches in governance.

The Joint Devolution Programme has addressed gender inequalities through support for the National Policy on Gender and Development and for the State Department for Gender Affairs and Council of Governors to monitor and report on Kenya's work to achieve gender equality.[79] Nevertheless, there is inadequate sex-disaggregated data for effective policy formulation, planning, budgeting and assessing women's contributions to the economy.

In the Peace and Security area (Outcome 2), UNDP has worked closely with the Government, CSOs and communities on a range of areas that have direct impact on the lives of women. In supporting the 2017 elections, UNDP worked with the United Nations Office for Human Rights and KNCHR to monitor human rights abuses during elections, which led to a report focusing on the prevalence of SGBV during and after the 2017 General Elections. This led to further work by UN Women and others to train security forces in their operations during future elections.[80] UNDP has also supported NCTC to strengthen its gender perspective, working with female religious leaders and influential women in communities. In other projects, such as the 'Deepening Foundations for Peacebuilding and Community Security' project, support was provided to establish community-based psychosocial support workers equipped with skills to help the victims of GBV.

The Inclusive Growth portfolio (Outcome 3) had a limited focus on gender considerations in its design and implementation. The programme targeted youth, identified as a specific vulnerable group in view of the high rates of youth unemployment, but there was no further disaggregation or targeting of diverse categories within youth.

For the Environment portfolio (Outcome 4), the consideration of gender issues was limited to ensuring the participation of both women and men in capacity development activities, and there was little attention to promoting equal decision-making. Community-level activities, for instance in the GEF SGP, had strong participation of both women and men, but there is no data or evidence of this resulting in greater empowerment or equal decision-making.

Finding 20. The results framework of the CPD does not sufficiently describe the linkages between the CPD outcomes and outputs and project-level activities, making it difficult to monitor the results of UNDP work or attribute any positive impacts to the work of UNDP. Weak reporting on results in many projects indicates the need for overall strengthening of results-based management in the country office.

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79   Consolidating Gains and Deepening devolution in Kenya, Programme Quarterly Progress Report, January 1-March 31, 202, p.9.
80   https://www.knchr.org/Publications/Thematic-Reports/Civil-and-Political-Rights/Election-Related-Reports

The CPD indicator matrix complies with UNDP requirements, and links the CPD indicators to those of the UNDAF. However, the matrix has limited internal coherence, as the causal linkages between outputs and outcomes are not sufficiently clear. Furthermore, there is a general disconnect between outcome and output indicators, with no clear causal pathway of how the achievement of the outputs will contribute to the outcomes. Most of the CPD output indicators are general and high-level, making it difficult to attribute any changes to UNDP work (e.g. "Number of natural resources managed through sustainable use"). This issue was also raised by the UNDAF midterm evaluation, which called for a review of the UNDAF M&E framework to strengthen the use of SMART indicators.[81]

At project level, while the logical frameworks of projects are overall aligned to CPD outcomes, these linkages are not reflected in a single results framework which can track the contribution of project outputs to CPD outputs and outcomes. As a result, the data generated by project M&E systems is not fed upwards in a consolidated way to the CPD framework and cannot be effectively used for strategic decision-making and accountability. There are some good practices in project-level M&E systems, such as for the SGP, which could serve as a basis to reform the country office M&E efforts towards a system which goes beyond fulfilling corporate requirements. The new CPD would benefit from a more cohesive design of indicators, so that project-level data can directly feed into CPD output indicators, providing valuable insights for programme direction and better demonstration of positive results.

Reporting on project implementation has mostly focused on activity or output levels, with little or no information on outcomes achieved by projects. This was highlighted by resource partners, who indicated frequent requests to UNDP to improve in this regard. In addition, the evaluation team noted that project monitoring documentation is mostly incomplete, with several projects not providing progress reports or midterm evaluations.

Several government counterparts have highlighted challenges in the annual planning process of projects. Government institutions follow a July-June cycle, while UNDP follows a January-December cycle, which creates challenges in coordination and resource allocation. While this has not led to major implementation disruptions, there is a tendency to prioritize activities which can be implemented quickly, rather than investing in longer-term initiatives. In addition, the lack of multi-year planning of budgets and activities creates a degree of unpredictability and 'short-termism', which is not conducive to deeper results.

2.7 Country programme performance ratings

The following table provides an overview of the performance of the country programme, using the five internationally agreed evaluation criteria: relevance, coherence, effectiveness, efficiency and sustainability, and a set of parameters for each. A four-point rating scale is used, with 4 being the highest and 1 the lowest.[82] This rating table should be read keeping in mind the findings presented in the previous sections, which provide more detailed justification for the ratings.

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[81] https://reliefweb.int/sites/reliefweb.int/files/resources/Final%20Report%20of%20the%20UNDAF%20MTR%20Report.pdf
[82] 4 = Satisfactory/Achieved; 3 = Moderately satisfactory/Mostly achieved; 2 = Moderately unsatisfactory/Partially achieved: 1= Unsatisfactory/Not achieved.

TABLE 2. Country programme performance ratings

Criteria and parameters	Overall rating (scale 1-4)	Remarks/justification
1. Relevance	**3**	All aspects of the country programme were aligned with national development priorities outlined in Vision 2030 and MTP III, as well as sectoral strategy documents. UNDP was responsive and coordinated closely with government counterparts in planning activities. The programme was generally gender-responsive.
1.A. Adherence to national development priorities	3	
1.B. Alignment with United Nations/ UNDP goals	3	
1.C. Relevance of programme logic	3	
2. Coherence	**2**	The results chain of the CPD is well aligned to the UNDAF, but does not sufficiently link project activities upwards to CPD outputs and outcomes. There are strong partnerships with Government and CSOs, but more limited interaction with the private sector.
2.A. Internal programme coherence	2	
2.B. External programme coherence	3	
3. Efficiency	**2**	Most projects had overambitious resource targets, and overall, resources mobilized were around half of the CPD requirements. COVID-19 and country office change management created significant implementation delays and challenges.
3.A. Timeliness and management efficiency	2	
3.B. Management efficiency	2	
4. Effectiveness	**3**	There were tangible results in all outcome areas, but the failure to mobilize planned funding meant that several activities were cut and CPD targets were not fully achieved. There was some consideration of gender issues, but mostly limited to ensuring equal participation in capacity development, with little consideration of marginalized groups or empowerment. There were important contributions to Kenya's response to COVID-19, and the country office overall adapted well to the restrictions imposed by the pandemic.
4.A. Achieving stated outputs and outcomes	3	
4.B. Programme inclusiveness (especially those at risk of being left behind)	2	
4.C. Prioritizing gender equality and women's empowerment	3	
4.D. Programming processes adhered to sustainable development principles	3	
5. Sustainability	**2**	The sustainability of results was mixed, with some institutional and community capacity being strengthened to the extent of being self- sustaining, and others not. There is potential for scale-up of some activities, but there were no specific measures to promote this, also in view of limited visibility of results and limited funding.
5.A. Sustainable capacity	2	
5.B. Financing for development	1	

CHAPTER 3
CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

This chapter presents the evaluation conclusions on UNDP performance and contributions to development results in Kenya, recommendations, and the management response.

3.1 Conclusions

Conclusion 1. UNDP has played an important role in supporting the Government of Kenya in implementing its devolution objectives, and has been largely effective in meeting the programming challenges brought about by the COVID-19 pandemic. The devolution programme reflects strong UNDP alignment with the Government's objectives.

UNDP is regarded as a strong and reliable partner; flexible and open to modifying its objectives. The UNDP role as an independent actor is becoming increasingly important in the context of shrinking civic space,[83] and it is valued for its ability to broaden networks and enhance interaction between partners working in the same areas.

While challenges remain, the gains of devolution are being experienced at varying levels within the 14 counties currently being supported by UNDP. Devolution has led to improved service delivery and localized efforts to enhance good governance. The governance and devolution programme in Kenya is therefore relevant, largely effective and essentially sustainable. A major area of concern that could negatively affect programme sustainability is the poor level of communication with donors, especially in terms of financial reporting and donor visibility. Improved devolution has also been the foundation for the localization of the SDGs, as well as the development of local-level COVID-19 recovery plans. A further challenge is that, while devolution requires a long-term commitment from all stakeholders, it is unclear whether key donors are willing to continue to support the programme.

Conclusion 2. Support to the operationalization of policies and legal frameworks on conflict management and human security at national, county and local levels has been achieved through the collaboration of Government and CSOs.

UNDP has strengthened peace capacities at national, county and community levels. The success of UNDP work under Outcome 2 is evident in the strong partnerships with the Government and its agencies, CSOs and other United Nations agencies. UNDP has, to a great extent, contributed to the electoral process in Kenya by strengthening IEBC and other agencies concerned with elections in the county. The introduction of human rights in UNDP work over the last two country programme cycles has contributed to the integration of human rights into legislation at all levels of government, and strengthened human rights awareness in targeted counties.

Conclusion 3. UNDP work on inclusive growth in Kenya has proven highly relevant in addressing the challenges of youth unemployment and environmental and social standards in the small-scale mining sector, but the effectiveness of projects in these areas has been very limited due to flaws in the design of project activities, limited follow-up and engagement with partners, and funding shortfalls.

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[83] Freedom of expression and freedom of the media are enshrined in the Kenyan Constitution but the space for critique and dissent has already come under pressure, with recent arrests of media, social media and civil society actors for reporting on issues related to corruption, public debt and the COVID-19 response. United Nations Common Country Analysis Report for Kenya Synthesised draft, 8 September 2021, p. 20.

Youth unemployment is recognised by the Government of Kenya as one of the critical challenges to ensure the country's attainment of upper middle-income status by 2030. At county level, the government departments working on business development, trade and training have acknowledged the gaps in general business management skills, such as ICT, business planning and development and accounting. County governments see the value of a 'one-stop-shop' approach to providing a broad range of services for entrepreneurs, such as business registration, advice on access to finance and training opportunities.

UNDP projects have been tailored to these needs, introducing the concept of *Biashara* Business Centres, hosted in county governments, to provide business services and training opportunities. However, the financial model to sustain the functioning of these centres was not effectively designed, and three of the four established centres ceased their operations within a few years of starting operations. While there was a general understanding of training needs, and consultations with local entrepreneurs, there was no systematic assessment of labour market needs or the specific skill gaps in counties. In addition, the curricula used for training was often not reviewed and updated. Furthermore, the UNDP change management process during the CPD period resulted in poor follow-up and monitoring of project activities, leading to some disappointment among county-level government partners. These activities were significantly underfunded, and the lack of results during implementation hindered the potential interest from resource partners to provide additional funding. The current country office plans to revamp this area of work have some promising indications, as there is recognition of the challenges of the previous phase for the design of new activities.

In the extractive industries sector, UNDP work to promote higher environmental and social standards has had positive upstream results, such as the production of guidelines for the sector. However, engagement with artisanal miners through training on implementation of the guidelines had little impact, as there was limited practical applicability of the guidelines.

Conclusion 4. UNDP work in the environment area was clearly linked to the country's national and international environmental targets and has benefited from full funding from both multilateral (GEF, GCF) and bilateral (USAID) partners. Projects in this area have largely been able to deliver effectively and promote the conservation of Kenya's biodiversity and the sustainable management of natural resources.

UNDP implementation of the SGP and other GEF-funded projects confirms its strong partnership with GEF and leadership in the environment sector in Kenya. The landscape approach has been a positive innovation compared to previous cycles of the SGP, and a focus on community engagement has yielded good results in terms of the adoption of more sustainable production practices, establishment of wildlife conservancies and development of value chains, which ensure the protection of biodiversity.

UNDP work at policy level has contributed to the establishment of several important policy documents which lay the groundwork for Kenya's fulfilment of its environmental commitments. These included, for example, the Intended National Determined Contributions (INDC, the National Climate Change Action Plan (NCCAP) 2018-22 and the National Adaptation Plan (NAP) 2015-30. In addition, UNDP was instrumental in the development of a national Measurement Reporting and Verification system for Kenya to facilitate tracking and reporting of climate actions and the means of implementation. Together with the readiness projects for GCF and REDD+, which also established necessary national policies and capacity to apply for climate financing from these entities, UNDP is well positioned to continue to provide leadership in supporting Kenya's environmental and climate change efforts. On some occasions, projects faced implementation challenges related to the quality of its procurement of consultancy services, which led to the government counterpart request for greater involvement in such procurement.

Conclusion 5. The country office results-based management system does not clearly articulate a theory of change to link projects to overall objectives. As a result, the country office monitoring system does not collect and compile the necessary data to track results and inform management decisions.

The results framework of the CPD does not sufficiently outline the linkages between the CPD outcomes and outputs and project-level activities, making it difficult to monitor and assess the results of UNDP work. As a result, it is very difficult to attribute any positive impacts on high-level outcome or impact indicators to the work of UNDP. Furthermore, project documentation is not consistently collected, as noted in this evaluation which only had access to around half of the expected documentation, such as project documents, annual workplans, progress reports and terminal evaluations.

At project level, while the logical frameworks of projects are overall aligned to the CPD outcomes, these linkages are not reflected in a single results framework which can track the contribution of project outputs to CPD outputs and outcomes. As a result, the data generated by project M&E systems is not fed upwards in a consolidated way to the CPD framework, and cannot be effectively used for strategic decision-making and accountability. This issue was highlighted by some UNDP resource partners, who indicated that a lack of monitoring data, especially on outcome-level results, reflects negatively on their propensity to allocate further funds to UNDP.

Conclusion 6. Many of the projects reviewed have been designed around broad outcomes and outputs with ambitious budgets. There is significant work to be done to enhance programme efficiency, especially in terms of securing adequate funding.

The UNDP approach to resource mobilization poses a serious risk to the viability and sustainability of programmes under all outcomes, including the governance and devolution programme. Project proposals are routinely presented with large unfunded components and no clear resource mobilization plan, with an assumption that donor support will meet the expectations of the project design. Resources for development programmes are under increasing pressure in Kenya, and globally, due to declining funding opportunities and a shift of donor prioritization due to Kenya's middle-income status. As such, there is an urgent need for UNDP to develop a realistic and implementable resource mobilization strategy, including contingency plans for when resource mobilization targets are not met. Indications are that UNDP recognises it has a funding problem, and it has recently brought a resource mobilization specialist on board. Efforts are being made to cut expenses and look for non-traditional sources of support, but there is an urgent need to address the underlying misperception that funds will somehow appear. The CPD also indicated an intention to increase cost-sharing arrangements with the Government of Kenya, which has so far yielded modest amounts (around $200,000). However, this intention was formulated at a time of strong economic growth and Kenya's current fiscal situation, with high public debt and limited public revenue due to the economic impacts of COVID-19, may not allow for similar ambitions in the new CPD.

Conclusion 7. UNDP efforts to mainstream gender in its programmes have yielded some modest results in highlighting some important gender issues, such as women's roles in strengthening peace and security and destigmatizing HIV and AIDS, at national level. UNDP projects have varied greatly in their mainstreaming of gender, and the lack of interventions with gender equality as their principal objective indicates the lack of a consistent and holistic framework to mainstreaming a gender transformative approach.

UNDP has made several high-profile contributions to highlight gender issues at a national level. These include the development of the Women Empowerment Index and HIV and AIDS Stigma Index and the National Action Plan on Women Peace and Security, and support to implementation of the Political Parties (Amendment) Act 2016, which requires that political parties promote the values of inclusion by upholding

the 'two-thirds gender' constitutional principle when seeking registration. These demonstrate strong positioning in promoting gender issues, and strong technical expertise on the topic, which is further demonstrated by the UNDP role in the United Nations country team's Gender Sector Working Group.

UNDP projects have overall been gender-targeted, focusing on ensuring equal participation and access for men and women, rather than being gender-transformative. There were a number of positive results, especially in the peace and security programme area, for instance on mitigating the negative impacts of GBV and on the social inclusion of youth groups who face the risk of radicalization. However, gender considerations were mostly lacking in other programme areas, such as the inclusive growth portfolio, where training and business development activities were not informed by gender analysis. This divergence demonstrates the lack of a harmonized approach to mainstreaming gender in projects, and limited awareness and attention by programme managers.

Some good gender outputs were identified, such as the enhanced ability of some women to engage in public participation opportunities, but overall gender results would best be described as gender-targeted or -responsive rather than gender-transformative. It was noted that women's participation in training sessions and workshops was far lower than for men, and that the lack of women in senior positions in county administrations severely limited the impact of gender-focused training.

Conclusion 8. UNDP programming has been affected by the COVID-19 pandemic, but has been able to adapt swiftly to accommodate the changes required and build resilience among its partners.

The 2018-22 CPD has been implemented in a difficult environment due to the outbreak of the COVID-19 pandemic in March 2020. UNDP has been able to adapt quickly by restructuring programmes and projects to accommodate the reallocation of funds necessary to mitigate COVID-19 challenges. Specifically, projects have contributed to the monitoring of human rights abuses during COVID-19 restrictions, and the development of a policy document on the peacebuilding management in the new environment. UNDP has also been able to raise funds to support the Government of Kenya through the Ministry of Health, to cater for priority needs to reduce the impact of the spread of COVID-19 in Kenya.

3.2 Recommendations and management response

RECOMMENDATION 1.

The UNDP devolution programme will remain relevant and should maintain its overall focus, while making adjustments to strengthen the training components for county officials, data collection and analysis capacity, and monitoring and communication of results.

In view of the turnover of executive officials in county governments following elections in 2022, UNDP training activities on governance and devolution priorities need to continue, with a greater focus on targeting the permanent staff of county administrations to ensure continuity and limit the loss of institutional memory. Future training activities should also incorporate the lessons from previous training cycles, especially as some of these have resulted in capacity being developed to a level of sustainable self-sufficiency, and others have been perceived as one-off instances with limited impact on improved service delivery.

The geographical coverage of the programme has the potential to be expanded to additional counties, should funding materialize. The clustering of counties for targeting purposes, namely the focus on the FCDC Regional Economic Bloc, has shown positive results in terms of economies of scale, and the approach should be replicated and extended to other Regional Economic Blocs within Kenya, such as the Lake Region and North Rift Economic Blocs.

The preparation of CIDPs needs to be further strengthened, prioritizing data collection and management in order to enhance planning and preparation. There is a strong need for more capacity-building in the counties, including financial management and reporting, M&E, budgetary issues and planning. Political and economic analysis should be conducted regularly in counties with lower than average performance, in order to identify possible entry points for remedial action.

As part of its resource mobilization efforts, UNDP should pay closer attention to setting more realistic and measurable goals for its devolution programme, and improve the monitoring and assessment of results. UNDP has been actively seeking new donors to support the programme, but at the time of the review none had stepped forward. UNDP should build on its visibility and comparative strengths, including its high profile with the Government, to solidify its position as a leading authority on development issues, including governance, gender equality, human rights, rule of law and justice, to develop its connections with donors and get their commitment to continue support for the programme.

Management response: Fully Accepted

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (Initiated, Completed or No due date)
1.1 The country office will further assess the overall progress of the Joint Devolution Programme including training activities and engagement with counties as part of the planned midterm evaluation. Lessons learnt and recommendations will inform ongoing training activities on financial management, M&E, CIDPs with a greater focus on the permanent staff of county administrations to ensure continuity and limit the loss of institutional memory.	June 2022	Devolution Project Team/ Governance and Inclusive Growth Team (GIG)	The procurement process for the midterm evaluation consultancy has commenced for completion by June 2022.	Initiated

RECOMMENDATION 2. ✅

UNDP should further consolidate and strengthen synergy between its work in peace and security, elections, and human rights and the rule of law, where it has had real impact and is well established. Not only should synergy should be captured between projects within this outcome, but linkages to devolution, the environment and youth and inclusive growth should be ensured.

UNDP has been working on these thematic areas at both national and county levels. Because of this long-term work, there is a need for UNDP to conduct a critical assessment to identify gaps and develop projects that create impact by deepening the work as opposed to covering several counties or regions without going into depth. A good example to draw from is past projects targeting electoral support, where all agencies working on elections are funded and work together to add value to the elections process.

Areas of potential synergy are both thematic and geographical. For example, UNDP has focused on peace and security, elections and human rights. While human rights and elections support seem to have thematic synergy, peace and security is very broad and needs to have more clearly-defined, specific sub-areas of work. UNDP should reflect on how to best conceptualize and define topics such as peacebuilding, or combine soft and hard security issues. This will help in defining thematic areas of work in the next CPD, so that programmes within the peace and security portfolio are designed to achieve maximum impact, with clear results.

Furthermore, UNDP should build on its experience and position to bring together multiple actors working on issues. For instance, there are several partners conducting training for security actors and psychosocial workers, and there is potential to create more synergy and harmonization of approaches and curricula. UNDP should facilitate consultations among partners so that they better coordinate such training. Similarly, in terms of geographical scope, UNDP has so far focused on counties in northern Kenya, although projects are designed as national. The new CPD should identify ways to draw lessons from the targeted areas which can be relevant to other counties.

Management response: Fully Accepted 💬

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status
2.1 To further consolidate and strengthen synergies in in its governance, peace and security pillar, the country office will enhance the use of the portfolio approach in its programming under the new CPD 2022-26 while exploiting existing opportunities for collaboration and joint programming with other United Nations agencies working in the governance and peace sector.	Dec 2022	GIG	Tracking of this more integrated approach will be undertaken through annual reporting, programme reviews, the new CPD 2022-26 Roll-out and the country office RESET 2.0 Cluster meetings.	Initiated

RECOMMENDATION 3. ✔

UNDP should redesign its inclusive growth portfolio based on lessons of the previous implementations cycle. The new CPD should maintain its objectives to promote sustainable youth employment with significant changes to the implementation of its business development activities at county level. There should be greater attention to analysing labour market needs, clearer provisions for institutionalization and the sustainability of results, closer follow-up with partners, and improved monitoring. The programme should also seek synergy with other areas of work such as the Accelerator Labs.

The flagship EEP will remain highly relevant in view of Kenya's high youth unemployment. The specific approach of promoting employment through the establishment of county-level business centres also has the potential to generate employment, and new projects in this area should learn from the positive case of Kwale County. The design of training programmes needs to pay closer attention to the needs of employers and businesses in the counties, as well as the sectors with high growth potential. As such, the identification of training topics should be based on solid data and evidence of skill gaps in the labour market.

The design of business centres needs to be more clearly conceptualized, especially in relation to their financing model. Centres should identify financing sources, whether from the county budget or revenue streams from the services it provides, or a combination. UNDP needs to ensure close follow-up and frequent communication with its project partners, and ensure that any staff turnover is accompanied by appropriate handover and retention of knowledge. The setting of targets and monitoring of results needs to significantly improve, to track both project outputs and outcomes. Finally, there are other areas of work across the UNDP portfolio with a focus on youth employment, primarily the Accelerator Labs. There are opportunities to link these projects, for instance through common geographical targeting, which should be pursued.

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Management response: Fully Accepted ●●●

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status
3.1 The country office has strengthened its support for youth-led businesses in the forestry and agro-forestry sectors through its GrEYAP programme. Further, the country office has maintained its focus on strengthening youth employment and strengthening collaboration with the Accelerator Lab as well as better institutionalizing the country office Youth Sounding Board as part of its new CPD 2022-26.	June 2022	GIG Team/ Strategic Policy Analysis Unit (SPAU) and the Accelerator Lab	In September 2020 UNDP conducted a review of the *Biashara* centres and developed a market development approach to BDS delivery which emphasizes the business-to-business approach and partnership with business associations, cooperatives and suppliers. Further, through GrEYAP, developed in December 2020, the country office is implementing innovative mechanisms for business development service delivery anchored in key institutions such as Kenya Forestry Research Institute, and Kenya Institute of Business Training, among others, GrEYAP also includes anticipated interventions to develop the Green Jobs Strategy and an action plan in partnership with the Ministry of Labour. The GIG pillar is building on the 2020 Acc Lab MSME Impact Assessment Report findings that focused on the environment and the need for MSMEs to adopt digital technology. Interventions such as the development of an e-commerce platform for MSMEs and digital capacity building of MSMEs are ongoing.	Initiated

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status
3.2 The country office will enhance its Accelerator Lab's efforts in mapping and developing the innovation ecosystem for start-up growth and maturity in collaboration with United Nations sister agencies.	Dec 2022	Accelerator Lab	Accelerator Lab and partners such as Konza Technopolis and Association of Countrywide Innovation Hubs are currently mapping the innovation ecosystem to identify areas of possible collaboration and engagement by stakeholders and the SDG Accelerator Lab that will support the growth and development of local start-ups.	Initiated

RECOMMENDATION 4. ✅

UNDP should retain and build on its leadership in the environment area by strengthening its procurement of technical expertise and being more focused and targeted in its downstream activities. Successful approaches such as the community engagement and landscape/ seascape approach should be replicated.

UNDP has built a substantial GEF and non-GEF environment portfolio and is in a strong position to continue supporting Kenya in its pursuit of environmental objectives. Its focus so far on supporting policy and strategy development has been highly valued and should be further improved in specific areas such as the procurement of technical expertise, and by ensuring greater involvement of government counterparts in the identification of expertise. This could entail obtaining the necessary capacity from within the staff of Government agencies, and greater consultation or involvement in selection processes.

Downstream activities at community level have had success in some projects, but been somewhat scattered in others. The new CPD should aim to promote the implementation of Kenya's environmental policies and strategies at community and devolved levels, but the design of such activities should be targeted in both thematic and geographical scope. Some of the successful practices used should be replicated and further scaled up, such as extensive community engagement and the landscape/ seascape approach as part of the GEF SGP programme.

Management response: Fully accepted ●●●

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status
4.1 Undertake extensive community engagements and the landscape/seascape approach as part of the GEF SGP programme.	Dec 2022	Environment and Resilience Unit (ERU)	This action is already initiated through the approved 7th phase of GEF SGP, which is due to start in the first quarter of 2022, and will build on lessons learned and best practices of the landscape/ seascape approach which was initiated in the 6th phase. The Project Document awaits finalized signature by the National Treasury.	Initiated

RECOMMENDATION 5. ✔

Youth should feature more prominently in the new CPD, with a dedicated approach and articulated programme theory, in view of their critical importance in several dimensions of the country's development agenda. UNDP can draw from previous programme experience in addressing youth inclusion and employment in the peace and security and inclusive growth portfolios to conceptualize its future approach.

The UNDP portfolio during the CPD period has acknowledged the importance of contributing to youth employment, but the new CPD should develop a more comprehensive and strategic approach to address the social and economic challenges faced by Kenyan youth. This area of work should be developed in a participatory way with representatives of youth organizations. The Youth Sounding Board, established by UNDP in 2020, can serve as a key forum for UNDP to ensure that its youth programme is relevant and responsive to the needs of the youth.

Management response: Fully accepted •••

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	**Status**
5.1 The United Nations Kenya Sustainable Development Cooperation Framework (UNSDCF) for 2022-26 has highlighted youth as a key focus, partner and beneficiary over the next four years. Similarly, the draft CPD is nested within the UNSDCF and aligned to the UNDP Corporate Strategic Plan and UNDP Offer in Africa. The country office has anchored innovation as a driver for youth employment in its new CPD 2022-26 which is to be presented to the June 2022 Executive Board.	September 2022	GIG Team, Accelerator Lab and SPAU	The draft CPD 2022-26 has been developed through an extensive consultation process and HQ review. It is currently posted on the Executive Board website for member state review in preparation for submission to the June 2022 Executive Board.	Initiated

RECOMMENDATION 6. ✅

The results chain and theory of change of the new CPD need to be designed to clearly track the UNDP contributions to national and United Nations Sustainable Development Cooperation Framework objectives. The country office monitoring system needs upgrading, to centrally compile and better organize data for decision-making, accountability and knowledge management.

While the new CPD is mandated to align closely with the UNSDCF, UNDP needs to more clearly articulate its programme logic so that contributions to higher-level objectives can be clearly traced to project-level activities and outputs. The CPD Theory of Change needs to identify multiple layers of results, distinguishing between those that are under the direct control of UNDP and those to which UNDP contributes. All indicators should be SMART and have clearly identified data sources, frequency and collection methods.

The country office should establish a consolidated programme monitoring system that compiles and organizes data on project achievements. This can serve multiple learning, reporting, communication and management decision-making needs as well as improve accountability. Similarly, a system for the collection and storage of project documentation such as project documents, workplans, progress reports, steering committee meeting minutes, midterm and final evaluations, needs to be established.

As part of its knowledge management and project implementation efforts, the country office should ensure that any staff turnover is accompanied by sufficient handover briefings for new staff, as well as clear communication with its project partners.

Management response: Fully accepted ●●●

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status
6.1 The country office will develop a results chain and theory of change for the new CPD that is aligned to UNSDCF 2022-26 objectives and national priorities.	March 2022	CPD Taskforce/ SMT	The country office has developed a theory of change and the results chain for the 2022-26 CPD that is aligned with the 2022-26 UNSDCF and national priorities. The result chain will be used to track UNDP contributions and will be the basis for tracking programme implementation, monitoring and reporting.	Completed
6.2 The country office will streamline its M&E coordination structures internally and externally to support better data collection, data verification, results monitoring and reporting, knowledge management and accountability.	Dec 2022	SPAU/CPD Acceleration, Resource Mobilization and Engagement Cluster and Organizational Effectiveness and Efficiency in Business Process Cluster	Internally, a country office M&E hub will be formalized to facilitate constant monitoring and reporting on the progress of the CPD Integrated Results and Resources Framework. Externally, joint programming with other agencies will be prioritized to strengthen data collection and verification, annual outcome level performance reviews with government and national partners and use the data to inform policy, strategic decisions, accountability and knowledge management.	Initiated

RECOMMENDATION 7. ✔

UNDP should set more realistic resource mobilization targets and establish contingency plans which document how project activities can be scaled down or redesigned in case of resource shortfalls. Projects should also improve their approach to budgeting and disbursement.

In view of the resource shortfalls in the previous CPD, as well as the changing donor landscape in Kenya, UNDP should set more modest and realistic resource mobilization targets for its programmes. Given the uncertainty around the amount of funds that will be mobilized, UNDP projects should consider establishing explicit prioritization of activities or geographic areas which will be carried out in proportion to the available resources. Close consultation with government counterparts should continue for activity planning but, as much as possible, UNDP should plan early in view of the misalignment between the budget cycles of Government and UNDP.

As part of its support to financing of the SDGs, UNDP could accelerate its support to Kenya's institutional readiness for the roll-out of the INFF, building on the progress made so far. As part of this process, UNDP should assist the Government of Kenya to identify potential sources of financing to support its development agenda, bearing in mind its recently attained middle-income status. This should include a focus on potential private sector partnerships, which were recognised as important in the CPD but had limited results.

Management response: Fully Accepted •••

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	**Status**
7.1 The country office has rationalized its resource targets under the new CPD 2022-26 to $120 million to address shifting donor priorities and Kenya's elevation to a lower middle-income country. The country office will elaborate its Partnership and Resource Mobilization Plan including contingency plans for scaled project funding levels.	Dec 2022	Programme Management Support Unit, Senior Management Team (SMT), GIG Team, ERU	The country office has noted the 2021 Management Audit recommendations and incorporated more realistic targeting within its new CPD 2022-26 to be presented to the June 2022 Executive Board.	Initiated

RECOMMENDATION 8. ✅

UNDP programmes should improve the way they address gender issues, by improving baseline gender analysis and introducing measures to promote empowerment and equality in decision-making.

To achieve this, UNDP should consider preparing a Gender Action Plan for the forthcoming CPD period, to articulate its strategy and objectives for gender mainstreaming. UNDP should also ensure that there are appropriate resources to support gender mainstreaming, such as a dedicated focal point function and allocations for training of staff to increase their understanding of gender in their respective areas of work.

Across its portfolio, UNDP should go beyond the inclusion of women and men in training activities and other project activities. The efforts made by UNDP to advocate for gender equality at the institutional level should be matched by UNDP leadership in mainstreaming gender in its project portfolio, tailoring its approach to the different thematic and geographical areas of work.

Management response: Fully accepted •••

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	**Status**
8.1 The country office incorporated critical inputs from its Gender Working Group as well as the Regional Bureau for Africa gender team, ensuring adequate analysis and consultations on gender transformative programming. To effectively implement this, the country office will develop a new gender strategy and implement its Gender Seal action plan to guide its collective gender related activities through a more transformative approach.	Dec 2022	Gender Focal Team/SMT	The country office has commenced the Gender Seal process and critically reviewed its self-assessment for the development of its action plan and an updated gender strategy in line with the new corporate Gender Strategy.	Initiated

* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

ANNEXES

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: https://erc.undp.org/evaluation/documents/download/20053

Annex 1. Terms of reference

Annex 2. Evaluation Framework

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. List of projects for review

Annex 6. Status of Country Programme Document (CPD) outcome and output indicators matrix

Evaluations for a #strongerUNDP