Empowered lives.
Resilient nations.

ASSESSMENT OF DEVELOPMENT RESULTS **KENYA**
EVALUATION OF UNDP CONTRIBUTION

HUMAN DEVELOPMENT effectiveness COORDINAT
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
sustainability MANAGING FOR RESULTS responsiven
DEVELOPMENT responsiveness NATIONAL OWNER
NATIONAL OWNERSHIP effectiveness COORDINAT
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
sustainability MANAGING FOR RESULTS responsiven
HUMAN DEVELOPMENT effectiveness COORDINA

UNDP

Empowered lives.
Resilient nations.

ASSESSMENT OF DEVELOPMENT RESULTS KENYA
EVALUATION OF UNDP CONTRIBUTION

The Management Response for this evaluation can be accessed here:
http://erc.undp.org/evaluationadmin/manageresponse/view.html?evaluationid=7148

REPORTS PUBLISHED UNDER THE ADR SERIES

Afghanistan
Angola
Argentina
Bangladesh
Barbados and OECS
Benin
Bhutan
Bosnia and Herzegovina
Botswana
Brazil
Bulgaria
Burkina Faso
Cambodia
Chile
China
Colombia
Croatia
Democratic Republic of the Congo
Republic of the Congo
Costa Rica
Côte d'Ivoire
Djibouti
Ecuador
Egypt
El Salvador

Ethiopia
Georgia
Ghana
Guatemala
Guyana
Honduras
India
Indonesia
Jamaica
Jordan
Kenya
Lao PDR
Liberia
Libya
Malawi
Maldives
Moldova
Mongolia
Montenegro
Mozambique
Nepal
Nicaragua
Niger
Nigeria
Pacific Islands

Papua New Guinea
Paraguay
Peru
The Philippines
Rwanda
Senegal
Serbia
Seychelles
Somalia
Sri Lanka
Sudan
Syrian Arab Republic
Tajikistan
Thailand
Tunisia
Turkey
Uganda
Ukraine
United Arab Emirates
Uzbekistan
Viet Nam
Yemen
Zambia

ACKNOWLEDGEMENTS

FOREWORD

The Independent Evaluation Office conducted its first Assessment of Development Results (ADR) for Kenya in 2013. The evaluation covered the country programme period 2009-2013 (later extended to 2014). Based on the results framework as defined in the Country Programme Action Plan, the programme had a total of 10 outcomes, managed by the following units: Democratic Governance, Disaster Risk Reduction, Energy and Environment, Inclusive Economic Growth, and Peace Building and Crisis Prevention, as well as the Strategic Policy Advisory Unit. The ADR examined UNDP's contribution to development results by programme outcome as well as its strategic position in the country.

Kenya has gone through a critical transition in the last decade. The country set its clear aspirations for achieving economic and social development in the Economic Recovery Strategy for Wealth and Employment Creation (2003), and further outlined its roadmap for achieving the middle-income status by 2030 in its Vision 2030 (2007). However, the crisis that followed the disputed election results of 2007 hit the very fabric of society, and this has significantly influenced the way development work has been carried out in the country. Adoption of the Constitution in 2010 marked a significant shift, promising the devolution of powers to local authorities, peaceful and fair elections, and various public and judicial reforms, including rights-based approach to development plans. The general elections conducted in 2013 were regarded largely peaceful and transparent.

The evaluation found that the objectives of the country programme were highly relevant to the development challenges of the country, particularly in meeting its emerging needs following the post-election violence. Some of the strategic choices made by UNDP facilitated its programme performance, for example, in scaling-up of peace building and conflict prevention efforts by providing sustained support both to the Government and communities; use of both upstream and downstream work in HIV/AIDS; use of civil society-/community-based organizations as critical agents in project delivery in governance and energy and environment; and designing of the economic growth programme to focus on the critical target groups such as unemployed youth, women and small/medium businesses. However, the opportunities to achieve higher-level results were missed in many programmes, because of programme/project design issues, including the limited scale of interventions and lack of linkages between the outcomes and their corresponding projects. Limitations in programme sustainability and administrative inefficiencies were also raised.

I hope that this evaluation will be helpful in highlighting UNDP's critical contribution to Kenya's development goals, as well as in illuminating options for consideration in further improving UNDP's programme operations in the country.
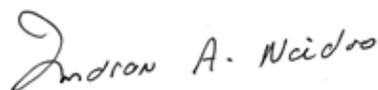
Indran A. Naidoo
Director
Independent Evaluation Office

CONTENTS

Tables

Figures

Boxes

ACRONYMS AND ABBREVIATIONS

AAP	Africa Adaptation Programme
ADR	Assessment of Development Results
AIDS	acquired immune deficiency syndrome
AMISOM	African Union Mission in Somalia
ART	antiretroviral therapy
ASAL	arid and semi-arid land
CAJ	Commission on Administrative Justice
CBOs	community-based organizations
CCA	Community Conservation Area
CDTF	Community Development Trust Fund
CEDGG	Centre for Enhancing Democracy and Good Governance
CFA	Community Forest Association
CIC	Commission for Implementation of the Constitution
CPD	Country Programme Document
CPAP	Country Programme Action Plan
CSO	Civil Society Organization
ESCR	Economic Social and Cultural Rights
DaO	Delivering as One
DBSC	District Business Solution Centres
DFID	UK Department for International Development
DIM	direct implementation modality
ERSWEC	Economic Recovery Strategy for Wealth and Employment Creation
GGP	Good Governance Programme
GIPA	Greater Involvement of People living with HIV and AIDS
GNI	gross national income
HIV	human immunodeficiency virus
HRBA	human rights-based approach
ICT	information and communication technologies
IDP	internally displaced people
IECB	Independent Electoral and Boundaries Commission
JP-GEWE	Joint Programme on Gender Equality and Women's Empowerment
KACCAL	Kenya Adaptation to Climate Change in Arid Lands Project
KAIS	Kenya AIDS Indicator Survey
KANCO	Kenya AIDS NGO Consortium
KELIN	Kenya Ethical and Legal Issues Network

KEMFRI	Kenya Marine and Fisheries Institute
KEPSA	Kenya Private Sector Alliance
KFS	Kenya Forest Service
KIPPRA	Kenya Institute for Public Policy Research and Analysis
KNCHR	Kenya National Commission on Human Rights
KWS	Kenya Wildlife Service
M&E	monitoring and evaluation
MDG	Millennium Development Goals
MoGCSD	Ministry of Gender, Children and Social Development
MSME	micro, small and medium-size enterprises
MTP	medium-term plan
NACC	National AIDS Control Council
NASCOP	National AIDS/STI Control Programme
NEMA	National Environment Management Authority
NEPHAK	National Empowerment Network of People Living with HIV and AIDS
NESC	National Economic and Social Council
NGEC	National Gender and Equality Commission
NGOs	non-governmental organizations
NIM	national implementation modality
NIMES	National Integrated Monitoring and Evaluation System
NSA	non-state actors
PAS	Protected Area System
PEI	Poverty Environment Initiative
PFM	Participatory Forest Management
PSR	Public Sector Reform
RBA	Regional Bureau for Africa (UNDP)
RETAP	Renewable Energy Technology Assistance Programme
ROAR	results-oriented annual report
S&L	Standard and Label project
SALW	small arms and light weapons
SIDA	Swedish International Development Cooperation Agency
SPAU	Strategic Policy Advisory Unit, UNDP
TIVET	Technical and Vocational Education and Training
TJRC	Truth, Justice and Reconciliation Commission
UK	United Kingdom
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WWF	World Wide Fund for Nature

EXECUTIVE SUMMARY

The Independent Evaluation Office of the United Nations Development Programme (UNDP) conducted a country-level evaluation in Kenya. The Assessment of Development Results (ADR) attempts to capture and demonstrate evaluative evidence of UNDP contribution to development results at the country level. This ADR examined UNDP Kenya's country programme for the period between 2009 and 2013. The objectives of the ADR were to:

- Provide substantive support to the UNDP Administrator's accountability function in reporting to the Executive Board.

- Support greater UNDP accountability to national stakeholders and partners in the programme country.

- Serve as a means of quality assurance for UNDP interventions at the country level.

- Contribute to learning at country, regional and corporate levels.

This was the first ADR conducted in Kenya. It was carried out in 2013 in collaboration with the Government of Kenya, UNDP Kenya Country Office and the Regional Bureau for Africa (RBA). The ADR examined the country programme for the period between 2009 and 2013, including projects that were carried over from the previous programme cycle. It addressed two issues. First, UNDP's contribution to development results by programme outcome examined the performance of each of the programme portfolios with respect to relevance, effectiveness, efficiency and sustainability. Second, UNDP's strategic position in the country was examined from three aspects: UNDP's overall responsiveness and relevance to meeting the development priorities of the country; its use of comparative strengths and partnerships; and its contribution to promoting core UN values such as gender equity, human rights, capacity-building and South-South cooperation.

UNDP PROGRAMME

Kenya has gone through an intense political transition in the recent years. The 2007 general elections that involved acute political rivalries and sharply disputed results led to widespread ethnically based violence and put the country in a national crisis. In the years that followed, the country engaged in much-needed national reconciliation processes and peaceful dialogues. Adoption of the Constitution in 2010 marked a significant shift, promising the devolution of powers to local authorities, peaceful and fair elections, judicial reforms and inclusive, rights-based development plans for its citizens. Guided by the United Nations Development Assistance Framework (UNDAF) 2009-2013, the UNDP Kenya country programme was designed to respond to emerging national priorities and development needs of the country. The programme comprised democratic governance, disaster risk reduction and recovery, peace building and conflict prevention, inclusive economic growth and energy and environment for sustainable development. The programme budget for 2012 was $46 million, about a 54 percent increase from the $29 million budgeted the first year of the programme 2009.

FINDINGS

Across all programme areas, the objectives of the programme outcomes were in alignment with the country's long-term development priorities and emerging needs.

Kenya's development priorities and strategies are outlined in such national frameworks as the Vision 2030 (through its political, social

and economic pillars), the Government's action plans for the implementation of the Vision, i.e. Medium Term Plans (MTPs), as well as various sector-specific policies. The fundamental principles of human development are firmly embedded in the Constitution adopted in 2010. The UNDAF defines the work of all UN agencies to meet Kenya's development and emerging priorities. In all programme areas of the UNDP country programme, objectives sought in the programme outcomes were in alignment with these overarching frameworks.

A set of important building blocks has been established as the foundation for development.

In **governance**, UNDP contributed to the firm placement of the public service reform efforts on the national agenda for the country's long-term planning; support to constitutional, legal and electoral reforms have helped strengthen governance institutions and increased citizens' confidence in them; and a critical mass of civil society organizations (CSOs) has been mobilized – though initiatives such as Amkeni – to promote constitutional principles including human rights and gender equality. In the **disaster risk and conflict prevention** areas, UNDP has been recognized for its critical ability to bring different parties together to work on peace and reconciliation. UNDP also introduced best practices/lessons/cutting-edge thinking from other countries in the areas of disaster management and peace building. In the i**nclusive economic growth programme**, UNDP focused on the economic empowerment of the country's particularly vulnerable groups, such as unemployed youths, women and small/medium businesses, and also on the strengthening of the public-private partnerships. The programme also helped the operationalization of national development goals (e.g. Vision 2030 and Millennium Development Goals) through support on MTPs and tools such as the National Integrated Monitoring & Evaluation System (NIMES). In environment and energy, through various projects that address environment and conservation of natural resources, UNDP played an important role in establishing collaboration between the Government and communities. It has also developed strategic partnerships with the private sector on responding to climate change.

Some of the choices made in programming were strategic, but the country programme's overall ability to demonstrate its results was weak at the outcome level. Administrative inefficiencies and challenges in sustainability were reported in many programme areas.

Some of the strategic choices UNDP made in implementing its programmes facilitated its achievement of programmatic goals. They included, for example, UNDP's scaled-up interventions on peace building and conflict transformation after the post-election violence, by adapting sustained support to the Government, non-government organizations and communities in its programme, as well as by flexibly using both national- and direct-implementation modalities; a balanced mix of upstream and downstream interventions in HIV/AIDS; designing the inclusive economic growth programme to target the most vulnerable and relevant groups, i.e. unemployed youth, women and small/medium enterprises, particularly those from the regions affected by the post-election violence; focus on the human rights-based approach to programming through the provision of high-level technical expertise for critical government functions; and use of CSOs and community-based organizations as its agent in programme delivery in governance and energy and environment programmes.

At the same time, challenges were found in areas such as the limited scale of interventions compared to the needs of support (demand) on the ground; the existence of multiple, fragmented projects and outcomes, often sharing similar objectives and target audiences; unclear linkages between outcomes and their corresponding projects; insufficient or delays in sharing of project data and information with development partners; and administrative inefficiencies including delays in payment disbursement and procurement processes, which put pressure on the implementation

of remaining project activities and limited the opportunity to reflect results in the subsequent project phase. Some programmes were more promising than others in terms of programme sustainability (e.g. the level of ownership of project activities at the community and national levels), but in general, sustainability was an issue in many programmes due to lack of clear exit strategies, and limited availability of funds, human resources and capacity among partner agencies after the completion of UNDP projects.

UNDP's use of partnerships with various state and non-state entities in delivering its projects was favourably acknowledged by stakeholders. But emerging challenges in the use of CSOs need to be addressed. Stronger partnerships also need to be forged with other development partners when designing UNDP's own programmes and projects.

UNDP has collaborated with a wide range of partners in its programmes, including CSOs and the private sector, demonstrating its strategic use of partnerships in its interventions. CSOs, in particular, have taken a substantive role as implementing partners in many projects, for example in governance. But the CSOs tasked with executing UNDP projects often lack necessary project management and coordination skills. Among the UN and other development partners, there are many who operate in the country sharing similar development goals, such as in the areas of disaster risk management, HIV/AIDS, economic empowerment of youth and women, and gender issues. UNDP needs to strengthen collaboration with these entities that often have larger resources to synergize its efforts, scale up results and avoid duplication of work.

Support to the devolution system is an emerging and urgent area where UNDP can take the lead, particularly ensuring the promotion of gender equality and human rights as reflected in the constitutional principles.

UNDP has contributed to placing gender and human rights on the national agenda, but much

work remains to realize these rights, particularly at the county level. UNDP's efforts were recognized, for example, in the development of gender and human rights indicators for NIMES and gender-responsive statistics. With the devolution system now in effect, concerns were raised, however, about local authorities' limited ability to implement much of their expected roles and responsibilities, including the promotion of gender and human rights. There have been almost unequivocal expectations from national stakeholders interviewed during the evaluation that UNDP has a critical role to play in the capacity-building of county-level authorities, promoting those important constitutional principles.

CONCLUSIONS

Conclusion 1. The outcomes of the country programme were relevant to the needs of the country, particularly in response to the crises following the post-election violence of 2007-2008.

Conclusion 2. UNDP's interventions have provided a critical foundation for development in many programme areas.

Conclusion 3. Opportunities to make higher-level results were missed, or long-term results have not been measured, due to limitations in programme design and approaches (e.g. limited scale of interventions, fragmentation of projects and outcomes, and lack of clarity in project-outcome linkages). UNDP's ability to demonstrate results was weak.

Conclusion 4. Most of the programme interventions were marred by delays and problems of inefficient administrative procedures that have affected the timely implementation of project activities.

Conclusion 5. Sustainability was a concern raised in the assessment of many of the programmes.

Conclusion 6. UNDP has collaborated with a wide range of partners in its programmes,

including the private sector and CSOs, demonstrating its strategic use of partnerships in its interventions. CSOs, in particular, have taken a substantive role as project implementing partners, but with varying degrees of project management skills. Partnerships with Kenya's bi-/multilateral development partners who work in the similar programmatic areas appeared limited.

Conclusion 7. UNDP has contributed to placing gender and human rights on the national agenda, but much work remains to realize these rights, particularly at the county level.

Conclusion 8. In some programme areas, UNDP has successfully brought in lessons from other countries, which has contributed to achievement of outcomes. In others, there was limited evidence of systematic partnership or collaboration with other countries to spur South-South cooperation, except for ad hoc activities.

RECOMMENDATIONS

Recommendation 1. UNDP should take a more strategic approach to programming to improve its programme effectiveness.

Recommendation 2. UNDP should re-examine its programme results framework and overall results/progress reporting systems for improved demonstration of results and greater accountability.

Recommendation 3. Critical risk areas in internal operational modalities and programme delivery – particularly the timeliness in financial and procurement transaction processes – should be urgently addressed to improve programme efficiency and sustainability.

Recommendation 4. Given the significant role CSOs have had in the country programme implementation, and yet with varying levels of capability, UNDP should define a clear strategy for effectively working with CSOs as implementing partners.

Recommendation 5. UNDP should continue (and scale up) its efforts to champion issues related to human rights, gender equity and protection of vulnerable people, including those living with HIV/AIDS.

Recommendation 6. In consultation with the Government, UNDP should take the lead in support of the country's new devolution system, ensuring capacity-building of county-level authorities, promotion of human development and use of partnerships with a diverse range of stakeholders.

Recommendation 7. UNDP should strengthen its strategic partnerships with international development partners, by ensuring appropriate representation and timely and close communication with them at sector-related and other external engagements.

Chapter 1

INTRODUCTION

1.1 PURPOSE OF EVALUATION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) is independent of UNDP management, headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

The IEO conducted an Assessment of Development Results (ADR) in Kenya in 2013. The ADR is an independent country-level evaluation aimed at capturing and demonstrating evaluative evidence of UNDP's contribution to development results and its strategic positioning in the country. The purpose of an ADR is to:

- Provide substantive support to the UNDP Administrator's accountability function in reporting to the Executive Board.

- Support greater UNDP accountability to national stakeholders and partners in the programme country.

- Serve as a means of quality assurance for UNDP interventions at the country level.

- Contribute to learning at country, regional and corporate levels.

This is the first ADR conducted in Kenya, which was carried out with support from the Government of Kenya, various other national stakeholders, and the UNDP Kenya Country Office and Regional Bureau for Africa (RBA). Results of the evaluation are expected to feed into the formulation of the new country programme, covering the period 2014-2018.

1.2 SCOPE OF EVALUATION

The ADR examined the UNDP Kenya country programme for the current period 2009-2013.[1] As noted in the terms of reference (Annex 1), it focused on one programme cycle, rather than two as in a typical ADR, due to high staff turnovers experienced in the office and resulting concerns over lack of access to information from the previous programme (2004-2008). However, projects from the previous cycle that were active or completed during the current programme were included in the evaluation.

ADRs assess UNDP's programme performance against a set of outcomes defined in the country programme. The ADR in Kenya examined a total of 10 outcomes articulated in the Country Programme Action Plan (CPAP) 2009-2013 and its Results and Resources Framework, managed under the Country Office's five programme units as well as the Strategic Policy Advisory Unit. Two of the programme units – Disaster Risk and Recovery, and Peace Building and Conflict Prevention – contribute to the same two outcomes, so the assessment of those outcomes is presented under one topical area. The work of the Strategic Policy Advisory Unit contributes

---

1   At the time of drafting the report, it was informed that the country programme was extended to 30 June 2014.

to the outcomes under the Inclusive Economic Growth Unit. Thus, the assessment of UNDP's contribution to development results is organized in four sections:

- Democratic governance

- Disaster risk reduction and recovery/peace building and conflict prevention

- Inclusive economic growth

- Energy and environment for sustainable development

The Kenya Country Office is one of the largest programmes in the Africa region, representing US$46 million in its programme budget in 2012. The budget has increased to $56 million in 2013.

1.3 METHODOLOGY AND APPROACHES

The evaluation was carried out by two staff members from the IEO and a team of four independent external experts, including three consultants from Kenya. An overview of evaluation questions and criteria, data collection and analysis and the evaluation process and management is presented below.

1.3.1 EVALUATION CRITERIA

Guided by the 'ADR Method Manual',[2] the ADR had two main analytical components – UNDP's contribution to development results through its thematic/programmatic areas, and the strategic positioning of UNDP. Assessment were made based on the following criteria:

- For UNDP's contribution to development results through thematic/programmatic areas:

  □ Relevance of UNDP projects, outputs and outcomes.

  □ Effectiveness of UNDP interventions in terms of achieving stated goals.

□ Efficiency of UNDP interventions in terms of use of human and financial resources.

□ Sustainability of the results to which UNDP contributes.

- For UNDP's contribution through its strategic positioning, which assessed UNDP's position and niche within the development and policy environment in the country and the strategies it used to maximize its contribution:

  □ Relevance and responsiveness of the country programme to emerging national needs.

  □ Exploitation of UNDP's comparative strengths.

  □ Promotion of United Nations values from a human development perspective.

Particular attention was paid to identifying factors that influenced UNDP's performance, such as integration of gender equality and human rights into programming; capacity development; implementation modalities; promotion of South-South cooperation; appropriate partnerships; support for coordination of United Nations and other development assistance; and the degree of ownership at national and local levels after the country's devolution system has been put in place.

The evaluation criteria noted above form the basis of the ADR methodological process. The evaluation team generated findings within the scope of the ADR and used the criteria to make assessments. The factual findings and assessments were then examined to identify a broad set of conclusions and recommendations.

An outcome paper was developed for each outcome to examine the progress towards the stated

---

2   UNDP, Independent Evaluation Office, 'ADR Method Manual', January 2011.

objectives and the assumptions about a programme's desired change based on a theory-of-change approach. Each outcome report was prepared according to a standard template to facilitate the synthesis and the identification of conclusions. The findings and conclusions from each outcome paper were then synthesized into the overall ADR report.

1.3.2 DATA COLLECTION AND ANALYSIS

In consultation with Country Office staff, a set of projects from each of the outcome areas was selected for review (Annex 4). The selection criteria included the following: balance in intervention areas, mix of national implementation (NIM) and direct implementation (DIM) modalities, existence of critical lessons to be learned, and the size of the budget.

The evaluation used a mix of data-collection methods, including desk reviews of reference material, interviews (face to face and by telephone) and field visits. The field visits were carried out at key project sites under the programme areas, including Coast, Mt. Kenya, Western Counties (Kakamega, Kapsabet and Kisumu), Eldoret, Nakuru, Nairobi, Nyeri, Kikuyu, Machakos, and Turkana. Reference material included programme- and policy-related papers and reports, statistics, past evaluation reports available at the Country Office, UNDP headquarters, as well as at the Government (Annex 3). Interviews were conducted with relevant stakeholders, including UNDP staff members, government officials, beneficiaries, donors and development partners (See Annex 2 for the full list of people consulted during the evaluation).

Statistics and information collected during the data-collection phase were used for the analysis and synthesis of findings for the final presentation of conclusions and recommendations. Results of interviews and observations from field visits were summarized and analysed after the data-collection phase. Data from different sources were triangulated and cross-examined.

1.3.3 EVALUATION PROCESS AND MANAGEMENT

A preparatory mission to Kenya was conducted by the evaluation manager and associate evaluation manager at the IEO from 20 to 24 May 2013, after which the terms of reference were developed. They included an evaluability assessment and an evaluation plan. Following the recruitment of external experts, the evaluation team conducted a data-collection mission to the field from 7 to 28 August 2013. Team members then conducted follow-up data collection and prepared the outcome reports as a basis for the draft final report. After the team prepared the draft ADR report, the report was then shared with the Country Office and RBA on 27 December for their feedback. The Country Office sent its comments on 28 January 2014. Following the preparation of an audit trail of the comments and a revision, the final draft report was sent to the Country Office and RBA on 3 March. A stakeholder workshop was then organized in Nairobi on 24 April, in collaboration with the Government of Kenya, the Country Office and RBA. The workshop was attended by 56 participants, including senior government officials, civil society organizations (CSOs), UN agencies, donors and other development partners.

1.4 LIMITATIONS

Security and access limitations constrained the selection of areas and projects to be visited, especially in arid and semi-arid (ASAL) regions. Tana River and Garissa Counties, which have several initiatives under the Enhanced Resilience to Disaster Risk, Conflict and Climate Change in Turkana and Tana River project as well as the Kenya Drought Recovery Programme, could not be visited due to security concerns. Primary data could be gathered on ASAL-related issues only in parts of the Turkana County. This meant that most of the data related to ASAL areas came from secondary sources such as reports, supplemented by some primary data obtained during field visits.

1.5 STRUCTURE OF THE REPORT

The report comprises six chapters. Following this introduction, Chapter 2 provides an overview of the country's development context and challenges, national responses to those challenges and the development environment in which UNDP has operated. Chapter 3 presents the structure and nature of UNDP's response and strategy in addressing national development needs, including the overview of the country programme framework. Chapters 4 and 5 present evaluation results – the former on the assessment of UNDP's contribution to development results through its programmatic interventions and the latter on UNDP's strategic positioning in the country. Finally, Chapter 6 presents a list of conclusions and recommendations, drawing on findings and evidence presented in the previous chapters.

Chapter 2

DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

This chapter provides a brief overview of the country context in which UNDP has operated. It presents development challenges faced by Kenya over the period being examined and the national response in terms of strategies, policies and priorities.

2.1 COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

Kenya is a multi-ethnic country, consisting of 42 recognized ethnic groups and subgroups.[3] The population stands at 43 million (2012). Around two thirds of the people (68 percent) live in rural areas.[4] The climate is diverse, ranging from tropical in the south, west and central regions to arid or semi-arid in the north and north-eastern regions.

2.1.1 ECONOMIC CONTEXT

Kenya has made substantial development progress since its independence in 1963. Officially classified as a low-income country, Kenya's economy is among the largest in sub-Saharan Africa. The country's GDP has grown gradually in recent years, following various government interventions.[5] Gross national income (GNI) per capita

was $1,760 in 2012, above the average of $1,345 for the sub-Saharan Africa region.[6] The agriculture sector recorded a negative growth rate of 2.6 percent in 2009, but it had a positive growth of 6.4 percent in 2010, 1.5 percent in 2011 and 3.8 percent in 2012.[7] Agriculture is traditionally an important sector of the economy, but the country does not necessarily rely on it. In 2011, about 56 percent of GDP growth emanated from the service sector, including wholesale and retail subsectors, transport and communications, financial intermediation and education.[8] The private sector's ability to identify and exploit new niches (e.g. information and communication technologies [ICT]) and geographical advantages (e.g. through the port of Mombasa for sea access and manufacture markets) has contributed to the economic growth. By 2012, 93 percent of the adult population were mobile phone users, transforming the lives of Kenyan citizens.[9]

Despite its economic growth, the country has continued to be vulnerable to internal and external shocks, such as the 2007-2008 post-election violence, political and economic instability, natural disasters, sharp rises in food and fuel prices, and global financial crises. A study by a local

---

3   The largest ethnic groups include Kikuyu, Luhyia, Luo, Kalenjin, Kamba, Kisii, Masai and Meru.

4   Kenya National Bureau of Statistics 'Kenya 2009 Population and Housing Census Highlights', Nairobi, 2009, p. 3.

5   Gross domestic product grew by 2.7 percent in 2009 and 5.8 percent in 2010 before falling to 4.4 percent in 2011 then rebounding to 4.6 percent in 2012, with a projected 5.9 percent increase in 2013. See IMF, World Economic Outlook Database, October 2013.

6   <data.worldbank.org/region/sub-saharan-africa>

7   Government of Kenya, 'Fourth Annual Progress Report 2011-2012 on Implementation of the First Medium Term Plan (2008-2012)', Ministry of State for Planning, National Development and Vision 2030, Nairobi, May 2013.

8   Kenya Institute for Public Policy Research and Analysis (KIPPRA), 'Kenya Economic Report 2012'.

9   World Bank, 'Kenya's Mobile Revolution and the Promise of Mobile Savings Policy', Africa Region Poverty Reduction and Economic Management Unit, Research Working Paper 5988, March 2012. The mobile revolution has offered financial access and communications in the form of phone-based money transfer and storage. Seventy-three percent of Kenyans are mobile money customers.

think tank[10] found that economic growth slowed in 2011 due to severe drought, high international oil prices and weak global economy.

About 46 percent of Kenya's population was estimated to be poor in 2011.[11] Nearly 85 percent of poor people live in rural areas, and half the rural population lives below the poverty line. About 6.5 million people are extremely poor and suffer from chronic food insecurity.[12] Kenya's demographic structure is young, with 43 percent of the country's population below age 15, and 36 percent aged 15-35.[13]

Unemployment has remained a concern, particularly among the urban youth. With government emphasis on job creation, the labour force has doubled in the past two decades. Eighty percent of the working population operates in the informal sector, many running micro and small enterprises.[14] High income disparity (Gini coefficient of 0.48 in 2005) hampers growth and anti-poverty efforts.[15] Regions with high poverty levels, particularly the North Eastern region and Coast regions, suffer from hunger.[16] Government policy needs to focus on structural problems, which include low employment absorption and labour productivity, a growing import-export gap, vulnerability of the agricultural sector, and a low savings rate.

2.1.2 POLITICAL CONTEXT

Kenya has gone through an intense political transition in recent years. It had peaceful elections in 2002, but the 2007 general elections involved acute political rivalries and sharply disputed results. The result was widespread ethnically based violence that caused extensive loss of life and put the country in a national crisis. In the years that followed, the country engaged in much-needed national reconciliation processes and peaceful dialogues. Adoption of the Constitution in August 2010 marked a significant shift, promising the devolution of powers to local authorities, peaceful and fair elections, judicial reforms and inclusive, rights-based development plans for its citizens. General elections that took place on 4 March 2013, conducted by the Independent Electoral and Boundaries Commission (IEBC), were largely regarded as peaceful. They brought a new administration and a devolved system of government including county governors and senators.

Table 1. Basic Indicators, 2009-2012				
	2009	**2010**	**2011**	**2012**
GNI per capita, PPP ($)	1,560	1,620	1,660	1,760
Population	39,824,734	40,909,194	42,027,891	43,178,141
GDP ($)	30,600,160,612	32,230,612,377	34,329,924,186	37,338,072,592
GDP growth (annual %)	3	6	4	5
Life expectancy at birth	59	60	60	—

Source: World Development Indicators[17]

---

10   KIPPRA, 'Kenya Economic Report 2012'.

11   The prevalence of poverty was approximately 46 percent, as reported similarly in the Kenya Integrated Household Budget Survey (2005-2006).

12   IFAD, 'Kenya Country Strategic Opportunities Programme', 2007.

13   KIPPRA, 'Kenya Economic Report 2012'.

14   Ibid.

15   World Bank, 'World Development Indicators'.

16   Annex 5, Figure A5.1. Trend of Poverty Incidences in Kenya by Region.

17   <databank.worldbank.org/data/views/reports/tableview.aspx.>

The comprehensive public-sector reforms that began in 2004 introduced results-based management and transparency into public services. The country currently scores relatively well on regulatory quality, public administration and budget management, but it lags behind neighbouring countries in sub-Saharan Africa in the areas of rule of law and dealing with corruption.[18]

2.1.3 VULNERABILITY TO CONFLICTS AND DISASTERS

Kenya is highly vulnerable to natural disasters, particularly drought and floods, and has experienced seven droughts over the last 25 years. Since 2003, a succession of poor harvests has diminished the livelihoods of pastoralists, agro-pastoralists and marginal agriculturalists in ASAL regions, which compromise a third of the country's land mass. Even in normal years, humanitarian needs are significant: the 2008 food security assessment estimated that 23 percent of the population in the arid districts (or 550,000 people) required food assistance. Global acute malnutrition rates in some arid districts are above emergency levels (15 percent), even during non-drought years.[19] In 2011, the country suffered one of the worst droughts in 60 years, affecting over 3.7 million Kenyans, particularly those in ASAL regions and densely populated urban areas, including many of the large slums in Nairobi.

Violent conflicts related to ethnic-based political competition for state control and public resources occur from time to time. Competition for water for livestock and access to pasture frequently triggers conflict in pastoralist areas. The conflicts along Kenya's highly porous and unprotected borders with neighbouring countries, including Ethiopia, Somalia, Sudan and Uganda, have contributed to internal conflicts and crime within Kenya due to availability of illicit small arms and light weapons (SALW).[20] As also discussed later in section 2.4, Kenya hosts the largest refugee camp in the world in Dadaab, mostly refugees from Somalia. As recent as 21 September 2013, a terror attack on an upscale mall in Nairobi resulted in many casualties, destabilizing the country.

2.1.4 ENVIRONMENT AND ENERGY

Kenya is endowed with significant terrestrial, freshwater and marine biodiversity.[21] The country's biological resources are a source of food, herbal medicine, housing materials, wood fuels as well as spiritual nourishment and support economic activities in the agriculture, energy and tourism sectors. However, with about 46 percent of the population living below the poverty line, poverty is the principal cause of ecosystem degradation at the community level. Unsustainable land and resource use is affecting forests, rangelands, freshwater and coastal marine ecosystems, as well as the country's ability to maintain valuable carbon stocks.[22] Ecosystems are overall under immense pressure from the increasing population and the associated demand for natural resource.[23] The situation has been compounded by lack of

---

18 World Bank, 'Country Partnership Strategy for Kenya 2010-2013', Report 52521-KE. Based on the Mo Ibrahim 2010 Index Report, Kenya's performance in governance declined from the 23rd to 27th among 53 countries between 2005 and 2009. Inadequate human resources and capacity, and lack of integrity are associated with the poor performance in the judiciary system (KIPPRA, 'Kenya Economic Report 2012').

19 World Food Programme, 'WFP Country Programme Kenya (2009-2013)', WFP/EB.2/2008/7/2, 22 August 2008.

20 UNDP Kenya, 'UNDP CPAP Outcome Evaluation 2012: KEN Outcome 49 - Effectiveness of Emergency Response and Early Recovery', July 2012.

21 According to the State of the Environment Report (2009) by the National Environment Management Agency (NEMA), the country's biodiversity is estimated to contain at least 315 mammals, 1,133 avifauna, 191 reptiles, 88 amphibians, 872 fish, 25, 000 invertebrates, 21,575 insects, 2,000 fungi and bacteria and 7,000 plant species.

22 Government of Kenya, National Environment Management Authority, 'State of the Environment Report 2004,' Ministry of State for Planning, National Development and Vision 2030, 2005.

23 Government of Kenya, 'Poverty and Environment Indicators Report', 2011, Ministry of State for Planning, National Development and Vision 2030, Sections 6-7 in Exec Summary pg. xiv onward: <www.unpei.org/sites/default/files/PDF/PEI_Indicators_report.pdf>.

a comprehensive biodiversity policy and weak enforcement of existing laws and regulations.[24]

With an economy dependent on natural resources such as agriculture, water, fisheries, wildlife and nature-based tourism, climate change has been a serious concern. It is already exerting a strong influence on water, food security, health, ecosystems and livelihoods. Kenya faces frequent and persistent dry periods as well as erratic rainfall. The country is hit with a major drought about every 10 years and minor ones almost every three to four years.[25]

Only 16 percent of Kenyans have access to electricity from the grid. Firewood and charcoal, the main energy sources for most Kenyans, account for 69 percent of the national energy supply. The country also relies on hydropower, which can be easily affected by rainfall fluctuations. The annual demand for energy is growing at 2.7 percent, with sustainable supplies expanding at only 0.6 percent per year. This burgeoning supply-demand imbalance has led to widespread deforestation, de-vegetation and land degradation. The 2007-2008 post-election violence led to encroachment on the already marginal forest cover of less than 2 percent.[26]

2.1.5 GENDER EQUALITY, HUMAN RIGHTS AND RESPONSE TO HIV AND AIDS

Kenya has made marked progress in promoting gender equality at decision-making levels in recent years. The number of women members of the National Assembly increased from 22 (9.9 percent) in 2009[27] to 86 (19.7 percent) in 2013[28]. Two of the six Supreme Court justices are women. One third of cabinet secretaries and principal secretaries are women, and 5 percent of the Cabinet members have disabilities. However, the country still has a significant way to go in closing the gender gap. The Gender Inequality Index of 0.608 led to a ranking of 130 out of 148 countries in 2012, suggesting the loss in human development Kenya suffers due to gender inequality.[29] Female participation in the labour market is 61.5 percent as opposed to 72 percent for men.[30] Women account for only 30 percent of wage employment, mostly in the informal sector, and 24 percent of civil service employment.[31] In the 2013 elections, no women were elected as governors or senators for counties, although nine were elected deputy governors.

The policy framework for the promotion and protection of human rights has greatly improved following enactment of the new Constitution.[32] It introduces substantive gender gains and recognizes affirmative action for vulnerable groups like women, youth and persons with disabilities. Various articles affirm that no more than two-thirds of the membership of elected or appointed public bodies should be of one gender. Three constitutional commissions (known as Article 59 Commissions) were established with the mandate to monitor the implementation of a bill of rights that advances gender and human

---

24 Government of Kenya, National Environment Management Authority, 'State of the Environment and Outlook', Ministry of State for Planning, National Development and Vision 2030, 2011.

25 UNDP CPAP 2009-2013: Drought occurred in 1928, 1933-34, 1937, 1939, 1942-44, 1947, 1948-49, 1952, 1952-55, 1957-58, 1983-84-85, 1999-2000 and 2004.

26 UNDP CPD (2009-2013) p. 3.

27 Government of Kenya, 'Millennium Development Goals: Status Report for Kenya,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2009.

28 Women Shadow Parliament, 'Rapid Gender Audit of Political Parties and Electoral Processes in Kenya', 2013.

29 UNDP, 'Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World', 2013. The Gender Inequality Index reflects gender-based inequalities in reproductive aspects, empowerment, and economic activity for each gender.

30 Kenya Economic Survey, various issues, 2010, 2011.

31 Ibid.

32 See the Government of Kenya, 'Constitution of Kenya 2010', Nairobi: Government Printers.

rights equality. These include the Commission on Administration of Justice (CAJ), National Gender and Equality Commission (NGEC) and Kenya National Commission on Human Rights (KNCHR). While the institutional mechanisms for protection of human rights have improved since 2008, the realization of all human rights remains a major challenge to a large number of citizens owing to cultural, economic, institutional and political obstacles. For example, there is still lack of public awareness on the new Constitution, which impedes implementation of its principles on gender equality and affirmative action at the county level.[33]

The burden of the HIV and AIDS epidemic remains a challenge to the Government of Kenya. An estimated 5.6 percent of adults aged 15 to 64 years are infected with HIV.[34] The epidemic is highly gendered: 6.9 percent of women aged 15 to 64 years are infected with the virus compared to 4.4 percent of men. The epidemic is concentrated among at-risk populations, such as men who have sex with men, intravenous drug users and sex workers.[35] A study established that human rights violations and discrimination against people living with HIV occur in the family and the community, at the workplace, in schools and in prisons. Health centres routinely fail to recognize the right to privacy of those who live with HIV, and staff are poorly oriented on human rights issues.[36]

Provision of antiretroviral treatment (ART) over the period 2007-2012 is estimated to have averted over 200,000 deaths and prevented 270,000 new infections, while interventions to prevent mother-to-child transmission between 2004 and 2009 are estimated to have prevented 11,000 child infections.[37] As treatment is extending the lives of people living with HIV, it is anticipated that the total number of infected individuals in Kenya will continue to increase, approaching 1.8 million by 2015. This will raise the need for the more costly second-line antiretroviral drugs, increasing the demand on national resources.[38] Investment in the national response to the epidemic has risen sevenfold, from about 7.7 billion Kenyan shillings (Ksh) in 2000/2001 to 53 billion Ksh in 2008/2009. Approximately 87 percent of this funding comes from development partners, with the Government contributing the remaining 13 percent.[39]

2.1.6 MILLENNIUM DEVELOPMENT GOALS

The latest status report[40] shows significant progress in achieving a number of Millennium Development Goals (MDGs), including universal primary education (Goal 2), gender equality and empowerment of women (Goal 3), reduction in child mortality (Goal 4), HIV and AIDS, malaria and other diseases (Goal 6) and ensuring environmental sustainability (Goal 7). Kenya's performance remains dismal in eradication of extreme poverty and hunger (Goal 1), with more than 10 million people still suffering from chronic food insecurity and poor nutrition, and maternal health (Goal 5). The 2013 Human Development Report ranked Kenya 145th among 186 countries, with a Human Development Index of 0.519[41]

---

33 UN Women and Embassy of Sweden, 'Evaluation Report of Kenya Human Rights Programme', April 2012.

34 The Kenya AIDS Indicator Survey (KAIS) 2007 estimated a HIV prevalence of 7.2 percent.

35 ROAR based on NACC, HIV/AIDS Estimates and Projections for 2010.

36 UNDP, UNAIDS, KANCO, KELIN, 'Study on Human Rights Violations Against People Living With HIV and AIDS', July 2013.

37 NACC, 'National AIDS/STI Control Programme, Survey, 2011' (referenced in ROAR 2012).

38 ROAR 2012.

39 NACC 2012, cited in ROAR 2012.

40 Government of Kenya, 'Millennium Development Goals: Status Report for Kenya 2011', Ministry of State for Planning, National Development and Vision 2030, August 2012.

41 UNDP, 'Human Development Report 2013'.

Among the challenges noted in the MDG status report are poor agricultural practices, climate change, high food and oil prices, population pressure, social conflicts and insecure land tenure systems. Rigorous measures for pro-poor economic growth and reduction in inequalities are also required.[42] The process for achieving the MDGs was firmly entrenched in Kenya in 2004, when the Government requested that all ministries, departments and agencies mainstream the MDGs into their policy, planning and budgeting processes. With the devolution system now in effect, 15 percent of government resources are being transferred to 47 counties, so county governments are expected to play a significant role in addressing the MDGs.[43]

2.2 NATIONAL DEVELOPMENT STRATEGIES

In 2003, Kenya developed the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) which outlined the Government's key aspirations for achieving economic and social development during the period 2003-2007. It called for rapid economic growth in an environment of macroeconomic stability, strengthening of governance institutions, rehabilitation and expansion of physical infrastructure, and investment in human capital.[44] The document was designed to reflect the MDGs.[45] In 2007 the Government prepared Vision 2030, the country's roadmap for achieving middle-income status by the year 2030.[46] It contains three pillars: (i) economic, aiming to improve the prosperity of all Kenyans through an economic development programme; (ii) social, aiming to build a just and cohesive society with social equity in a clean and secure environment; and (iii) political, aiming to realize a democratic political system founded on issue-based politics that respects the rule of law, and protects the rights and freedoms of every individual.

These pillars are addressed through efforts to ensure macroeconomic stability for long-term development, continuity in governance reforms, enhanced equity and wealth creation opportunities for poor people, infrastructure, energy, science, technology and innovation, land reform, human resource development, security and public services. The Government defined its action plans for the first five years of implementation of Vision 2030 in the Medium Term Plan (MTP) 2008-2012. The adoption of the new Constitution allowed the country to focus on the implementation of various development goals. The second MTP (2013-2017) was launched in September 2013.

2.3 DEVELOPMENT COOPERATION

Net official development assistance (ODA) to Kenya averaged 4.8 percent of GNI between 2005 and 2010, and increased to 7.4 percent in 2011 or $2,484 million.[47] Based on government data,[48] the largest bilateral donors to Kenya in 2012-2013 are China, France,

---

42 United Nations, 'United Nations Development Assistance Framework (UNDAF) for Kenya 2009-2013', Nairobi, p. 17.

43 Mwangi S. Kimenyi, 'Kenya Devolution and Resource Sharing', The Brookings Institution, October 2013.

44 Government of Kenya, 'Status Report on Preparatory Activities And Way Forward for the Economic Recovery Strategy Paper for Kenya (ERS)', 12 September 2003.

45 ERSWEC notes that one of the administrative reforms – a sustainable statistical system – will satisfy many demands for data such as MDGs (p.15); Also, the 'Status Report on ERS' says the "process of completing the logical framework matrix which will form a key element of monitoring and evaluation for ERSWEC is under way, and will be used to assess progress against MDGs (p. 4)".

46 Government of Kenya, 'Kenya Vision 2030: A Globally Competitive and Prosperous Kenya', Ministry of Planning and National Development, the National Economic and Social Council and Office of the President, Nairobi, 2007.

47 IMF, World Economic Outlook Database, October 2013.

48 Government of Kenya, 'Summary of External Funding: 2012/2013 Budget', External Resources Department, National Treasury, Nairobi.

Japan, Germany, Denmark, Sweden, and Italy, as well as multilateral donors including the International Development Association (World Bank/International Monetary Fund), African Development Fund, and Global Fund. The Government receives approximately $23 million annually from the United Nations system, equivalent to 8 percent of all resources it received in ODA. The seven key UN agencies are UNDP, United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), World Food Programme (WFP), Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD) and United Nations Environment Programme (UNEP). Among these agencies, UNDP is reported as contributing about 60 percent of support.[49]

The Government and its development partners developed a Kenya Joint Assistance Strategy 2007-2012, focusing on achieving national development goals and improving aid effectiveness.[50] The strategy is implemented through a Donor Coordination Group at head of mission level, a Government Coordination Group at principal secretary level and a Development Partnership Forum comprising both government and development partners. UNDP is one of the four UN agencies representing the United Nations country team (UNCT) in the Aid Effectiveness Group, together with UNICEF, UNFPA and WFP, while other UN agencies are members of the Group's sector working groups. This ensures a link between the United Nations Development Assistance Framework (UNDAF) and MTP and the activities of other development partners.[51]

Figure 1. Net ODA Received (% of GNI)
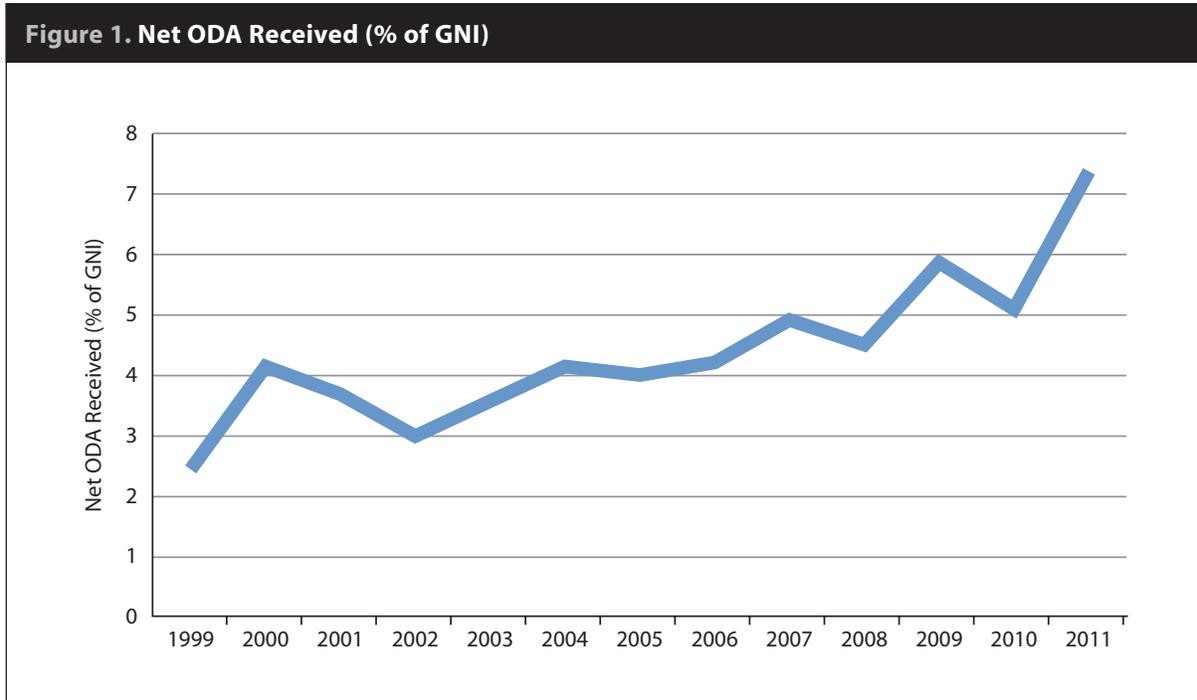
Source: World Development Indicators (2011)

---

49 Based on Treasury data, UNDP's contribution accounted for 1 percent (1.48 billion Ksh) of all multilateral funds (151.9 Ksh), with the World Bank/IMF (IDA) being by far the largest multilateral contributor of over 41 percent (62.5 billion Ksh).

50 'Kenya Joint Assistance Strategy 2007-2012', Harmonization Alignment and Coordination (HAC) Donor Working Group, Nairobi, 2007.

51 United Nations Country Team, 'Progress Report on Implementation of the Kenya United Nations Development Assistance Framework 2009-2013', Report prepared for the 2011 UNCT Annual Retreat by John T. Mukui, Seraphin Njagi and Andrea Morara, Office of the Resident Coordinator in Kenya, Nairobi, 15 March 2011.

Kenya is vulnerable to various shocks and has also received significant financial support over the years to respond to specific disasters and crises. The influx of international humanitarian aid increased in drought years (Table 2). The IMF provided urgent allocation of funds during the global financial crisis. The country's account deficit grew from 4.5 percent to 7.5 percent of GDP between 2008 and 2009.[52]

2.4 DEVELOPMENT ISSUES AT THE REGIONAL AND GLOBAL LEVELS

Kenya is a member of the East Africa Community (EAC), one of the fastest growing regions in the world with an average economic growth of 5.8 percent. The country is also part of the Common Market for East and Southern Africa and the Intergovernmental Authority on Development, which addresses development and environment issues, including climate change, droughts, conflict resolution, and economic development. The EAC region has experienced exceptional demographic growth (30 percent) over the last decade, and by 2030, the region will be home to a market of about 200 million people. Participation in the EAC customs union allowed Kenya to double exports to EAC countries and quadruple imports between 2002 and 2007. The increase in trade within the EAC is expected to contribute to food security, develop regional production chains in food and manufacturing (creating employment), and open new markets in services.[53] Kenya is well placed to benefit further from EAC integration and expand its service export. Energy is another sector in which Kenya can benefit from greater regional integration.

Kenya is also influenced by events in neighbouring countries. Due to instability in Somalia, Kenya now hosts one of the largest Somali refugee camps in the world in Dadaab. Refugees also live in the suburbs of Nairobi and in other camps, including Kakuma. Destabilizing spillover effects from the upheaval in region, including from terrorism, remain very strong concerns for national security. The situation in Somalia as well as in South Sudan influences the refugee dynamics across the borders into Kenya, as tens of thousands of additional refugees cross into Kenya from Ethiopia and Sudan. Military intervention by Kenya into southern Somalia caused insecurity in the northeast and created some new challenges. Kenyan forces also serve in the African Union Mission in Somalia (AMISOM). This has raised tensions among Kenya's Somali population, and recently caused discontent among coastal Kenyan Muslims.

Table 2. Humanitarian Aid Received for Droughts, 1998-2011[54]		
Year of Drought	**Humanitarian Aid Received (Government and International) ($)**	**Number of People Affected**
2011	427.4 million	3.75 million
2009	432.5 million	3.79 million
2006	197.0 million	2.97 million
2003/2004	219.1 million	2.23 million
1998-2001	287.5 million	3.2 million

---

52 The IMF provided Kenya $200 million from the rapid access component of its Exogenous Shock Facility in 2009, and about $350 million from the general and special allocations of Special Drawing Rights. <www.imf.org/external/np/sec/pr/2010/pr1075.htm>.

53 Kenya, however, has imposed numerous regulations on imports across various sectors that can hamper its growth. For example, regulations on food products have deterred food imports and raised the domestic food prices.

54 Courtenay Cabot Venton, Catherine Fitzgibbon, Tenna Shitarek, Lorraine Coulter and Olivia Dooley, 'The Economics of Early Response and Disaster Resilience: Lessons from Kenya and Ethiopia', June 2012.

Chapter 3

UNDP'S RESPONSE AND STRATEGIES

In response to the challenges outlined in Chapter 2, UNDP has defined its country programme strategy in the Country Programme Document (CPD) and CPAP. This chapter presents a brief summary of the UNDP country programme, budgeting and office organization.

3.1 UNDP'S STRATEGY AND COORDINATION WITH THE UN SYSTEM

Historically, the UNDP country strategy in Kenya has been guided by the UNDAF. The UNDAF for the 2004-2008 period was based on lessons drawn from the country's first UN Common Country Assessment and the UNDAF for 1999-2003, which were founded on important government strategies, such as the National Poverty Eradication Plan 1999-2015, the Poverty Reduction Strategy Paper 2001-2004, the National Development Plan 2002-2008, as well as the New Partnership for Africa's Development (NEPAD), a regional strategic plan.[55]

The current UNDP Kenya CPD and CPAP, which are the subject of this evaluation, were developed based on the UNDAF 2009-2013. The UNDAF was prepared by the UNCT, which was led by four executive committee members

(UNFPA, UNDP, UNICEF and WFP).[56] In line with the national priorities and goals drawn from the country's Vision 2030 and MTP, the UNDAF defines the work of UN agencies based on the three priority areas of cooperation with the Government:

- Improving governance and realization of human rights.

- Empowering people who are poor and reducing disparities and vulnerabilities.

- Promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups (Table 3).[57]

The UNDAF is regarded as a common UN response to development challenges in the country.[58] It has six outcome areas, with an estimated cost of $635 million.[59] In February 2011, Kenya officially became a 'Delivering as One' (DaO) self-starter country, in the spirit of cost-effectiveness and greater harmonization between the Government of Kenya and UN agencies. The DaO approach is expected to facilitate the advancement of human development, ensuring the realization of national priorities, human rights and achievement of MDGs.

---

55 UNDAF 2004-2008.

56 The four UN agencies introduced a new initiative to streamline the administrative procedures, among them, a 'Harmonized Approach to Cash Transfers'. UNDAF 2009-2013, p. 57.

57 Kenya UNDAF 2009-2013, July 2009.

58 UNDAF 2009-2013 was signed by 17 UN agencies and offices: ILO, IOM, FAO, UNAIDS, UNDP, UNICEF, UNIDO, UNFPA, UNEP, UNHCR, UN-HABITAT, UNODC, UNIFEM (UN WOMEN), OCHA, UNV, WFP and WHO. The 2004-2008 UNDAF was participated in by: UNOPS, UNON, ILO, UNDPC, UN-HABITAT, IOM, UNIC, UNHCR, UNIDO, FAO, ICAO, World Bank, UNICEF, UNIFEM (UN WOMEN), UNDP, UNESCO, WHO, IFC, IMF, UNEP, UNFPA, and WFP.

59 UNDAF 2009-2013, p. 56. The allocation of funds is estimated as 13 percent on priority 'Improving good governance and the realization of human rights', 76 percent on 'Empowering people who are poor and reducing disparities and vulnerabilities', and 11 percent on 'Promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups'.

Table 3. National and UNDAF 2009-2013 Priorities	
Vision 2030	**UNDAF Priority Areas and Outcomes (2009-2013)**
Political Pillar – To realize a democratic political system founded on issue-based politics that respects the rule of law, and protects the rights and freedoms of every individual in Kenyan society	**Priority Area 1: Improving governance and the realization of human rights** Outcome 1.1: Strengthened institutional and legal frameworks and processes that support democratic governance, transformation, accountability, respect for human rights and gender equality.
Social Pillar – To build a just and cohesive society with social equity in a clean and secure environment	**Priority Area 2: Empowering people who are poor and reducing disparities** Outcome 2.1: Increased equitable access and use of quality essential social services and protection services with a focus on vulnerable groups. Outcome 2.2: Measurably reduced risks and consequences of conflict and natural disaster. Outcome 2.3: Evidence-informed and harmonized national HIV response is delivering sustained reduction in new infections, scaled-up treatment, care, support and effective impact mitigation.
Economic Pillar – To improve the prosperity of all Kenyans through an economic development programme	**Priority Area 3: Promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups** Outcome 3.1: Economic growth, equitable livelihood opportunities and food security for vulnerable groups enhanced and sustained. Outcome 3.2: Enhanced environmental management for economic growth with equitable access to energy services and response to climate change.

*The UNDAF has four cross-cutting themes: Gender equality; HIV and AIDS; migration and displacement; and climate change.[60]

There are three major donor coordination platforms in Kenya: the Development Partnership Group, represented by high-level officials (e.g. heads of missions and principal secretaries) and co-chaired by the World Bank and a donor in rotation (currently Denmark); the Aid Effectiveness Group, in collaboration with National Treasury; and the Sector Working Group, chaired by the respective government agencies and a few development partners. The UN Resident Coordinator in Kenya represents the UNCT at the Development Partnership Group. The UNDP Country Director served as a co-chair for the Aid Effectiveness Group (2011-2012), which promotes the development effectiveness of ownership, alignment, predictability, harmonization and mutual accountability.[61] Currently, UNDP also leads the new Devolution Sector Working Group, together with the World Bank and USAID.

3.2 UNDP'S PROGRAMMES, BUDGET AND OFFICE ORGANIZATION

3.2.1 PROGRAMME PORTFOLIOS

The country programme for the period 2009-2013, as defined in the CPAP, comprises 10 outcomes grouped as follows:[62]

---

60 UNDAF 2009-2013.

61 ROARs 2011 and 2012. The Aid Effectiveness Group, with collaboration among UNDP, development partners and the Government, has particularly contributed to the improved flows of aid based on national priorities, strengthening of the Mutual Accountability Framework following the Busan Conference, and the launch of administrative tools, e.g. the Electronic Project Monitoring System and the Integrated Financial Management Information System for improved transparency and monitoring of donor-funded programmes. UNDP and the Government had joint missions to Rwanda, Tanzania and Mozambique to learn best practices on DaO.

62 The CPAP Results Framework lists 11 outcomes, but only 10 outcomes have been officially registered and reported in the UNDP internal self-assessment system, ROAR.

Democratic governance

- Gender equality, empowerment of women and youth, and realization of human rights enhanced (outcome 46[63]).

- More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced (outcome 47).

Disaster risk and recovery/peace building and conflict prevention

- National plans and policies for conflict and disaster management operationalized and capacity developed at national and district level (outcome 48).

- Effectiveness of emergency response and early recovery for communities and internally displaced people enhanced (outcome 49).

Inclusive economic growth

- Policies and programmes for an inclusive private-sector development and employment creation developed and implemented by 2013 (outcome 44).

- Policies and programmes for trade and investment facilitation developed and implemented by 2013 (outcome 45).

- Existing programmes adapted and innovative responses developed to reduce the impact of the HIV and AIDS epidemic (outcome 50).

Environment and energy

- Programmes for sustainable management of environment and natural resources enhanced (outcome 51).

- Integration of climate change dimensions into national development frameworks and programmes enhanced (outcome 52).

- Sustainable clean energy services at all levels promoted (outcome 53).

See Table A5.3 in Annex 5 for the cumulative budget and expenditure of projects and the alignment with the UNDAF for each of these programme areas.[64]

3.2.2 COUNTRY OFFICE FINANCIAL RESOURCES

The programme budget for 2012 was $46 million, about a 54 percent increase from the $29 million budgeted in the first year of the programme cycle (2009).[65] Following the post-election violence of 2007-2008, the 2009-2010 budget was increased significantly, to $52 million, particularly in crisis prevention and recovery.

Democratic governance was the largest portfolio between 2009 and 2012, except in 2010 when the crisis prevention and recovery portfolio was the main focus of the country programme.[66] In terms of the budget, governance absorbed the greatest proportion, followed by crisis prevention and recovery and environment and energy. The poverty and MDG-related programme was the smallest portfolio in the last two years, 2011-2012, receiving 5 percent of the budget. The HIV and AIDS component, prominent in the earlier part of the previous programme cycle (2004-2005), was reduced significantly over time, and in the current programme it has been merged under the poverty programme.[67]

The Country Office has historically relied significantly on non-core sources for its programme

---

63 The outcome numbers, 46-53 reflect the numbering used in ROAR.

64 Annex 5, Table A5.3, UNDP Kenya Country Office Outcomes and Financial Data.

65 Annex 5, Table A5.4, Programme Budget and Expenditure 2004-2012.

66 Ibid. Also see Annex 5, Figure A5.3, Changes in Programme Coverage between 2009 and 2012.

67 The budget for Responding to HIV/AIDS was $2.4 million in 2004, $2.8 million in 2005, zero in 2006, and $3.25 million in 2007. Since 2008 onwards, the component has been delivered as part of the inclusive economic growth programme.

Figure 2. Overview of Programme Budget and Expenditure between 2004 and 2012
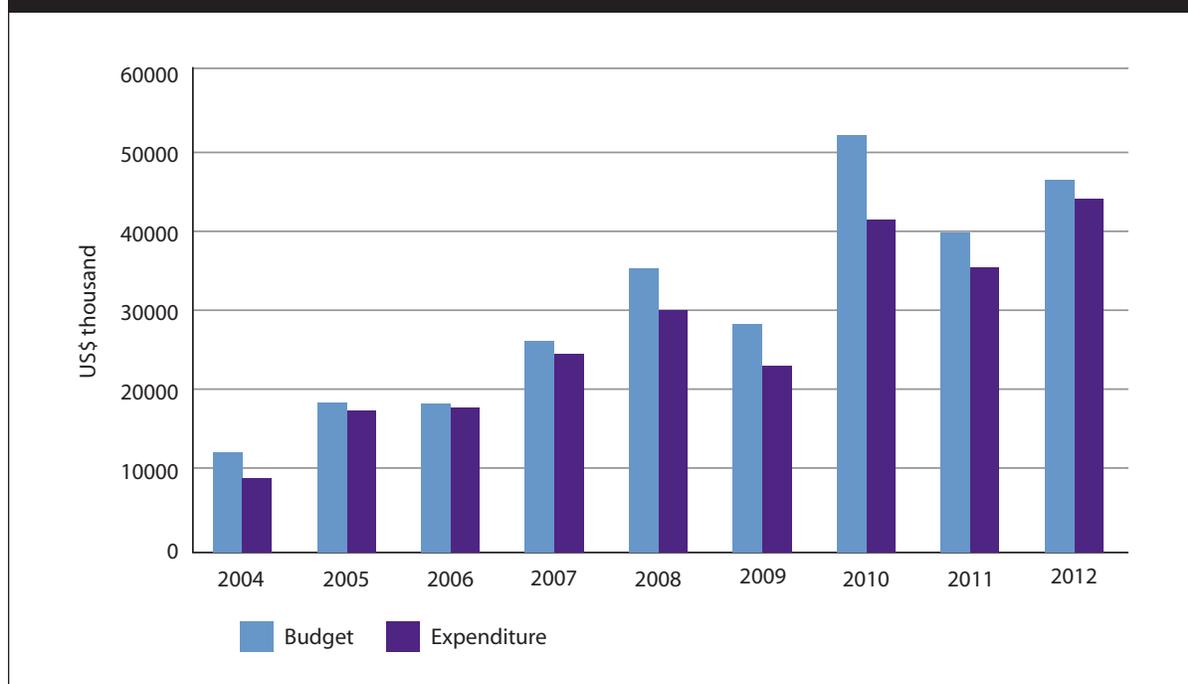
Table 4. Programme Budget Sources, 2004 to 2012 ($ thousand)

	2004	2005	2006	2007	2008	2009	2010	2011	2012
Core	5,772 (48%)	6,402 (34%)	5,435 (29%)	4,912 (19%)	9,772 (28%)	9,568 (34%)	10,719 (21%)	8,261 (21%)	9,353 (20%)
Non-core	6,348 (52%)	12,383 (66%)	13,294 (71%)	21,422 (81%)	25,604 (72%)	18,961 (66%)	41,071 (79%)	31,695 (79%)	36,853 (80%)
Total	12,120	18,785	18,729	26,334	35,376	28,529	51,790	39,956	46,206

Source: Atlas Snapshot, Country Office data (May 2013)

implementation (Table 4). Since 2010, core funds have accounted for only 20 percent of the total budget.[68] Major donors have included the UK Department for International Development (DFID) and the Swedish International Development Cooperation Agency (SIDA), both providing about 22 percent of the total programme budget, as well as the Netherlands, Japan and Norway.[69] Contributions from donors are clearly critical to the country programme operations.

The Country Office has maintained a relatively high programme implementation rate over the

---

68 The Country Office set its resource mobilization targets at $41 million for the period 2009-2013, including $28 million from third-party cost-sharing and $13 million from trust funds. UNDP Kenya, 'Strategy for Resource Mobilization and Strategic Partnerships 2009-2013'.

69 Annex 5, Figure A5.2 UNDP Kenya Donors by Volume, 2006-2013, and Trends by Donor Group, UNDP Country Office. Between 2006 and 2013, the major donors included: Sweden ($21.6 million), UK ($22.3 million), the Netherlands ($16 million), Japan ($13.2 million), Norway ($7.5 million), Canada ($7.2 million), EU ($5.6 million), Denmark ($5.4 million), Finland ($2.9 million), and US ($2 million). In addition, UNDP Bureau for Crisis Prevention and Recovery contributed $3 million from 2010-2013. Source: Kenya Country Office, May 2013.

years, even in 2010 when the budget was increased by 80 percent. The implementation rate was never below 80 percent and reached 95 percent in 2012.[70]

The UNDP Country Office Scorecard assesses the Country Office in six areas, i.e. programme effectiveness and alignment; support to UN reform and coherence; partnership; programme and financial management; system and culture of accountability; and people and knowledge management. The management efficiency ratio – the total management expenditure divided by total management and programme expenditure – indicates that management-related expenses were kept within target between 2006 and 2011, except in 2009 (Table 5).[71]

3.2.3   COUNTRY OFFICE STAFF AND STRUCTURE

The Country Office comprised 76 staff – 14 international and 62 national.[72] Gender balance is well maintained among staff holding international and national posts.[73] The Country Office relies significantly on staffing resources from United Nations Volunteers (UNV) for its pro-gramme delivery. As of December 2012, there were 145 UN volunteers serving in Kenya.[74] At the time of the evaluation, 56 UNV volunteers – over one third – were registered in UNDP operations, some of whom were providing tech-nical advisory services or assuming the role of programme officers, including gender and com-munication specialists.[75]

The thematic programmes are delivered by five units: Democratic Governance; Disaster Risk Reduction and Recovery; Peace Building and Conflict Prevention; Inclusive Economic Growth and Social Development; and Environment and Energy. The Strategic Policy and Advisory Unit, which reports directly to the Resident Representative/Resident Coordinator, also supports implementation of poverty and MDG-related projects under the Inclusive Economic Growth Unit. The office's administrative operations consist of five operation teams: finance; procurement; human resources; ICT and general services.

Table 5. Management Efficiency Ratio 2006-2011						
	2006	**2007**	**2008**	**2009**	**2010**	**2011**
Actual	12.4%	9.5%	8.7%	14.0%	9.0%	11.0%
Target	18.0%	12.0%	13.2%	11.5%	11.3%	14.3%

Source: Balanced Scorecard – Kenya

---

70   With the Country Office's commitment, the implementation rate has been maintained high over the years. The rate was 82 percent in 2009, 80 percent in 2010, 88 percent in 2011, and 95 percent in 2012. Atlas Snapshot, Programme Financial Summary, Country Office data (May 2013).

71   UNDP Balanced Scorecard, Kenya. Data are available for the period 2006-2011. <home.undp.org/scorecard/index.cfm?org=cos&cur_sub_tab=cos&country=KEN&year=2012&color=G>.

72   The total staff, 76, comprised: i) 14 international staff, representing D1 (2), P5 (4), P4 (2), P3 (4), and P2 (2); and ii) 62 national staff including 42 General Service staff (including four vacant seats at the time of evaluation). Data provided by CO (23 August 2013).

73   Among 14 international staff, eight are women. Twenty-seven of the 42 general service staff are women. Nine of the 20 remaining national staff are women.

74   UNDP Kenya Country Office. <www.ke.undp.org/content/kenya/en/home/operations/UNV/in_depth/>.

75   UNDP Kenya Human Resource Office (August 2013). For example, the technical, professional officers from UNV by unit include: two legal officers in DG, and programme officers in IEG (2), DRR (3) and in EECC (2). The PBCP Units employs the largest number of UNV staff (34), many of whom are peace monitors and field coordinators.

CHAPTER 3. UNDP'S RESPONSE AND STRATEGIES

Chapter 4

UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

This section of the report analyses the relevance, effectiveness, efficiency and sustainability of UNDP Kenya's contribution against the expected outcomes. It covers four areas of outcomes: democratic governance, disaster risk reduction and recovery/peace building and conflict prevention, inclusive economic growth, and energy and environment for sustainable development.

4.1 DEMOCRATIC GOVERNANCE

Outcome 46:
Gender equality, empowerment of women and realization of human rights enhanced.

RELEVANCE

The programme objective and approaches were relevant in filling an important gap in the country of addressing gender equality, women's empowerment and human rights.

The transitional context of Kenya presents a great opportunity for the country to move forward with gender equality and human rights. The stated outcome is one of the two outcomes envisaged under democratic governance. It aims at enhancing national capacity to develop, implement, coordinate, monitor and evaluate gender-responsive programmes; strengthening the capacity of non-state actors (NSAs)[76] for inclusive, participatory, rights-based approaches, as well as their coordination skills; and empowering citizens and other rights-holders to effectively engage with the Government and other duty-bearers.

The principles of the outcomes are reflected in the Constitution of Kenya and various government planning documents as a 'cross-cutting issue'. Vision 2030 devotes a whole section to gender issues. In the MTPI, 2008-2012 the goal was to "…increase opportunities all-round among women, youth and all disadvantaged groups". The programme outcome defined in the UNDP CPD is aligned with the Strategic Plan for Gender Equality (2008-2013), which operationalizes Vision 2030.

UNDP has made the strategic choice to work with a wide variety of stakeholders, both state and NSAs. Its strategy of focusing on strengthening their capacity was highly relevant. The state and NSAs were selected based on their respective mandates and ability to influence human rights and gender equality. Public-sector institutions such as the Ministry of State for Planning, National Development and Vision 2030, NGEC, KNCHR and CAJ were involved based on their mandates and strategic influence in the policy-making and advocacy processes for gender equality and human rights. Amkeni Wakenya, a civil society governance facility set up in 2008, has engaged with numerous NSAs to promote citizens' constitutional rights and encourage their participation in building democracy in the country.

UNDP's human rights-based approach (HRBA) to programming aims to empower both duty-bearers (state and NSA) and claims-holders (e.g. women and voters). The country programme paid particular attention to adopting the instruments for monitoring the implementation of policies, including the development of National Plan of Action for Kenya on United Nations Security Council Resolution 1325 (on women, peace and

---

76 NSAs include non-governmental organizations, CSOs, CBOs, faith-based organizations, private-sector institutions, academia, and policy and research institutions.

security), as well as the comprehensive monitoring and evaluation framework to track its implementation. As the United Nations in Kenya prepares to adopt DaO, a collaborative approach has been used or gender equality and women's empowerment. This has provided the opportunity to enhance coordination and coherence in programming. The Joint Programme on Gender Equality and Women's Empowerment (JP-GEWE) has brought together the Government and 14 UN agencies under one programme and one budget. In addressing gender equality, however, some projects (including JP-GEWE) tended to focus only on women (not addressing the role of men) and overlooked specific concerns on girls.[77]

EFFECTIVENESS

By concentrating on strengthening the capacity of state and NSAs to develop, implement, and coordinate programmes responsive to gender and human rights issues, UNDP has contributed to empowering citizens to engage with the Government and other duty-bearers, and vice versa. This has promoted citizens' participation in implementing the new Constitution.

UNDP has used both downstream and upstream work to address gender equity and human rights issues. Through 233 CSOs engaged over the last five years, the Amkeni Wakenya initiative has become an important platform for coordinating NSAs in the country. It has provided the citizens – including minority and marginalized groups and rural residents – with opportunities to engage in and act on various issues of concerns. These include access to justice, devolution, human rights, capacity-building and interventions in governance processes. Thematic training and awareness-raising on devolution, for example, enhanced citizen participation in the discussions and policy formulation regarding appropriate government structure, supporting efforts to create people-centred devolved governments.[78] Community access to justice has been enhanced through establishment of community justice centres and community-managed institutions.[79] Through Amkeni, Kituo Cha Sheria, a human rights organization, has established and supported nine justice centres that promote access to justice by poor and vulnerable people.[80]

UNDP has also supported internal capacity-building of the KNCHR, NGEC and CAJ, which have now been fully staffed, developed strategic plans and established as institutions. They have engaged with the public to raise awareness of their respective mandates. KNCHR provided training of trainers on HRBA to the Monitoring and Evaluation (M&E) Directorate at the Ministry of Planning and Devolution, which has developed a handbook[81] on indicators that integrates human-rights-sensitive indicators for monitoring the MTP. In addition, a training manual on human rights has been developed and is being applied for training by the M&E Directorate. NGEC successfully monitored the March 2013 elections from gender and human-rights perspective. CAJ has processed over 50 human rights petitions from five marginalized locations across the country. The average number

---

77   This was also the finding of the mid-term evaluation of JP-GEWE.

78   Through Amkeni campaigns on devolution, a total of 39,141 people (a majority, or 21,073, were women) were reached; 370 community forums were held across Kenya; training of trainers for 60 CSO workers on devolution; 32 CSOs across the country prepared communities to present memoranda to the Task Force on Devolved Government; and persons with intellectual disabilities targeted with awareness activities. Topical issues relating to devolution were aired by local media (e.g. Radio Amani and Sauti ya Mwanachi).

79   Amkeni Annual Reports, 2011 and 2012.

80   A total of 2,000 cases were attended to through nine justice centres. The operationalization of the centres has led to increased legal representation by paralegals. In 2012, paralegals processed 86 petitions in the Kamiti Justice Centre, one of Kituo-run Justice centres in the prisons. See Amkeni Wakenya Annual Report 2012.

81   Government of Kenya, 'Handbook of National Reporting: Indicators for the Vision 2030 first MTP (2008-2012)', Ministry of State for Planning, National Development & Vision 2030, Nairobi.

of petitions received at CAJ increased from 35 in December 2011 to 400 in December 2012. Based on interviews with these commissions, there has been an increased level of awareness among citizens of human rights, evidenced through a number of public interest litigation and demand for provision of services. UNDP also supported the Ministry of Justice and Constitutional Affairs and KNCHR to develop the National Policy and Action Plan on Human Rights. However, implementation of laws and policies has been slow. While several key pieces of legislations have been enacted to operationalize devolution, existing laws still need to be harmonized to align with the Constitutional provisions. Interviews also revealed concerns about inadequate capacity at the county level to implement the constitutional principles of gender equality and affirmative action.

Through its programme, UNDP has contributed to enhancing the capacity of citizens and other rights-holders to engage with the Government and other duty-bearers for equitable enjoyment of rights. It has also facilitated the process through which state and NSAs develop and influence relevant laws and policies. Factors contributing to these results included UNDP's focus on both upstream and downstream work, the overall positive climate for reforms in the country, the Constitution, which recognizes the rights of women, people with disabilities and other vulnerable groups, and people's fundamental desire to be informed.

UNDP, through JP-GEWE and in partnership with other UN agencies, supported women's participation in the elections of 2013. Through collaboration with 50 CSOs, 748 women were supported to run for elected positions and 900 women aspirants were profiled and their training needs identified.[82] The JP-GEWE provided a platform for strong, participatory and inclusive gender equality programming, through which women leaders have been empowered to play important roles and advocate for their human rights. UNDP took the lead role with UN Women in advocating the Government to deliver on the 'one-third promise' on elections under the new Constitution; convened a high-profile regional meeting on women in leadership in elections; created the first team of eminent persons, comprising prominent Kenyan women advocating against violence; and replicated the Women's Situation Room originally pioneered by UNDP Liberia with the Angie Brooks International Centre.

Key factors contributing to JP-GEWE's performance included (i) appointment of a full-time programme coordinator;[83] (ii) leadership by each UN agency to achieve their respective outputs; (iii) a joint programme steering committee chaired by the UN Resident Coordinator;[84] (iv) extensive mapping of key areas for joint UN support to national priorities; (v) strong management structures and stakeholder engagement; and (vi) the development of a monitoring and evaluation framework, a budgetary framework, and a resource mobilization action plan.[85]

At the same time, JP-GEWE's challenges included (i) differences in understanding of the concept of joint programmes among the UNCT/Programme Coordination Group members; (ii) a weak joint vision for resource mobilization (though a resource mobilization plan is in place);[86] and (iii) limited coordination for supporting its M&E and communication functions by resorting to existing expertise available in the

---

82   Through collaboration with gender-sensitive media organizations voter education reached more than six million people through television and more than 70,000 people through the print media. A key milestone was the establishment of the Women Situation Room that modelled the experiences from Liberia and Sierra Leone and successfully monitored and reported on violence against women around elections in 2013.

83   The post was funded by UN Women.

84   It was co-chaired with MoGCSD until it ceased to exist as of April 2013.

85   See UNDAF Annual Review, 2010.

86   See UNDAF Annual Review, 2011.

UN system. The evaluation also found challenges in UNDP's inconsistent representation at the working group meetings, affecting the continuity of the group's discussions; limited ability to discuss the technical aspects of the work of the Country Office due to lack of a clear gender mainstreaming mechanism and framework in the office;[87] and lack of awareness among programme staff on how to effectively integrate gender issues into programmes/projects.

Coordination among NSAs also needs to be strengthened, particularly the Amkeni initiative. Events such as the four Amkeni Wakenya Civil Society Weeks held so far provided a useful forum for sharing information, showcasing results and providing networking opportunities among national NGOs and rural CSOs, and were much appreciated by all the CSO representatives interviewed. However, these events have not yet evolved into a mechanism that can effectively lobby the Government and convey the concerns of partners on key policy and regulatory issues. With devolution, county-level coordination mechanisms are emerging among NSAs, such as the CSO forum in Nakuru County, which are expected to play a growing role in governance. Coordination structures have also emerged around thematic topics, such as the Constitution and Reform Educational Consortium, which should also be strengthened. Amkeni has facilitated periodic discussions on various thematic topics, but has not yet dealt with gender equity. Doing so would raise the profile of the subject. Amkeni's project management unit now has a gender expert, who organized weeklong gender training for CSOs. Amkeni also mobilized expertise through a women's think tank that spearheaded women's participation in the electoral process and the implementation of the Constitution.[88]

The overall programme design and formulation should be revisited in the next programme cycle to address critical shortcomings in addressing programme effectiveness. The results framework should clearly identify the names of responsible implementing partners, assign accountability for the outcome and ensure the appropriate selection of indicators. All thematic programmes of the country programme should ensure the integration of gender and human rights components in their formulation.

EFFICIENCY

Various measures for efficiency have been taken in the programme. But challenges in administrative practices and disbursement of funds were raised as concerns.

All projects contributing to the outcome have an M&E framework in place. Amkeni Wakenya, for example, has the following measures to ensure project efficiency: (i) a full-time M&E officer; (ii) weekly meetings with UNDP management; (iii) annual review of the work plan; (iv) monitoring of financial and programme management by UNDP/development partners every six weeks; (v) periodic review meetings for organizations working in the same thematic area; (vi) a template for quarterly reporting on results reviewed by the M&E officer; (vii) recruitment of short-term consultants to handle large volumes of financial reports sent by partner CSOs; and (viii) a stakeholder reference group that provides oversight on project progress.

---

87 For example, a team of focal points from the business units established, under the leadership of Country Office management, should be guided by clear terms of reference and performance measurement to promote gender mainstreaming in their respective units and monitor the progress.

88 Members of the think tank: Kituo Cha Sheria (Chair); Women Alliance of Kenya; Maendeleo ya Wanawake; CRAWN Trust; Christian Partnership Development Association (CPDA); Social Reform Centre (SOREC); Foundation for Women Rights (FRWI); Women Empowerment Link (WEL); Women In Law and Development in Africa (WILDAF); African Youth Trust (AYT); Shadow Women Parliament; CREAW; Federation of Women Lawyers in Kenya (FIDA); Association of Media Women in Kenya (AMWIK); Africa Women and Child Feature Service (AWC); Kenya Women Parliamentary Association (KEWOPA); Urgent Action Fund; UN Women; UNDP Amkeni Wakenya. The think tank has influenced gender aspects of various legislations, e.g. land, devolution, political parties act, and election act.

New CSO grantees are trained in a number of areas, including rights-based programming, monitoring and evaluation, financial management and reporting, and UNDP corporate requirements for project implementation. Payments to CSOs are made based on performance.[89] Partner CSOs reported that UNDP's resources were never enough, but have so far responded to their needs. UNDP was reported as having used its resources well in furthering democratic governance to the grassroots and in supporting small-scale organizations with funding and capacity-building for staff and volunteers, sometimes attracting other donors.

Challenges were reported in partner capacities and coordination. UNDP trains CSOs in financial management and disbursement procedures and reporting requirements. It also provides training of trainers and produces manuals on financial management and institutional development.[90] However, capacity gaps in those areas were reported. For instance, 41 percent of Amkeni partners did not undertake bank reconciliations or keep proper cashbooks.[91] More needs to be done to reinforce required skills. Coordination of CSOs was also reported as weak at the national level. Several CSOs noted the need for better coordination in delivery of services to communities to avoid duplication (such as in the provision of training materials and training to the same target groups during civic education outreaches).

Amkeni's annual budget tripled from $4 million in 2009 to $12 million in 2012. Despite this increase, Amkeni was not able to fulfil the overwhelming demand for civic and voter education. Nor could it respond to the needs of all qualified applicants who requested financial resources. Amkeni succeeded in maintaining a commendable costs ratio. According to its 2012 annual report, 85.2 percent of funds were directed to project implementation, such as grants, capacity-building and learning forums, and the remaining 14.8 percent was used as support costs.

The programme for achieving the outcome has used both NIM, in which the programme is managed by a national entity, and DIM, in which UNDP directly implement a project. In both cases, delays in disbursement of funds undermined the timeliness of programme implementation. In the joint KNCHR, CAJ and NGEC project, funds intended for implementation of activities by June 2013 had not been received by the partners at the time of the ADR. Reluctance of the fund administrator, KNCHR, to take on fewer resources from UNDP while waiting for the balance from the donor threatened to slow down operations of the project's co-implementing partners. UNDP was able to manage this by disbursing funds directly to CAJ and NGEC.[92] One CSO that signed a contract in November 2012 reported that it had not received funding. In a case where the reimbursable modality was used – where UNDP requests organizations to use their own sources and later receive reimbursement – the organization faced an auditing problem when UNDP was late in reimbursement.

The JP-GEWE has suffered from limited resources and difficulty in keeping financial commitments among participating UN agencies. The total budget for the five-year programme was $56.5 million, but only $28.5 million was funded. In 2013, the year of elections, UNDP received only $25,000 for the gender and governance component in the form of pass-through funding from JP-GEWE. The harmonized planning tools for the programme were regarded as a best practice (e.g. use of results-based management in planning and M&E framework), but posed a challenge due to the use of dual tools in planning and reporting for the same activities at the

---

89 ROAR, 2012. This is to ensure the CSOs' performance as a prerequisite for disbursement of funds.

90 Amkeni Wakenya Annual Report 2011.

91 Audit of UNDP Country Office in Kenya, 21 March 2012.

92 UNDP Regional Bureau for Africa, Executive Snapshot.

agency level and at the joint programme level.[93] Concerted efforts must be made among the UN agencies to translate the harmonized approaches into reduced transaction costs for its development partners.

SUSTAINABILITY

Citizens are increasingly focused on gender and human rights issues, but sustainability of benefits from programme interventions has yet to be fully ensured.

A number of programme elements support sustainability. They include UNDP's focus on policy development and building the capacities of local institutions and structures; its selection of partners based on their mandates, experience and potential for continuation; and the integration of HRBA in the MTPII, which enhances the legitimacy of national ownership. There is also evidence that citizens are increasingly aware of their rights and are demanding they be respected.

However, a clear exit strategy was not developed during programme formulation, which threatens the sustainability of benefits achieved. The Article 59 Commissions, having been established through the Constitution, are nationally owned. However, their activities are limited by lack of office space at the county level. Discussions are under way on how they can share offices to minimize use of resources.

Sustainability of the Amkeni initiative is also an issue. While activities such as civic education campaigns for peaceful elections were conducted around the time of the election, these were one-off events without a strategy for ensuring continuous education over the next five years. Structurally, Amkeni is fragile. Some of the options currently considered include transforming the initiative into a trustee or an NGO. Long-term gains and sustainable advancement of gender equality and realization of human rights are best ensured through long-term planning and programming supported by appropriate funding structures (e.g. multi-year funding).[94]

> **Outcome 47:**
> More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced.

RELEVANCE

The outcome was assessed as sufficiently relevant to emerging national needs, policies and long-term development planning objectives. However, the relevance of UNDP's approaches was found to be mixed.

The political pillar of Vision 2030 envisages robust governance structures including, among others, rule of law, democracy and participation, transparency and accountability, and security, peace building and conflict management.[95] There has been a near-consensus in Kenya's political establishment since around 2003 on the need for reforming the governance structures, and the 2007-2008 post-election violence only accelerated a work already in progress. UNDP's work during the current programme period can be seen in terms of two complementary areas of initiatives: an improved, efficient, effective and equitable public service; and robust democratic governance and rule of law systems and

---

93   Mid-term evaluation of JP-GEWE, February 2012, supported by interviews.

94   Also reported in the mid-term evaluation of Amkeni Wakenya. Many donors support multi-year basket funds for gender and human rights issues. UN Women works on gender and governance based on a multi-year programme supported by several donors.

95   Government of Kenya, 'Kenya Vision 2013: A Globally Competitive and Prosperous Kenya', Ministry of Planning and National Development, the National Economic and Social Council and Office of the President, Nairobi, 2007, pp. 130-133.

institutions.[96] The key approach was to partner with the Government and other actors to pursue reforms that had already been identified in a broad consultative process.[97]

The projects under the outcome were properly aligned with national objectives and strategies. For example, the development blueprint ERSWEC 2004-2008 focused on strengthening institutions of governance[98] as a key theme in the planning period. The programme also contributes to Vision 2030, which envisages "a democratic political system that is issue-based, people-centred, results-oriented and accountable to the public".[99] MTPI confirms this, pointing out that events following the 2007 election demonstrated that, despite the remarkable progress made in governance and the rule of law, much remains to be done. The MTP identifies key challenges, including inadequacies in the Constitution, public-sector accountability issues, ineffective justice and dispute-resolution mechanisms, under-capacitated and under-motivated public institutions and inadequate inter-agency coordination.[100]

Hence, the Public Sector Reform (PSR) project can be seen as fitting into ongoing reform initiatives, which aimed to improve the efficiency of public service. Long-term capacity-building was placed in the Kenya School of Government with support from UNDP. Support to the Ministry

of Justice facilitated the establishment of constitutional commissions. While other governance projects fitted into the policy objectives of Vision 2030 and MTPI, they also responded to the political instability arising from the 2007-2008 post-election violence.

The CPD 2009-2013 noted that key legislation had been enacted in the fight against corruption, but more needed to be done.[101] Public-sector procurement remains an important corruption focal point. The Government addressed this problem by establishing the Public Procurement Oversight Authority (PPOA) to oversee adherence to public procurement and disposal laws and policies, and UNDP supported the Authority in developing its strategic plan.

The relevance of UNDP's approaches was mixed. The programme portfolio was implemented through NIM. This approach worked well in the support for performance contracting aspects in the PSR programme. UNDP procured experts as needed and paid them directly, seamlessly addressing technical gaps. While the design of the PSR project was appropriate to the outcome based on the Constitution's human-rights focus in service delivery, however, PSR Phase II suffered from inadequate resource allocation. In the support to the Ministry of Justice project, UNDP experts seconded to the project often worked

---

96 For the first area, UNDP projects included, e.g. Procurement Oversight Authority (PPOA) Strategic Plan; Support to Reduce Corruption, and Public Sector Reform. For the second area, projects included in the areas of Support to General Elections, Support to Electoral Reform and Processes, Implementation of Devolved Governments, and Support to Ministry of Justice.

97 Prior to 2009, UNDP's main activities included, e.g. the introduction of RBM in the public service, development of an ethics and anti-corruption course for civil servants, establishment of the NEPAD/Africa Peer Review Mechanism Secretariat in Kenya, voter education and registration, training of media, organization of domestic observation and other activities in support of the 2007 general elections. The approach at the time was to build on what had already been achieved to deliver constitutional review, a responsive, efficient and effective public service, and free and fair elections (CPAP 2009-2013). Vision 2030 was developed through a consultative process coordinated by national and international experts, and this is part of the reason the document has remained bipartisan and acceptable for implementation across the political divide in Kenya.

98 UNDP, 'Country Programme Document for Kenya, 2009-2013', Nairobi, 2009, p. 2.

99 Government of Kenya 'Kenya Vision 2030: A Globally Competitive and Prosperous Kenya', Ministry of Planning and National Development, the National Economic and Social Council and Office of the President, Nairobi, 2007, p. 130.

100 Government of Kenya, 'First Medium Term Plan (2008-2012): Kenya Vision 2030 – A Globally Competitive and Prosperous Kenya', Office of the Prime Minister, Ministry of Planning and National Development, Nairobi, 2008, pp. 126-127.

101 UNDP Kenya, 'Country Programme Document for Kenya, 2009-2013', Nairobi, 2009, p. 2.

on short-term contracts. In this respect, the approach was not relevant to the project context.

Overall, in terms of UNDP performing an indicative function in public service reform in Kenya, the approach adopted in the PSR programme helped leverage UNDP's limited resources to achieve the desired outcome. It was noted that government funding support to the Public Service Transformation Department (PSTD) increased every year of the programme and staff were seconded from within the Government to the department, highlighting the value seen in the department.[102] This implies that UNDP intervention through the PSR project had a ripple effect in public-sector reform as financial and human resources were reorganized for better results.

A key factor contributing to the relevance of the portfolio projects is their response to real needs and documented national priorities. Portfolio projects were largely anchored and responsive to the post-election violence of 2007-2008, which stirred a negotiated process of change through the National Accord, which ended the violence and agreed on a reform agenda. The constitutional and legal reforms supported by UNDP programmes was a priority, and thus created the necessary synergy that lead to achievement of results.

EFFECTIVENESS

The governance portfolio was effective in helping to stabilize the country after the post-election violence. It put in place structures that emphasized a results orientation in the public service and led to development of the new Constitution and the attendant legal and institutional reforms necessary for citizens to regain confidence in governance institutions.

As early as 2003, UNDP noted that the country needed UN support in eliminating corruption, streamlining civil services, and devolving power to the regions.[103] During the 2004-2008 programming cycle, the structures for public-sector reform were successfully laid. In the PSR project the long-term objective in the CPAP 2004-2008 was to "improve public sector management for more efficient, transparent and accountable delivery of public services".[104] Functions in the Cabinet Office were restructured and rationalized in support of the Presidency, e-government systems became operational, performance management framework was prepared, human resource management worked on, capacity-building was stepped up across the Government, and results-based management systems were in place.[105] During the same period, NEPAD/APRM processes were domesticated in Kenya with support from UNDP. These results of PSR (Phase 1) set the reforms to the public sector on firm ground and integrated a results-orientation culture across the public service. A major result of these reforms was a decline in poverty from 56 percent in 2000 to 45.9 percent in 2006.[106]

During the 2009-2013 programming period, the democratic governance portfolio sought to build on these successes. The CPD 2009-2013 indicates that reforms to democratic institutions in the country aimed to strengthen checks and balances; address unresolved historical grievances and inequality, decentralize power and resources, enhance accountability and improve service delivery.[107]

---

102   UNDP, 'End of Programme Evaluation – Public Service Reforms Programme Phase II', PricewaterhouseCoopers Limited and UNDP, Nairobi, 2013, p. 31.

103   UNDAF Kenya 2004-2008: For Kenya's Future', Nairobi, p. 12.

104   F.M. Andic, J. Deloge and J.M. Njoka, 'Kenya Evaluation of Country Programme Action Plan Outcomes (2004-2008)', Report Prepared for UNDP and Department for External Resources, Ministry of Finance, UNDP and Government of Kenya, Nairobi, 2006, p. 10.

105   Ibid.

106   UNDP, 'Country Programme Document for Kenya, 2009-2013', UNDP, Nairobi, 2009, p. 2.

107   Ibid.

The PSR II moved public-sector reforms to a new level and helped put them firmly in the agenda for long-term development planning and practice. It has been entrenched as the key to the development strategy in Kenya and the objectives of reform have been captured in the values of the public service clause in the Constitution. The Vision 2030 political pillar is also anchored in public-sector reforms.[108] The Government elected in March 2013 has embarked on strengthening the integrated service delivery approach developed under PSR II with a view to creating one-stop shops known as Huduma Centres for government services in the counties. Their framework had been finalized and approved by the cabinet and a real-time performance reporting system developed with support from UNDP. The almost seamless continuity of PSR activities in the new Government confirms that such reforms are firmly entrenched in the national development agenda, regardless of who is in office.

In the area of constitutional, legal and electoral reforms, the programme has helped to transform the governance structure and enhance citizens' confidence in major governance institutions. UNDP contributed to development of the new Constitution, electoral reforms, peaceful elections and the transition in 2013. UNDP also made recommendations leading to successful judicial reforms. The competitive appointment of a new chief justice, purging of corrupt and/or incompetent judges and creation of a Supreme Court with the exclusive mandate of hearing any presidential petitions raised citizens' confidence in the judiciary. Additionally, the competitive appointment of commissioners to the IEBC and the commission's constitutional protection increased confidence in the commission. Together with civic education and an improved conflict detection and resolution architecture put in place with support from UNDP, these reforms helped deliver a peaceful general election and transition in 2013.

However, implementation of the Constitution will take time, resources and capacity, requiring further support from UNDP. A strong and independent Commission for Implementation of the Constitution (CIC), charged with facilitating, monitoring and overseeing the implementation of the Constitution, will be instrumental in its successful realization.[109] With support from UNDP, as of August 2013, CIC was on schedule in terms of facilitating the development of legislation, monitoring the implementation of the devolved system of government and awareness raising on the new Constitution, although completion of policies and administrative procedures is behind the schedule. CIC has also contributed to jurisprudence development through court processes and litigation in the public interest.

The major contributing factors to the relative smooth implementation of the Constitution so far are built-in constitutional safeguards and schedules, pressure and input from CSOs, and resource and technical support from development partners, particularly UNDP and the International Development Law Organization. Political will at the highest level of Government across regimes has contributed to success in the PSR project. The major impeding factors include insufficient funding and inadequate staff capacities. This calls for better funding and technical support in the future, which will be critical in newer areas of governance such as devolution, where technical capacity in the country is still limited.

The governance programme has led to fundamental changes in policies, strategies and programmes. Implementation of the Constitution brings transparency and accountability on the part of the executive and the legislature, leading to increased public participation in the formulation of public policy. This is a paradigm shift from the past, when most public policies were formulated

---

108 UNDP, 'End of Programme Evaluation – Public Service Reforms Programme Phase II', PricewaterhouseCoopers Limited and UNDP, Nairobi, 2013, p. 57.

109 UNDP Kenya, 'Programme Review: Accountability in a Consolidated Partnership', Nairobi, 6-9 September 2010, p. 5.

in boardrooms, devoid of citizen input.[110] The Constitution also changed fundamentally how government revenue is shared by introducing county governments that are mandated to receive no less than 15 percent[111] of government revenue every year for service delivery and development activities in the counties. The Constitution also required timely resolution of election petitions in the judiciary. This may act as an incentive to settle electoral disputes in the courts rather than through violence.

Through these reforms, the programme has directly and indirectly benefited people across gender, class and ethnic groups. Public-sector reforms helped improve the quality of public services and made them relatively accessible to all people – poor and rich, male and female. Electoral reforms benefited poorer and marginalized groups in rural areas and in slums, which were the main hotspots of post-election violence. However, the benefits to women from the elections project are in doubt. As one respondent said, "Women's participation in the elections in terms of voting and as candidates does not show good results." A longer term view of elections that focuses on capacity-building and civic education beyond the electioneering period would have better results.

The major contributing factors for the overall effectiveness were the focus on capacity-building, facilitation of processes and plugging of expertise gaps in projects. Capacity-building of the constitutional commissions and public service departments injected the necessary skills and competencies to produce results. Facilitation of processes such as results-based management, monitoring and evaluation systems and the use of ICT in elections through on-site experts and helped deliver good results faster.

Efficiency in the programme was mixed. Resources were delivered to projects efficiently and provided value for money, but project reports were assessed as weak.

The democratic governance programme was efficient in some respects and inefficient in others. One area of efficiency was use of resources to deliver projects. For instance, the PSR project adhered to the work plan, and nothing outside the agreement was funded; and in the Support to Elections project, the resources were well utilized to achieve what was planned. Support to the Ministry of Justice produced results that exceeded expectations.[112] In the same vein, the CIC project reforms created value for the Kenyan people. As the Second Annual Progress Report[113] on the Implementation of MTPI indicates, "the reforms are necessary to align the law to adhere to good governance practices required to facilitate rapid and sustained economic growth and development." This indicates that resources were generally well utilized to add value as intended in project plans.

With regard to timeliness of resource disbursements, programme efficiency was mixed. In the PSR project, UNDP paid invoices promptly as long as the activities in question were in the work plan. In the Elections project, resource flow was slow and inefficient due to field officers' delays in completing accounting documents. In the Support to the Ministry of Justice project, there was no problem with timelines. From September 2012, the CIC project experienced timely disbursement of resources as per agreed schedules.

Monitoring and evaluation as well as reporting were shown to be weak in the democratic gov-

---

110 Commission for the Implementation of the Constitution, 'Quarterly Report – January to March 2011', CIC, Nairobi, 2011, p. 59.

111 Government of Kenya, 'Constitution of Kenya, 2010' Article 203(2), Nairobi, 2010, p. 123.

112 One of the interviewees noted: "UNDP achieved more for the money invested. Given my experience working in CSOs, I have concluded that in government we achieve more with fewer resources."

113 Government of Kenya, 'Second Annual Progress Report on the Implementation of the First Medium Term Plan (2008-2012)', Monitoring and Evaluation Directorate, Ministry of Planning, National Development and Vision 2030, Nairobi, 2011, p. 126.

ernance programme. Some evaluations were not completed on time and results were not shared in a timely manner with partners. Regular reports to bilateral donors often lacked the full account of project interventions and clear linkages between reported activities and initially envisaged objectives. UNDP's limited ability to demonstrate results was a challenge, as the donors could not see results of what they have funded. As discussed later in Chapter 5, UNDP needs to review its programme/project reporting procedures and format and strengthen its M&E functions.

Adherence to work plans and accounting procedures and support for coordination led to achievement of efficiency. Strict accounting procedures that took into consideration the risks also contributed to efficiency and delivery of results. Resource deployment was efficient enough to create the necessary synergy and elicit the intended outcomes. The PSR project re-organized the public service to recognize the rights of customers and developed systems to ensure high performance standards and efficient delivery of services. It also supported the Task Force on Devolution, which produced bills to guide devolution. Support to CIC further deepened realization of governance accountability in Kenya. Therefore, the projects in the democratic governance programme were seamlessly interlinked in ways that led to realization of the outcome 47.

SUSTAINABILITY

The programme designs were generally robust enough for sustainable results despite identification of some challenges. In terms of potential for sustaining UNDP's contribution to democratic governance in Kenya, project results were assessed as sustainable.

The quality of programme design for sustainable results in the democratic governance portfolio was mixed. On the positive side, the design of the PSR project, which focused on capacity-building and development of systems and processes to anchor key reforms such as performance contracting and results-based management, offered opportunities for entrenching the reform agenda in the government architecture. Despite the post-crisis environment characterized by short-term preoccupations, the project achieved results due to the congruency between government priorities and the reform focus and design.[114] This design sidestepped the political risks of transition by positioning PSR as demand-driven through stakeholder involvement. This was especially evident in the Prime Minister's Round Table meetings, which gave citizens a voice. The awareness of the rights to high-quality public services drove reform to the top of political agenda.

Support to CIC was also sustainable in the sense that it supported self-perpetuation of the outputs, including the development and review of legislation, administrative procedure, and policy for implementation of the Constitution. However, in terms of design it is difficult to locate provisions for continuing such outputs as jurisprudence development through litigation in public interest and holding state institutions to account on the implementation of the constitution. Activities implemented under the Ministry of Justice project were sensitive to the political environment, for instance some of the delays in enactment of legislations were occasioned by delays in parliament; but the Ministry of Justice had to adjust activities in a way that was responsive to the political environment.[115] The design was therefore responsive to the political environment and risks as well as robust enough to deliver sustainable results.

However, the design of other projects in the portfolio led to challenges in delivering sustainable results, such as in the support to electoral

---

114   UNDP, 'End of Programme Evaluation – Public Service Reforms Programme Phase II', PricewaterhouseCoopers Limited and UNDP, Nairobi, 2013, p. 58.

115   UNDP Kenya, 'Support to Implementation of Resultant National Processes from the Kenya National Dialogue and Reconciliation: Annual Project Review for the Period July 1, 2010 to December 31, 2011', Nairobi, 2012, p. 5.

reforms and processes project. While the IEBC is in place, the project focused on preparations for the 2013 elections without any continuity structures. As one respondent said, "Support to elections focused more on election organization than on capacity-building, which leaves gaps in the future of elections in terms of capacity to handle elections going forward."

There is potential for sustaining UNDP's contribution in the area of democratic governance in Kenya. In service delivery in the public sector, for instance, the changes that came with public-sector reforms support have reasonably transformed the mindset of public servants and the expectations of the public to sustain the change into the foreseeable future. The Government has underwritten the costs of performance contracting and integrated service delivery including the new Huduma Centres, service charters and commitment to customer rights. The Kenya School of Government has been re-engineered to spearhead capacity-building in the public sector. Together with political support for the continuity of public-sector reforms and improvement in service delivery standards, these changes constitute the greatest promise of sustainability of UNDP support. Overall, sustainability of UNDP support rests with a sensitized and organized citizenry. The next phase of UNDP support in democratic governance should thus focus more on civic education, awareness instilling skills and organizational capacities among citizens to safeguard the Constitution and their hard-earned rights and freedoms and monitor actions of the State in service delivery and prudent use of resources while supporting democratic space.

It was also found that some of the activities in the democratic governance portfolio, such as civic education and peace building, were carried out without clear strategies for scaling up. Civic education and district peace committees played a major role in keeping the peace during and after elections in March 2013. However, there have been no specific plans elaborated as to how to scale up civic education or the work started by peace committees in the future, neither on paper nor in practice. These efforts were discontinued or fizzled out as soon as the elections were over.

Democratic governance projects were sustainable largely due to their responsiveness to emerging needs, the subsequent national ownership of outputs and anchorage on the Constitution of Kenya. Constitutionalism is growing into the national culture but further support is required to strengthen state actors to play their roles and empower civil society as well as other non-state actors to enhance implementation. This will contribute to further achievement of the democratic governance agenda.

4.2 DISASTER RISK REDUCTION AND RECOVERY/PEACE BUILDING AND CONFLICT PREVENTION

> **Outcome 48:**
> National plans and policies for conflict and disaster management (including disaster risk reduction) operationalized and capacity developed at national and district level.

RELEVANCE

UNDP's assistance has high relevance in the local and national context as it addresses priority national and local needs in the context of both post-election violence and ASAL.

The primary goal of the outcome was to support the Government in addressing institutional, policy and practice issues related to peace building and disaster and conflict management throughout society. The outcome was to be achieved through delivery of two main outputs: strategic framework and national coordination mechanisms for conflict/peace building and disaster management; and disaster risk reduction.

UNDP's work is founded on the strategies outlined by the Government in the National Policy on Peace Building and Conflict Management (2006) and other relevant policies, notably, Vision 2030. The National Policy on Peace Building and Conflict Management addresses

the following key challenges which parallel the focus of UNDP activities:

i. Establishing an institutional framework for conflict management and peace building that fosters strong partnerships between the Government, markets, civil society, United Nations agencies, donors, communities and regional organizations for sustainable development.

ii. Developing sustainable conflict-management and peace-building strategies that provide for conflict-sensitive planning, implementation and monitoring and evaluation.

iii. Mainstreaming gender issues in conflict management with specific focus on the empowerment of women towards long-term conflict mitigation and peace making.

iv. Addressing root causes of internal and cross-border conflicts and establishing prevention strategies to prevent cross-border conflicts with neighbouring states.

Before 2012, Kenya lacked an official policy or legal framework to guide disaster management. Forums such as the Kenya Food Security Meeting and its technical arm, Kenya Food Security Steering Group, the Arid Lands Resource Management Project, the Ministry of State for Special Programmes (MoSSP) and the National Disaster Operations Centre, among others, led the operational side of disaster management, which was predominantly focused on emergency response, and to a lesser extent, preparedness. UNDP's support throughout the period being reviewed focused on supporting the Government in developing a policy framework, which was finally adopted in 2012. This policy document, the National Disaster Risk Management Policy in Kenya[116] provides for (i) legislative instruments to embed institutional structures for disaster management within the Government, and (ii) an integrated and coordinated disaster risk

management policy focused on preventing or reducing the risk of disasters; mitigating the severity of disasters; preparedness; rapid and effective response to disasters; and post-disaster recovery.

The conceptual framework underpinning the policies and structures follow international best practices in treating disaster management as a continuum of practices from risks and vulnerability assessment to early warning, mitigation, preparedness and response to recovery. Establishment of the National Drought Management Authority (NDMA) and the ASAL policy provide a legal and institutional framework for the coordination and effective management of drought, which often leads to disasters in the country. Hence, these structures and policies are highly relevant.

More importantly, UNDP has been instrumental in enabling key institutions at national and county/district levels (NDMA, MoSSP, District Peace Committees [DPCs], in particular) to look at conflict and natural disasters in an interconnected way in the context of Kenya, where natural disasters exacerbate conflicts and vice versa. There is strong evidence that conflict and fragility increase the impact of natural disasters, notably by increasing vulnerability to natural hazards. For instance, conflict between communities and countries may restrict movement of pastoralists, whose livelihoods are based on mobility and free access to pastures, especially during dry seasons. This was one reason why the drought of 2010-2011 had such a severe impact in Somalia and some parts of Kenya. Conflict can also drive individuals to sell assets, which increases disaster risk.[117]

UNDP's work on strengthening peace structures such as the National Steering Committee on Peace Building and Conflict Management (NSC), National Cohesion and Integration Commission (NCIC) and PeaceNet Kenya

---

116 The policy has been adopted by the cabinet and awaits the President's approval.

117 Katie Hariss, David Keen and Tom Mitchell. 'When Disasters and Conflicts Collide', Overseas Development Institute, February 2013.

through Uwiano Platform for Peace brought the Government, civil society and the media together to work on peace issues for the first time. UNDP played a key role in encouraging some of the donors to engage in the process. According to several civil society key informants, they had no leverage to engage with the Government until UNDP brought them together on a common platform. Several NGOs were working at the community level on peace issues, but without the ability to influence the Government's thinking and actions, their efforts had limited impact.

UNDP's approach has been to work with the Government at both national and county/sub-county levels as primary stakeholders, and then bringing on board civil society, political forces, community leaders, the media and experts to work collaboratively on issues linked to conflict and disaster management both nationally and locally. The approach has been highly relevant in the context of Kenya, with its history of deep divisions and fractious relationship among different entities. All external key informants commented that UNDP's most significant contribution in disaster and conflict management has been in achieving collaboration among different entities.[118] Another element of UNDP's approach that was highlighted by government officials and NGOs was bringing in best practices and cutting-edge thinking on issues such as the interface between natural disasters and conflict; experiences on disaster risk reduction from different countries; and the concept of truth, justice and reconciliation commission from South Africa, among others.

Many of the community-level activities being supported by UNDP in ASAL areas – such as soil and water conservation, rangeland development and promotion of drought-tolerant crops – are directly addressing the needs of vulnerable communities. Given their potential to create resilience in ASAL areas, they are relevant.

EFFECTIVENESS

UNDP's interventions in conflict management and peace building related to post-election violence were highly effective. On activities related to natural disaster management and disaster risk reduction, results have been mixed. This has been due to the regional disconnect between early warning and early action on the one hand, and insufficient investment in disaster risk reduction, on the other.

Work on peace building and conflict management in a country like Kenya is an ongoing process. Yet the policy framework and institutional capacity that UNDP's programme has been instrumental in bringing about led to conditions under which a constitutional referendum and a national election could be held in relative peace and harmony – a significant outcome for a country with a history of election-related violence. Creation of the NCIC; strengthening the NSC and creating direct links with CSOs and local structures; the work of DPCs on peace and security issues; and the Uwiano platform for peace have all contributed to "reducing the political temperature in the country," in the words of one informant.[119] UNDP also supported a survey that indicated that there could be between 530,000 to 680,000 illegal SALW in circulation in Kenya. This research is now helping the Government undertake a programme for surrender and collection of small arms. Kenya certainly

---

118   Several examples were cited in this regard: collaborative leadership training for politicians and parliamentarians; Uwiano platform involving civil society, media, government agencies and UN; strengthening the DPCs with independent members from local CSOs, government agencies, community leaders and academic institutions; facilitating partnership between National Steering Committee on Peace building and Conflict Management and NGOs like ACORD, PeaceNet and Kenya Peace Platform and promoting the work of TJRC. In disaster risk reduction, UNDP has supported the national platform, a coordination forum for major stakeholders, conducted training for over 700 government staff and 3,000 community members on community-based disaster risk management, supported capacity-building of policy makers through exchange visits (e.g. Mozambique, Japan and Israel), established a partnership with Masinde Muliro University.

119   The work on Uwiano included training of over 100 mediators. The pre-election leadership training was provided to over 25 counties and independent commissions such as IECB.

now has better all-round capacity to identify risk and conflict factors and act on early warnings, and it has adopted some of the best practices drawn from different contexts in its national peace building and conflict management policy.

UNDP has played a critical role in the development of various policy and institutional frameworks for disaster management in the country. Stakeholders noted that UNDP's inputs and ability to bring insights from experiences in different countries (such as the community peace reconciliation model from Burundi and the truth and reconciliation commission from South Africa) made important contributions to policy frameworks and documents, especially in conflict management. However, it is unclear how much real progress has been made in disaster preparedness and contingency planning for natural disasters, particularly floods and droughts. Various evaluations of response to the 2010-2011 drought revealed that preparedness, response capacity and ability to translate early warning into early action remained weak at every level in the country.[120]

The DPCs have proven to be a valuable interface between the Government, community leaders and CSOs when responding to situations of conflict and insecurity.[121] Through a community-based early warning system, the DPCs have facilitated early detection of potential violence that has resulted in reduced frequency of conflicts and enhanced harmony and synergy in peace building efforts among state and non-state actors. Interviews and focus group discussions suggest that early warning on conflict at the community level has improved radically since the 2007-2008 post-election violence.

An important initiative, besides the Uwiano platform, in partnership with NGOs was UNDP's facilitation of the community peace, recovery and reconciliation model.[122] Additionally, UNDP facilitated the finalization and implementation of strategies, policies and action plans for SALW and enhanced capacities for intercommunal dialogue and reconciliation in districts using the social contract method of reconciliation with greater engagement of youth.[123] Control and management of illicit SALW was achieved through support to a government programme on voluntary disarmament and destruction of illicit arms.

Under the project Supporting Implementation of Peace Agreement, UNDP partnered with the Kenya Institute of Governance and ACORD to provide collaborative leadership training to parliamentarians and capacity-building support to TJRC.[124] According to at least half a dozen senior government officials interviewed, the collaborative leadership programme, which brought together politicians from rival parties, helped these politicians realize they could work together on national issues on a win-win basis. This may have contributed to the reduction in hate speech and violence during the last election.

In the ASAL areas where conflict is linked to access to water and pastures and ownership of cattle, UNDP supported activities of LOKADO (Lokichoggio Oropoi Kakuma Development Organization), a local NGO working on peace building and partnerships with the Government in Turkana County. The organization works on cattle raiding, a common practice in the area and across the borders of neighbouring countries, which leads to serious clashes between

120 (1) Inter-Agency Standing Committee, 'Real Time Evaluation of the Humanitarian Response to the Horn of Africa Drought Crisis – Kenya', 2012. (2) Independent Commission for Aid Impact, 'DFID's Humanitarian Response to the Horn of Africa Drought', 2012.

121 UNDP Kenya, 'UNDP CPAP Outcome Evaluation 2012: KEN Outcome 49 – Effectiveness of Emergency Response and Early Recovery', Nairobi, July 2012.

122 NSC/ACORD, 'Community Peace Recovery & Reconciliation – A Handbook for Generating Leadership for Sustainable Peace and Recovery among Divided Communities', 2011.

123 ROAR 2010.

124 UNDP Kenya, 'Annual Progress Report 2011 - Supporting Implementation of Peace Agreements'.

communities. LOKADO works with young people and cattle raiders in Turkana on multiple fronts – development of alternative livelihoods for young people, surrender of small arms, community peace building and engagement with security forces inside Kenya and with Ugandan border security forces in retrieving stolen herds. Besides facilitating dialogue with the government authorities, UNDP provided LOKADO with VHF radio equipment, which has helped it put in place real-time information and an early warning system on potential tensions and raids, facilitating prompt action. Meetings between border officials of both countries are also held from time to time, supported by UNDP. In many cases, the stolen animals have been recovered. LOKADO reports that cattle raids from Turkana into Uganda have fallen significantly as the young people are now enabled to find alternative livelihoods. It is now expanding its work to the Ugandan side of the border.

Similar examples of peace initiatives in Garissa (which the ADR team could not visit due to security restrictions) were noted in the outcome evaluation of 2012. Through a UNDP-supported violence reduction programme, Armed Violence and Small Arms Reduction, collaborative work involving DPCs, district authorities, local NGOs and communities helped in peace negotiations that quelled inter-clan feuds in the area. Construction of an armoury helped in the process of disarmament.

Overall, national capacities for conflict prevention and management have contributed to improvement in the country's global peace index, which went from 2.37 in 2010 to 2.25 in 2012.[125] Such improvement is attributed to the roll-out and capacitation of the national early warning and response systems of DPCs and the positive cohesion and integration work driven by institutions such as the NCIC.

In terms of disaster risk reduction, especially in the context of drought, Kenya's biggest hazard, the Government is taking various institutional capacity and policy measures with support from UNDP and other several key partners.[126] UNDP's significant contribution has been on capacity-building of key officials through training and exposure visits to learn best practices from other countries. For example, the Ministry of Devolution and Planning, together with UNDP, trained officers from the Ministry headquarters, County Development Planning Officers from 47 counties, and Districts Development Officers on disaster risk reduction using the Hyogo Framework of Action. The training material was later used to draft the national disaster risk reduction manual, and has also contributed to the development profiles for the newly established 47 counties. UNDP supported an exchange visit of six senior officials to Mozambique to learn about disaster risk management, and a number of officials were sent to Japan to observe work there on disaster risk reduction. Several of these officials now champion disaster risk reduction in Kenya. In all the districts visited as part of the ADR, district and county officials showed awareness of the issue and a number of them had been through trainings organized by UNDP. All county plans are now required to integrate disaster risk reduction measures, although the ADR team did not see any completed plans, as these were still under preparation. A draft disaster risk reduction mainstreaming strategy has been developed.

The ADR team visited several project activities implemented by county governments with UNDP support. UNDP has assisted NDMA and Turkana Rehabilitation Programme (TRP) in constructing water pans (rainwater-harvesting structures excavated with digging machines) and soil and water conservation structures in several villages as part of both drought-recovery and risk-reduction activities. Under the Kenya

---

125   ROAR 2012.

126   Besides UNDP, agencies which have significant involvement in drought and ASAL and disaster risk reduction issues in the country are: DFID, ISDR, WFP, FAO, European Union, USAID, among others.

Drought Recovery Programme, UNDP has supported (through TRP) soil and water conservation measures on farmland in Turkana, in which farmers were assisted to build bunds (earthen barriers that reduce runoff) around their plots. This helped farmers to raise rain-fed crops, and the ADR team saw dozens of farmers growing maize, cowpea and sorghum on their plots, which was aiding their recovery from the recent drought. If taken to scale, this work has good potential for drought-proofing communities in the ASAL region.[127]

In terms of work on the ground to reduce communities' vulnerability to disasters, progress has been tardy, and UNDP's scale of interventions has been relatively small compared with the magnitude of the problem. WFP has embarked on a massive intervention in this area through its food-for-assets programme in Kenya. This may be an opportunity to develop a joint programme involving UNDP and WFP, working with NDMA, TRP and NGOs.

ASALs in north and eastern Kenya are particularly vulnerable to drought, with greater than a 40 percent annual probability of moderate-to-severe drought during the rainy season. Data show that during the last 10 years or more, there has been no reduction in the number of people affected by drought, and humanitarian aid for drought response nearly doubled during 2003-2004 and 2011.[128] Data show that disaster risk has not fallen, despite the country's repeated droughts. This is hardly surprising. A study on humanitarian investments globally found that only 4.2 percent of total humanitarian aid in 2009 was for disaster prevention and preparedness.[129] Another analysis found that as little as 1 percent of ODA was invested in reducing disaster risks between 2000 and 2010.[130] Donors and governments have been hesitant about investing in preparedness and disaster risk reduction due to the high investment needed in the short run on basic services and infrastructure to build resilience.[131] Politically it is far easier to justify huge expenditure on life-saving emergency response than substantial investment in preventive measures, although evidence shows that risk-reduction measures are more cost-effective.[132]

In Kenya, disaster management historically has been predominantly relief-oriented. To build long-term sustainability and resilience, life-saving and livelihoods interventions need to strengthen people's ability to withstand future shocks and disasters.[133] Most successful (from other agencies' work) are initiatives to link meeting humanitarian emergency needs with enabling vulnerable communities to become more resilient to the effects of future shocks. These include the Poverty and Safety Net Programme in Ethiopia and the Humanitarian Safety Net Programme (HSNP)[134] in Kenya. Both have provided a

---

127 Interviews included a comment: "UNDP works only in some of the locations in west and central Turkana. Even if a few rangelands are developed in some pockets, what difference will this make in the entire ASAL areas which need several thousands of such projects?"

128 See Table 2 in section 2.3 on historical comparison of drought events in Kenya and humanitarian aid.

129 J. Kellet and H. Sweeney, 'Analysis of Financing Mechanisms and Funding Streams to Enhance Emergency Preparedness: A Synthesis Report', Development Initiatives, UK, 2011.

130 Katie Hariss, David Keen and Tom Mitchell, 'When Disasters and Conflicts Collide', Overseas Development Institute, February 2013.

131 Catherine Fitzgibbon, 'The Economics of Early Response and Disaster Resilience: Lessons from Kenya', *Humanitarian Exchange Magazine*, Issue 56, January 2013.

132 One Oxfam study argued that protecting core livestock herds was much cheaper than rebuilding them once they have been decimated by drought; one study found that in northern Kenya, it was three times more expensive to restock a core herd than to keep animals alive through supplementary feeding. Oxfam, 'Briefing on the Horn of Africa Drought 2011: Disaster Risk Reduction – Fundamental to Saving Lives and Reducing Poverty', August 2011.

133 DFID, 'Humanitarian Emergency Response Review', 2011.

134 Funded by DFID and modelled after Ethiopia's Poverty and Safety Net Programme, the HSNP, which provides a safety net to most vulnerable population over a relatively long period of time, has enabled communities to improve their livelihoods and become more resilient to the effects of shocks.

safety net to the most vulnerable populations over a relatively long period, enabling communities to improve their livelihoods and become more resilient.[135] Evidence also suggests that in highly fragile pastoralist areas like Marsabit and Turkana, market-based interventions have tremendous potential to make communities more resilient, such as by bringing financial services to the poor through index-based livestock insurance (ICAI 2012). It will be important for UNDP and agencies like NDMA (which is supposed to be playing a lead role in building community resilience) to draw on this emerging evidence and formulate strategies for scaling up similar evidence-based interventions.

EFFICIENCY

Relatively poor performance was found in terms of efficiency of UNDP programmes in peace building, conflict and disaster management due to inefficient administrative practices and bureaucratic organizational procedures.

UNDP programmes in disaster management, peace building and conflict management are delivered through a mixture of NIM and DIM, with emphasis on NIM. Both the systems seem to have serious bottlenecks in terms of timeliness and meeting deadlines. A near-unanimous view among external informants (and some internal) was that UNDP invariably releases payments several months late. By the time the payment is released, the time remaining for implementation is compressed and agencies have to rush, often resulting in poor quality control. Several organizations (both NGOs and government agencies) told the ADR team of such delays. It appears that organizations have to submit to UNDP financial reports for the previous phase of work carried out and a work plan for the following three months and then wait several weeks or months for formal approval and release of payments for the next phase. Repeated complaints to programme management and senior country staff have produced little, according to several interviewees. One senior government official captured the sentiment of many of those interviewed: "I and my staff feel many times to tell UNDP to keep its money and not to waste our time." However, on the positive side, UNDP is known to bring ideas to the table and can be trusted as a long-term partner while most other agencies' support is one-off or irregular.

An important part of UNDP's human resource strategy in Kenya has been the use of national volunteers as part of the UNV scheme. UNDP developed a cadre of 50 educated youths as UNVs who were trained in peace building and conflict resolution.[136] They were followed by the Neighbourhood Volunteers Programme, which was the beginning of peace building in the areas affected by the post-election violence, and DPCs were formed after that. The UNVs work as peace monitors and act as secretary for the DPCs. Their involvement in DPCs in particular has enabled the volunteer-based committees to function efficiently and deliver results. DPCs have contributed to developing a community-based early warning system to prevent conflicts in hotspot regions improved through sensitization and awareness campaigns.

UNDP's CPD for 2009-2013 committed to introducing a new partnership approach with the private sector and a number of key NGOs as major implementers. However, ADR research has not found evidence of any strong partnership with the private sector. Though there has been some strategic engagement with NGOs on peace building and conflict management, no such engagement was noted on disaster risk reduction.

---

135   Independent Commission for Aid Impact, 'DFID's Humanitarian Response to the Horn of Africa Drought', 2012.

136   UNVs were also reported as having been recruited and seconded to government institutions in charge of disaster risk management, supporting relevant training, awareness raising and livelihood activities in disaster-affected counties. The evaluation could not fully substantiate this, however, as the work of UNVs was predominantly reported in relation to response to the post-election violence rather than to disaster risk management during data collection.

SUSTAINABILITY

UNDP's interventions are rooted in national and local ownership, providing a strong platform for sustainability. UNDP has consistently assisted the Government at various levels in developing and implementing policies and institutional frameworks that are now being driven by the Government, which is likely to contribute to continuity in outcomes.

A clear message from the ADR was UNDP's strong emphasis on building institutional and programmatic capacity of government agencies at national, county and district levels, and in several instances the capacity of community groups, such as rangeland management and water pan committees, to take ownership of project activities. Equally importantly, all key informants see UNDP as a reliable partner that supports capacity-building over a reasonable period, with a clear plan and strategy. In the peace building and conflict management component, structures created at divisional, district and national levels have engaged multiple entities, including CSOs and communities, to work with the Government on local and national issues. Although financially these structures are still not fully self-reliant and may need further assistance, they have potential to sustain themselves as the Government begins to take full ownership.

Support on disaster management and disaster risk reduction to NDMA in particular is creating capacities for this new institution to take the lead in ASAL areas. NDMA already is able to engage with multiple donors, NGOs and other institutions. That a newly formed institution is able to take charge of coordinating and managing the entire range of disaster management in ASAL areas owes a great deal to UNDP's consistent support for development of the institution's human resources and programmatic direction. Overall, it can be said that UNDP has played a key role in assisting the Government of Kenya

build a foundation for effective disaster management in the country. However, these structures are still at a nascent stage and will require support from various organizations until the Government has the capacity to sustain these institutions and their activities. The work on disaster risk reduction and resilience is just beginning to take shape, and UNDP's current support amounts to no more pilot interventions. This will require substantial support over the coming years before sustainability can be determined.

| **Outcome 49:** |
| Effectiveness of emergency response and early recovery for communities and internally displaced people enhanced. |

RELEVANCE

UNDP's interventions in early recovery in responding to the post-election violence were highly relevant and in line with local needs and priorities.

UNDP defines 'early recovery' as a multidimensional process of recovery that begins in a humanitarian setting, which gradually turns the dividends of humanitarian action into sustainable crisis recovery, resilience building and development opportunities.[137] Traditionally, early-recovery support in Kenya has been weak. Recovery in the aftermath of disasters is highly resource intensive, given the need to rebuild assets and livelihoods (after droughts and floods), resettle and rehabilitate displaced people (following conflict or severe floods) and provide infrastructure, such as water, schools, roads and markets. At the same time, as early recovery falls outside the country's development plans and framework, coordination of this work and resource mobilization for it have tended, like relief, to be spontaneous and disorganized. Organizations have often provided some support for short-term initiatives, but systematic and sustained support to early recovery has not been part of any agency's priority.

---

137   UNDP external website, 'Our Work – Crisis Prevention and Recovery' at <www.undp.org/content/undp/en/home/ourwork/crisispreventionandrecovery/overview.html>.

Through UNDP support, particularly after the election violence, the Government is now beginning to appreciate the importance of early-recovery interventions, as distinct from relief response and development programmes. UNDP assisted victims of the post-election violence to re-establish businesses and livelihoods through district business solutions centres and promoted group revolving funds. This took into account the local context of economic recovery and was implemented in partnership with technical line ministries of county governments. Under the Post-Election Livelihoods Recovery project, UNDP provided farm inputs, tools, restocking and protection of herds, and support for fish farming. It also established revolving funds to develop and diversify business opportunities for unemployed youths.

Early-recovery programming is now recognized in Kenya as a key part of managing post-emergency interventions to enable communities to revive and re-establish their livelihoods. UNDP has supported formulation of relevant policies for recovery from disasters including policies on ASAL and displaced people policies.[138] The Government has agreed to include DRR and early recovery in MTPII.[139]

In ASAL areas, the recovery interventions have rightly been focused on land- and pasture-based livelihoods systems, with some support to diversify livelihoods through non-farm-based income-generating activities, setting up small businesses and installing greenhouses. Recurrent drought affects nearly 3 million people annually. The Government has thus developed a strategy to deal with drought emergencies that focuses on elements such as building sustainable livelihoods, peace and human security, and provision of quality humanitarian relief when required.[140]

UNDP has also supported infrastructure development like construction of schools and dormitories in ASAL regions, which suffer from chronic under-investment and lack of infrastructure. Many schools in the area do not have sufficient classrooms or access to safe water or other basic infrastructure, so the need is desperate. Although this infrastructure meets critical needs of people, it remains a question to what extent it can be considered an early-recovery intervention rather than a development intervention in areas with chronic needs.

EFFECTIVENESS

The effectiveness of UNDP's recovery interventions has been mixed. Early recovery work in post-election violence areas has been more effective than drought recovery work in ASAL areas. This is primarily because the relatively prosperous economy and markets in the election violence areas have better absorption capacity for livelihoods and business interventions than in ASAL areas.

In the areas affected by post-election violence, UNDP supported the establishment of District Business Solution Centres (DBSCs) to provide entrepreneurship training to displaced people and affected communities. These centres, based on a public-private partnership model, provide one-stop business development advice and services to youth, women and local small and medium enterprises. Interventions have included support to dairy farming cooperatives to increase productivity; to petty trades and small businesses, such as hairdressing, grocery shops, carpentry, tailoring, fruit juice processing); and to formation of savings and credit groups to provide financial access for poor people. DBSCs can link some of the aspiring businesses with financial institutions. The DBSCs

---

138   One of the key challenges faced during the 2007-2008 post-election violence was lack of a legal framework to guide stakeholders during their response. However, in 2012, the Government passed an IDP policy that is expected to strengthen coordination of IDP issues and provide a coherent framework for intervention. (ROAR 2012)

139   ROAR 2012.

140   ROAR 2011.

have established partnerships with NGOs and other institutions, such as Mercy Corps and SNV Netherlands, as well as with several ministries. The main factor contributing to the success of DBSC as a model is that it has brought together government expertise and resources with involved communities and businesses.

In Nakuru district, nearly 97 percent of families affected by post-election violence were reported as having been rehabilitated. Focus group discussions with communities from various districts indicated that most of the affected families have re-established some form of livelihood, although in some cases it might take years for them to regain their previous asset and income status.

Recovery has been realized to a substantial degree for the communities affected by the post-election violence, and UNDP has played a pivotal role in facilitating it. This is mainly due to two factors: (i) serious commitment and prioritization of recovery work in the areas affected by violence by national and county governments; and (ii) the relatively prosperous economy and markets in the area, which have better absorption capacity for livelihoods and business interventions than do ASAL areas.

UNDP has supported several major initiatives in the ASAL areas for over a decade now, including support for the Arid Lands Resource Management Programme II, a precursor of NDMA. The Kenya Drought Recovery Programme,[141] supported by UNDP's Bureau for Crisis Prevention and Recovery (with additional funding by Japan) has been an ongoing project focusing on land and water development, rangeland development, food security and income-generating activities. UNDP has partnered closely in this with both NDMA and TRP, a 30-year government programme

in the area, focusing on water harvesting and soil conservation.

UNDP is contributing to recovery and diversification of livelihoods of over 200,000 communities affected by drought, conflict and other disasters by providing access to water tanks and boreholes; training 150 groups (each comprising of 20-30 members) in business skills, leading some of them to establish small-scale businesses; installation of 22 greenhouses that are generating income for schools as well as teaching; provision of improved drought-tolerant seeds to 2,200 farmers and training of 1,000 farmers; and construction of five irrigation schemes expected to reach thousands of people.[142]

The evaluation team visited two water pans under construction by TRP. These projects could have done better in terms of involving local people in excavation, a low-skill task, which would have boosted household recovery as well as the local economy. The water pans, whose maintenance is the responsibility of local water committees, are highly appropriate interventions for both recovery from drought and as risk reduction measures in this area, which receives about 300-500 mm of rain annually, mostly during the long-rains seasons. UNDP has also supported soil and water conservation measures by helping farmers to build bunds around their plots.

Among other activities in recovery, greenhouses (120 sq. metres) have been provided to five schools in Turkana County. In addition to serving as education models for students and communities, they will produce income for the schools by allowing them to growing cash crops. While the technical feasibility of using greenhouses to grow crops with less water in drought years has been proven, the start-up cost is high,

---

141 The programme document 'Kenya Drought Recovery Programme 2011-13' focuses on Turkana and Garissa districts, with support for water provision, alternative livelihoods and livestock production, and capacity of local authorities to plan, implement and coordinate recovery. Host communities hosting refugees from Northern and North-Eastern Kenya and Somalia are prime targets.

142 ROAR 2012.

in the range of 200,000 Ksh or more. Hence, all greenhouses are fully subsidized by donors. The greenhouses will require periodic repairs and replacement to be sustainable, and it remains to be seen if the beneficiaries will make these investments. Until experience provides the answer, this remains an experiment that may provide valuable lessons for future.

Among other activities, UNDP has provided equipment for flour mills (*poshomills*) in several locations. Working through the trade department of the county governments, beneficiaries (groups of men and women) were selected and encouraged to form groups of 25-35 members. All the *poshomills* seen by the ADR team were newly set up, and it is not yet clear if these are viable enterprises for such large groups, since most in the area are privately owned and operated by one or two people.

Based on the site visits to Turkana and desk review of work done on drought-related recovery work with affected communities, the ADR concludes that UNDP has developed good partnerships with NDMA at national and county level, and with TRP in particular, and that these are leading recovery work in ASAL regions.

Following the drought of 2010-2011, UNDP attempted to coordinate an early-recovery sector working group in the country. It had limited success for a short period and then was dissolved. The ADR could not find any valid explanation for this.

In ASAL areas, UNDP's support for water pans, soil and water conservation, and rangeland development are all contributing to recovery and risk reduction at the community level. However, the scale of work in comparison to the needs remains limited. Turkana is a large county, and UNDP's support is localized in a few villages in the west and central part of the county. Recovery work, especially re-establishing livelihoods, is immensely resource-intensive. As noted in a lessons learning exercise on the Horn of Africa 2011 drought response conducted by the Overseas Development Institute,[143] organizations are currently not set up to provide large-scale response in the early-recovery phase. Another study noted that in Ethiopia, which received the largest amount of funding after the 2011 drought, funding for livelihood interventions was estimated at $15 million to $20 million, out of a total humanitarian assistance estimated at $800 million.[144]

EFFICIENCY

Relatively poor performance was found in terms of efficiency of UNDP programmes in early recovery due to inefficient administrative practices and organizational procedures.

Similar to the findings for outcome 48, the ADR found lengthy delays in processing payments, which squeezes the time for implementation, often resulting in poor quality.

UNDP's CPD for 2009-2013 committed to introducing a new partnership approach with the private sector and a number of key non-governmental organizations as major implementers. The ADR has not found evidence of any strong partnership with the private sector.

Within the Country Office, cross-programme interactions appear to be limited, as each programme unit functions independently in developing and implementing its plans. Livelihood activities like tanneries, agro-processing and greenhouses have been implemented under the early recovery programme as well as under the economic growth programme in ASAL areas, but there has been little interaction between the

---

143   Overseas Development Institute, 'Better Response to Food Crises: Learning the Lessons of the Horn of Africa Crisis 2011', ODI Roundtable Report – Summary, 27 February 2012.

144   Adrian Cullis, 'Improving Drought Management Systems in the Horn of Africa', *Humanitarian Exchange Magazine*, Issue 53, February 2012.

two. This could have helped coordination and exchange of lessons.

Similar to findings in the CPAP 2012 evaluation of outcome 49,[145] this ADR observed that the outcome and output statements in key documents such as the CPAP, Strategic Framework, Integrated Work Plans (IWPs) and ROARs are not consistent, creating an impression of lack of coordination in developing the various documents. DRR, for example, is reported under both outcomes 48 and 49, as is national capacity for disaster and conflict management. The overlap between the two outcomes (48 and 49) in the project designs raises difficulty when evaluating performance on each outcome separately.

SUSTAINABILITY

Most of the activities supported in post-election violence areas will continue at the end of the project as either the communities or local authorities have taken ownership of them.

UNDP's emphasis on national and local ownership is what potentially makes its interventions sustainable in the long-run, as the evidence from post-election violence areas indicate. Communities have taken ownership of most of the activities supported in the affected areas (milk-cooling plant, farming activities, cattle rearing, shorts, etc.) and so has the local authorities (DBSCs). In the ASAL areas, however, activities like water pans, *poshomills* and greenhouses, which have been undertaken in recent months, will require continuous follow-up and support. In fragile areas with a low level of economic activities and market development, livelihoods interventions require long-term support. In relatively prosperous communities, livelihoods assistance often works as a one-off product (training and equipment) delivered to target beneficiaries. This means that ongoing support

on recovery work will be needed in ASAL areas before the communities and local authorities acquire sufficient capacity and interest to sustain them.

4.3 INCLUSIVE ECONOMIC GROWTH

Two related outcomes in the inclusive economic growth portfolio were:

Outcome 44:
Policies and programmes for an inclusive private-sector development and employment creation developed and implemented by 2013.

Outcome 45:
Policies and programmes for trade and investment facilitation developed and implemented by 2013.

RELEVANCE

UNDP's interventions to facilitate economic empowerment of Kenyan citizens, particularly through its attention to young people, women and small and medium-size business enterprises, are highly relevant to national goals and priorities. In terms of the relevance of approaches taken, however, the two outcomes under the portfolio are so intertwined that there is virtually no distinction between them.

Kenya's aspiration for economic growth and development has been set forth in various ground-breaking government strategy papers, including the ERSWEC and Vision 2030. The focus of UNDP's support to the Government in the outcome area was facilitation of private-sector development and the equitable and growing participation in economic activities by the country's vulnerable groups, i.e. youth, women and micro, small and medium-size enterprises (MSMEs). Given that over 80 percent of the country's workforce operates in the informal sector, UNDP's attention to

---

145   UNDP Kenya, 'UNDP CPAP Outcome Evaluation 2012: KEN Outcome 49 - Effectiveness of Emergency Response and Early Recovery', July 2012.

those target groups was particularly relevant.[146] UNDP's central programme strategy was to use the capacity of private-sector institutions and networks for engaging in policy formulation and implementation, and to strengthen local mechanisms to improve service delivery and support entrepreneurship development for youth and women.[147] The objectives of these two outcomes (developed by the former Poverty Group, currently the Inclusive Economic Growth Unit) were directly aligned with the UNDAF (outcome 3.1 on economic growth).

UNDP's support focused on improving the business environment through public-private sector partnership, attention to the informal sector, youth employment and women entrepreneurship building. The government implementing partners and development partners interviewed during the evaluation found this approach to be highly relevant to the country's development goals. Many of the project beneficiaries, including youth and women entrepreneurs who were trained through UNDP, also indicated that the projects had provided them with specific tools and knowledge that have allowed them to engage in their respective business activities. The evaluation found the programme's strategic intent to support the Government in achieving sustainable and equitable development, targeting vulnerable groups of the society, highly relevant, which should continue in the next phase of the programme.

The relevance of the programme approaches is a more complicated story. The operations under outcomes 44 and 45 are intertwined, and it is not possible to separate them, as noted in the recent outcome evaluation conducted by the Country Office and reported in its self-assessment (ROAR 2012).[148] While the two outcomes were phrased differently in the CPAP, in practice, there is really no difference between the two, in terms of the key objective and fundamental approaches taken through the projects during the programme period. Both outcomes aim at the economic empowerment of the target groups and the development of an institutional framework for promoting inclusive economic growth, with a particular emphasis on the need for a strong private-public sector linkage and capacity-building of counterparts at both national and local levels. The existing projects under the poverty-related portfolio can be said to contribute to either outcome.

A clearer configuration of the programme portfolio is also needed in another area. The two projects delivered by the Strategic Policy Advisory Unit (SPAU), Mainstreaming MDGs and Vision 2030, in addition to projects managed by the Inclusive Economic Growth Unit, are also said to have contributed to the two outcomes.[149] The Vision 2030 project, however, has been officially classified under democratic governance.[150]

The current Inclusive Economic Growth Unit, which has gone through significant staff changes in the last few years, has recently developed a new strategy, recognizing the weaknesses in

---

146 In a World Bank study, the importance of the informal sector is stated as follows: "…With the formal sector creating only 50,000 jobs, most jobs will need to be generated by the informal sector. Stronger job growth will result only if Kenya improves infrastructure and business climate environment for export industries and boosts household productivity by accepting informal businesses as legitimate parts of the economy." World Bank, 'Kenya Overview', 2013, <www.worldbank.org/en/country/kenya/overview>.

147 UNDP, CPAP 2009-2013.

148 UNDP Kenya, 'Evaluation of CPAP Outcome 44', by Prof. Tom Ogada and Dr Robert Arunga, Nairobi, 29 November 2012. In the evaluation, projects historically reported under #45 in ROAR were included, because of their relevance to the outcome objective.

149 SPAU is a business unit within UNDP, but its core mandate is to provide technical support to the Resident Coordinator's Office. SPAU's two projects deal with the topics that go beyond UNDP's sole mandate but comprise issues of interest among the entire UN system.

150 'Vision 2030' is listed as a project contributing to the outcome on democratic governance (#47) in ROARs (e.g. 2012) rather than to either outcome #44 or #45.

the programme set-up.[151] The new programme launched in March 2013 aims at bringing a clearer, more integrated approach to programming, promoting economic and social inclusion and equity among vulnerable groups, particularly women and youth. The strategy is guided by the principle of inclusive market development, e.g. the Africa Facility for Inclusive Market.[152]

EFFECTIVENESS

The programme has made a positive contribution to strengthening national platforms for public and private partnerships, capacity-building of youth and women in business and entrepreneurship skills, and support for operationalizing the country's broader development visions. However, its long-term effectiveness is yet to be measured.

The two intertwined outcomes had a total of 11 outputs.[153] Except for those related to external trade and investments (which were not pursued, as noted in the previous section), the outputs were either partially or fully achieved. Key achievements and challenges can be summarized as: (i) building the foundation for public and private partnerships; (ii) support for individual capacity-building; and (iii) formulation and operationalization of broader national development goals.

■ *Building the foundation for public and private partnerships:* The programme has contributed to building the foundation for national platforms in private-sector development by facilitating linkages between the public and private sectors. A notable example is UNDP's support to the Kenya Private Sector Alliance (KEPSA), as well as the National Economic and Social Council (NESC), located in the Office of the President. Through its programme, UNDP played a catalytic role in the establishment of these two entities by providing technical advisory services and financial resources, which allowed them forge the basis of a public-private partnership. KEPSA has become a well-recognized organization with policy formulation and capacity-building skills of its own, providing training on behalf of development partners such as the World Bank. NESC is tasked with facilitating national policies (such as Vision 2030) and conducting research to inform the country's decision-making processes. It has completed various flagship studies, such as one on unemployment in Kenya, which resulted in preparation of the National Employment Policy.[154]

To support the Government in implementing the country's Private Sector Development Strategy (PSDS) and coordinate donor resources, UNDP facilitated the establishment of the Secretariat for the PSDS and the Donor Coordination Unit under the Ministry of Trade and Industry. This project had the following key achievements:[155] (i) initial mobilization of funds to support the Secretariat's activities;[156] (ii) establishment of the Business Advocacy and Catalyst Fund to support implementation of activities identified in the PSDS implementation plan (2010); (iii) training in marketing and record-keeping for 16 business management organizations;

---

151 UNDP, 'Economic Empowerment Programme – Programme Document, 2014-2018', (draft).

152 A regional programme led by RBA, see <www.undp.org/content/undp/en/home/ourwork/partners/private_sector/AFIM.html>.

153 CPAP 2009-2013.

154 The unemployment study was conducted in collaboration with a local think tank, KIPPRA. At the time of this evaluation, the draft National Employment Policy was approved by the cabinet, further waiting for approval by the parliament in 2013. Since July 2010, NESC is a member of a global economic community, such as the International Association of Economic and Social Councils and Similar Institutions, benefiting from interactions at the international level.

155 PSDS Donor Coordination Unit Support Project, Project Progress Report (as of 31 July 2013).

156 In 2009, $600,000 was mobilized against the initial target of $500,000 (from Denmark and UNDP), of which $580,000 was disbursed through six interventions and grants.

and (iv) support for studies by the Ministry of East Africa, Commerce and Tourism on customs and tariffs. At the time of the evaluation, it was reported that the Catalyst Fund has ceased to exist, as donors gradually withdrew from funding it over the years.[157]

In a project aimed at the inclusive market development, UNDP supported the Kenya Investment Authority to facilitate business solutions to poverty and to promote pro-poor investments.[158] The goal was the full operationalization of the Authority to ensure that it has the capacity to implement its inclusive market development projects, a series of collaborative initiatives with private sector entities to invest in Kenya's development. In 2012, the Authority supported two business initiatives, which were both reported as success.[159] But perhaps the biggest contribution of the project was its introduction of the critical but fairly new concepts of value chains and inclusive markets to project partners. These concepts were reported as having been integrated into the day-to-day operations at the Kenya Investment Authority, and officials have a greater familiarity and understanding of how to identify and connect relevant partners in a business initiative through value addition, one of the key components of the government blueprint.

At the time of the evaluation, the programme fell short on some outputs envisaged in the CPAP: (i) the number of state/non-state institutions to be supported was reduced from the planned four to two; and (ii) the National Council of Small Enterprises, a coordination mechanism planned to support MSMEs activities at the national level, was not established due to lack of clarity on the appropriate location of such an entity (although the Government now has an MSE framework).[160]

- ■ *Supporting capacity-building of citizens, particularly youth, women and MSMEs*: Through projects such as Kenya National Youth Training and Development, Women in Business Investment and District Business Solution Centres, UNDP targeted youth, women and MSMEs with support to improve their productivity and access opportunities to participate in economic activities. The programme selected its beneficiaries from areas affected by post-election violence and Millennium Districts.[161] The areas of the programme emphasis included, among others, strengthening of Kenya's youth polytechnics through the technical and vocational education and training (TIVET) system,[162] training for building individual skills and knowledge in business and entrepreneurship

---

157   The Catalyst Fund was initially funded by such donors as DFID, Denmark, the Netherlands and EU at the start of the project, but in 2010 only EU remained as a donor, which has also decided not to fund further as of spring 2013. Interviewees reported a lack of perceived capacity in the PSDS Secretariat, as well as shifts in donors' interest for their own activities.

158   Support to Kenya Investment Authority was also covered in the District Business Solution Centres project.

159   The initiatives included, for example, access to maternal health care services (with a Kenyan medical insurance provider, Changamka) to clean water in rural areas (through two Japan-based water purification technologies, one for local individual entrepreneurs and the other for CBOs).

160   The NCSE is also an envisaged output of a particular project, District Business Solution Centres (DBSCs). At the time of the evaluation, the Micro and Small Enterprise Authority (MSE Authority) had just been established for supporting small businesses in Kenya, although it still has not been located under any Ministry (2013). UNDP supports the Authority in the framework of the new integrated Economic Empowerment Programme launched in 2013.

161   The programme reached out to a total of seven MDG Districts and 21 additional districts affected by the post-election violence under the programme, 11 percent of the total districts (257) in the country. Data: Kenya Country Office.

162   At the time of the evaluation, 81 of the country's 650 registered youth polytechnics (12 percent) have been engaged by the programme through curriculum development and training of instructors. For example, the programme trained 12 staff from 60 youth polytechnics (expected to train 10,000 students in their institutions) in new pedagogical skills and ICT. The revitalization of youth polytechnics is underscored in Vision 2030.

among youth and women, and efforts to improve community access to business/market information through the establishment of DBSCs.[163] The DBSC Project provided youth, women and MSMEs in the rural poorest areas better access to business development services.[164]

Through National Youth Development and Training, with support of the Ministry of Youth Affairs and Sports, UNDP offered a three-week training programme in business and entrepreneurship followed by a two-month internship ('attachment') for young people from areas affected by post-election violence and MDG Districts. The project produced concrete outputs: (i) 541 young people have been trained, many of whom have established their own businesses, and (ii) 276 of those who completed the training became registered trainers. These Enterprise Development Agents train other youth, at the request of the Ministry of Youth and development partners.[165] A network of these agents (EDA Forum) has now been set up and is operating like a business, contributing revenues from teaching to the common fund to support the enterprise development work.[166] Various related publications were also produced under the project.[167]

The former trainees who benefited from these efforts generally expressed favourable views about the training. They particularly appreciated (i) the skills and knowledge they acquired (such as in developing business plans and learning human resources management), which they need in launching or expanding their businesses; (ii) networking opportunities for business collaboration; and (iii) exposure to the critical but fairly new concept of value chains and inclusive market. Some reported significant changes following the training, such as increased personal income, ownership of a new business or expansion of a business.[168] Interview results provided clear evidence that the programme had contributed to the trainees' economic activities.

Most of the projects supporting individual skills building for youth and women have recently ended, and trainees only recently completed their training. The extent to which the former trainees can sustain or expand their successes is yet to be seen. There are some challenges in measuring the long-term effectiveness of capacity-building efforts for youth and women. For one, though numerous individual successes were reported, the current results framework has not clearly defined what constitutes programme success for UNDP under its individual capacity-building

---

163 At the time of the evaluation, a total of 11 DBSCs had been established: six under the DBSCs project (with the Ministry of Trade, in Bungoma, Siaya, Muranga, Chuka, Garissa, Bondo); four under the post-election violence project (with the Ministry of Trade & Ministry of Special Programmes, in Kisumu, Nakuru, Eldoret & Kitale) and one under a private-sector partnership arrangement between the Ministry of Trade and the Kitui Catholic Diocese.

164 Based on ROAR 2012, through this project, i) 7,124 youths, women and small business entrepreneurs were trained in enterprise development, of whom 1,209 were internally displaced persons; and, ii) 163 women were supported in accessing funds through financial institutions. Over 620 women entrepreneurs were trained since 2009 under the UNCTAD Empretec model, through the joint financial partnership between UNDP and the Government, and 3,256 women accessed the 11 DBSCs for advisory services and business development.

165 Government of Kenya, 'Brief on the Ministry's Collaboration with UNDP,' Department of Youth Training, Ministry of Youth Affairs and Sports.

166 There is an expectation that UNDP could further support this type of forum in the future, to help it scale up into a self-sufficient business organization.

167 In collaboration with the Ministry of Youth Affairs and Sports, e.g.: i) Business Skills and Entrepreneurship Development: Training Manual (2011); ii) Skills Gap Analysis for Graduates of Youth Polytechnics, Vocational Training Centres & Out-Of-School Youth (2011/2012).

168 Focus group discussions and individual interviews.

interventions at national level, so it is difficult measure its effectiveness.[169] Another is that some of the trainees reported having taken similar training from other organizations (e.g. the World Bank and USAID), making it difficult to isolate the efficacy of UNDP projects.[170] The courses offered by other organizations were described as having been 'equally' or 'much more useful' in getting the former trainees ready for the real business world.[171] There is much room for UNDP to collaborate with other partners operating in similar fields, avoiding duplication of efforts, exploiting synergies and identifying UNDP's own niche in its interventions.[172]

- ■ *Supporting formulation/implementation of broader national goals for development:* Two projects managed by SPAU are expected to support the Government in defining and operationalizing its poverty reduction and human development efforts: (i) Mainstreaming MDGs (phase 1: 2005-2008/09 and phase 2: 2009-2013), which aims to institutionalize and mainstream MDG-based planning, policy formulation, budgeting, monitoring and reporting processes in the country, across sectors, at

national and local levels;[173] and (ii) Support to Vision 2030 (2008-2014), which aims to strengthen the capacity of the Ministry of Planning and National Development to enhance efficiency and effectiveness in formulating and monitoring and evaluation of the delivery of pro-poor planning and policies.[174]

The MDG project was reported as having been critical, as it provided practical support to the Government in its implementation of the MDGs. The project consisted of conducting a needs assessment, building capacity in MDG-based budgeting and planning, and raising awareness among parliamentarians and government officials. The project was particularly useful in helping national government officials to better understand the meaning of 'mainstreaming the MDGs', and by helping them to transfer this knowledge to district officials.[175] Efforts to promote the MDGs have continued through events such as an annual MDG Forum, which recognizes private-sector engagements in achieving MDGs, and in preparation and finalization of the MDG Acceleration Framework (MAF), which focuses on achieving the goals

---

169 For example, indicators such as the number of youth polytechnics linked to TIVET, or the number of districts covered under the entrepreneurship training programme, may help to monitor UNDP's activities, but do not describe what UNDP wishes to achieve at the country level, collectively through its projects, as part of support to Kenya's economic development. Even though success stories may be significant at the individual level, they may as well be a drop in the ocean in the overall goals of the programme.

170 For example, the World Bank has a programme on youth empowerment in Kenya, which offers a similar but more intensive training to youth. The programme recognizes the country's needs in addressing youth issues, by offering a three-month course on entrepreneurship, plus three months of 'attachment' and mentorship, designed to meet the real-world demand of the private sector and labour market in the country.

171 According to the World Bank study, the Bank's youth employment programme is based on a solid analysis and a multipronged strategy that includes complementary interventions aimed at removing key constraints works best in youth employment programmes, i.e. influencing job creation and work opportunities for youth, labour markets characteristics, and labour supply. Based on its study of 38 impact evaluations, factors contributing to the success include participation of private sector, personal monitoring and follow-up of individual participants, and a combination of complementary interventions, such as training with job search and placement assistance, rather than isolated interventions. World Bank, 'Youth Employment Programmes: An Evaluation of World Bank and IFC Support', September 2012.

172 For example, IFC also works on small and medium enterprise projects, similar to UNDP's.

173 'Mainstreaming MDGs in Kenya's Development Process', Project Document.

174 'Support for Development and Implementation of Vision 2030 Medium Term Plan', Project Document.

175 One interviewee said, "We all know what MDGs are but not many people know what it means by 'mainstreaming' them in our planning and implementation – and this was a significant contribution from UNDP to the government officials, who themselves have to advocate the concept throughout their ministries and to local authorities."

on child and maternal mortality.[176] The final project evaluation of phase 1 (which ended in 2008) reported 'substantial achievement' in the "mainstreaming of MDGs in policy, planning, budgeting and M&E" and in particular 'significant' improvement in budget allocation for realization of MDGs since 2002/2003.[177]

Through the Vision 2030 project, UNDP provided four technical advisers to the Ministry of Planning to help the Government set its development goals and visions. UNDP's contribution was reported as: (i) supporting the country to prepare its critical roadmaps, such as Vision 2030 and MTPI (and II, to some extent); (ii) development of information, education and communication material on Vision 2030;[178] (iii) capacity-building of government officials both at national and local levels; and (iv) institutionalization of the National Integrated Monitoring and Evaluation System (NIMES).[179]

Of particular significance in terms of project achievements were (i) the education of district level officials ('District Development Officers'), as they are responsible for formulating a development plan for their geographical area and contributing to the annual progress review at the country level;[180] and (ii) operationalizing NIMES by providing technical assistance for production of its flagship publications[181] and providing interns to the Ministry for day-to-day project administration, and capacity building of M&E officers.[182]

NIMES's role is crucial as it is closely linked with the country's public-sector reform management.[183] It began in all ministries and is expanding to various sectors and CSOs beginning in 2014. The M&E Directorate reported it was strengthened with UNDP's support, and now it is exploring a real-time data reporting system using mobile phones at the community level. UNDP's support is still needed, however, particularly as the devolution system has come into effect, requiring capacity-building of county officials.

In the above three areas of key achievements, some of the key factors influencing programme effectiveness were: (i) the direct relevance of project objectives to the needs of the targeted individuals/ entities; (ii) UNDP's close historical relationship with the Government, crucial when formulating

---

176 The Government has identified Goals #4 (child mortality) and #5 (maternal mortality) as the focus areas under the MAF, with funds expected from Finland. The MAF, prepared by the Ministry of Planning and Development, has now been taken over by the Ministry of Health for implementation.

177 Government of Kenya, 'Final Evaluation of Mainstreaming MDGs in Kenya's Development Process: MDGs Programme Phase 1', Ministry of State for Planning, National Development and Vision 2030, July 2011.

178 For example, online training course material on Vision 2030.

179 Established in 2004 under the M&E Directorate, NIMES is a mechanism whereby all programme activities for Vision 2030 by the Government, civil society, the private sector and donors are measured, and a harmonized approach to M&E should be developed at all the ministerial, local, and sectoral levels.

180 Training offered through this project included a workshop for 400 field officers on integrating MDGs, environment (climate change) and gender into the country's decentralized system (Nakuru, June 2011); a workshop on devolution to 45 CSOs (Mombasa, September 2011), as well as training of 30 officers in the computation of Human Development Indices (2012).

181 For example, 'Master Plan for the Implementation of A National Integrated Monitoring and Evaluation System for Kenya' (July 2007, M&E Directorate, Ministry of State for Planning, National Development and Vision 2030), as well as the preparation of annual progress review, e.g. 'Third Annual Progress Report 2010-2011 on the Implementation of the First Medium Term Plan 2008-2012' (April 2012). The draft national M&E Policy has been prepared, to be approved by the Cabinet (at the time of the ADR).

182 This includes the financial support to the M&E Directorate for its staff to participate in external evaluation training, e.g. International Programme for Development Evaluation Training held in Canada, after which the staff is expected to become a trainer him/herself.

183 Government interviewees expressed that UNDP's support would be needed, as part of its country programme, in the strengthening of the 'Performance Contracting', measuring staff individual performance, linking office/organizational performance.

national policies requiring close consultations; (iii) attention to engagement with a wide range of non-state actors such as civil society and private-sector groups to localize critical policies and concepts, such as the MDGs and the MTPs for Vision 2030; (iv) collaboration with extended partners, such as with the Equity Bank and UN agencies to increase women's access to credit[184] and with UN agencies in entrepreneurship skills building;[185] and (v) coordination skills, such as for Vision 2030. Another noteworthy factor was the Country Office's use of an online platform to share its success stories and best practices. This helped one of the trainees from the entrepreneurship project showcase her work, boosting her income.[186]

EFFICIENCY

Programme staff's timeliness in response and communication and flexibility in adjusting project design were some of the positive aspects in managerial efficiency. But the programme had various challenges such as delays in payments and fragmentation in projects aimed at similar objectives.

Projects under the two outcomes were nationally implemented, under which implementing partners represented by government ministries and other national entities are tasked with the implementation of activities under the projects, and UNDP programme/project staff have responsibilities in securing and disbursing funds, ensuring the quality of programme/project design, and providing oversight. In general, UNDP staff's ability to efficiently manage projects was favourably viewed by implementing partners, beneficiaries and partners in terms of its timeliness in response, communication and ability to provide guidance.[187] The flexibility allowed in a project that required a mid-course shift in design was also appreciated by implementing partners. Projects were monitored through annual work plans and quarterly progress reports. The project steering committee, often chaired by senior officials, was reported as an important mechanism to address project issues. Evaluations were conducted at both the project and outcome levels by the Country Office based on its evaluation plan. During the preparatory phase of the ADR, a list of evaluation reports was examined as part of the evaluability assessment (see the ToR in Annex 1). The evaluation of one of the two outcomes under the portfolio was conducted in 2012.[188] In some cases, not all 'evaluated' projects had been made widely available.[189] The M&E system was not developed in some projects, hampering project management and the opportunity for measuring results.[190]

---

184   UNDP partnered with Equity Bank, UNIDO, ILO and the Finance Ministry to establish the Fanikisha Initiative in 2008 to increase women's access to credit facilities. ROAR 2012 reports that, in the joint programme of the Bank, UNDP and the Government, the Bank currently has a total women loan portfolio of 2.4 billion Ksh.

185   The level of UNDP projects' ability to establish partnerships varied among the programme. For example, In the Inclusive Market Development project, one of the key activities did not materialize, i.e. the "use of participation of multistakeholder process to identify constraints and develop action plans for interventions," e.g. with the UN agencies such as FAO, UNIDO, ILO and UNCTAD to bring 'UN expertise'. Also, as noted earlier, there was a missed opportunity in the overall portfolio to engage with other development partners working in the same areas, e.g. youth employment and support to MSMEs.

186   The Country Office website featured a story about a former trainee from the Youth Development project, who launched a business of making interlocking bricks for affordable housing. In addition to her own efforts, the very fact that the trainee's story was widely shared online got the attention of an NGO interested in operating in the similar field has allowed them to come together. Now the former trainee's brick-making business was reported as having been significantly booming and she is experiencing the financial flows for the first time as she gets more businesses from the NGO members.

187   UNDP project support to implementing partners included the work provided by interns and UNV staff provided by UNDP, which was generally reported as highly satisfactory (e.g. NESC).

189   'Evaluation of Outcome #44'. No evaluation of the other outcome, as projects were intertwined.

190   For example, 'Final Evaluation of Mainstreaming MDGs in Kenya's Development Process: MDGs Programme Phase 1', July 2011, conducted at the request of Finland, UNDP and the Government of Kenya, by Ministry of State for Planning, National Development and Vision 2030, was not available on the UNDP Evaluation Resource Centre. But later a hard copy was obtained during the field mission.

Challenges identified[191] in project implementation included: (i) delays in implementation of activities due to late payments/disbursement of funds;[192] (ii) difficulty in the timely identification of project partners (e.g. CSOs in case of MDGs) or of project manager (e.g. full-time Donor Coordination Unit manager for PSDS); (iii) inadequate core resources from UNDP (Vision 2030) or delays in funding from development partners (PSDS); (iv) limited coordination among relevant offices and ministries;[193] (v) limited or delayed sharing of project progress reports (Vision 2030) or delays in approving project work plans (e.g. MDGs); (vi) sudden change of focus in project (Vision 2030 by adding the OPM component) or staff at UNDP/ implementing partners (Vision 2030); (vii) security concerns limiting activities (MDGs, terror attacks in Somalia and northern Kenya in Vision 2030); and (viii) lack of capacity at the implementing partners in both technical areas (e.g. Private Sector Department at the Ministry of Trade in PSDS) and project monitoring (e.g. preparation of results-based reports). Both at UNDP and among the implementing partners, a frequent staff turnaround, understaffed conditions, limited ability to focus on substantive work due to bureaucratic administrative paper works, were also reported. See Annex 5 (Box A5.1) for suggestions on how to improve capacity-building projects from beneficiaries of Youth Development Training and Women in Business projects.

In an effort to improve programmatic efficiency, some projects were linked in their design. For example, private companies selected for the Inclusive Market Development project were also featured in the Youth Training and Development project, where training participants became the users of the products marketed by the private firms.[194] Collaboration with other thematic programme units was observed in one case.[195] As noted in programme effectiveness, the critical aspect of the current programme design lies in the existence of multiple projects aimed at similar objectives and target audiences.[196] Several interviewees reported that UNDP tends to develop many small projects with overlapping activities. They suggested it should consider a more consolidated programme, bringing together all relevant stakeholders to achieve larger common goals.

SUSTAINABILITY

Sustainability of programme results remains a challenge due to concerns such as limited capacity among beneficiaries and implementing partners to continue with efforts started.

Many projects under the two outcomes closed operationally in late 2012 and 2013. Self-assessments by the Country Office indicated that an exit strategy (or a framework for sustaining results) generally exists for projects in the two outcome areas in which changes in counterpart

---

191 Interviews and Atlas, Project Progress Reports for projects under outcomes #44-45.

192 Issues concerning administrative processes, particularly the timeliness and transparency in payment disbursements, were raised as one of the largest challenges for UNDP by various partners. In some projects, donors were reluctant to continue to work on the second phase with UNDP because of these issues. At UNDP, the use of old-style, tedious financial transaction methods (e.g. relying on 'money messengers') was also reported as requiring modernization to facilitate the payment plans.

193 For example, between Ministry of Planning, Office of Prime Minister, and Vision 2030 Secretariat in Vision 2030; and no official decision on the designation of a ministry to host PSDS and Implementation Plan, in PSDS.

194 For example, water purification solutions and methods introduced by Japanese companies shared with individual entrepreneurs or through CBOs in another project.

195 The example was the concept note for an action plan, developed with the disaster risk team, to restore businesses, basic infrastructure and food security for areas affected by the post-election violence.

196 For example, projects with the goal of institutional capacity-building to support MSMES. A particular entity, such as the Kenya Investment Authority, has been supported through multiple projects (e.g. DBSCs, Inclusive Market Development Project, etc.).

capacity have been observed.[197] However, based on interviews, sustainability remains a critical concern in several aspects. Concerns focus on the limited ability of former trainees to carry on with (or expand) new businesses, and the limited ability of government offices (implementing partners) to continue with efforts started through UNDP projects.

Youth and women beneficiaries had favourable views of the training received, which had provided them with the foundation to start businesses. But they expressed challenges when asked about their ability to start, maintain or scale up their businesses and retain skills and knowledge after the training. Their concerns focused on (i) financial capital – accessing start-up capital or funds for expansion (there should be small grants or low-interest loans for trainees, or opportunities to access them); (ii) networking/collaboration opportunities – identifying or establishing a network of individuals in similar business areas[198] and the ability to form a group for better access to financial credit institutions and for partnerships and possible collaboration (e.g. a group of women to better access a bank); and (iii) opportunities to brush-up their skills and continue to learn new skills. Some responded that their skills are sustainable 'for now', but they had concerns for the future without sustained funding or guidance.

Similarly, on the sustainability of benefits from the project interventions, implementing partners' expressed both optimism and concerns.[199] They were concerned about (i) staff turnover and capacity;[200] (ii) uncertain availability of financial resources from ministries;[201] (iii) commitment of government and implementing partners to continue projects;[202] and (iv) technical capacity at the county level.[203] Most implementing partners reported the need for an exit strategy before completion of the project.[204] Some reported having a list of necessary actions contained in the final

---

197   ROARs. On the question on 'Durability of Results', the programme was reported as seeing capacity developed among partners, e.g. ministries, business management organizations, District Business Solution Centres, and youth and women, as well as institutional arrangements set up (e.g. coordination mechanism, clear roles and responsibilities, standard business processes, etc.).

198   When asked about the possibility of getting support from District Development Officers, or other public officers also trained by UNDP, the interviewees generally expressed difficulty in relying on them in reality due to politics.

199   Many of these issues were also raised in the mid-term evaluation of two projects, District Business Solution Centres and Promoting Women in Business (2012), including concerns on limited maintenance capacity at DBSCs (e.g. lack of stable operational environment, e.g. Internet/communication modalities, lack of human and financial resources, limited training on project staff) as well as too broad objectives to operationalize them to fit clients' needs.

200   For example: i) ensuring continued administrative and management support to DBSCs after departure of current staff including UNVs; ii) high staff turnover at ministries implementing projects, e.g. Ministry of Planning, etc.; iii) limited capacity of county-level officials and staff (e.g. as NIMES is extended from national to local level).

201   For example, the umbrella government ministries were often cited as being expected to cover financial burden after project completion, e.g. Ministry of Planning in case of MDGs and Vision 2030 projects, and the Ministry of Trade in case of PSD/ASMET programme. Their ability to do so was not clear, based on interviews.

202   Including: i) government/implementing partners' commitment to continue projects with rigour and resources (e.g. in one project. the implementing partner was discouraged when the second-phase project document was 'imposed' on them by UNDP despite disagreements with project design and the new results framework; and ii) ability of small businesses supported earlier through UNDP projects to continue with their initiatives after discontinuation of financial support from UNDP (e.g. Inclusive Market Development).

203   For example: i) Various implementing partners reported that they have capacity at the national level, but it would be challenging to transfer/strengthen the capacity built at the county level. Involvement of County Governors will be crucial, and this would be an area where UNDP could support; and ii) while UNDP project staff were generally recognized for their ability to efficiently manage projects, technical advisory services to implementing partners were usually drawn from external consultants, who may not be always available.

204   Responses to the question on the availability of an exit strategy included: "We did not plan an exit strategy; we should have put more emphasis on it;" "We need to work on it with support of UNDP;" "No (exit strategy);" and "Some activities are ending properly, so we expect them to close naturally".

project report.[205] Some partners suggested that consolidation of existing small projects on employment creation is needed to ensure better achievement of the programme goals and their sustainability.

The evaluation acknowledges that at the time of the evaluation various changes were being made under the new Economic Empowerment Programme (2013-2018) addressing issues raised above, including the integration of smaller interventions in one programme framework.

> **Outcome 50:**
> Existing programmes adapted and innovative responses developed to reduce the impact of the HIV and AIDS epidemic.

RELEVANCE

UNDP's response to HIV and AIDS is in alignment with the country's development needs.

Response to HIV and AIDS is a key component in the UNDAF, which aims to sustain reduction in new infections and scale up treatment, care, support and effective impact mitigation through evidence-based and harmonized national response. The country's strategy on HIV and AIDS is laid out in the Kenya National AIDS Strategic Plan (2009/2010-2012/2013), which operationalizes HIV and AIDS priorities in Vision 2030 and the MTP. The UNDP outcome on HIV and AIDS is expected to contribute to the MDG on HIV and AIDS (MDG 6) and the National AIDS Strategic Plan. It supports the national HIV response towards meeting the various international agreements and targets to which Kenya is a signatory, such as the United Nations General Assembly Special Session on HIV and AIDS and

the Abuja Declaration on universal access to HIV and AIDS, tuberculosis and malaria services. The objective of the outcome is also relevant to the follow-up of the commitments made at the Global Commission on HIV and the Law.

Three projects in the current programme cycle contribute to the outcome. First, the Joint UN Programme on HIV and AIDS (JP-HIV) is a NIM project aimed at bringing multisectoral, comprehensive and equitable health-sector response to HIV, empowering communities to fight it, addressing human rights and gender at the forefront, and strengthening leadership, strategic information and accountability for sustained response.[206] By providing a platform for 16 UN agencies to work together, the programme supported a wide range of entities, including the National AIDS Control Council (NACC), Ministry of Health and its National AIDS and STD Control Programme, Kenya AIDS NGO Consortium (KANCO) and Kenya Ethical and Legal Issues Network (KELIN). Second, a NIM project, Enhancing Greater Involvement of People Living with HIV and AIDs and CSOs (GIPA), aims at building capacity of the National Empowerment Network of People Living with HIV and AIDS (NEPHAK), which has responsibility for responding to the epidemic. Another NIM project, Addressing HIV and AIDS at the Workplace, is designed to strengthen private-sector organizations in planning, executing and assessing their HIV and AIDS workplace programmes.[207]

Through these projects, UNDP has scored well in terms of the balanced use of both upstream and downstream interventions. It has worked to strengthen institutional capacity, policy

---

205 The Final Report on the NESC project says the implementing partner will: i) develop a cooperation framework with KEPSA; ii) engage with the Business Advocacy Fund, with proposed areas of collaboration including capacity-building, knowledge sharing, policy dialogue forum (NESC staff were already invited to attend a BAF advocacy training in July); iii) explore engagement with the International Development Research Centre; iv) cooperation agreement with AICESIS, ILO, and USAID.

206 UN Joint Programme on HIV and AIDS, Annual Report, 2012.

207 The project objectives also include enhanced learning among private-sector players for improved HIV and AIDS programming; enhanced capacity of KPSAN to effectively deliver on its mandate; and enhanced capacity of the Federation of Kenya Employees to effectively deliver on its mandate.

development and support to legal, human rights and gender aspects of HIV and AIDS, while also engaging with people living with HIV and AIDS. The interventions were relevant to the beneficiaries at policy, institutional and community levels. The programme relevance was also enhanced by UNDP's attempt to address changes in the Government by supporting both national and county-level ownership of HIV responses, following the launch of the devolution system.

EFFECTIVENESS

UNDP has contributed to building the capacity of relevant institutions; mainstreaming HIV in national and county-level planning and budgets; promoting gender, human rights and legal aspects in the response; documenting best practices in the private sector; and protecting people living with HIV. Various interventions have been developed, but the extent of their influence on reducing HIV and AIDS prevalence is not known.

UNDP's work through the JP-HIV has helped establish a necessary foundation for the national response to HIV and AIDS.[208] It has (i) facilitated the development of an evidence-based and nationally led multisectoral response to HIV; (ii) strengthened the capacity of public and private institutions to deliver on their mandate to prevent new infections and mitigate the socio-economic impact of HIV and AIDS in the workplace; (iii) helped to mainstream HIV in national plans and budgets and address the legal and human rights

aspects of HIV and AIDS; and (iv) worked to increase the involvement of people living with HIV. Gender mainstreaming in HIV and AIDS response was a focus in the project, for which various activities were organized.[209] The JP-HIV has helped deliver the HIV and AIDS response by the UN system in a coherent and coordinated manner, through joint planning, reporting and decision-making among the partner agencies. The collaborative effort was cited as a best practice that needs to be continued. Other factors contributing to the achievements of the JP-HIV included an effective management structure put in place through the outcome working groups and programme coordination groups; and the involvement of core institutions such as NACC and Ministry of Planning and Vision 2013/Devolution, as well as authorities' role in holding sectors accountable for implementation and results in their AIDS plans.[210] All of these have given the project visible status and a better chance for sustainability of the efforts.

UNDP has contributed to protection of human rights of vulnerable populations affected by HIV and AIDS by working to increase the involvement of people living with HIV into its intervention (GIPA) and building partnerships with CSOs and networks of affected people.[211] The institutional capacity-building of NEPHAK was particularly notable. It has become a fully functional entity with strong governance, an effective management secretariat and a solid strategic plan. This has allowed it to mobilize its membership to influence the national budget (2010/2011).[212] This

---

208   UNDP participated in the work of 10 UN agencies; led the implementation of outcome 2 (Improve treatment and care, protection of rights and access to effective services for infected and affected people); led the technical working group on removal of punitive laws on human rights; and served as the administrative agent.

209   They included a gender and human rights sensitization workshop for NACC field officers and M&E coordinators from nine regions, resulting in the formulation of county-specific priorities for mainstreaming gender in response to HIV/AIDS; production of briefs targeting policy makers, women living with HIV, and professionals in charge of HIV programming; training for gender focal points from 10 public-sector entities; and a conference on women's leadership and advocacy to influence policies, planning and budgeting processes in national and devolved government structures.

210   Based on discussions with NACC.

211   KANCO Annual Progress Report, 2010. Efforts under the GIPA contributed to the outcome by delivering four outputs: strengthened capacity of NEPHAK to effectively respond to the epidemic and deliver on its mandate; strengthened capacity of CSOs (KANO and KELN) to input into critical national processes, such as United Nations General Assembly Special Session on HIV/AIDS, MDG reporting; increased access to justice and legal services for people living with HIV; and enhanced capacity of CSOs to effectively respond to HIV at the workplace.

212   As a result, a budget of 900 million Ksh for antiretrovirals was allocated for the first time in the history of Kenya.

organizational transformation was facilitated by a mentorship embedded in the project, where larger NGOs mentor weaker CSOs. NEPHAK was mentored by KANCO. NEPHAK has been able to attract new funding for the GIPA project. It has raised the voice and visibility of people living with HIV at the national level through various governance and policy platforms such as the Kenya Coordinating Mechanism and the Inter-agency Coordinating Committee. NEPHAK has also provided support to other CSOs and strengthened networks. This type of mentorship can be a good model for capacity-building of CSOs at the county level.

UNDP has also taken leadership in legal and human rights aspects of HIV and AIDS. In collaboration with KELIN, UNDAIDS and NEPHAK, UNDP organized the first National Symposium on HIV, Law, and Human Rights in 2012.[213] The event brought together community- and faith-based organizations, legal and health care experts, and statutory human rights agencies, providing a critical platform for a joint dialogue among relevant stakeholders. It also yielded recommendations for sustained advocacy on a rights-based approach in addressing HIV-related issues. UNDP formed a partnership with Kenya's HIV and AIDS Tribunal. Established in the office of the Attorney General in 2011, the Tribunal provides access to justice for people living with HIV and AIDS when they face discrimination, stigma and human rights violations based on their HIV status.[214] It also enables them to have their voices heard. UNDP has provided the Tribunal with technical and financial support. While it has significantly expanded opportunities for access to justice by people living with HIV, the Tribunal has its limitations. It is not a replacement for the formal justice system, and continued support from UNDP is needed to build the capacity of law enforcement officers on human rights, HIV and AIDS and the law to strengthen the country's responses. UN support is needed to expunge Section 24 of the HIV and AIDS Control Act, which criminalizes the transmission of HIV. The Tribunal's resource base also needs to be strengthened.

UNDP has also contributed to creating evidence-based information on HIV and human rights status. With capacity-building support from UNDP, KELIN conducted a national study on human rights violations against people living with HIV in Kenya, commissioned by KANCO and NACC.[215] Numerous other studies on HIV were completed during the programme period.[216] Through support to KANCO, NGOs' networking and referral services have been strengthened, where people living with HIV can obtain legal assistance from the partner networks. Strong linkages have been established between the Equity Tribunal, a public entity, and KELIN, an NGO network that supports CSOs on legal issues and refers cases to the Tribunal and the Law Society of Kenya.[217]

Efforts to integrate HIV and AIDS considerations into national and county planning and budgets are under way and have laid the groundwork for domestic resource mobilization and sustainability. With devolution, it is urgent to prioritize support

---

213   The event entitled, "Respect, protect and fulfil human rights", was held in Nairobi on 30-31 October 2012, participated in by 120 stakeholders, representing national governments, CSOs and UN agencies from 16 countries. The participants included the Law Society of Kenya and people living with HIV.

214   In its first year of operation, the Tribunal received 115 cases and resolved 15 (whereas four similar cases were filed in the High Court in the seven years between 2003 and 2010), United Nations Joint Programme on HIV and AIDS, Annual Report, 2012. Most cases involved workplace discrimination, withholding of health care services, testing for HIV or disclosure of HIV status without consent, denial of insurance or mortgage services.

215   UNDP, UNAIDS, KANCO and KELIN, 'Study on Human Rights Violations Against People Living with HIV and AIDS in Kenya', July 2013.

216   For example, ROAR 2012 reported: Study on the impact of HIV/AIDS on agriculture sector; rapid assessment study on two priority sectors (health and transport); rapid capacity assessment of networks of people living with HIV; mapping of the informal sector and impact of HIV and AIDS study in the sector.

217   UNDP supported the development of a referral database for legal professionals providing HIV/AIDS health services.

to HIV and AIDS mainstreaming in county-level work. UNDP has supported the development of tools and strategies for realizing this goal, such as through development of guidelines for AIDS Control Units[218] and a manual on HIV and human rights.[219] Accountability mechanisms are in place through performance contracting and reporting. A quarterly HIV and AIDS mainstreaming reporting tool developed by UNDP and the Government has been effectively in use. However, expenditure tracking remains weak. A national AIDS spending assessment was done a year ago and some respondents are concerned that the approved budget has been sometimes used for unrelated activities.[220]

Through a partnership between UNDP and the Federation of Kenya Employers, the documentation of best practices of HIV and AIDS responses in the workplace was completed. The Federation facilitated 1,200 of its member organizations to develop workplace policies on HIV and AIDS and innovative approaches to respond the epidemic at workplace. Such documentation of good practices should be done regularly and widely shared to improve the design and implementation of workplace HIV and AIDS programmes.[221] The conduct of annual award symposiums for the private sector has facilitated further learning.

While the interventions noted above have created an important foundation for supporting government efforts to respond to the epidemic, the extent to which the programme has contributed to the reduction in HIV and AIDS prevalence is not known, and the current programme is not designed to measure such level of results. Through the JP-HIV, UN agencies have pursued specific actions relevant to them, making

their contributions in parallel and reporting separately on their results. It is difficult to associate each agency's contribution – or UNDP's collective contribution through the project – with the prevalence of the epidemic. Other prominent development partners are also working on HIV, notably the World Bank. Its massive project, Total War against AIDS, has a budget of $68 million and reaches almost 9,000 community-based organizations (CBOs) in Kenya.[222]

EFFICIENCY

The interventions were delivered in a reasonably efficient manner in terms of programme management, production of outputs and monitoring mechanisms. Disbursement channels and delays were a challenge to timely implementation.

Each project supported by UNDP has a project steering committee with representation from all the partners, including UNDP and UNAIDS. It meets quarterly to review progress and address emerging issues in a timely manner. The committee spearheads the planning and monitoring of interventions through partners' quarterly financial and programmatic reports to UNDP. Clear roles and responsibilities have been allocated to participating UN agencies under the JP-HIV. The coordination of the JP-HIV has been efficiently done, mainly through the cluster leads, who convene and chair planning meetings for the sub-working groups. The conveners then report their progress to the UNCT through the UNAIDS Coordinator, who chairs the Joint UN Team on AIDS. Challenges have been reported in terms of time constraints in carrying out agreed actions due to priorities within team member's agencies.[223] While the technical representation

---

218   Government of Kenya, 'HIV and AIDS Mainstreaming: Guide for AIDS Control Units', 2011.

219   National AIDS Control Council, 'Manual for HIV and Human Rights', Nairobi, 2013.

220   The evaluation team learned during interviews that the budget expenditures included items such as domestic travels, repair of elevators, purchase of furniture, rent, and hospitality, and less than 2 percent was allocated for research. A strategy should be developed to protect resources meant for HIV and AIDS and ensure accountability.

221   Federation of Kenya Employers, 'Best Practice Workplace Programmes', Nairobi, 2010.

222   World Bank Proposed Project Restructuring of Total War against HIV and AIDS Project, 2013.

223   See UNDAF review report, 2011.

appeared appropriate, UNDP was reported as having been notably absent at the middle/senior management level in critical engagements with the Government.

Problems with UNDP's disbursement channels and timelines were repeatedly raised by implementing partners. Delays in disbursement arise from the complex disbursement procedure under the current system. Under NIM, resources have been channelled from UNDP through the Treasury to the Ministry of Special Programmes and finally to NACC. Similar delays were raised by the NGOs/CBOs. Payment of funds for two sub-implementing CSOs, NEPHAK and KELIN, were delayed because they were channelled through the primary NGO (KANCO). The situation may have reflected NEPHAK's weak institutional framework in the earlier phase of the project.[224] The reimbursable agreement modality was also reported as a challenge to CSOs. For example, KELIN receives reimbursement on its expenses from KANCO, but this process often takes a long time, affecting the timely implementation of planned activities. More efficient and standardized resource transfers from the JP-HIV and other development partners should be worked out.[225] In addition, the current practice of selecting the least costly bid in the procurement process has not always worked, as it does not always ensure quality.[226] Each procurement should be reviewed on a case-by-case basis to ensure quality in the HIV and AIDS-related transactions.

In the JP-HIV, joint planning between the UN and the Government has improved but is not yet optimal. While progress has also been made on reducing transactional costs, there is still some way to go to cut those costs and increase resources

spent on producing results in terms of assistance to the Government in the fight against HIV in Kenya.[227] Also, the JP-HIV has been faced with a serious financial challenge, and needs to prioritize its resource mobilization efforts.[228]

SUSTAINABILITY

Currently, there does not seem to be a clear strategy for continual work among implementing partners without UNDP's support, but efforts are under way to lay out the groundwork for sustainability.

The ADR found no concrete plans among implementing partners for continuing to work on UNDP-initiated interventions after project/funding completion. However, some efforts are being made, which can lead to improved sustainability of the HIV/AIDS programme.

First, given uncertainties in global financing for HIV and AIDS, the JP-HIV has initiated discussions and lobbied national partners on the need for Kenya to explore locally sustainable HIV financing mechanisms. UNDP has provided technical support for a comprehensive resource gap analysis. It fed into a proposal to the Global Fund to Fight AIDS, Tuberculosis and Malaria and gave insights into the resource status of Kenya's national response. The UN participated in and supported the production of an HIV funding sustainability concept, outlining the country's building blocks for sustainability and financing initiatives. The UN-supported advocacy led to cabinet approval of a memorandum for additional and sustainable financing for HIV/AIDS and priority non-communicable diseases. The cabinet proposed that alternative and sustainable methods

---

224 NEPHAK is currently fully functional, managing other donors' funds. The periodic technical and financial capacity assessments, as well as the development of an exit strategy, may be warranted in case a mentorship was used between smaller CSOs and larger NGOs.

225 This was also a recommendation from the UNDAF Annual Review, 2011.

226 While not all were directly procured by UNDP, the examples given included the procurement of consultants, condoms, testing kits, and antiretrovirals.

227 DFID evaluation, 2012.

228 Over the period of five years, the only donor has been DFID.

of support beyond donor funding be secured. A case for the establishment of a trust fund for HIV and AIDS is being supported in 2013.[229] UNDP supported the Government to plan and budget for HIV under the national budgetary cycle and allocation. As a result, all ministries currently allocate budgets for HIV. KPSAN is operating effectively and delivering on its mandate as a result of strategic plan development.

Second, programme approaches taken so far are promising. UNDP has supported comprehensive capacity-building of CSOs to enable them to sustain results over time. Local institutions have been selected for this effort (e.g. NACC and Equity Tribunal), based on their mandate, existing activities and potential. The human rights-based approach has been integrated into the national framework (MTPII), including human rights-sensitive indicators. Interviews indicated that people living with HIV are increasingly demanding realization of their rights and reporting on violations and discrimination through the Equity Tribunal and pro bono lawyers working in partnership with KANCO and KELIN.

4.4 ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT

Outcome 51:
Pro-poor policies for sustainable management of the environment and natural resources enhanced.

RELEVANCE

UNDP's projects were well targeted, participatory and consistent with the national development goals outlined by the Government in the MTP, Vision 2030 and the Constitution. The project activities were also consistent with the needs of communities, such as conservation of sacred communal forests.

The key objective of the outcome is the integration of principles of sustainable development into country policies and programmes and to reverse the loss of environmental resources. The outcome reflects various national policy documents, e.g. the Sessional Paper No. 6 of 1999 on Environment and Development, the ERSWEC 2003-2007, Vision 2030, and the MTP 2008-2012.[230]

The projects evaluated were relevant to the development needs of the country and consistent with the needs of communities. The Kenya Coastal Forest Protected Areas Project, for instance, was in line with Vision 2030, MDG 7, the Forest Act and Bill 2005 and the new Constitution. Locally, the project was relevant to the beneficiaries since it focused on forest conservation, which includes conservation of the sacred Kaya communal forests. Similarly, another protected area project, Strengthening the Protected Area Network within the Eastern Montane Forest Hotspot of Kenya, was in alignment with both government development strategies and the needs of local communities. The project's conservation, management and sustainable use of natural resources are in line with the Government's development goals (MDG 7, Vision 2030 and MTPI). The economic empowerment of communities contributes to the economic pillar of Vision 2030, while Participatory Forest Management (PFM) contributes to the social pillar. Development of business and marketing plans for farm-forestry, beekeeping, ecotourism, fish farming and herbal medicine has provided a guide to better management of the nature-based enterprises.

The Fifth Operational Project is a GEF-supported project, which aims to empower communities to conserve natural resources in line with development goals in forestry, fisheries and energy. In the forest sector, the communities work closely with the Kenya Forest Service (KFS) through the Community Forest

---

229   See UN Joint Programme on HIV/AIDS, 'Annual Report 2012'.

230   Government of Kenya, 'Millennium Development Goals: Status Report for Kenya,' Ministry of State for Planning, National Development and Vision 2030, 2009, (Sec1: 37).

Associations (CFAs). In the fisheries sector, the communities work through the beach management units. Interviews with the implementing partners and beneficiaries indicated that the project is in line with objectives in coastal area management and conservation, fisheries development and food security.

A focus group discussion with beneficiaries at Vanga, South Coast showed that the project is strongly relevant to community needs, as the area was rapidly losing its mangrove forest, a good breeding ground for fish. The introduction of the beekeeping enterprise was a timely intervention and has enabled the households to diversify their sources of income, away from dependency on fishing.

The relevance of the Poverty-Environment Initiative (PEI) project is high. It is well aligned with stated national priorities and deals with conflicts over pasture and forests. However, the needs in terms of poverty-environment issues in Kenya are huge. The potential of UNDP's Country Office to influence policy has not been fully realized, due in part to too much focus on downstream projects and not enough on upstream policy issues. PEI targeted poor people, but it could have done better with more focus on how to reduce poverty through more sustainable natural resources use.

EFFECTIVENESS

The programme was generally effective. The specific interventions have achieved their targets, with quality outputs generated.

The outputs generated by the projects were of good quality as measured against the targets envisioned during start-up, and the resources produced optimal outputs in terms of quality and impact. The Improved Conservation of and Governance of Kenya Coastal Forest Protected Area System project, for instance, was aimed at

conserving, managing and sustainably utilizing coastal forests of Kenya through a participatory system that optimizes benefits for present and future generations. The project had four areas of focus: afforestation and reforestation; livelihoods; forest law enforcement and governance; and partnerships and institutional support. The objective of conservation and sustainable management of the coastal forest has largely been met. Management Effectiveness Tracking Tool (METT) scores, as a measure of PFM, showed an average of 47 percent increment as compared to the target of 50 percent. However, the difference is trivial and ongoing gains are likely to be post-project. The project was also able to generate lessons that have benefited other initiatives e.g. the new proposals for the Kenya Coastal Development Bobi-Dodori landscape project (funded by World Bank), Community Development Trust Fund (CDTF) project for Shimba Hills CFA and in development of UNDP-GEF full size project for Tanzania Coastal Forests. However, delays in ratification of forest management plans weighed down on project achievements. The project had developed three PFM plans; two were approved and the third is awaiting ratification by KFS.[231]

The Protected Area Network within the Eastern Montane Forest Hotspot project had the objective of expanding and strengthening the spatial coverage and management effectiveness of the Montane Forest protected area subsystem. The project successfully reviewed the Forest Act 2005 and held negotiations with beneficiaries on forest management, resulting in agreements for PFM through CFAs. However, the CFAs have not yet been ratified by the KFS. The project has also been effective in developing strategic plans for natural resource conservation and management.

The objective of the Fifth Operational project is to secure global environmental benefits and improve livelihoods through community-based initiatives that address biodiversity conservation

---

231   UNDP, 'Terminal Evaluation Report: Improved Conservation and Governance of Kenya Coastal Forest Area System Project', 2012.

and sustainable land management in production landscapes. The project has been effective in implementing the various funded small grants projects. It has succeeded in building the capacities of beneficiaries on resource conservation and management using participatory approaches. The mangroves, which had been extensively damaged during past governments, have increased in number due to conservation and rehabilitation efforts. Sales from increased fish and beekeeping have also raised the income of beneficiaries.

The PEI project has been relatively ineffective in its operations. Although it succeeded in raising understanding of poverty-environment objectives in the Government, this did not translate into a high level of political commitment, in contrast with the experience in United Republic of Tanzania. Field interviews indicated that PEI suffered several shortcomings, including the Government's decision to stop having an international technical adviser; project staff distracted from focusing on results due to internal politics; limited competencies of programme-related management staff. The post-election violence and its aftermath had a major impact on most development projects run in partnership with the Government, including the competition over mandates and resources between old and newly created ministries; and delays in project implementation due to lack of clarity about who was in charge of project management. Some environmental issues such as Mau deforestation have been highly politicized, making it difficult for the UN to support addressing them.[232]

UNDP has a proven track record in building capacity of national and local environmental institutions and also has internal capacity in managing processes and projects at community,

national and regional levels.[233] The field mission findings indicated that several factors contributed to UNDP's achievement of results in the projects evaluated, including good collaboration with implementing partners, the community and the Government. The functional working environment enabled smooth implementation of project activities. In an interview, a beneficiary in Nandi North (Murguiywet CFA) under the protected areas project observed that UNDP not only encourages open engagement with all stakeholders but also plays a non-partisan role.[234] This has led to respect for and confidence in UNDP among beneficiaries and implementing partners alike.

Lessons learned from earlier projects also contributed to achievement of results. In the case of Coastal Kenya, the initiative built on an earlier project implemented by World Wide Fund for Nature (WWF), Coastal Forests Eco-region Programme. Ongoing since the early 2000s, it ended in 2009.[235] The Protected Area Systems project in Western Kenya was also built around a DFID project, Improving livelihoods through sustainable NGO, Government and Private Partnerships in South Nandi Forest (2007-2012).[236] In both cases, the earlier projects had helped create community awareness on forest conservation and management. This in turn created a favourable environment for implementation of project activities, such as establishment of governance structures, and new institutions such as CCAs benefited. However, interviews indicated that UNDP work such as those projects is not always known (or visible) among beneficiaries, affecting UNDP's ability to demonstrate its results. Better measuring of results on the ground, or more 'branding' is needed, especially in the areas where UNDP is scaling up its initiatives started by other donors/implementers.

---

232   Based on interviews.

233   CPAP 2009-2013 p. 30.

234   Focus group discussion Murguiywet CFA.

235   UNDP, 'Terminal Evaluation Report: Improved Conservation and Governance for Kenya Coastal Forest Protected Area System Project', 2012, p. 16.

236   Field Mission Report attached dated 19 August 2013 (p. 1) for the PAS implementing partners.

Another factor contributing to the success was the relevance of UNDP's projects to community needs. The projects were addressing felt needs, such as environmental and resource degradation and livelihood support systems. Continued degradation in these areas was depleting resources, at times leading to conflicts about resource access and use. A case in point is the Kingwal wetland in Nandi North district.[237] The wetland is a major livelihood to local communities and is also a habitat for the endangered 'Sitatunga' – a rare aquatic antelope.

EFFICIENCY

Efficiency of the programme was mixed. While the projects were cost-effective in terms of inputs, there were noticeable challenges in funds disbursement, procurement processes and financial reporting.

The Kenya Coastal Forest Protected Areas was found to be a cost-effective project. In all cases reviewed, the interventions undertaken were always the least-cost option. However, field interviews indicated that UNDP's financial reporting is a challenge because it is done quarterly, putting pressure on staff, whose reporting responsibilities cut into the time for project implementation. UNDP's projects/programme cycles are too short for results to materialize and be visible during implementation. Suggestions were made for UNDP to review the quarterly financial reporting and consider adopting annual reporting. Despite this issue, UNDP was rated rather highly on honouring timelines on funds disbursement by the Protected Areas project team. This contradicted reports from other projects, which perhaps reflected different internal project management arrangements.

Although the Fifth Operational project is still under implementation, document review and interviews showed that it is on track to achieving efficiency, though a few challenges were noted

on funds disbursement and staffing. For instance, funds disbursement to an NGO, KWETU, delayed for six months affecting project operations. There were also issues on staffing resulting in project implementation (e.g. an intern and the KWETU Executive Officer were deployed to temporarily fill two vacant project officer positions). Some income-generating activities under the project were found not having been reaching economic returns. A focus group discussion with beneficiaries indicated that although the mangrove degradation was a major issue, a proper needs assessment should have prioritized enterprises that bring quick income to the households such as commercial 'green maize production'.

The PEI project was found to be moderately efficient. Obstacles included the heavy workload of the project manager and lack of alignment between the programme manager staff profile and the required competencies. There was also a perception that national staff cannot be in the same conditions as international staff in standing up to their government during key meetings or decision-making occasions. The procurement process was slow. The process of hiring consultants was handled only by UNDP without sufficiently consulting with UNEP. More transparency, oversight and communication by Country Office senior management would have been required.

SUSTAINABILITY

UNDP has built sustainability mechanisms and viable exit strategies into its interventions, making it possible for benefits to continue after project completion. The projects have established functional governance structures and a good measure of community ownership of project activities.

Analysis of the project/programme documents and field interviews found that sustainability of the projects is relatively high. Most have built

---

237   Annex 5, Box A5.2.

sustainability mechanisms and exit strategies into project activities.[238] Effective capacity-building has been ongoing throughout and well-selected interventions have made community enterprises sustainable. Governance structures are functional and likely to remain so in the future. The Kenya Coastal Protected Areas project focused on building institutional capacities to manage forest protected areas through involving local communities, government institutions and private sector stakeholders responsible for forest management (Government at Central and District level, through wildlife, forestry, agriculture and community sectors, as well as private sector, civil society and communities). The project capitalizes on the new opportunities offered by the Forests Act (2005), which emphasizes the need for public-private sector partnerships and community involvement in the management of Forest Protected Areas.

Community enterprises are mostly financially stable, though they would benefit from further strengthening, new value-added products and more benefits accruing to some groups. Awareness of participatory forest management and government willingness to work with local stakeholders are in place and can be expected to last.

UNDP has helped the projects to establish good governance structures in terms of formation and registration of community conservation areas and community forest associations. Registration of these important institutions establishes the basis for recognition as legal entities capable of influencing policy and standing the test of time. For the Improved Conservation and Governance for Kenya Coastal Forest Protected Area System project, of key importance is the strengthened and cross-linked governance structure that has been developed in the Kwale landscape, which has engaged the main governmental organizations and many local groups. The investments in

opening channels of communication and focusing on working together are likely to last well beyond the project lifetime. The community has leveraged future resources through initiatives funded by the CDTF (EU Improved Community Based Natural Resource Management for Shimba Hills Ecosystem Project Action Plan), the Government of Finland (Miti Mingi Maisha Bora), the World Bank and Government of Kenya (Kenya Coast Development Programme).

The Forest Act (2005) provides an opportunity for institutionalization of governance with development of co-management. Within the Act, the management plans can be developed for forest areas between the KFS office and a CFA. These plans are submitted to the director of KFS for ratification. Subsequently, a management agreement is put in place, detailing the division of responsibility and accruement of benefits, i.e. operationalization of the plan. On project completion, two forest management plans have been ratified by the KFS director, though neither has an agreed forest management agreement. One submission has been waiting one year for a response. A further plan has been submitted, which was jointly developed by KFS and Kenya Wildlife Service and after submission for the last one year no response has been provided from the forestry or the wildlife service. The delay in ratification of management plans and sign-off of forest management agreements threatens the sustainability of co-management. While the Government takes time for due process, the enthusiasm and expectation of the association decays. The community forest associations that have been set up have no income-generating activities until sometime after a management agreement is in place. In such circumstances, enthusiasm is likely to erode and the possibilities for future action diminish. The decentralization of management of forest areas by the Forest Act can be viewed as a positive step, but maintaining the

---

238   For instance, the Kenya Coastal Protected Areas project has strengthened and cross-linked governance structures in the Kwale landscape. The project has engaged the main governmental organizations and many local groups in project implementation. The investments in opening channels of communication and developing focus on 'working together' are likely to last long after the project's lifetime. The area has also leveraged future funding through EU, Government of Finland, World Bank and Government of Kenya.

centralized 'gatekeeper' function and the extensive delays may negate much of the operationalization of local participatory forest management.

As with the Protected Areas project, the CFA members have been linked to a cooperative society where they are able to access credit. This allows them to diversify, which improves their livelihoods and eventually reduces pressure on the forests. The CFA has also been linked to a private company (George Williamson Tea Ltd) that is assisting members to improve their beekeeping enterprises and grow trees for commercial purposes. Again, although linking the groups to government departments helps to foster sustainability, each stakeholder's role needs to be clearly spelled out in exit strategies. UNDP should therefore consider revising project/programme implementation cycles.

Two related outcomes in the climate change and clean energy portfolio were:

Outcome 52:
Integration of climate change dimensions into national development frameworks and programmes enhanced.

Outcome 53:
Sustainable clean energy services at all levels promoted.

RELEVANCE

UNDP's interventions and approaches in the areas of environment, climate change and clean energy were highly relevant and aligned to national priorities. The energy-sector initiatives, for instance, are anchored in the Government's development strategies and priorities.

The objectives of the two outcomes are to support environmental sustainability and access to cleaner energy through encouraging the design of climate change adaptation and mitigation strategies. Support in the climate change sector involves initiatives and responses to climate change risk, vulnerability and mitigation, while support in the energy sector involves development of renewable energy generation and enhancing and upscaling of access to affordable, clean and sustainable energy services in public institutions and households. The Government has put in place policies, strategies and programmes that address climate change, e.g. the launching of the National Climate Change Response Strategy in 2010, the ongoing restructuring of national climate change governance (including setting up of the Climate Change Secretariat in the Ministry of Environment and Mineral Resources), and the ongoing development of the National Climate Change Action Plan[239] to implement the Strategy. In the energy sector, the country is committed to continued institutional reforms, including a strong regulatory framework encouraging private generators of power, and separating generation from distribution.

The UNDP climate change initiatives are in line with Kenya's development objectives as best captured in Vision 2030. Some of its priorities are in sectors most affected by climate change, including agriculture, energy, water, infrastructure and environment. UNDP's climate change programmes correspond with these priority areas. For instance, the Kenya Adaptation to Climate Change in Arid Lands (KACCAL) project not only addresses climate change adaptation in the agricultural sector, but also has linkages with the water and energy sectors. The Africa Adaptation Programme (AAP) addresses such climate-sensitive sectors as water, energy, agriculture, health and infrastructure, with a focus on institutional strengthening and capacity building. In the energy sector, the Standards and Label (S&L) project directly addresses MDG 7 (environmental sustainability) and poverty eradication. The improved stoves project by Renewable Energy

---

239   One of the aims of the Action Plan is to mainstream climate change into Kenya's development planning processes including Vision 2030.

Technology Assistance Programme (RETAP) and GEF small grants programme's energy projects (biogas in Kieni, Nyeri County and the Rwambiti mini hydro power plant) contribute to achieving target 9 (on sustainable development) of MDG 7. Project implementers and beneficiaries report that the Access to Clean Energy project is aligned with 90 percent of energy plans, making it highly relevant.

The approaches taken in the programme were relevant. All the programmes and projects being evaluated were built on the results of past climate change and energy initiatives undertaken by the Government and its partners, including UN agencies, CSOs and communities. UNDP's programme and project design approach considers the achievements of previous projects, seeks to strengthen synergies with ongoing initiatives and avoids overlap with similar initiatives. For instance, according to the AAP programme document, the AAP is linked to and builds on other programmes and initiatives such as the KACCAL, CDTF and the UNDP/GEF small grants project, among others. Likewise, energy sector initiatives are anchored in the Government's development strategies and priorities. For instance, UNDP and RTE-RETAP are implementing the Market Transformation for Highly Efficient Biomass Stoves for Institutions and Medium Scale Enterprise in Kenya project. The activities of the Stoves-RETAP project led the Ministry to pilot installation of improved institutional stoves in 48 schools in 2011. Based on the Stoves-RETAP work, the Government is developing energy standards through renewable energy legislation in 2013.

EFFECTIVENESS

The programme was effective, with several outputs achieved. Opportunities to make higher levels of achievements were missed, however, due to the limited scale of interventions and short duration of projects, which prevented realization of more of the intended results within the project time-frames.

UNDP's interventions in the areas of environment, climate change and clean energy have been generally effective, with several results achieved in projects and areas. For example, the S&L project was able to develop six Minimum Energy Performance Standards for energy efficiency, test procedures, develop the energy efficiency label and draft the Equipment Efficient Energy Accord, which is to be signed by manufacturers and users of refrigerators and commercial air conditioners. The project also facilitated trainings for policy makers, importers and distributors of electrical items and project implementers. Products complying with the new standards are expected to use 30 to 40 percent less energy.

The KACCAL project made good progress towards addressing the outcome. For instance, 75 percent of agricultural extension staff in pilot sites were trained on drought risk management and seven climate change adaptation action plans involving livelihood diversification were developed, among other achievements. The achievement in most projects has been good in spite of some delays during start-ups. For completed projects, most intended outcomes were achieved.

The Stoves-RETAP project, despite some internal and external challenges (e.g. conflict of interest in the commercial management of the project and the introduction of free primary education),[240] was able to achieve its objectives to a satisfactory extent, although late, with trees that are sequestering carbon and also providing fuelwood, hence reducing the pressure on natural forest and enhancing biodiversity conservation through reduced deforestation. Although the numbers of stoves installed and trees planted were below the targets, the project was a promising example of public-private partnership. Its wider achievements are the approved policy change, which will

---

240   Annex 5, Box A5.3 on Market Transformation for Highly Efficient Biomass Stove in Kenya project.

facilitate commercially driven enterprises offering significant future environmental benefits, and the fact that the idea of biomass saving is now more widely understood and accepted in Kenya. Such market-driven initiatives are one of the most effective ways in which agencies like UNDP can play a meaningful developmental role and possibly achieve a significant scale of impact.

Implementers of the Access to Clean Energy project have reported slow achievement of results due to financial challenges. Fifty households in Nyalenda, Kisumu participated in project and 100 households were buying and using bio-ethanol by 2012. Training manuals and kits were developed and over 30 artisans trained. Both implementers and beneficiaries in the Kisumu area highlighted UNDP's role in supporting partnerships through funding and collaboration as the main success factor. Also cited was joint project implementation with the partners (e.g. the Ministry of Energy and the NGO Practical Action, among others). Respondents also noticed changes in attitudes and behaviours because households in the bio-ethanol project have accepted the use of the fuel and are willing to switch to environmentally friendly stoves (Annex 5, Box A5.3).

The effectiveness of management systems put in place to advance the programmes were assessed by the 2012 outcome 52 evaluation, and so were the quality of internal monitoring and evaluation and the level of stakeholder participation in the implementation of programme activities. Evidence from projects shows that effectiveness was in general moderately satisfactory. However, some opportunities were lost in achieving higher levels of performance, due to a limited scale of interventions, and short duration of projects that did not allow realizing more of the intended results within the originally envisaged project time-frames.

EFFICIENCY

Programme efficiency was moderate to satisfactory. Delays in disbursement in several instances affected the achievement or timeliness of some results.

By estimating the percentage of the programme's total support cost used for management purposes and assuming that a figure in the range of 5-20 percent indicates an efficiently managed programme, the programmes were efficiently managed. An outcome evaluation[241] indicates that projects/programmes were being efficiently run, with over 80 percent of objectives achieved. However, looking at the evidence from projects, the expenditure from the S&L project in August 2012 (three and a half years into the project) was still very low at 29.1 percent, and most of it (88.6 percent) was for management costs. This results in an efficiency assessment of moderately unsatisfactory. This eased in 2013 as funds were freed and the percentage of project management costs over total expenditure decreased to half and then to a third – still a high level, but it suggests a move towards more effective implementation. Slow disbursement of funds and procurement, in this case attributed to the Government, were major bottlenecks for the S&L project. UNDP was found comparatively more efficient in honouring timelines and preparing cost estimations.

The Access to Clean Energy project did not have many resources, yet it disbursed them well. Interviewees also reported that UNDP normally met timelines though logistics were often difficult. In the case of the RETAP and small grants biogas projects the main challenges were delays in payment of loans to the revolving fund set up to enable institutions to acquire funds to purchase improved stoves from the project. WFP, though not a partner in the project, was then able to leverage this loss and

---

241   UNDP, 'Outcome Evaluation: KEN Outcome 52 Final Report: Integration of Climate Change Dimensions into National Development Frameworks and Programmes', RedPlan Consultants, 2012.

enhance the project's outcomes by purchasing improved stoves for distribution to schools in ASAL areas.[242]

The AAP-UNIDO component at Likoni Coastal Kenya appeared to face more challenges than achievements. The project procured a machine to produce charcoal briquettes from coconut shells for domestic use. The machine did not work for domestic briquettes so the beneficiaries decided to produce industrial charcoal briquettes using sawdust. They produced 523 kg of industrial briquette which they have not been able to sell. The community members were not involved in the procurement process, but as beneficiaries, they should have been central in it. Close monitoring of project progress and results by UNDP programme/project staff need to be ensured.

SUSTAINABILITY

The programme sustainability is variable. While some projects established sustainable local mechanisms, in other projects some results were achieved only after the completion stage and often through other partners, mobilized by UNDP, or other development players. The sustainable, greater impact of interventions can only be ensured if interventions are demand driven and supported by the private sector and market forces.

Evidence from projects (e.g. the S&L[243]) suggests that sustainability is moderately likely in these outcomes. The S&L Board has selected a team of experts to assess continuation of the project. There is also support and goodwill from the Government to continue the project as plans are under way to transform the Centre for Energy Efficiency Conservation into a full-fledged national public entity to continue promoting energy efficiency and conservation. In the Access to Clean Energy project households are involved in buying bio-ethanol from vendors. They have been trained in business models that allow them to sell bio-ethanol, turning it into an income-generating market-driven activity. The experience from the Stoves-RETAP project has been used to inform other projects, including the S&L and AAP projects. The WFP component of the AAP is being implemented through collaboration with Stoves-RETAP, whereby energy-efficient stoves are used in school feeding programmes in marginalized communities in the ASALs and informal urban settlements. The Stoves-RETAP project particularly demonstrated that there is significant demand for energy-efficient biomass stoves and willingness to pay for them. By providing credit for stove purchase, benefits will continue even after external assistance ends. The kind of co-financing the project was able to attract also enhances its sustainability. Several investors have indicated readiness to invest because they are convinced they will be able to recoup their investments.

---

242 WFP purchased improved stoves worth $1 million for distribution in arid and semi-arid lands under its programme. WFP may contract RETAP to supply up to $5 million worth of stoves under the programme.

243 UNDP Kenya, '4KEN10403/00057345 Development of Standards and Labels Mid-term Evaluation', Nairobi, September 2012.

Chapter 5

UNDP'S STRATEGIC POSITIONING

This chapter assesses UNDP's strategic position in the country, examining UNDP's ability to respond to development and emerging challenges, its place and niche within the development architecture in the country, and its approaches to promoting key UN values.

5.1 RELEVANCE AND RESPONSIVENESS

UNDP's country programme was developed based on Kenya's development priorities and national strategies and UNDP's mandate. UNDP was highly responsive to various crises that hit the country in recent years by staying in close consultation with the Government. Operational approaches can be improved in some areas to strengthen responsiveness.

Kenya's national priorities and strategies are outlined in Vision 2030, MTPI and MTPII, and sectoral policies. The fundamental principles of human development are firmly embedded in the 2010 Constitution. Across all thematic areas of the UNDP country programme, objectives sought in programme outcomes were in alignment with these overarching frameworks. The programme was designed to touch on all three pillars of Vision 2030 – political, economic and social – through the work of its five programmatic units, based on the UNDAF and the corresponding sectoral outcomes.

Following the 2007-2008 post-election crisis, UNDP, through its democratic governance programme, used its convening power to support the work of the Committee of Experts on the Constitution, national reconciliation and the public-sector reform process, which were all at the top of the government agenda. While the implementation of gender- and human rights-related policies and laws has been slow, UNDP has focused on the importance of citizens' political participation and good governance. Through the Amkeni Wakenya framework, it has built a critical mass of CSOs committed to promoting democratic governance. In the disaster risk reduction and conflict prevention areas, the two outcomes pursued have reflected UNDP's Strategic Plan.[244] Seen by the Government as one of the very few agencies that has been consistent in its support on conflict and disaster management in the country, UNDP has influenced the development of national policies and institutions at both national and local levels, emphasizing their ownership. Through the inclusive economic growth programme, UNDP addressed employment creation among vulnerable groups, particularly youth and women from areas affected by the post-election violence and rural areas. It also addressed strengthening of the private sector through building the capacity of both state and non-state entities and facilitating public and private partnerships. Supported by the SPAU programme, UNDP directly engaged with the Ministry of Planning to ensure the integration of the MDGs in policy formulation, planning and budgeting, and monitoring and reporting processes at all levels of the Government, as well as facilitated the preparation of MTPs. The environment and energy programme, reflecting MDG

---

244 Two of the eight outcomes in the Strategic Plan are: i) Countries are able to reduce and manage risks of conflict and natural disasters, including from climate change; and ii) Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings. UNDP, 'Strategic Plan – Changing with the World, 2014-2017', June 2013. UNDP's Strategic Plan 2008-2011 also emphasized national ownership and capacity, South-South cooperation, strengthening inclusive participation and effective aid management as fundamental to its approach.

7, Vision 2030, and sectoral policies such as the Forest Act and Policy, generated valuable lessons from its projects. The project on conservation of the coastal forest protected area system led to the formulation of proposals for other projects supported by the major partners (e.g. World Bank and GEF).

Some of UNDP's strategic choices facilitated meeting the emerging needs of the country. For example, UNDP significantly scaled up its interventions on peace building and conflict transformation after the post-election violence by adapting sustained support to the Government, NGOs and community groups in its country programme. The creation of a cadre of UNVs and their deployment in districts to work on peace building was a catalytic intervention that strengthened local efforts. UNDP's ability to use both NIM and DIM offered flexibility in implementation.[245] On gender equity and human rights, UNDP adopted the HRBA to programming and focused on the provision of high-level technical expertise for critical government functions.[246] UNDP has found a balance between upstream and downstream interventions, for example in HIV/AIDS, where projects were implemented both at strategic/ institutional and community levels. Underlining its commitment to the process, UNDP ensured funding and

technical support for the second phase of the public-sector reform project, without being derailed by the post-election crisis, by encouraging the original Basket Fund partners and new donors to contribute to resource-building to support the work of the government task force.[247] The use of CSOs and CBOs as agents in programme delivery was another element that facilitated the achievement of results, as demonstrated in the environment and governance programmes.[248]

The approaches used in achieving programmatic outcomes and UNDP's operational goals, however, can be further improved for greater responsiveness in several aspects. First, multiple, scattered projects sharing similar objectives and target audiences under one programme should be consolidated for greater impact and efficiency. The formulation of programme outcomes should be streamlined, so that those aiming at similar development priorities are addressed as one area of outcome (e.g. two outcomes each in the inclusive economic growth and climate change outcomes; likewise in disaster risk reduction and recovery; disaster management and conflict resolution). Second, timeliness and comprehensiveness in the disclosure of programme/ project data to partners, including accounting information[249] and implementation status and results, should be enhanced,

---

245 Following the post-election violence, UNDP's DIM mechanism provided an independent platform, bringing warring sides to the table and encouraging dialogue.

246 For example, the appointment of a gender adviser to the Ministry of Gender, Children and Social Development, JP-GEWE coordinator, and UNVs at KNCHR and CAJ. UN Women funded the gender adviser and JP-GEWE coordinator.

247 The democratic governance programme revolved around the national dialogue leading up to the signing of the National Accord and establishment of the Grand Coalition Government (GCG), arising from the instability following the disputed 2007 presidential election. Even after the GCG was in place, UNDP amended the PSR project with an addendum (29 March 2011) to extend support to the Task Force on Devolved Government to help it develop a strategy for the implementation of devolution as mandated by the constitution. See UNDP Kenya, 'End of Programme Evaluation – Public Service Reforms Programme Phase II', PricewaterhouseCoopers Limited and UNDP, Nairobi, 2013, p. 12.

248 Projects such as Protected Area Systems (PAS) in Western Kenya and Improved Conservation and Governance of Kenya Coastal Forest Protected Area System in the Coast region were delivered with NGOs, e.g. WWF and Nature Kenya. The GEF Small Grants Projects were also implemented in partnership with organizations such as East Africa Wildlife Society, Africa Nature Organization and KWETU. The Amkeni project manages 233 CSOs, using a grant-making approach to promote their empowerment and engagement for policy and legislative processes.

249 This should be ensured particularly to donors that support projects based on the transparency, credibility and cost-effectiveness of the UN partners they work with, as well as to the government coordinating agency, which is mandated to regularly report to the parliament on the detailed financial accounts of all bi-/multilateral donors. Based on the 2012-2013 'Grant Appropriations in Aid Disbursement Status', only one-third of UNDP figures has been accounted for.

to build a stronger relationship with those critical stakeholders. Third, greater attention is needed on streamlining administrative processes to avoid delays in disbursement and similar problems. Fourth, good communication with other UN agencies should be ensured. Information related to UNDP's work with the Government on behalf of UNCT, for example, should be shared with members in a timely manner.[250]

5.2 UNDP'S USE OF NETWORKS AND COMPARATIVE STRENGTHS

Various aspects of UNDP's comparative strength were reported. Partnerships with Kenya's bilateral and multilateral development partners should be re-examined to identify UNDP's value added and niche.

UNDP's strengths over other development partners were described by stakeholders in various areas. They include its: (i) ability to influence public policies and legal/institutional frameworks; (ii) neutrality; (iii) ability to engage with a wide range of stakeholders, from the Government to CSOs; (iv) flexibility in responding to the country's emerging needs (e.g. the new Constitution); (v) leadership in UN coordination; (vi) ability to introduce 'new' but important concepts;[251] and (vii) focus on capacity-building at both institutional and grass-roots levels. In general, UNDP's strong emphasis on national ownership and sustained support to the Government, even during the most challenging times for the country, has earned it the distinction of being a trusted and reliable partner to the Government.

One of the most valued aspects in the UNDP programme, particularly among national implementing partners, was UNDP's ability to show critical interlinkages among various issues, so that the programme can be designed to achieve development goals in an optimal way. For example, in the disaster management area, UNDP has been instrumental in enabling the Government and its key institutions at national and county/district levels (e.g. NDMA, DPC) to look at conflict and natural disasters in an interconnected way in the context of Kenya, where natural disasters exacerbate conflicts (and vice versa). In promoting private-sector development and economic empowerment, the fairly 'new' concepts of inclusive market and value chain were emphasized, enabling target groups to expand their horizons for planning and collaboration. The linkage between poverty and environment, and the elements connecting climate change and energy efficiency, were introduced.

As noted in the programme assessments, UNDP's direct collaboration with civil society was particularly prominent in the Kenya country programme. In many cases (e.g. governance, environment and energy), NGOs and CSOs engaged by UNDP are not only 'beneficiaries'; they often have critical tasks as 'implementing partners'. Their ability to execute projects in an efficient, effective and sustainable manner improves UNDP's programme performance. Results from the evaluation suggested, however, that NGOs and CSOs often have varying levels of skills in project management and implementation.[252] This touches on the concerns raised by the 2012 UNDP audit, which also recommended

---

250 The ADR does not examine the role and functions of the Resident Coordinator (RC) system in a country, which serves the entire UNCT. In the case of Kenya, however, the existence of 'ambiguity' was raised as a concern, since UNDP not only houses the RC office, but it also has a dedicated business unit, SPAU, which manages its own distinct UNDP projects (on MDGs and Vision 2030), for which UNDP keeps close contacts with the Government. These projects are mapped to contribute to the UNDP's country programme outcomes and have been reported under UNDP's accountability framework (e.g. ROAR).

251 For example, what it means to 'mainstream' MDGs, gender, and human rights into programming.

252 For example, the Amkeni Wakenya project. It engaged with 233 CSOs over the last five years, some of which are no longer active due to the expiration of the assigned projects (e.g. a six-month term). Currently 150 CSOs are reported as active. The selection of CSOs is reported as being based on the assessment of their own proposals to achieve the given thematic issues for the year (e.g. peace and conflict [2009], referendum on the Constitution [2010], human rights awareness [2011]; and devolution [2012]), as well as their capacity. The project has three project officers, each of whom oversees 50 CSOs at any day.

addressing the inadequate oversight of a DIM project.[253] As UNDP continues to engage with civil society as its partner for implementing projects, there is an urgent need to ensure that the NGOs/CSOs have the needed skills, experience and knowledge to produce results within UNDP's operational expectations and standards. At the same time, UNDP's ability to provide appropriate oversight on those projects should be strengthened.

As its country programme was designed within the UNDAF framework, UNDP is expected to work closely with the UNCT. UNDP played a critical coordinating role when the post-election violence shook the country's entire political and socio-economic landscape. The UN system responded to the crisis by reformulating the UNDAF to include components such as conflict mitigation and peaceful coexistence, forced migration and internal displacement, and a mechanism for promoting accountability and eradication of impunity.[254] UNDP facilitated the work of various agencies in promoting peace and preventing conflict. On gender equality and empowerment, the Joint Programme with UN agencies (JP-GEWE) served as a model for inclusive, participatory planning and programming. The project collaboration with the Commission on Revenue Allocation led to the development of a gender index for the devolved budget allocation formula, offering important opportunities to enhance gender-responsive budgeting.[255] Several CSOs are among organizations doing budget-tracking training to address issues

in devolved funds.[256] As part of the HIV/AIDS outcome, UNDP worked with other agencies to increase impact through the UN JP-HIV. It involves 16 UN agencies working within the DaO framework. The programme provides a platform for UN agencies to work together in supporting national partners to implement the national HIV response.

UNDP promoted dialogues with private-sector companies in the environment and energy programme with a view to mobilizing resources and other support for its programmes. Some of the community-based groups supported by UNDP are linked with private-sector companies, especially in the area of nature-based investments.[257] Much of the work in climate change, e.g. capacity-building, assessment and studies, has also been carried out by private firms and individuals. Developing strategic partnerships with firms that have a proven record in delivery will enhance UNDP's outputs and hence outcomes. UNDP has also used the media to raise awareness among Kenyan citizens on the impact of and measures to respond to climate change.

UNDP was regarded as a 'preferred choice' for donors for various reasons: (i) its close relationship with the Government, which facilitates discussion of sensitive issues, e.g. human rights and governance; (ii) its ability to engage with CSOs, which allows development partners to use UNDP as an entry point for working with civil society; and (iii) its opportunity to coordinate donors to deliver joint programme. In some cases, UNDP

---

253   UNDP, 'Audit of UNDP Country Office in Kenya', Office of Audit and Investigations, Report No. 861, 21 March 2012.

254   UNCT, 'Progress Report on Implementation of the Kenya UNDAF 2009–2013', Report prepared for the 2011 UNCT Annual Retreat by John T. Mukui, Seraphin Njagi and Andrea Morara, 15 March 2011, p. 1.

255   See JP-GEWE Annual Report 2012.

256   For example, Action Aid, Africa Youth Trust, Women Empowerment Link, and CLARION. See UNDP Evaluation of Governance Outcome 2, January, 2011.

257   In the PAS project, project-supported community-based tree-planting groups have been linked with George Williamson Tea Company Ltd., a tea-growing company supporting the groups in tree planting and beekeeping with the objective of contracting them to supply woodfuel to their tea factories and generate income to improve their livelihoods through selling honey. The Improved Conservation and Governance of Kenya Coastal Forest Protected Area System project worked closely with Bamburi Cement Company (Bamburi-Lafarge) as one of the partners. The involvement of the large sector industrial company as a co-financier was positive. This linkage increased the scope of the project and experience in forest regeneration since the cement company is actively restoring mined land to forest and also growing trees on future mining areas with the objective of increasing their wood fuel base.

has been regarded as a 'buffer' by some partners for them to mitigate potential 'risks' in directly working with the Government. Interviews with donors suggested, however, that they are increasingly relying on their own strategies and programmes to address development challenges in Kenya, rather than working through UNDP. The key reason for this stems from the long-term operational problems experienced in working with UNDP, such as its rigidity, slowness and bureaucracy in operational transactions.[258] One of the biggest perceived weaknesses of UNDP among interviewed donors was its limited ability to demonstrate results (e.g. lack of clear linkages between reported project activities and outcomes defined in the results framework, detailed financial information and descriptions of challenges faced and how they were overcome.[259] These are critical issues requiring urgent attention.[260]

The evaluation found that partnerships with Kenya's bilateral and multilateral development partners could be further improved. This is particularly important in reflecting the existence of other partners operating in areas pursued by UNDP, often with more resources, as reported in various UNDP programme areas. First, for example, in the climate change area, lack of coordination among bilateral donors have led to a number of parallel initiatives supporting low-emission capacity-building.[261] Second, in support for economic empowerment and business promotion among youth, women and MSMEs, the World Bank and IFC have similar but larger programmes in the country. Third, while UNDP has contributed to the multisectoral response to HIV/AIDS, the World Bank has also been a prominent player in the country, committing $68 million. Fourth, UNDP needs to clearly define and strengthen its comparative advantage in gender and governance. The well-resourced GGPIII by UN-Women has overshadowed UNDP's contribution as a leader in gender and governance, and partners are more aware of the GGPIII contributions. Consultations between UNDP and other major development partners like the World Bank and sector-specific UN agencies appear very limited on the substantive programming level. This could help in shaping the UNDP country programme and was a significant missed opportunity.[262] UNDP should explore its comparative advantage and niche and establish meaningful partnerships with those working towards common development goals.

In its self-assessment (2011), the Country Office reported having committed to 'value for money', assessed in terms of economy, efficiency and effectiveness.[263] For the economy criterion, the office referred to "acquiring programme/project inputs at the lowest cost while maintaining quality," through a "sound management system" for programme expenditure and efficient procurement processes. On efficiency, the office reported on full compliance with ethical standards and observance of the procurement code of conduct, as well as cost-effectiveness. On effectiveness, the use of

---

258 Issues critically raised by the donors also included: limited 'value for money;' limited ability in following the results framework and reporting programme/project results in a timely, systematic, comprehensive manner; and lack of full consultation with donors on what has been discussed between UNDP and the Government, resulting in the two parties moving ahead with critical issues without donors' knowledge (e.g. lack of coordination in the Judiciary Working Group on police reforms).

259 For the projects supported by donors under the 'Umbrella Agreements', an annual report has been provided by UNDP. A significant variability in the quality of reports was reported for those released in the programme period.

260 Some of the donors reported 'limited value added' in working with UNDP due to persistent operational issues, and even 'reconsidering' whether UNDP should continue to be their partner of choice.

261 The UNDP project on the Low Emission Capacity Building is expected to build the country's capacity to develop and implement a GhG inventory and enhance Nationally Appropriate Mitigation Actions (NAMAs). But there are at least two similar initiatives being implemented, i.e. a USAID-funded GhG Inventory, and a NAMA development process funded by another bilateral partner. UNDP, 'Outcome 52 Evaluation Report', 2012.

262 The World Bank operates within the architecture of 'Development Partners'/'Donor Coordination Group'.

263 ROAR 2011.

sound M&E systems to achieve results was mentioned. However, evidences from various outcome assessments under the evaluation indicated that these areas continued to showed weaknesses in overall country programme implementation.[264] These areas should continue to be strengthened and followed through in future programmes.

5.3 PROMOTING UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE

SOUTH-SOUTH COOPERATION

The extent to which skills and knowledge are exchanged with other countries as part of the programming approach varied across the country programme. In the context of conflict and disaster management, UNDP's ability to promote South-South exchange and cooperation was seen as a unique value. It brought in best practices and cutting-edge thinking on issues like natural disaster and conflict interface, experiences on disaster risk reduction from other countries[265] and the concept of TJRC from South Africa, among others. In the environment and energy programme, Kenya received support from Ethiopia and Malawi on climate-change adaptation, and it provided Sudan with expertise on climate-change adaptation at the community level.[266] CBOs participated in South-South exchanges, such as a learning tour to Tanzania to visit groups operating in similar areas.[267] Within the AAP focus on climate-change-resilient development in Africa, UNDP collaborated

with Mozambique (received expertise in designing a resource centre), Lesotho (provided support to develop the Threshold 21, or 'T21 model'),[268] a climate-change modelling system that supports on development planning at the national and sectoral levels provided) and Ethiopia (workshop on China South-South Learning Centre). The S&L project created a link with South Africa and Namibia. Ghana's expertise in energy efficiency on electrical appliances was used in Kenya by the Ministry of Industrialization, Kenya Bureau of Standards, and the Ministry of Energy, as well as other EAC countries (e.g. Uganda).[269]

In other programme areas, South-South cooperation was not used systematically or included in strategic programming, although some opportunities were seized that have contributed to programme activities. For example:

- In the inclusive economic growth programme, participants in a training for women in business found various case studies drawn from other countries (e.g. India, Indonesia, Saudi Arabia and Tanzania) particularly useful. Study trips were also reported in other projects, such as a visit by MDG project staff to the Philippines to share lessons from Kenya and explore community-based monitoring system, and to India to learn about public-sector reporting. But the degree to which these events contributed to achievement of outcomes was not fully established in the evaluation.[270]

- As part of the HIV/AIDS outcome, NACC benefited from a visit to Brazil on how

---

264 For example, serious delays in financial/procurement processes and compromise on quality through compressed time-period for implementation of various activities.

265 For example, UNDP supported an exchange visit of six senior officials to Mozambique to learn about disaster risk management, and to Japan to work on disaster risk reduction there.

266 The officials from the Sudanese Government made field visits to see best practices on climate change adaptation at the community level (Kenya ROAR 2012 p. 42).

267 Field Mission Report: KWETU focus group, p. 3.

268 'T21' model was developed by the Government of Kenya and UNDP to analyse the risks and impacts of climate change across the major sectors in the economy, society and environment. It is expected to support the country's efforts in mitigating the risks and impacts of climate change.

269 ROAR 2012.

270 There was no entry on South-South cooperation in the self-assessment (ROAR 2012), except a brief reference to the use of African Facility for Inclusive Market programme in 2011.

to respond to special populations, and to Ethiopia on community engagement and response by multiple faiths. NACC received visitors, including the National AIDS Council Zambia, which came to learn about Kenya's HIV programmes for key populations, including sex workers. The former chairperson of the Tribunal on HIV/AIDS was invited to several places (e.g. Norway, Washington) to share the organization's experience.[271] While stakeholder participation in regional and international conferences were reported as beneficial, the evaluation could not establish how these visits have been applied to programme achievements.

- In the democratic governance portfolio, UNDP collaborated with other countries as part of its programme strategy. Experiences from Liberia were drawn upon in the Elections project. The Amkeni project has benefited from lessons from similar activities in the UNDP Zambia Country Office and leadership training taken by project staff in South Africa. In another instance, the project enabled three members of the Interim Independent Electoral Commission to attend the EC-UNDP Conference on Effective Electoral Assistance in Ghana in July 2009.[272]

- In the gender empowerment outcome, one notable activity was a regional dialogue on women's political leadership, hosted by UNDP Kenya together with UN Women and the NGEC. Attended by 250 people, it drew lessons from the experiences of Rwanda, South Africa, Tanzania and Uganda on how affirmative action has been implemented to open up political space for women. As a result, the NGEC proposed a constitutional amendment on the two-thirds gender rule.[273] Another activity was a retreat for members of parliament to enhance their understanding of economic social and cultural rights under the Constitution. It was attended and facilitated by eminent experts, including a judge from the South African Supreme Court. The retreat developed a plan of action for involving Members of Parliament in taking forward the agenda on economic, social and cultural rights.[274] The event was jointly organized by Amkeni Wakenya, the UN Millennium Campaign and the Westminster Foundation for Democracy.

GENDER AND HUMAN RIGHTS

The UNDAF 2009-2013 recognizes HRBA, committing its adoption into the programming as part of its key implementation strategy.[275] Within the UNDP Country Office, a performance indicator was developed requiring all programme officers to demonstrate their application of gender and human rights into their projects.[276] Through one of the outcomes under democratic

---

271 The Tribunal is supported by the Joint UN Team on HIV and AIDS in Kenya, through UNDP and UNAIDS, for its operational capacity-building and advocacy.

272 UNDP Kenya, 'Support to Implementation of Resultant National Processes from the Kenya National Dialogue and Reconciliation: Annual Project Review Report for the Period January 1 to August 31, 2009', Nairobi, 2009, p. 10.

273 NGEC, UN Women and UNDP progress update on gender equality. In its decision, the Supreme Court declared that the Constitution called for the progressive realization in enforcing the rule but not immediate implementation in the 2013 general elections. The decision gave the Parliament up to 27 August 2015 to take appropriate legislative measures for implementing the not more than two-thirds gender principle under Article 81 (b) of the Constitution.

274 See Amkeni Wakenya annual report 2011.

275 UNDAF notes that the interventions will be designed to "contribute to the enforcement of the principles of: i) equity and non-discrimination with a special focus on the disadvantaged, vulnerable and marginalized members of society; ii) participation and inclusion of all people so that civil society is promoted and so civil, cultural, economic, political and social development, human rights and associated freedoms can be realized; and iii) strengthened accountability and the rule of law through strengthening the capacity of duty-bearers to comply with agreed standards and goals to respond, protect, and fulfil the responsibilities of the state to its citizens, as well as offer avenues of redress". (p. 57, UNDAF)

276 Kenya Country Office. As part of the staff performance assessment, one of the Key Results Areas required for all programme officers is the indicator, "Gender and disability mainstreamed and HRBA applied and/or monitored and reported in at least 50 percent of the project portfolio within the programme officer's area of responsibility".

governance, UNDP has contributed to placing the integration of gender equality and human rights into the national agenda. Through a collaborative effort with UN partners, around 35 UN, government and CSO technical staff were trained as HRBA trainers; around 20 UN programme staff were trained on HRBA indicators for programming; and 18 UN Programme Coordination Group members and their HRBA focal points were appraised of the implications of the new rights-based Constitution.[277]

KNCHR provided training of trainers on HRBA programming for staff of the M&E Department at the Ministry of Planning and Devolution. The Ministry has developed human rights-sensitive indicators for monitoring MTPII and contributed to development of a training manual on human rights. The KNCHR infused gender mainstreaming within its human rights monitoring programme work, and invested in continuous learning sessions on the best approaches to integrate gender. A forum to debate controversial gender issues helped staff to appreciate the rationale behind the organizational position on equality/non-discrimination and plan ways of disseminating and defending it at national and regional levels. Gender sensitization was undertaken among 120 Human Rights Networks members from five regions representing faith-based organizations, sexually diverse and minority groups, youth, people with disability and people living with HIV/AIDS.

UNDP supported human rights education and paralegal training to create subnational paralegal networks in collaboration with the International Commission of Jurists, Legal Resources Foundation, Kituo Cha Sheria and KNCHR. UNDP created synergy through JP-GEWE and contributed to civic education, with an emphasis on governance and civil and political rights,

through collaboration with programmes such as the Kenya National Civic Education Programme and Amkeni Wakenya.

However, UNDP must continue to provide support to address emerging challenges. For example, while several key pieces of legislations have been enacted to operationalize devolution, there remains a need for to harmonize existing laws and align them to the Constitutional provisions. Also, inadequate financial, human and institutional capacity must be addressed for gender-responsive service delivery, including the challenges in implementing the constitutional principles on gender equality and affirmative action at the county level.

Under the inclusive economic growth programme, UNDP has contributed to promotion of women's economic rights and opportunities by providing skills training and facilitating access to practical support. Based on Country Office data, over 620 women have received training since 2009; 41 of them had a one-year follow-up mentorship through a pilot partnership of UNDP, the Cherie Blair Foundation and the Government; and 3,256 women entrepreneurs accessed 11 DBSCs between 2008 and 2012 seeking business development and advisory services.[278] A joint collaboration between UNDP, Equity Bank and the Government, through the Promoting Women in Business and Investment project, was reported as having been particularly useful among the former trainees. Based on the self-reported gender rating, a majority of the projects under the programme was reported as having "minimum to some contribution" to gender equality.[279]

Under the natural resources management outcome, gender mainstreaming had a slow start but has steadily been integrated into projects. Programme

---

277   UN Resident Coordinator, Kenya, Annual Reports, 2010, 2011.

278   ROAR 2012. Anecdotal success stories were reported in the self-assessment.

279   The Gender Marker ratings reported three projects ($1,199,988) for outcome #44 and five projects ($554,582) for outcome #45 contributing at GEN1 ("minimum to some contribution to gender equality"). One project ($99,402) was rated at GEN3 ("principal contribution"), and two ($175,202) at GEN0 ("no contribution"). ROAR, 2012.

managers, officers and target community groups have been trained on gender mainstreaming and been introduced to gender concepts, analysis and application tools. This has resulted in more women becoming interested in group activities and taking up decision-making positions under the group management structure. A gender strategy was developed for Nandi Forest Management Plan under the Protected Area Systems Project, and gender considerations were included in the management committees of most forest management plans. These are in line with requirements on gender under UNDP's corporate gender strategy and the constitutional requirement of two-thirds representation. Gender issues have been considered and analysed during project conceptualization, formulation and implementation in all project documents/proposals. These are developed with inputs from gender specialists, resulting in more gender-sensitive projects.[280] Field visits and interviews with focus groups supported the finding that project implementation considered gender issues.[281] A concern was raised, however, about the lack of clear policies on the integration of vulnerable groups into programmes.[282] The issue was also raised in the PEI project, which addressed the need for more focus on poverty reduction through more sustainable use of natural resources, targeting the poor.

In efforts to curb the impact of climate change, women often constitute a large proportion of project beneficiaries.[283] Gender training has been provided to programme staff, government and other partners as part of the programme's capacity-building component. The AAP has supported a study aiming at gender integration into the National Climate Change Action Plan. It has taken a broader approach to gender equity, including children, youth, elderly people and physically disabled people. In the S&L project, gender and human right issues were reported as being integrated in project implementation. The project reports are required to capture relevant statistics. Women in the bio-ethanol project in Kisumu have adopted stoves that reduce indoor air pollution and save money that can be invested in other livelihood activities.[284]

CAPACITY-BUILDING AND SHARING OF KNOWLEDGE AND LESSONS

Attention to capacity strengthening across all government levels and sectors and among NSA was seen by many interviewees as one of UNDP's strengths, as shown in the following examples:

▪ In the inclusive economic growth area, support to strengthening institutions representing both state and non-state actors, e.g. NESC and KEPSA, has resulted in creating an important foundation for promoting public-private partnerships. The operationalization of key ministries and their central roles, e.g. the Ministry of Planning and its national M&E function, has provided the country with an opportunity to solidify strong government functions.[285] Youth and women employment training helped provide those in

---

280   ROAR 2012.

281   For example, the focus group discussion in Vanga, South Coast, indicated that gender mainstreaming is a requirement for all local development initiatives, although in the past men tended to apportion responsibilities among themselves based on local, cultural set-ups. The focus group with KWETU project beneficiaries under the Fifth Operational project indicated that gender mainstreaming is one of the requirements in the project proposal guidelines.

282   Field Mission Report p. 3: KWETU focus group.

283   For example, KACCAL project, Outcome 52 Evaluation.

284   By fabrication of stoves that created employment for men and women, and economically disadvantaged manufacturers.

285   For example, this includes training of government officials on HDIs for improved national and county-level reporting; training on strategic planning, budgeting and M&E at the national, county and sub-county levels; as well as the introduction of a master's course on human development and economic cooperation at local universities to create a pool of national experts.

vulnerable groups of society immediate and direct means to start up or expand their business opportunities.

- In the HIV/AIDS area, elements contributing to UNDP's favourable image included (i) regional and global access to high-level technical expertise on HIV/AIDS, tapping into a broad range of skills and knowledge available at UNDP headquarters, regional centres and UN agencies, as well as maximizing the use of national experts; (ii) sharing and validation of information and conduct of studies that can inform policy and programming; (iii) focus on institutional capacity, integrating HIV in programming, strengthening the human rights and legal aspects of HIV; (iv) strengthening the capacity of the private sector in addressing HIV at the workplace, nurturing private sector trust over the years; and (v) documenting best practices in the private sector. UNDP provision of UNVs has been commended as part of strengthening CSO capacity at national level (e.g. NEPHAK). Capacity-building through UNVs is critical and needs to be expanded to increase UNDP's performance at the county level, not just in Nairobi.

- In the democratic governance area, UNDP focused on building the capacity of institutions and individuals to ensure more sustainable democratic governance. For instance, expert support was provided to the Ministry of Justice through consultants to build internal capacity in the Ministry. The PSR project supported training for officers to implement results-based management and performance contracting more effectively. It also supported the development of a real-time performance reporting system to support monitoring of service delivery. Support to elections has built the capacity of commissioners and staff through induction and training facilitated by the Ministry of Justice as it set up each of the

Chapter 15 commissions. As part of preparations for the vetting process and with support from UNDP, the Vetting Board held a training retreat in November 2011 for board members and another in January 2012 for the board and staff.[286]

- UNDP supported JP-GEWE, which made substantive contributions towards women's participation in the elections 2013. With support of 50 CSOs, 748 women leaders were supported to vie for elective positions, 900 women aspirants across Kenya were profiled and their training needs identified. Through collaboration with gender-sensitive media organizations voter education reached more than six million people through television and more than 70,000 people through the print media. A key milestone was the establishment of the Women Situation Room that modelled the experiences from Liberia and Sierra Leone and successfully monitored and reported on violence against women around the 2013 elections.

- Under Amkeni's Quick Response Fund, 30 percent of all funding has gone towards women's empowerment issues. Capacity-building of 20 CSOs was supported to respond to strategic and emerging issues such as empowerment of women leaders to participate more effectively in the 2013 elections. More than 10,000 people have been trained and 100 trainings of trainers have taken place on gains for women in the new Constitution. Growing numbers of women have presented themselves for leadership positions, and trainings on gender mainstreaming have raised capacities to incorporate gender sensitivity into analysis, assessment, planning, implementation, monitoring and evaluation of projects and programmes.[287]

- In conflict and disaster management, UNDP's global expertise and knowledge management

---

286 UNDP, 'Addendum to the Project: Support to the Ministry of Justice, National Cohesion and Constitutional Affairs, Kenya', UNDP, Nairobi, 2012, p. 4.

287 RBA Executive Snapshot, 2012.

capacity were recognized by the Government as a resource to benefit from. The fact that several of the policies and frameworks that have been drafted and adopted conform to some of the best practices emerging from different countries is testimony to UNDP's knowledge management capacity. Its close working relationship with the Government also gave it leverage to bring CSOs, NGOs and community groups together on common platforms, something that few other organizations in Kenya have been able to do.

- In natural resources management, enhanced capacity of government staff was reported in developing county development profiles and various subsidiary pieces of legislation. In the Ministry of Forestry and Wildlife, better guidance is being provided to local institutions in supporting grass-roots participation in management of environment and natural resources, including lobbying and advocacy.[288] Field visits suggested that capacity-building was one of the most recognized aspects of UNDP support. One example mentioned was in PFM, as expressed by CFAs, CCAs and nature-based enterprises.[289] However, some of these groups felt that UNDP should scale up capacity-building in financial management, as well as in practical hands-on training (rather than theory), as assessed in one of its evaluations.[290]

- In the climate change area, the AAP's objective of "strengthening Kenya's institutional and systemic capacity and leadership to address climate change risks and opportunities through a national approach to adaptation" has been pursued through various means. These include support for setting up a Climate Change Resource Centre, intended to be a one-stop shop of climate change information and innovation; building capacity of the climate change focal points/desk officers at government ministries/departments; and supporting subcomponent 7 of the National Climate Change Action Plan, on knowledge management and capacity-building.[291] Through AAP funding, UNIDO is constructing micro hydro dams, setting up community units to produce 'green' charcoal and a biogas plant using hyacinth in Homa Bay. In the KACCAL project, one of the objectives was to establish the mechanism for applying climate risk management information and to create awareness of policy needs at community levels. An output was community leaders' ability to describe at least one lesson in coping with drought learned from another site (not necessarily in Kenya). However, a review of the outcome 52 evaluation report indicated that this output has not been achieved.

One of the issues in capacity-building is Kenya's severe digital divide. The 2010 Constitution introduced 47 counties, and each county government is responsible for leading its own development agenda. To address the gaps in community access to information across the country, the UNDP Country Office launched a project, Digital Information Centres for Innovation and Development (2013-2014), drawing lessons from its recently completed project Communication for Development. The new project is expected to promote the empowerment of rural communities through ICT innovation and address responsible journalism and reporting.[292]

---

288 ROAR 2012, p. 36.

289 Both in the Protected Area Systems and Improved Conservation and Governance for Kenya Coastal Forest Protected Area System projects.

290 UNDP, 'Terminal Evaluation Report: Enhancing Community Participation in Conservation and Sustainable Use of Mangrove Forests Through Silviculture Innovations', 2011, p. 13.

291 Based on the interviews, this subcomponent aims to develop a knowledge management platform for collecting and storing climate-change-related information as well as a capacity-building framework. Having experience in capacity development and ability to influence policy at the higher government levels, UNDP was pivotal in advocating for the energy policy and regulatory issues.

292 UNDP, Project Document, 'Digital Information Centres for Innovation and Development'.

The Country Office has released numerous publications and reports over the years. Human Development Reports were reported by many interviewees as being particularly useful. The 2013 Human Development Report was translated into Swahili, the most widely spoken African language, for the first time, reaching an estimated 150 million people (and an official language of four countries, including Kenya, Tanzania, Uganda and the Democratic Republic of the Congo).[293]

PARTNERSHIPS

As this report noted, UNDP has worked extensively with CSOs in its programmes, particularly in the democratic governance programme (e.g. Amkeni), peace building (e.g. Uwiano) and in environment and energy.[294] The role of CSOs ranges from project implementers to collaborators. Some projects enjoyed excellent stakeholder participation, which improved project performance.[295] In the Improved Conservation and Governance for Coastal Forest Protected Area System project, active stakeholder participation in project formulation and during the project lifetime was especially significant since the project document had identified 'mistrust' and lack of collaborative agreements between local communities and government field officers as critical risks, undermining their ability to work together.

A key reason for favourable stakeholder participation was the role played by WWF, a well-respected organization that had built up a wide and inclusive network of stakeholders over many years prior to project commencement.[296]

Community participation helps to harness local potential and civic engagement, fosters ownership and sustainability of development interventions, and helps in the implementation and monitoring of project impact. Evidence from project analysis indicated that the AAP project is strengthening institutional and systemic capacity and leadership to address climate change risks and opportunities by mapping and profiling climate change actors, creating a comprehensive database. The interventions expand community capacities to implement strategies that reduce climate risks, hence reducing the need for additional support and enhancing community ownership of the projects. The KACCAL project emphasized a multi-institutional approach, particularly the involvement of CBOs and individuals working at the grassroots, to foster inclusivity, project ownership and innovation. It aims to have more than 90 percent extension staff, NGOs and private organizations working with communities to develop skills in climate risk management practices and to have more than 50 percent of the community,

293   2013 UNDP Human Development Report. <hdr.undp.org/en/reports/global/hdr2013/download/swahili/>.

294   For example, UNDP works closely with WWF, National Museums of Kenya, Kenya Wildlife Service, KFS, Kenya Forestry Research Institute (KEFRI) and local CBOs to implement the Improved Conservation and Governance of Kenya Coastal Forest Protected Area project; with EAWS to implement the Fifth Operational project in Coastal and Mt. Kenya regions; and in Western Kenya, with Nature Kenya, Kenya Wildlife Service, KFS, National Museums of Kenya, Kenya Forestry Research Institute, and local CBOs to implement the Strengthening Protected Area System project.

295   For example, the Enhancing Community Participation in Conservation and Sustainable Use of Mangrove Forests Through Silviculture Innovations project was able to achieve positive results in mangrove conservation because of excellent support from: i) the Government – which provided the pivotal role of legal platform required to conduct various activities; and ii) various institutions – which have provided critical co-financing support for some of the activities, e.g. Moi University, Kenya Marine and Fisheries Research Institute, Coastal Oceans Research and Development-East Africa, Camp Kenya, Rafiki Kenia, Fisheries Department, NEMA and Kenya Forest Services. UNDP, 'Terminal Evaluation Report: Enhancing Community Participation in Conservation and Sustainable Use of Mangrove Forests Through Silviculture Innovations', 2011, p. 12.

296   WWF was seen as an independent body and thus could act as an arbiter or 'go-between' in discussions. It was generally viewed as being responsive to stakeholders' needs. As such, WWF provided targeted inputs to support the development of the governance system, for example for specific training/capacity-building, support for enterprise groups to receive Kenya Bureau of Standards (KEBS) certification for products. UNDP, 'Terminal Evaluation Report: Improved Conservation and Governance for Kenya Coastal Forest Protected Area System Project', p. 17.

extension workers and development partners using climate information for decision-making.[297] One output to be achieved by the end of the project calls for a 10 percent increase in agricultural/crop yields among small-scale farmers and a 10 percent increase in livestock productivity. An evaluation of the KACCAL project indicated the potential to raise crop yields in one of the intervention sites.[298]

Under the HIV/AIDS outcome, strategic partnerships with key stakeholders contributed to UNDP's effectiveness: (i) with the Government, to take the leadership in coordination, enabling the policy and legal environment and providing financial and in-kind resources; (ii) with CSOs (KANCO and NEPHAK), to reach out to the most disadvantaged members of society who are affected by HIV/AIDS; and (iii) with the private sector, such as the Federation of Kenyan Employers and the Kenya Private Sector Alliance Network.

---

297   The early success of its drip irrigation component in Mwingi District may be attributed to the active involvement of agricultural extension officers in the project, who continuously advise the farmers on appropriate farming techniques to respond to the emerging challenge of climate change (e.g., water conservation, appropriate seeds to plant).

298   Itivanzou, Mwingi District. UNDP 2012: Outcome 52 Evaluation Report.

CHAPTER 5. UNDP'S STRATEGIC POSITIONING

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

Kenya is in a critical transitional period, following the peaceful elections in March 2013. At the time of this evaluation, the country's MTPII for Vision 2030 was being launched. The DaO initiative is under way, and the new UNDAF (2014-2018) is being drafted. As the current UNDP country programme comes to an end, there is much to learn from what has been accomplished and attempted. It also provides an opportunity to reflect on those lessons for the next country programme cycle. It is with this spirit that the following conclusions and recommendations are presented.

6.1 CONCLUSIONS

Conclusion 1. The outcomes of the country programme were relevant to the needs of the country, particularly in response to the crises following the post-election violence of 2007-2008.

Kenya has undergone significant changes in its social and political landscape since the post-election violence of 2007-2008. The country developed a roadmap for the future in the form of Vision 2030, reinforced by MTPI and MPTII (recently launched). The fundamental principles and values of human development were firmly embedded in the 2010 Constitution. The UNDP country programme was designed within the UNDAF framework, which itself was developed in direct alignment with the goals defined in the national strategy, plans and framework. In all programme areas under review, the objectives of the programme outcomes were reported as highly relevant to addressing the critical needs of the country. They showed direct linkages with the relevant areas within the UNDAF and Vision 2030, as well as sectoral policies.

Conclusion 2. UNDP's interventions have supported the establishment of a critical foundation for development in many programme areas.

UNDP has played a critical role through its country programme, which prioritized citizens' participation in the country's political, economic and social development goals. Working closely with the Government, UNDP, through its democratic governance programme, has facilitated the development of a critical mass of CSOs to promote good governance, through the Amkeni Wakenya framework. It has also supported the work of the Committee of Experts on the Constitution, national reconciliation and public-sector reform processes, as well as the realization of the relatively peaceful election in 2013. In the disaster risk reduction and conflict prevention areas, UNDP provided consistent support on conflict and disaster management in the country by enabling the Government to develop policies and institutions at national and local levels, emphasizing their ownership. UNDP's interventions were highly effective in conflict management and peace building after the post-election violence, for which UNDP was credited as the leading organization, working alongside the Government. UNDP provided sustained support to the Government, NGOs and community groups in its country programme. The creation of a cadre of UNVs and their deployment in districts to work on peace building was a catalytic intervention that strengthened local efforts.

In the inclusive economic growth area, UNDP focused on the economic empowerment of women, youth and MSMEs, strengthening linkages between the private and public sectors, and operationalizing overarching development goals, as envisaged in Vision 2030 and the MDGs, by building institutional and human capacity.

UNDP has contributed both to preparation of the MTPs and to operationalization of the mechanisms that follow up the implementation, such as NIMES. That is expected to improve the country's accountability framework. UNDP's response to HIV/AIDS employed a balanced upstream/downstream approach and paid particular attention to the human rights aspects, contributing to greater protection of the rights of people affected by the disease. Through the environment and energy programme, UNDP facilitated links between climate-change adaptation in the agricultural sector and the water and energy sectors. On gender and human rights, UNDP adopted HRBA to programming and focused on providing high-level technical expertise for critical functions of the Government.

Conclusion 3. Opportunities to contribute to higher-level results were missed due to limitations in programme design and approaches (e.g. limited scale of interventions, fragmentation of projects and outcomes, and lack of clarity in project-outcome linkages). UNDP's ability to demonstrate results was weak.

In some programme areas, opportunities were missed to achieve higher-level results, or long-term results have not been measured, because of the scattered nature of projects and efforts, fragmentation in the definition of programme outcomes and lack of clarity in the linkages between projects and outcomes. For example, in the disaster risk reduction project in the ASAL regions, UNDP's scale of intervention was relatively small when compared with the magnitude of the problem. UNDP has worked only in some locations in West and Central Turkana, while the challenges are spread throughout the county. The work on disaster risk reduction needs significant scaling up and partnerships to draw on evidence-based lessons that are emerging in the country from various initiatives by different agencies, such as WFP and work on HSNP.

On the economic empowerment of youth and women, much training has been offered to targeted individuals. But the question of what these efforts should amount to at the national level remains. Regarding HIV/AIDS, the current programme approach in the joint programme (JP-HIV) reflects a collection of various outputs from participating agencies, rather than a consolidated approach.

In the environment and energy and inclusive economic growth programmes, two of the three outcomes each were highly related, sharing similar objectives, and often it was not clear as to which project was contributing to which of the two outcomes. Both the outcome on integration of the climate change dimension (outcome 52) and the one on clean energy services (#53) address energy-efficiency issues in relation to climate change. The outcome evaluation of #52 included projects reported as belonging to #53 in the IWP/ROAR. Similarly, while the two outcomes in the inclusive economic growth portfolio were phrased differently – one on private-sector development and employment creation (outcome 44) and the other on trade and investment facilitation (outcome 45), both were meant to achieve the empowerment of youth, women and MSMEs in economic activities. The alignment of current projects in this programme is also not clearly defined between the two outcomes. In disaster risk reduction and recovery/peace building and conflict prevention, disaster risk reduction, for example, has been reported under two outcomes (#48 and 49), so is national capacity for disaster and conflict management. The statements of the emergency response outcome (#49) and its outputs in key documents such as the CPAP, IWP and ROARs are inconsistent and show lack of coordination in developing the various documents. In all of these cases, interventions have lacked a mechanism of scaling up, and programme focus was fragmented.

Another area of concern highlighted during the evaluation was UNDP's limited ability to clearly demonstrate and communicate results to stakeholders and partners. Weaknesses in the results framework reported by interviewees included delays in planned evaluations, which prevented critical results from being reflected in the second

phase of the project; activity-focused reporting rather than descriptions of changes brought about by the programmes; lack of linkages shown between reported activities and initially defined programme outcomes and objectives; limited evidence to support reported results (including quantitative data); and disclosure of timely and complete financial data.

Conclusion 4. Most of the programme interventions were marred by delays and problems of inefficient administrative procedures that have affected the timely implementation of project activities.

Across all programmes, inefficiencies in administrative processes, particularly related to funds disbursement and procurement, were reported as a significant operational issue, hindering programme delivery. The implementing partners in various programmes reported during interviews that UNDP was invariably late in releasing payments, forcing them to rush through project implementation, often resulting in poor quality control. The delays in funds were attributed to cumbersome administrative procedures in the payment process. Examples of adversary effects included dropping the M&E component of a project due to delays in the process of recruiting a consultant (e.g. Support to NESC Project); lengthy and slow financial and procurement processes affecting the pace of project implementation (e.g. S&L Project and Access to Clean Energy Project); delays in reimbursement causing audit problems for implementing agencies (e.g. CAJ and KNCHR); and withholding of final tranches of funding to the PSR project just before the elections, creating the impression of lack of confidence in national institutions. Interviews with donors also indicated their frustration with UNDP's rigidity and complexity in operational transactions. Administrative procedures were also reported as having put much pressure on UNDP's programme managers themselves, forcing them to spend excessive time on operational matters, rather than on substantive programmatic issues.

Conclusion 5. Sustainability was a concern raised in the assessment of many of the programmes.

UNDP works on the principles that its interventions and any benefits achieved from them will be sustained, followed up or scaled up by relevant national counterparts after their completion. In many of the programme areas examined, however, sustainability was a concern, as the projects lacked plans for scaling up or a clear exit strategy, or were already completed without follow-up plans. For example, regarding the CIC, the termination of support to the Commission within two years was reported as a threat and an oversight in law, as there has been no concrete plan for the succession of its important work. The Amkeni initiative – implemented with significant investment in CSOs – currently does not have a clear exit strategy. In the IEG programme, uncertainty was raised among some project beneficiaries about their ability to continue and expand their businesses or maintain the skills/knowledge gained after project completion. Concerns about the availability of funds, human resources and capacity to continue initiatives were raised in other areas of the programme, including management of Business Solution Centres; support to the Private Sector Development Strategy; support for county governments in implementing Vision 2030 and monitoring/reporting results to Ministry of Planning. Many of those projects have come to an end. While there was no clear exit strategy for the HIV/AIDS programme, positive efforts were recognized (e.g. exploration of sustainable financing for the joint programme, as well as capacity-building of CSOs). In the peace building and conflict prevention area, UNDP's interventions were rooted in national and local ownership, and this provides a strong platform to ensure sustainability. However, UNDP's work on disaster risk reduction is just starting to take shape. It will require significant support in coming years before the sustainability of the current pilot interventions can be assessed.

Conclusion 6. UNDP has collaborated with a wide range of partners in its programmes,

including the private sector and CSOs, demonstrating its strategic use of partnerships in its interventions. CSOs, in particular, have taken a substantive role as project implementing partners, but with varying degrees of project management skills. Partnerships with Kenya's bi-/multilateral development partners who work in the similar programmatic areas appeared limited.

UNDP has promoted public and private partnerships as part of its inclusive economic growth programme, particularly by strengthening the institutional capacity of actors from the two sectors and creating an environment for them to establish a strategic alliance. In the environment and energy programme, private-sector companies have had a substantive role in climate change and natural resource management projects, for example in co-financing projects, conducting assessments and capacity-building of community members.

CSOs have an important role as UNDP's implementing partners in programmes such as democratic governance (the Amkeni initiative alone engages with 233 organizations for civic education) and environment and energy (Protected Areas System project as 'village forest scouts'). Their ability to execute designated projects in an efficient, effective and sustainable manner has a direct implication on UNDP's programme performance. Evaluation results indicated, however, that CSO capacities in project management and implementation vary. Many have limited ability to coordinate the work among themselves and inadequate oversight mechanisms. In some cases, low administrative fees paid to CSOs and the 'voluntary' nature of their work have affected their morale and motivation. As expectations of CSOs grow among donors and other stakeholders, particularly in implementation of the Constitution and human rights, lack of operational standards in the use of CSOs in projects can pose a risk.

There also exists scope for UNDP to collaborate with other development partners to scale up results and avoid duplication of effort. Some of

Kenya's bilateral and multilateral development partners are working on similar programme areas, often with more resources than UNDP has. In DRR, for example, WFP has a massive programme to reduce vulnerability of communities to disasters. UN Women has a multiyear programme with several donors to address gender and governance. The World Bank's youth employment programme has similar objectives and interventions as UNDP's programme. There may be an opportunity for joint programmes with those agencies, or at least close consultations to avoid duplication of work and encourage UNDP to focus on its own niche. Another issue raised was the need for closer communication with the other UN agencies in Kenya. As the host of the Resident Coordinator's Office, UNDP represents the UNCT in meetings with the Government. Its timely and full information sharing with the rest of the UN agencies on such engagements was requested for greater transparency and collaboration, particularly to operationalize the DaO approach.

Conclusion 7. UNDP has contributed to placing gender and human rights on the national agenda, but much work remains to realize these rights, particularly at the county level.

HRBA is firmly recognized in the current UNDAF. UNDP, through one of its programme outcomes under democratic governance, has promoted dialogue on gender equity and human rights at the national level, advocating on issues such as women living with HIV. UNDP contributed to the development of gender and human rights indicators for the NIMES and to training for gender-responsive statistics. There are indications that MTPII has mainstreamed gender in its strategy. However, with the devolution system in effect, many stakeholders highlighted concerns about local authorities' inability to implement the constitutional principles of gender equity and affirmative action. The concerns centre on the lack of capacity and resources at county level to deliver gender- and human rights-responsive services. Gender mainstreaming also needs to be strengthened in the UNDP Country Office.

The finalization of the UNDP Country Office Gender Equality Strategy has been delayed, missing an opportunity to demonstrate UNDP's commitment on the subject to the Government and partners. According to the Country Office, all programme officers are required to report on the level of gender and human rights integration in their programmes as part of their staff performance assessment, and the threshold is set at least at 50 percent. The evaluation, however, could not establish the extent to which this requirement has been operationalized.

Conclusion 8. In some programme areas, UNDP has successfully brought in lessons from other countries, which has contributed to achievement of outcomes. In others, there was limited evidence of systematic partnership or collaboration with other countries to spur South-South cooperation, except for ad hoc activities.

UNDP's most significant contribution in disaster and conflict management its ability to bring on board different entities – civil society, political forces, community leaders, media and experts – to work together collaboratively. Equally highly regarded was UNDP's approach to bringing in best practices and cutting-edge thinking on issues such as the natural disaster and conflict linkages and experiences on disaster risk reduction from other countries (e.g. Mozambique and Japan). In the environment and energy programme, regional cooperation was prominent in the African Adaptation Programme, focusing on the climate-resilient development. For example, cooperation with Mozambique brought Kenya the expertise and experience needed to design a climate change resource centre. Likewise, Kenya has helped Lesotho develop a system model ('T21') that analyses the risks and impacts of climate change across the major sectors in the economy, society and environment for better development planning.

In other programme areas, however, South-South cooperation was less prominent in programme design, although some opportunities to learn from other countries were ceased. Participation in regional and international conferences was reported as beneficial, but their contribution to achievement of programme outcomes was not established.

6.2 RECOMMENDATIONS

Recommendation 1. UNDP should take a more strategic approach to programming to improve its programme effectiveness.

The current country programme evolved by integrating national development goals over the years, and some outcomes and projects have become fragmented. Multiple outcomes sharing similar objectives and target audiences – as well as many of the smaller, scattered projects and activities contributing to one outcome – should be consolidated and streamlined for greater impact and efficiency (e.g. outcomes related to disaster risk and recovery/peace building and conflict prevention; inclusive economic growth; and environment and energy). Each of the programmatic units should contribute to distinct outcomes. The appropriate areas (and scale) of programme interventions should be decided based on careful, advance sector analyses in each of the programme areas. This will ensure that UNDP works in areas where it can make unique contributions, based on its added value and niche. It will also allow it to explore areas of collaboration (and avoid duplication) with other development partners operating in similar programme areas but with larger resources. Programme design should reflect a sound theory of change in interventions and include an exit plan for sustainable continuation of results. The practice of systematically integrating lessons drawn from other countries into the programmes should be promoted.

Recommendation 2. UNDP should re-examine its programme results framework and overall results/progress reporting systems for improved demonstration of results and greater accountability.

Reflecting concerns raised by many partners, UNDP urgently needs to improve its ability to

demonstrate results to stakeholders for greater accountability and transparency. The Country Office should re-examine the content, format and timing of the release of programme/project progress reports, evaluation reports and any other 'review' reports, in order to design (and agree with partners) the most appropriate system for reporting (e.g. annual reports to donors under umbrella agreements). These reports should contain not only a list of activities conducted, but assessments and supporting data/information that capture progress, changes and achievements of the programmes/projects under review. They should clearly link the envisaged outcomes/objectives and corresponding projects/activities. Challenges, lessons and best practices from implementation, as well as detailed financial data, should also be recorded for greater continuity in the life cycle assessment of programmes/projects.

The monitoring and oversight function of UNDP programme/project managers should also be strengthened, even when projects are implemented (and reports provided) by designated implementing partners. UNDP's financial information (e.g. monthly disbursement status against grants) should be communicated with the government coordinating agency in a timely manner. Within UNDP, the Country Office should carefully develop its evaluation plan, in consultation with the Regional Bureau for Africa. It should ensure that all planned evaluations are conducted without delay, so as not to miss the opportunity to readjust programme/project implementation and learn from the results. All evaluation reports, including those prepared by implementing partners and project steering committees, should be publicly shared in UNDP's Evaluation Resource Centre. Consistency in the alignment between programme outcome and corresponding projects, as well as in the reporting of progress in the internal reporting systems (e.g. IWP, ROARs) should be ensured. In the areas where UNDP's activities are not known among beneficiaries, more branding exercises may be needed.

Recommendation 3. Critical risk areas in internal operational modalities and programme delivery – particularly the timeliness in financial and procurement transaction processes – should be urgently addressed to improve programme efficiency and sustainability.

UNDP's internal financial and procurement processes were reported as lengthy and slow in all programme areas, often resulting in delays in implementation and causing much dissatisfaction among implementing partners and donors. Operational inefficiency has been seen as critical bottleneck in UNDP's programme interventions in the country, risking its status as a 'preferred partner of choice' among development partners. UNDP should address these issues as a matter of urgency.

Recommendation 4. Given the significant role CSOs have had in the country programme implementation (although with varying levels of capability), UNDP should define a clear strategy for effectively working with CSOs as implementing partners.

In the country programme operations, UNDP has extensively collaborated with CSOs in many projects as its project implementing partners, and relied on their ability to execute the projects in an efficient and effective manner. As the devolved governance structure launches in the country, the role of CSOs is increasingly viewed as critical in facilitating the achievement of development objectives, and there is a growing expectation for UNDP to further engage with them for the promotion of human rights, peaceful elections and the civic education on the Constitution. Reflecting that there are varying levels of capacity among CSOs in implementing UNDP projects, the Country Office, in consultation with the Regional Bureau, should develop a comprehensive plan and strategy for effectively working with CSOs as critical implementing partners. Particularly, it should ensure that any NGOs and CSOs engaged in UNDP projects are fully aware of UNDP's policies and operational standards, as well as expectations to realize project objectives. The plan should include a risk management strategy. Areas raised as their weaknesses – e.g. limited

abilities in project monitoring, management, and implementation, as well as in coordinating the work of other CSOs; and the need for more capacity for effective lobbying of the Government — should be monitored and enhanced through increased capacity building support. UNDP's ability to provide oversight to projects implemented by CSOs/NGOs should also be strengthened.

Recommendation 5. UNDP should continue (and scale up) its efforts to champion issues related to human rights, gender equity and protection of vulnerable people, including those with HIV/AIDS.

UNDP has laid a solid foundation in promoting human development in Kenya, particularly in the areas of human rights, gender equity and HIV/AIDS. Gains must be built upon and sustained. On gender equity, following dissolution of the Ministry of Gender, UNDP needs to review its position in programme interventions. Support to both central (through the Gender Directorate) and county governments (e.g. in the development of county action plans for gender and human rights) has been expected by government partners. This support should be strengthened, demonstrating UNDP's commitment to gender equity and women's empowerment. UNDP should establish its internal policy on gender by operationalizing the Country Office Gender Equality Strategy currently being developed and by ensuring that gender and human rights considerations are fully integrated in the design of every programme portfolio. For example, UNDP should establish an internal team of gender focal points, selected from all programme areas. It also needs to clearly define its role in the area of gender and governance, where, currently, UN Women has taken initiatives with more resources. On HIV/AIDS, UNDP's focus on legal and human rights aspects was strategic and has become its niche. However, emerging challenges faced by supported programmes and entities – such as financial constraints facing the joint programme and sustainability and resource issues faced by the Equity Tribunal and other national entities – should be urgently addressed

in consultation with relevant partners. Tools and manuals developed to address the epidemic should be disseminated and fully utilized both by UNDP and by the Government to facilitate mainstreaming in sectors. Accountability mechanisms to link resources allocated to HIV/AIDS initiatives and actual results should be strengthened.

Recommendation 6. In consultation with the Government, UNDP should take the lead in support of the country's new devolution system, ensuring capacity-building of county-level authorities, promotion of human development and use of partnerships with a diverse range of stakeholders.

Along with the World Bank and USAID, UNDP is a member of the donor working group on devolution. It has been on every development partner's agenda, yet it has not fully taken shape and has been viewed largely as unknown. The 47 newly created counties vary considerably in terms of their geo-political landscape, poverty prevalence, infrastructure and capacity to address development challenges. Many development partners and government officials have high hopes for UNDP's substantive contribution in Kenya's transitional phase, particularly on building the capacity of county authorities and officials. In particular, support has been requested in establishing a stronger accountability framework and M&E functions (e.g. in reporting MTP indicators and use of performance contracting); programme planning and budgeting; and gender equity and HRBA to service delivery. UNDP's focus on capacity building in its programme has been generally recognized as one of its comparative advantages.

UNDP should develop a clear and focused strategy on devolution, identifying specific areas and means for its interventions. In doing so, UNDP should ensure the following: (i) active engagement with local research institutes, academia and the communities of practice across the country; (ii) use of best practices/lessons learned from other countries that have gone through similar process (e.g.

South Africa, Uganda, etc.); (iii) close consultation and dialogue with all relevant stakeholders, particularly civil society, UN agencies and other development partners for possible collaboration and clear division of labour; (iv) integration of gender equity, human rights and achievement of MDGs (and post-MDG actions) at the core of programming; and (v) a balanced mix of support to national and county levels through its upstream and downstream interventions.

Recommendation 7. UNDP should strengthen its strategic partnerships with international development partners, by ensuring appropriate representation and timely and close communication with them at sector-related and other external engagements.

UNDP's efforts to communicate its activities and milestones through knowledge products and reports were appreciated by development partners. However, UNDP should also strengthen its strategic partnerships with those key international development partners, ensuring a transparent work environment. For example, UNDP should ensure that it is properly represented at sector-specific meetings with development partners, where substantive, technical issues are discussed and views on each organization's strategic positions are sought. Concerns were raised during the ADR about sending junior-level staff or those who are not technically conversant with meetings. This was seen as having limited the quality of the proceedings.

When UNDP represents the UNCT at engagements with the Government and donors, it is expected that UNDP will share meeting information with all UN agencies in advance, as well as the results of such meetings, for purposes of coordination and transparency. UNDP should ensure that inter-agency communication is timely and comprehensive to promote harmonization, particularly under DaO. The Strategic Policy Advisory Unit in the Country Office is mandated to provide technical support to the Resident Coordinator's office, but it also manages two projects under the UNDP country programme (MDGs and Vision 2030), which contribute to two of the 10 programme outcomes. While these are UNDP projects, they address general development issues at the national level, requiring consultations with relevant government ministries. UNDP should thus ensure that an appropriate communication strategy promotes communication with development partners.

Annex 1

TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts country evaluations called, 'Assessments of Development Results' (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management, headed by a Director who reports to the UNDP Executive Board through the UNDP Administrator. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.[299] Based on the principle of national ownership, the IEO seeks to conduct ADRs in collaboration with the national Government. The purpose of an ADR is to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board.

- Support greater UNDP accountability to national stakeholders and partners in the programme country.

- Serve as a means of quality assurance for UNDP interventions at the country level.

- Contribute to learning at corporate, regional and country levels.

This is the first ADR conducted in Kenya, which is conducted in close collaboration with the Government of Kenya, UNDP Kenya Country Office and Regional Bureau of Africa (RBA). It assesses UNDP programme results during the period 2009-2013 with a view to contributing to the preparation of the new UNDP Country Programme Document (CPD) starting from 2014 as well as the forthcoming United National Development Assistance Framework (UNDAF) starting in the same year.

2. NATIONAL CONTEXT

Kenya, located in East Africa, has a population of 44 million (2012) in an area of 582,446 sq.km, and is home to a number of ethnic groups, including Kikuyu, Luo, Luhya, Kalenjin, Kamba and the Masai, among others. Agriculture is an important economic sector in Kenya, but its economy does not rely mainly on agriculture. Kenya has the third largest financial sector in Africa, and about 55 percent of the country's GDP comes from the service sector, such as transport, finance, tourism, information and communication technologies, and

---

299   See UNDP Evaluation Policy: <www.undp.org/eo/documents/Evaluation-Policy.pdf>. The ADR will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (<www.uneval.org>).

trade.[300] The current GNI (PPP) per capita is $1,541.[301]

While relative peace has been maintained since its independence in 1963, the country has also been vulnerable to various internal and external shocks. Following elections in 2002, Kenya enjoyed sustained economic growth, introduced free primary education and tackled poverty. The country entered a national crisis in 2007-2008 following the disputed 2007 presidential elections that resulted in widespread violence. Together with severe drought, high global food and fuel prices, and the global financial crisis, economic growth slowed down significantly, to 1.7 percent in 2008. Kenya's social stability remains fragile to date, faced with challenges in food, energy (heavily dependent on hydropower), rapid population growth and urbanization. Kenya also hosts a large Somali refugee camp near the region of Dadaab, adding a destabilizing factor to the country.

Gradual improvements in the country's GDP growth have been observed in recent years, following the Government's various interventions.[302] Stemming from the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) prepared in 2003,[303] the Government prepared a roadmap for achieving middle-income status by the year 2030, entitled, 'Vision 2030'[304]. The Vision comprises three pillars: i) economic – aiming to improve the prosperity of all Kenyans through an economic development programme; ii) social – aiming to build a just and cohesive society with social equity in a clean and secure environment; and iii) political – aiming to realize a democratic political system founded on issue-based politics that respects the rule of law, and protects the rights and freedoms of every individual in Kenyan society. These pillars are addressed by ensuring macroeconomic stability for long-term development, continuity in governance reforms, enhanced equity and wealth creation opportunities for the poor, infrastructure, energy, science, technology and innovation, land reform, human resource development, security and public services. The Government defined its specific action plans for the first five years of the implementation of Vision 2030 in the Medium Term Plan (MTP) 2008-2012. The country has now embarked on the formulation of its second MTP (2013-2017).

Kenya has improved in its regulatory quality and public administration over the years, but governance remains a challenge, particularly in the areas of rule of law and corruption. Various reform programmes in 2004 have introduced the concept of results-based management into the public service and transparency has slowly improved. The general elections in March 2013 produced a new government in the country, with the new devolution system in effect among 47 administrative counties.

The national strategies such as Vision 2030 are designed to integrate the Millennium Development Goals (MDGs). Kenya's progress towards the MDGs, however, is mixed. The country is reported as being likely to achieve MDG 2 (universal primary education) and MDG 6 (HIV/AIDS). It has made progress towards one target of MDG 3 (promoting gender equality; eliminate gender disparity in education), as well as in some areas of MDG 7 (environmental sustainability), particularly those related to water and sanitation services. MDG 1 (extreme poverty), MDG 4 (child mortality) and MDG 5 (maternal health) are lagging behind and are said to require a rigorous pro-poor economic growth

---

300   World Bank, 'Country Partnership Strategy for Kenya 2010-2013', March 2010.

301   UNDP, 'Human Development Report, Kenya', 2012.

302   GDP grew by 2.6 percent in 2009, 5.6 percent in 2010, 5.0 percent in 2011, and by estimated 4.1 percent in 2012 and 4.8 percent in 2013.

303   Government of Kenya, 'Status Report on Preparatory Activities And Way Forward for the Economic Recovery Strategy Paper for Kenya (ERS)', Nairobi, 12 September 2003.

304   Government of Kenya, 'Kenya Vision 2030', 2007.

and reduction in inequalities.[305] While Kenya's Human Development Index has risen by 0.9 percent annually since 1980, the latest value remains in the low human development category in 2012, ranking the country at 145 out of 187 countries and territories.[306] The Gender Inequality Index is at 0.608 (130th out of 148 countries).

Kenya is a member of the East Africa Community (EAC), one of the fastest growing regions in the world with an average growth of 5.8 percent, as well as the Common Market for East and Southern Africa. The country is also part of the Intergovernmental Authority on Development, which addresses challenges of climate change, conflict resolution, and economic development.

3. UNDP IN KENYA

The Government of Kenya and UNDP signed an agreement to govern UNDP's assistance to the country in January 1991.[307] The Ministry of Finance serves as the Government Coordinating Agency. Over the years, the UNDP country programme strategy has been guided by the UNDAF, a common UN response to development challenges in the country. The country programme for the period 2004-2008 was aligned with the UNDAF 2004-2008. The country programme for the period 2009-2013 was developed based on the UNDAF 2009-2013, which is designed to align with the Government's Vision 2030 and its MTP. The UNDAF 2009-2013 has three priority areas, i.e. political, social and economic pillars, which is said to require $635 million by the United Nations Country Team (UNCT).[308] The UNDP Kenya Country Office works in all three UNDAF priority areas, focusing on five of the six specific UNDAF outcome areas. The relationship between Vision 2030, UNDAF 2009-2013 and

UNDP Kenya country programme 2009-2013 is summarized in Table A1.4.

The UNDP country programme for the period 2009-2013 – articulated in the Country Programme Document (CPD) and its corresponding Country Programme Action Plan (CPAP) – has four programme components and 11 outcomes, as summarized below:[309]

1. **Fostering Democratic Governance:** UNDP works to enhance citizen-centred reforms in the public sector and decentralized public service delivery. This programme promotes accountable and participatory development programming, policy formulation and implementation at national and local levels, with respect for the rule of law, citizens' responsibility, gender equality, tolerance, access to justice and the realization of human rights.

    a. Outcome: More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced.

    b. Outcome: Gender equality, empowerment of women and realization of human rights enhanced.

2. **Crisis Prevention and Recovery:** This programme contributes to increased national capacity for conflict prevention, peace building and small arms proliferation prevention, and address disaster risk reduction, restoration of livelihoods and resilience of disaster-affected populations. Mainstreaming HIV and AIDS in the national budgeting and planning processes will be promoted.

    a. Outcome: National plans and policies for conflict and disaster management

---

305 UNDAF 2009-2013, p. 17.

306 UNDP, 'Human Development Report, Kenya', 2012. The HDI value is 0.519.

307 The Standard Basic Assistance Agreement signed on 17 January 1991.

308 UNDAF 2009-2013. The overall allocation of funds is estimated as 13 percent for Priority Area 1, 76 percent for Priority Area 2, and 11 percent for Priority Area 3 (p. 56). There are also four cross-cutting themes in the UNDAF, i.e. gender equality, HIV and AIDS, migration and displacement, and climate change.

309 DP/DCP/KEN/1 Programme Document for Kenya (2009-2013) and Country Programme Action Plan Between The Government of Kenya and United Nations Development Programme 2009-2013.

operationalized and capacity developed at national and district level.

b. Outcome: Disaster risk reduction effectiveness enhanced at all levels (1).

c. Outcome: Effectiveness of emergency response and early recovery for communities and IDPs enhanced.

d. Outcome: Disaster risk reduction effectiveness (HIV/AIDS) enhanced at all levels (2).

3. **Poverty Reduction and Achievement of MDGs:** The programme will promote inclusive private-sector development and employment creation for broad-based human development, and will support trade and investment facilitation, as well as inclusive and effective public-private partnerships. UNDP provides policy support and technical advisory in a range of areas to influence and support pro-poor policies and institutional arrangements in compliance with international standards.

a. Outcome: Policies and programmes for an inclusive private sector development and employment creation developed and implemented by 2013.

b. Outcome: Policies and programmes for trade and investment facilitation developed and implemented by 2013.

4. **Energy and Environment for Sustainable Development:** The programme focuses on challenges and opportunities arising from climate change, management of natural resources for poverty reduction and management energy for sustainable development and achievement of MDGs.

a. Outcome: Pro-poor policies and programmes for sustainable management of environment and natural resources enhanced.

b. Outcome: Sustainable clean energy services at all levels promoted.

c. Outcome: Integration of climate change dimensions into national development frameworks and programmes enhanced.

Following the restructuring of the office that took place at the beginning of the programme cycle 2009-2013, the country programme is currently managed and delivered by five thematic programmatic units. First, the disaster risk and peace-building components which were under one programme (crisis prevention and recovery) in the previous programme cycle (2004-2008) has now split into two separate programmes, managed by the Disaster Risk Reduction and Recovery Unit and the Peace-Building and Conflict Prevention Unit, respectively. Secondly, the response to HIV/AIDS which was earlier clustered under the crisis prevention and recovery programme has now been integrated into the poverty-related programme, managed by the Inclusive Economic Growth Unit. Together with the Democratic Governance Unit and the Environment and Energy Unit, a total of five thematic units contribute to the programme delivery.

Of a total programme budget of $46,206,000 in 2012, 20 percent (or $9,353,000) represented regular core resources, and a large majority, 80 per cent (or $36,853,000), represented non-core resources.[310] The expenditure of the same year was $44,090,000, indicating a delivery rate of 95 percent. In 2012, the Kenya Country Office was the sixth largest office in the Regional Bureau for Africa in terms of programme delivery.[311]

4.   SCOPE OF THE EVALUATION

The standard ADR assesses two country programme cycles – the ongoing and the previous country programme cycles. During the preparatory mission to Nairobi from 20 to 24 May 2013, it was brought to the attention of the IEO that there has been a significant staff turnover at the

---

310   Atlas Snapshot, May 2013.

311   UNDP, 'Kenya Briefing Background', Regional Bureau for Africa, New York, March 2013.

Country Office in recent years that has left little institutional memory and that it would be difficult to access information from the previous country programme cycles. For this reason, it was agreed that the ADR in Kenya will focus on the current programme cycle, 2009-2013, but will ensure that those projects running from the previous programme cycle 2004-2008 into the current cycle will be examined to the extent possible.

The evaluation focuses on holding UNDP accountable to a set of outcomes and assessing UNDP's performance against these outcomes. In the case of Kenya, the outcomes articulated in the CPAP Results and Resources Framework are managed by five programme units based on the current office structure as shown in the table below (Table A1.1).[312]

Table A1.1. UNDP Kenya Country Programme Outcomes and Financial Data		
Outcomes (Outcome ID used in Results-Oriented Annual Report, or ROAR)	**Programme Area (based on current CO structure)**	**Cumulative Budget of Projects Represented in 2009-2013**
1. Gender equality, empowerment of women and youth, and realization of human rights enhanced (outcome 46). 2. More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced (outcome 47).	Democratic governance	$122,696,104
3. National plans and policies for conflict and disaster management operationalized and capacity developed at national and district level (outcome 48). 4. Effectiveness of emergency response and early recovery for communities and IDPs enhanced (outcome 49).	Disaster risk and recovery Peace building and conflict prevention	$10,872,982 $63,548,019
5. Policies and programmes for an inclusive private sector development and employment creation developed and implemented by 2013 (outcome 44). 6. Policies and programmes for trade and investment facilitation developed and implemented by 2013 (outcome 45). 7. Existing programmes adapted and innovative responses developed to reduce the impact of the epidemic (outcome 50).	Inclusive economic growth (Strategic Policy and Advisory Unit also supports two outcomes, #44 and #45)	$28,844,417
8. Programmes for sustainable management of environment and natural resources enhanced (outcome 51). 9. Integration of climate change dimensions into national development frameworks and programmes enhanced (outcome 52). 10. Sustainable clean energy services at all levels promoted (outcome 53).	Environment, energy and climate change	$25,126,900

Source: Outcome mapping by the IEO, and financial data from Atlas based on the list of projects provided by CO (17 May 2013) with modifications. The outcome numbering reflects that reported in ROAR.

---

312 The CPAP Results Framework has 11 outcomes, but only 10 outcomes have been reported in ROAR, missing one outcome, i.e. *"Disaster risk reduction effectiveness enhanced at all levels."* This outcome is reported by the Country Office as being addressed partially by the Disaster Risk and Recovery and Peace Building and Conflict Prevention Units, as part of outcome 48.

313 Financial data in the table were based on Atlas Snapshot (as of 17 July 2013, *List-KEN_v7_18Jul2013.xls*) and reflect the **cumulative budget** of all projects comprising each programme area; therefore, data represent the entire project life-cycle including before the 2009-2013 period. The list of projects used for the figures are based on the two lists provided by the Country Office (17 May) for the period 2004-2008 and 2009-2013, from which a 'comprehensive list of projects' to be used for the ADR evaluation was created (i.e. projects represented here are those are either active or completed in the current programme cycle 2009-2013). Outcomes 48 and 49 are contributed by two separate programme teams based on the current office structure, Disaster Risk and Recovery Prevention Unit and Peace Building and Conflict Prevention Unit. Outcomes 44 and 45 are led by the Inclusive Economic Growth Unit, but the office's Strategic Policy and Advisory Unit manages some projects.

The ADR will assess UNDP's contribution to the country's effort in addressing its development challenges and needs. It will assess key results, specifically at the outcome level, funded both from core and non-core resources.

5. METHODOLOGY

The evaluation has two main components: (1) the analysis of UNDP's contribution to development results through its thematic/ programmatic areas; and (2) the strategic positioning of UNDP. For each component, the ADR will present its findings and assessment according to the set criteria provided below, as defined in the ADR Method Manual:[314]

1. **UNDP's contribution to development results through thematic/programmatic areas**

   Analysis will be made on the contribution of UNDP to development results in Kenya through its programme activities. The analysis will be presented by thematic and programme area and according to the following criteria:

   - Relevance of UNDP projects, outputs and outcomes;

   - Effectiveness of UNDP interventions in terms of achieving stated goals;

   - Efficiency of UNDP interventions in terms of use of human and financial resources; and

   - Sustainability of the results to which UNDP contributes.

2. **UNDP's contribution through its strategic positioning**

   The evaluation will assess the strategic positioning of UNDP both from the perspective of the organization's mandate and the development needs and priorities in the country. This would entail a systematic analysis of the

UNDP place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches. The following criteria will be applied:

- Relevance and responsiveness of the county programme as a whole;

- Exploiting UNDP's comparative strengths; and

- Promoting UN values from a human development perspective.

In assessing the above, particular attention will be paid to the identification 'factors' influencing UNDP's performance. The following issues will be included as part of the analysis:

- Integration of gender equality and human rights into programming

- Focus on capacity development

- Implementation modalities (national vs. direct implementation)

- Promotion of South-South regional cooperation

- Use of appropriate partnerships for development

- Support for coordination of UN and other development assistance

- Degree of national ownership, as well as the ownership at the county level, following the start of the devolution system

The evaluation criteria form the basis of the ADR methodological process. Evaluators generate findings within the scope of the evaluation and use the criteria to make assessments. In turn, the factual findings and assessments are interpreted to identify the broad conclusions from the evaluation and to draw recommendations for future action. Best practices and lessons drawn from the interventions, which can be applied to

---

314   UNDP, Independent Evaluation Office, 'ADR Method Manual', January 2011.

other countries and regions, should be captured. An outcome paper will be developed that examines progress towards the outcome and UNDP's contribution to that change. A theory of change (ToC)[315] approach will be used and developed by the evaluation team in consultation with UNDP and national stakeholders. In preparing the ToC, assumptions about a programme's desired change and causal linkages are expected to become clear and form a basis for the data collection approach. Each outcome report will be prepared according to a standard template which will facilitate synthesis and the identification of conclusions. The findings and conclusions from each outcome paper will then be synthesized into the overall ADR report.

6. DATA COLLECTION

Evaluability: assessment of data-collection constraints and existing data. An evaluability assessment was conducted prior to and during the preparatory mission to understand the data-collection constraints and opportunities. This process informs the identification of the data-collection methods and helps set out a preliminary idea of the ADR needs in terms of resources required and timing of data-collection activities. A complete table of the evaluability challenges and opportunities are attached in Table A1.5. Some of the key issues include the following:

1. Availability of past evaluation reports: The Country Office has completed four of the 10 outcome evaluations, as well as 15 project evaluations, during the period 2009-2013.

For the outcomes that do not have evaluation conducted (6), reference material is limited to the CPAP annual review of outcomes (e.g. November 2012), as well as project evaluations. All existing evaluations conducted by the Country Office will be used as an input to the analysis, but this also depends on the quality of the reports.

2. National data: With the recent general elections in March 2013, the government offices have been restructured, where in many cases the names of the ministries and agencies have changed. Based on the initial discussions with the officials, however, most have retained their original functions. National data maintained by the pre-election offices are, therefore, likely to be available. However, the staff turnover in recent years has been reported in some ministries. The new devolution system is now in effect in Kenya, and data at the county level may not be fully available.

3. Availability of data at the Country Office: During the preparatory mission, high staff turnover rates experienced by the Country Office in the past few years were raised, as well as possible difficulty in obtaining project documents for projects stemming from the previous cycle 2004-2008.

4. Geographical outreach: The key geographical locations where projects have been delivered include Nairobi, Central, Western, Northern, Eastern and Coastal areas of the country. Some parts of the country (e.g. Garissa County and other North Eastern areas) are

---

315 "Theory of change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. While there is no single definition and set methodology. At a critical minimum, theory of change is considered to encompass discussion of the following elements:

  • Context for the initiative, including social, political and environmental conditions.

  • Long-term change that the initiative seeks to support and for whose ultimate benefit.

  • Process/sequence of change anticipated to lead to the desired long-term outcome.

  • Assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context.

  • Diagram and narrative summary that captures the outcome of the discussion.

  Source: Isabel Vogel, 'Review of the Use of "Theory of Change" in International Development', DFID, April 2012.

likely to have higher security levels than others, which require up-to-date information from the regional security adviser before any field visit plans are finalized.

Data-collection methods: A multiple method approach is used that could include the following:

- Desk reviews of reference material: A number of documents will be consulted, including the country programming documents, project/programme documents and reports by UNDP and the Government of Kenya, UNDP corporate documents (e.g. strategic plan, multi-year funding frameworks, results-oriented annual reports [ROAR], etc.), past evaluation reports available at the outcome and project levels; and any research papers and publications available about the country.

- Interviews with stakeholders: Face-to-face and/or telephone interviews will be conducted with relevant national stakeholders, e.g. government representatives, CSOs, private-sector representatives, UN and other development agencies, donors, and beneficiaries of the country programme.

Field visits: The evaluation team will undertake field visits to select project sites to observe the projects first-hand. It is expected that regions where UNDP has a concentration of field projects, as well as those where critical projects are being implemented, are considered.

Validation: All evaluation findings should be supported with evidence. A coherent and consistent analysis of the issues under evaluation will be conducted through the use of triangulation.

Stakeholder involvement: At the start of the evaluation, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes of the practice areas.

The evaluation will use a participatory approach to the design, implementation and reporting of the ADR. In order to facilitate the evaluation process, as well as to increase the ownership of the evaluation results, a national reference group for the ADR will be established, comprising a group of key national stakeholders, i.e. representatives from government, civil society organizations, UN agencies, donors and other development partners, as well as the UNDP Country Office.

7. IMPLEMENTATION AND MANAGEMENT ARRANGEMENTS

The evaluation process includes a wide range of offices.

UNDP IEO: UNDP IEO will conduct the ADR in collaboration with the Country Office and the Government of Kenya. The IEO will set the terms of reference (ToR) for the evaluation, prepare an outline for each of the outcome papers that will be integrated into the final report, select the consultancy team, lead the data-collection team, provide guidance, organize feedback sessions and a stakeholder meeting, prepare the first draft of the report, finalize the report and manage the review and follow-up processes. The IEO will meet all costs directly related to the conduct of the ADR.

UNDP Country Office (CO) in Kenya: The CO is expected to provide support to the evaluation by: i) liaising with the national government and other stakeholders in the country; ii) assisting the evaluation team with the identification and collection of necessary reference material relevant to the country and the UNDP programme; iii) providing any logistical and administrative support required by the evaluation team during data collection; iv) reviewing the draft ADR report and providing any factual corrections required and feedback; and v) facilitating the organization of a stakeholder workshop at the end of the evaluation.

National reference group: A reference group will be established in the country for the ADR to ensure greater participation of national stakeholders in the evaluation process and their ownership of evaluation results. Members of the reference group are expected to: i) review the evaluation ToR; ii)

provide comments to the draft ADR report; and iii) participate in the final stakeholder workshop in the country. The composition of the reference group is currently being developed by the UNDP CO based on general information provided by the IEO. The National Treasury, the main government counterpart of UNDP in Kenya, is expected to play a coordinating role in the conduct of the ADR by participating in and leading the national reference group together with the CO.

UNDP Regional Bureau for Africa (RBA): The RBA will support the evaluation through information sharing and participate in the stakeholder workshop.

The evaluation team: The IEO will establish an evaluation team to undertake the ADR. Based on the new evaluation model introduced at the IEO, two staff members from IEO – evaluation manager (EM) and associate evaluation manager (AEM) – will lead the conduct of evaluation and ensure the quality of analyses and the final evaluation report. In case of the Kenya ADR, EM and AEM are: (1) assigned to two programme areas each, where she/he will be responsible for the overall quality of the corresponding outcome assessments within each programme; and (2) thus, collectively, ensure the quality of all programme areas to be covered in the final report. In doing so, technical expertise will be sought from external team specialists, who will provide substantive knowledge, experience and insights into the analyses and contribute to the preparation of the outcome reports. The EM and AEM will work with the respective team specialists to complete the outcome reports. The division of work between the EM/AEM and the team specialist for each outcome – e.g. conduct of interviews (in the capital Nairobi and the fields) and review of material – will be clarified among the members before data collection takes place.

The team will constitute the following members:

- **Evaluation manager:** IEO staff member with overall responsibility for conducting the ADR, and for preparing and revising draft and final report, for facilitating the stakeholder workshop and providing any clarifications required by the CO as it prepares its Management Response which will be uploaded in the Evaluation Resource Centre along with the final ADR report. Programmatically, the EM will be responsible for the overall quality of the outcome analyses under governance (outcomes 46 and 47) and poverty-related (outcomes 44, 45 and 50) programmes, with technical input provided by team specialists.

- **Associate evaluation manager:** IEO staff member with responsibility for providing in-depth substantive support, participating in the preparatory mission and in the data-collection phase, as well as providing quality assurance of the draft reports. Programmatically, the AEM will be responsible for the overall quality of the outcome analyses under disaster risk and recovery and peace building (outcomes 48 and 49), and environment and energy related programmes (outcomes 51, 52 and 53), with technical input provided by team specialists.

- **Team specialists:** Independent consultants will be recruited in the following areas, managed by the EM and AEM. The consultants will have substantive understanding and knowledge of the subject matters assigned to them, and will be responsible for drafting outcome reports and other papers that will be incorporated into the final report. National expertise will be sought as much as possible.

  ☐ Environment and energy

  ☐ Disaster risk & recovery and peace building

  ☐ Governance

  ☐ Poverty

- **Research assistant (RA):** An RA at the IEO will be involved in the collection of reference material and the preparation of the data and information.

Table A1.2. Evaluation Team Responsibilities for Outcome Reports

Outcomes	Outcome Report: Team Members		
	Overall Quality Assur-ance	Drafting of Outcome Report	Data Collection (May split between IEO and team specialist)
1. Gender equality, empowerment of women and youth, and realization of human rights enhanced (outcome 46).	EM	Gender, HIV/AIDS specialist	Gender, HIV/AIDS specialist (and EM)
2. More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced (outcome 47).	EM	Governance specialist	Governance specialist (and EM)
3. National plans and policies for conflict and disaster management operationalized and capacity developed at national and district level (outcome 48).	AEM	Disaster risk & recovery and peace-building specialist	DRR/PB specialist (and AEM)
4. Effectiveness of emergency response and early recovery for communities and IDPs enhanced (outcome 49).	AEM	Disaster risk & recovery and peace-building specialist	DRR/PB specialist (and AEM)
5. Policies and programmes for an inclusive private sector development and employment creation developed and implemented by 2013 (outcome 44).	EM	EM	EM (and poverty specialist)
6. Policies and programmes for trade and investment facilitation developed and implemented by 2013 (outcome 45).	EM	EM	EM (and poverty specialist)
7. Existing programmes adapted and innovative responses developed to reduce the impact of the HIV/AIDS epidemic (outcome 50).	EM	Gender, HIV/AIDS specialist	Gender, HIV/AIDS specialist (and EM)
8. Programmes for sustainable management of environment and natural resources enhanced (outcome 51).	AEM	Environment and energy specialist	Environment and energy specialist (and AEM)
9. Integration of climate change dimensions into national development frameworks and programmes enhanced (outcome 52).	AEM	Environment and energy specialist	Environment and energy specialist (and AEM)
10. Sustainable clean energy services at all levels promoted (outcome 53).	AEM	AEM	AEM (and environment and energy specialist)

8. EVALUATION PROCESS

The evaluation will be conducted according to the approved IEO process guidance. The following represents a summary of key elements of the process. Four major phases provide a framework conducting the evaluation.

Phase 1: Preparation. The IEO will prepare background documentation with the support of the CO and get briefed by the regional and other headquarters bureaus. The EM and AEM have undertaken a week-long preparatory mission to the country and met with CO, Government and key national stakeholders. The objectives of the mission were to: i) ensure that key stakeholders understand the evaluation purpose, process and methodology; ii) obtain key stakeholder perspectives of any prominent issues to be covered in the evaluation; and iii) determine the scope of the evaluation, approaches, timeframe, and the parameters for the selection of the ADR evaluation team.

The mission will lead to the preparation of a ToR to be shared with key stakeholders for comment. Based on the finalized ToR, and in accordance with internal recruitment guidelines, the IEO will recruit consultants who are experts in evaluation and thematic areas as required in the

evaluation. An external reviewer, who will review the draft ADR report will also be selected. **Phase 2: Data Collection and Analysis.** The objective is to undertake data collection activities in accordance with the ToR and to analyse data collected from various sources against evaluation criteria set out in section 6.

- Pre-mission activities: Evaluation team members conduct desk reviews of reference material, and prepare a draft outcome paper prior to the data collection mission. This paper will help identify the outcome-specific evaluation questions, identify gaps and issues that will require validation during the field-based phase of data collection.

- Data collection/validation mission: The evaluation team, led by EM and AEM, undertake a mission to the country to engage in field-based data collection activities. The estimated duration of the mission is three weeks in August 2013.

- End-of-mission debriefing: The evaluation team holds a debriefing with CO and national counterparts at the end of their mission to discuss key preliminary findings. The team ensures that any factual inaccuracies and misinterpretation be corrected at this point.

Phase 3: Synthesis, Report Writing and Review. The objective is to synthesize across all the assessments (outcome papers) and consult relevant stakeholders to arrive at robust, evidence-based evaluation findings, conclusions and recommendations.

- Synthesis process: After a review of the assessments by the AM/AEM, coding for the key criteria and factors will be performed. Once the synthesis process is complete the EM and AEM will organize a teleconference with the CO, and a presentation to the RB, to communicate results of the synthesis and the direction of recommendations.

- Report writing: Draft and final reports are developed in accordance with the ToR, the ADR Method Manual as well as quality

standards set forth by the United Nations Evaluation Group.

- Review: For quality assurance, the 'zero' draft report is reviewed internally (IEO) and externally. The IEO ADR coordinator conducts a compliance review, after which the report will be submitted to IEO Director/ Deputy Director for clearance. For stakeholder reviews, the draft report is first sent to the CO, RBA and other headquarters central offices as appropriate for factual verification and the identification of any errors or omission. Following the revision of the draft report, reflecting any changes made, the report is shared with national stakeholders (national reference group). An 'audit trail' of comments and responses is prepared for all reviews.

- Stakeholder workshop: In close collaboration with the CO, a meeting with key national stakeholders is organized to present the results of the evaluation and examine ways forward in the country. The workshop participants include IEO senior management and EM/AEM, representatives of RBA, and representatives of national stakeholders. The main purpose of the meeting is to facilitate a greater national buy-in in taking forward the lessons and recommendations from the report and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level. The report is finalized after the completion of the workshop.

Phase 4: Production, dissemination and follow-up. The aim is to produce a user-friendly report that reaches a wide range of audiences. Following the production process of editing, translation, and design, the final report is then uploaded to the IEO website. This phase will ensure that results and lessons from the ADR report are fully considered for future operational improvement and widely disseminate them to the public. The report is submitted to the UNDP Administrator, who requests formal responses to the evaluation from the CO/RBA (a 'management response'). The RBA is responsible for monitoring and overseeing

the implementation of follow-up actions in the Evaluation Resource Centre.[316] The ADR report is shared with internal and external audiences both in hard copy and electronic versions. Results of the evaluation are presented to RB senior management through a formal presentation. Discussions may be also held with other offices (e.g. Bureau for Development Policy, Bureau for Crisis Prevention and Recovery, Organizational Performance Group) to facilitate organizational learning.

9. TIME-FRAME FOR ADR PROCESS

The tentative time-frame of the evaluation process and respective responsibilities are shown below. The CO and RBA are already in the process of preparing the new CPD at the time when the data-collection phase is scheduled for summer 2013. For this reason, the evaluation team will try to provide them with its preliminary results as soon as data collection has completed, so as to ensure that key messages from the evaluation are taken into consideration during the formulation of the new country programme. While the draft report may be available in January 2014 when the new CPD is submitted to the Board, the final evaluation report will be officially made available to the June session of the Executive Board.

Table A1.3. Tentative Time-Frame		
Activity	**Responsible Party**	**Tentative Schedule**
Phase 1: Preparation		
ADR initiation and preparatory work	RA/EM/AEM	March/April 2013
Preparatory mission	EM/AEM	20-24 May
Draft ToR to CO/RBA for comments	EM	June
ToR completed and approved by IEO Director	EM	July
Identification and selection of evaluation team members	EM/AEM	May/July
Phase 2: Data collection and analysis		
Development of evaluation tools and protocols	EM/AEM	July
Preliminary drafts of outcome papers	Consultants	August
Data-collection mission (debriefing) to Kenya	EM/AEM/Consultants	August
Analysis and submission of outcome papers to EM/AEM	EM/AEM/Consultants	September
Phase 3: Synthesis and report writing		
First draft for internal IEO clearance	EM/AEM	October
First draft to CO/RBA for comments	CO/RBA	November
Submission of the second draft to CO/RBA	EM/AEM	December
Submission of the final draft to National reference group	CO	January 2014
Stakeholder Workshop in Kenya	IEO/CO/RBA	February
Finalization of the report	EM/AEM	March
Phase 4: Production and follow-up		
Editing and formatting	IEO	March 2014
Issuance of the final report and drafting of management response	IEO/CO/RBA	April 2014
Dissemination of the final report (Uploading to ERC)	IEO	April 2014

316   <erc.undp.org/>.

Table A1.4. Relationship between Vision 2030, UNDAF, and UNDP Kenya Country Programme			
Vision 2030	**UNDAF Priority Areas and Outcomes (2009-2013)**	**UNDP CPAP (2009-2013)**	
		Programme Component	**Expected Outcomes**
Political Pillar – To realize a democratic political system founded on issue-based politics that respects the rule of law, and protects the rights and freedoms of every individual in Kenyan society	Priority Area 1: Improving governance and the realization of human rights. Outcome 1.1 Strengthened institutional and legal frameworks and processes that support democratic governance, transformation, accountability, respect for human rights and gender equality.	Fostering Democratic Governance (Contributing to UNDAF Outcome 1.1)	1. More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced. 2. Gender equality, empowerment of women and realization of human rights enhanced.
Social Pillar – To build a just and cohesive society with social equity in a clean and secure environment	Priority Area 2: Empowering people who are poor and reducing disparities. Outcome 2.1 Increased equitable access and use of quality essential social services and protection services with a focus on vulnerable groups. Outcome 2.2. Measurably reduced risks and consequences of conflict and natural disaster. Outcome 2.3 Evidence-informed and harmonized national HIV response is delivering sustained reduction in new infections, scaled-up treatment, care, support and effective impact mitigation.	Crisis Prevention and Recovery (Contributing to UNDAF Outcomes 2.2 and 2.3)	1. National plans and policies for conflict and disaster management operationalized and capacity developed at national and district level. 2. Disaster risk reduction effectiveness enhanced at all levels (1). 3. Effectiveness of emergency response and early recovery for communities and IDPs enhanced 4. Disaster risk reduction effectiveness (HIV/AIDS) enhanced at all levels (2).
Economic Pillar – To improve the prosperity of all Kenyans through an economic development programme	Priority Area 3: Promoting sustainable and equitable economic growth for poverty and hunger reduction with a focus on vulnerable groups. Outcome 3.1 Economic growth, equitable livelihood opportunities and food security for vulnerable groups enhanced and sustained. Outcome 3.2 Enhanced environmental management for economic growth with equitable access to energy services and response to climate change.	Poverty Reduction and Achievement of MDGs (Contributing to UNDAF Outcome 3.1)	1. Policies and programmes for an inclusive private sector development and employment creation developed and implemented by 2013. 2. Policies and programmes for trade and investment facilitation developed and implemented by 2013.
		Energy and Environment for Sustainable Development (Contributing to UNDAF Outcome 3.2)	1. Pro-poor policies and programmes for sustainable management of environment and natural resources enhanced. 2. Sustainable clean energy services at all levels promoted. 3. Integration of climate change dimensions into national development frameworks and programmes enhanced.

Source: UNDP Independent Evaluation Office. The UNDP outcomes are based on the CPAP Results and Resources Framework. The UNDP Kenya Country Office works in five of the six specific UNDAF outcome areas, i.e. outcomes 1.1, 2.2, 2.3, 3.1, and 3.2. In the crisis prevention and recovery component, the HIV outcome was later moved under the poverty reduction and MDGs after the issuance of the CPAP. The remaining three outcomes have also been coalesced into two outcomes in practice in the country's reporting (ROARs), with only two outcomes (point 1 and 3) reported.

Table A1.5. Evaluability Assessment (as of 18 July 2013)

Programme Area	Outcome*	Cumulative Budget of Projects Represented in 2009-2013	Total Number of Projects 2009-2013	Data Collection Opportunities/Constraints	Data-Collection Approach	By Whom
Democratic Governance	1. OUTCOME 46 Gender equality, empowerment of women and youth, and realization of human rights enhanced. 2. OUTCOME 47 More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced.	$122,696,104	20	– Availability of evaluations completed by CO: • OUTCOME 46 (2010) • 2KEN05204 Public Sector Reform (May 2010) - Final • 2KEN08215 Amkeni Wakenya Non-State Actors Facility (June 2012) - Midterm • 73426 Elections support (Ongoing and planned to be completed in Aug. 2013) - Final • African Peer Review Mechanism (APRM) Donor Support Programme (NEDAP) 2012 • Evaluation of UNDP Project: Support to Development and Implementation of Vision 2030 and Medium Term Plan 2008-2012 (2008) • SIDA-UNDP Projects on Human Rights (2007) • CPAP Annual Review 'Programme Review: Accountability in a Consolidated Partnership' (Nov. 2010) • Midterm Review of CPAP 2004-2008 (Jan. 2007) • Evaluation of CPAP Outcomes 2004-2008 (Nov. 2006) – CPAP Annual Review (Nov. 2012) to be obtained from CO. – Specific outcome indicators, baseline and targets exist in RRF, but high staff (CO and Government) turnover rates may affect data collection. Availability of government data, at the district level, may be limited.	Desk reviews; interviews; site visits. Tentative site visits may include: Nairobi (large concentration of projects), Central, and Western Kenya (e.g. Nyanza), Rift Valley	EM with governance specialist
Disaster Risk and Recovery	3. OUTCOME 48 National plans and policies for conflict and disaster management operationalized and capacity developed at national and district levels.	$10,872,982	16 (DRR 9 and PBCP 7)	– Availability of evaluations completed by CO: • Outcome 49 (To ERC in May 2013) • PBCP - RECSA GoJ/UNDP RECSA Project: Enhancing Human Security in the Great Lakes Region and Horn of Africa by Preventing the Proliferation of Illicit Small Arms through Practical Disarmament (31 Oct. 2012) - Final • PBCO - 00060369-3KEN08312 Consolidating Gains from the Kenya National Dialogue and Reconciliation Process (2011) - Final	Desk reviews; interviews; site visits. Tentative site visits: Nairobi, Rift Valley/ Turkana, Nakuru, Kisumu, Eldret, Kitale, East Kenya	AEM with DRR/PB specialist
Peace Building and Conflict Prevention	4. OUTCOME 49 Effectiveness of emergency response and early recovery for communities and IDPs enhanced.	$63,548,019		• CPAP Annual Review 'Programme Review: Accountability in a Consolidated Partnership' (Nov. 2010) • Midterm Review of CPAP 2004-2008 (Jan. 2007) • Evaluation of CPAP Outcomes 2004-2008 (Nov. 2006) – CPAP Annual Review (Nov. 2012) to be obtained from CO. – Specific outcome indicators, baseline and targets exist in RRF, but high staff (CO and Government) turnover rates may affect data collection. Availability of government data, at the district level, may be limited.		

Table A1.5. Evaluability Assessment (as of 18 July 2013) *(continued)*

Programme Area	Outcome*	Cumulative Budget of Projects Represented in 2009-2013	Total Number of Projects 2009-2013	Data Collection Opportunities/Constraints	Data-Collection Approach	By Whom
Inclusive Economic Growth (CO Strategic Policy and Advisory Unit also supports two outcomes, #44 and #45)	5. OUTCOME 44 Policies and programmes for an inclusive private sector development and employment creation developed and implemented by 2013. 6. OUTCOME 45 Policies and programmes for trade and investment facilitation developed and implemented by 2013. 7. OUTCOME 50 Existing programmes adapted and innovative responses developed to reduce the impact of the epidemic.	$28,844,417	18	– Availability of evaluations completed by CO: • OUTCOME 44 (2012) • 00050350-1KEN08102 and 00050349-1KEN08103: District Business Solution Centres (2012) Midterm and Promoting Women in Business & Investment (2012) - Midterm • 00049941-1KEN08101: Kenya National Youth Development & Training Programme (2012) - Midterm • 00044547 - 1KEN06104 – NESC PP Dialogue and 00049100 - 1KEN07110 – PSDS Donor Coordination Unit Support (2009) Business Sector Programme Support Projects Review • CPAP Annual Review 'Programme Review: Accountability in a Consolidated Partnership' (Nov. 2010) • Midterm Review of CPAP 2004-2008 (Jan. 2007) • Evaluation of CPAP Outcomes 2004-2008 (Nov. 2006) – CPAP Annual Review (Nov. 2012) to be obtained from CO. – Specific outcome indicators, baseline and targets may exist in RRF, but high staff (CO and Government) turnover rates may affect data collection. Availability of government data, at the district level, may be limited.	Desk reviews; interviews; site visits. Tentative site visits: Nairobi, Nyanza, Coastal	AEM with environment and energy specialist

Table A1.5. Evaluability Assessment (as of 18 July 2013) *(continued)*

Programme Area	Outcome*	Cumulative Budget of Projects Repre-sented in 2009-2013	Total Number of Projects 2009-2013	Data Collection Opportunities/Constraints	Data-Collection Approach	By Whom

Environ-ment and Energy	8. OUTCOME 51 Pro-grammes for sustain-able management of environment and natural resources enhanced.
	
	9. OUTCOME 52 Inte-gration of climate change dimensions into national devel-opment frameworks and programmes enhanced.
	
	10. OUTCOME 53 Sustainable clean energy services at all levels promoted.
		$25,126,900	22	- Availability of evaluations completed by CO:
				  • Outcome 52 (May 2012)
				  • 4KEN07401 Improved Conservation and Governance for Kenya Coastal Forest Protected Areas System (June 2012) - Final
				  • KEN07401 Improved Conservation and Governance for Kenya Coastal Forest Protected Area System (Dec. 2010) - Midterm
				  • 4KEN10403 Development of Standards and Labels (2012) - Midterm
				  • KEN06405 Removal of Barriers: Market Transformation for Highly Efficient Biomass Stoves for Institutions and Medium Sized Enterprises (2011) - Final
				  • 4KEN05404: Enabling Dryland Management through Mobile Pastoral Custodianship (World Initiative on Sustainable Pastoralism) (Dec. 2010) - Final
				  • Environment and Natural Resource Programme Outcome Evaluation (2003)
				  • CPAP Annual Review 'Programme Review: Accountability in a Consolidated Partnership'(Nov. 2010)
				  • Midterm Review of CPAP 2004-2008 (Jan. 2007)
				  • Evaluation of CPAP Outcomes 2004-2008 (Nov. 2006)
				– CPAP Annual Review (Nov. 2012) to be obtained from CO.
				– Specific outcome indicators, baseline and targets exist in RRF, but high staff (CO and Government) turnover rates may affect data collection. Availability of government data, at the district level, may be limited.		

Source: (1) Financial and project data: IEO data (Atlas Executive Snapshot, 17 July 2013 List-KEN_v7_18Jul2013.xls); and (2) Evaluations: ERC (<erc.undp.org/evaluationadmin/plans/viewEvaluationPlan. html?unitid=121>) including the 'Evaluation Plan 2009-2013' (May 2013). The 'Evaluation of CPAP 2004-2008 Outcomes (Nov. 2006)' as well as 'CPAP Annual Review (Nov. 2010)' are available at the ERC. Other evaluations to be made available by CO include 'CPAP Annual Review for all outcomes (Nov. 2012)'. *The outcome numbering used in the table reflect the ID number used in the ROAR.

ANNEX 1. TERMS OF REFERENCE

Annex 2

PEOPLE CONSULTED

GOVERNMENT OF KENYA

CENTRAL GOVERNMENT

Birungi, Charles, Senior HIV Economics, Finance and Policy Adviser, Ministry of Devolution and Planning

Chiko, Laban, Senior Programme Officer, National Steering Committee

Ikiara, Moses M., Managing Director, Kenya Investment Authority

Kabare, Mary, Principal Gender and Social Development Officer

Kanda, Joel, Warden, Kenya Wildlife Service

Kanga, Mugure, National Drought Management Authority

Karuga, Andrew, National Coordinator, Ministry of Industrialization

Kaudo, Harry, Monitoring and Evaluation Officer, Ministry of Planning and Devolution

Kemutai, Edwin, Head, Special Programmes, National AIDS Control Council

Kerich, Rebby, Forest Conservator, Kenya Forest Service

Kibunja, Dr. Mzalendo, Chairman, National Cohesion and Integration Commission

Kilimo, Enock Yator, Ecosystem Conservator, Kenya Forest Service

Kimani, Leonard N., Director, Economic Sector, National Economic and Social Council

Kimulu, Elizabeth Mueni, Director, Social Sector, National Economic and Social Council

Kionano, Geoffrey M., Acting Director, Department of Public Sector Development, Ministry of East Africa, Commerce and Tourism

Kodhek, Esther, Director of Programmes and Acting Chief Executive Officer, Commission for Implementation of the Constitution

Koech, Charles, Research Scientist, Kenya Forestry Research Institute

Loderman, Christoph, Technical Adviser, Public Sector, National AIDS Control Council

Maaruf, Ismail, Director, Compliance and Risk, Commission on Administration of Justice

Maghanga, Sabina, Director, Regional Cooperation, Ministry of Devolution and Planning

Magua, John, M&E Director in the Division of Performance Contracting

Mailu, Gideon, Director, Project and Programmes, National MDG Coordinator, Ministry of Devolution and Planning

Matano, Abdulhaiman, Project Officer, National Museums of Kenya

Matioli, Vincent A., Head of DRR Department, Ministry of State for Special Programmes

Mbaria, Rachael, Project Coordinator, National Cohesion and Integration Commission

Mghenyi, Mwikamba, Head of Public Service Transformation

Mogesa, Benard, Principal Human Rights Officer, Kenya National Commission on Human Rights

Mom, Johnstone, Field Coordinator, National Drought Management Authority,

Mosoti, Kennedy, Legal Adviser, National AIDS Control Council

Muga, Gordon Otieno, Assistant Secretary, DRR Department, Ministry of State for Special Programmes

Muia, Julius M., Secretary, National Economic and Social Council

Munyi, N.N., Administrative and Logistics Officer, Ministry of Interior and Coordination of National Government

Mutei, Francis, Principal Economist, M&E Directorate, Ministry of Devolution and Planning

Mutisya, Nduge Juliana, Deputy Commission Secretary, National Gender and Equality Commission

Mwangi, Alice, Project Officer, National Drought Management Authority

Mwingereza, John, Fisheries Department

Mwnde, Vivian, Legal Officer, Kenya National Commission on Human Rights

Nateminya, Edwin, Programme Manager, Ministry of Energy

Ndungu, Henry, Manager, Resource Centre, National Economic and Social Council

Ngumi, Patrick, Director, Private Sector, National Economic and Social Council

Njeru, Catherine, Programme Officer, National Gender and Equality Commission

Njoba, Susan, Manager, Business Development, Kenya Investment Authority

Nkoroi, Juster, Head of the Directorate of Public Service Management

Nyachiro, Kennedy, Chief Economist, External Resources Department, Head of UN Agencies Division, Treasury

O'dour, James, Chief Executive, National Drought Management Authority

Obondo, Tom, Coordinator, Turkana Rehabilitation Programme

Odongi, Eunice, Gender Specialist, National AIDS Control Council

Okero, Otieno, UNDP Project Coordinator, Ministry of Justice Project, Government of Kenya

Ombam, Regina, Head Strategy, National AIDS Control Council

Omondi, Kenneth, Research Officer, Kenya Marine and Fisheries Institute

Onyango, Protus, Deputy Director, Gender Directorate, Ministry of Planning and Devolution

Orago, Alloys, Director, National AIDS Control Council

Otieno, Dr. Samwel, Former Programme Management Unit, Assistance to Micro and Small Enterprises Programme (ASMEP), Ministry of Trade, Private Sector Development

Oyalo, Michael, Manager for Strategy, Monitoring and Evaluation, Independent Electoral and Boundaries Commission

Oyor Fredrick, Forest Officer, Kenya Forestry Service

Ratemo, Aloyce, Senior Economist, Ministry of Planning and Devolution

Samba, Evelyn, Deputy Secretary, Kenya National Commission on Human Rights

Sambili, Edward, former Permanent Secretary, Ministry of Devolution and Planning

Wainaina, Stephen, Economic Planning Secretary, Ministry of Devolution and Planning

Warui, Harun, National Project Manager, AAP, Ministry of Environment and Mineral Resources

LOCAL GOVERNMENT

Abenyo, Cornelius Juma, Technical Coordinator, Food for Asset, Turkana Rehabilitation Programme

Ambrose, Rachier, former Chairperson, HIV/AIDS Equity Tribunal, Nairobi

District Commissioner, Eldoret County (outcome #48/49)

Eiton, Pius, County Data Analyst, NDMA Turkana

Erus, Boaz Echubala, District Education Officer, Turkana West

Gufu, Waqo, Conflict Monitor, National Drought Management Authority, Isiolo

Jane, Philippa, UNDP/NDMA Field Project Coordinator, Turkana

Kabita, Mr., District Commissioner, Molo (outcome #48/49)

Keter, Evans, Crops Officer, Ministry of Agriculture, Turkana

Kipkan, James, Programme Manager, Turkana Rehabilitation Programme

Kiptui, Kipstick, Livestock Officer, Ministry of Agriculture and Livestock, Turkana

Kisangau, Mr., County Resilience Officer, National Drought Management Authority, Turkana (outcome #48/49)

Lekalkuli, Lordman, National Drought Management Authority, Isiolo

Lokaito, Mark E., County Food for Assets, National Drought Management Authority, Turkana

Maalim, Mohamed Abdi, National Drought Management Authority, Garissa

Ndoge, Charles Koinange, DPC Chairman, Gildgil district

Nyabola, Elijan, Accountant, National Drought Management Authority, Turkana

Ogada, Peter, County Executive Committee Member for Trade, Industry & Investments for Homa-Bay County Government

Roich, Michael, County Trade Officer, Ministry of Commerce and Tourism, Turkana

Ruto, Jacob, Secretary, District Peace Committee, Nakuru County

Taigong, Julius, County Drought Coordinator, National Drought Management Authority, Turkana

Wafale, Wilfred, Livestock Officer, Livestock Production Department, Turkana

Wamijikue, Unique, Data Analyst, DPC Nakuru

Wanguru, Dr. Solomon, UNV/Peace Monitor, Nakuru County

BILATERAL DONORS AND INTERNATIONAL ORGANIZATIONS

Alarcon, Eeva, Deputy Head of Mission, Embassy of Finland, Nairobi

Gacugia, Dorcas, Programmes Officer, Royal Norwegian Embassy, Nairobi

Horjen, Stein Eric, Head of Development Cooperation, Royal Norwegian Embassy, Nairobi

Kaneko, Kazuyo, Project Formulation Adviser, Japan International Cooperation Agency (JICA), Nairobi

Lawson-Mcdowall, Bruce, Head of Governance and Security, Department For International Development, Nairobi

Mwangi-Mweki, Josephine, Programme Manager, Embassy of Sweden, Nairobi

Noda, Koji, Senior Representative, JICA, Nairobi

Ronquist, Anders J., Counsellor, Head of Development Cooperation, Embassy of Sweden, Nairobi

Takezawa, Takaaki, First Secretary, Embassy of Japan, Nairobi

UNDP KENYA

Ambundo, Betty, Head, Human Resources

Anyango, Ludfine, Programme Analyst, Poverty Unit

Averbeck, Carolin, Team Leader, Integrated Economic Growth Unit

Chege, Nancy, National Coordinator

Chiloba, Ezra, Programme Analyst

Chokerah, Julius, National Economist, Strategic Policy Advisory Unit

Deloge, Joyce, Programme Officer

Diesel, Sandra, Partnership and M&E Adviser

Ethekon, Erastus, Programme Officer, Peace Building and Conflict Prevention Unit

Ferguson, Hannah, Programme Analyst

Gakahu, Christopher, Assistant Country Director, Programmes

Githaiga, David Ndiritu, Programme Analyst

Keating, Maria-Threase, Country Director

Kiliti, Boniface, Programme Analyst, IEG

Kim, Myeon Joa, Programme Analyst, DRR & Recovery Unit

Kiogora, Mwendwa, Communications Associate

Kipyego, Nicholas, Research Associate, Strategic Policy Advisory Unit

Koech, Evelyn, Programme Officer, DRR & Recovery Unit

Matheka, Francis, Livelihoods Specialist, DRR & Recovery Unit

Mathenge, Martha, Programme Officer, Peace Building and Conflict Prevention Unit

Muniu, Rebecca, Communications Officer, Amkeni Wakenya Project Management Unit

Ole-sayiorry, Emmanuel, Programme Officer, Peace Building and Conflict Prevention Unit

Oyuyo, Erick, DRR Officer, DRR & Recovery Unit

Samuel, Akera, DRR Specialist, DRR & Recovery Unit

Sharamo, Roba D., Team Leader, Peace Building and Conflict Prevention Unit

Smith, David, Joint UNDP-UNEP Poverty & Environment Initiative

Stoum, Tina, Gender Officer

Teia Beatrice, DRR & Recovery Team Leader, DRR & Recovery Unit

Teixeira, Alfredo, Deputy Country Director

Ursino, Steven A., Resident Representative

Vwamu, Joan, Programme Officer, Democratic Governance Unit

Zaya, Yeebo, Project Manager, Amkeni Wakenya Project Management Unit

UN AGENCIES AND INTERNATIONAL FINANCIAL INSTITUTIONS

Abdi, Batulai, Programme Officer, RH/Youth, UNFPA

Ali, Benjamin, Officer in Charge, UNFPA

Coll-Black, Sarah, Social Protection Specialist (Kenya Youth Empowerment Project), World Bank, Kenya

Gachanja, Florence, Programme Officer, Gender, UNFPA

Gathiti, Zipphorah, M&E Analyst, UNFPA

Harper, Maya, Country Coordinator and Representative, UNAIDS

Kimemia, Cecilia, Assistant Representative, UNFPA

Madhavi, Ashok, Deputy Representative, UNICEF

Musumba, Mathildah, Programme Officer, Humanitarian Response, UNFPA

Ngugi, Nyambura, Programme Coordinator, UN Women

Paralkar, Rajashree, Senior Operations Officer, World Bank, Kenya

Warutere, Peter, Senior Communications Officer, World Bank, Kenya

Waurlander, Matts, Programme Officer, UNAIDS

Yahya, Mohamed, BCPR, UNDP, New York

CIVIL SOCIETY AND THINK TANKS

Abubakar, Ibrahim, Member, RCT Likoni

Akinyi, Wilkister, Beneficiary, Amkeni Wakenya, CEDGG, Nakuru

Amayo, Juliana, Chief Executive Officer, Strategic Community Development Network - Beneficiary of KANCO

Anyango Sherry, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Arunga, Robert, Consultant for Outcome #44 Evaluation

Aska, Josephine, Federation of Deaf Women Empowerment Network Kenya (FEWDEN), Beneficiary, Amkeni Wakenya, Nyeri

Awuor Esther, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nyeri

Bahati, Windsor, Windsor Fresh Produce

Cheboi, Kibet David, Beneficiary, Amkeni Wakenya, Great Rift Valley Development Agency, Eldoret

Chemitei, David, Beneficiary of CEDGG, Nakuru

Chief Executive, Lokichoggio Peace Organization (LOPEO) (outcome #48/49)

Echoto, Anna, Head Teacher, Lopiding Girls' Secondary School, Turkana

Fahmy, Omar, Member, RCT Likoni

Flora, Katuba, Beckys Boutique & Kyaani Green Farm

Gichoi (Mr. & Mrs.), Proprietors, Nyana Hills Academy

Gitundu, Charles, Project Manager, RTE/RETAP

Gucheva, Gideon, Youth for Change Action Group, Beneficiary, Amkeni Wakenya, Kikuyu

Ikachoi, Rebecca, Programme Officer (Extension), Nature Kenya

James, Jennifer N., Modern African Image

Julian, Mr., ACORD (NGO, outcome #48/49)

Kadenyo, Steven, PeaceNet

Kadevede, Violet, Beneficiary, Bioethanol Project, Nyalenda, Kisumu

Kaitano, Sharon, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Kamau, Peter, Deputy Executive Director, KANCO

Kamau, Principal, Naromoru Township Secondary School

Karisa, Alfred, Project Officer, REACHOUT Organization

Khainga, Dickson, Senior Analyst, Head of Macroeconomics Division, The Kenya Institute for Public Policy Research and Analysis

Kiberie, Wanjiku Rachael, member, FEWDEN, Beneficiary, Amkeni Wakenya, Nyeri

Kibet, Evans Beneficiary, Amkeni Wakenya, CEDGG, Nakuru

Kibunja, Alfred, Kenya Institute of Governance

Kimani, Jane Youth for Change Action Group, Beneficiary, Amkeni Wakenya, Kikuyu

Kimaru, Elias, Project Executant (Manager), WWF

Kioko, Julius, Manager, Partnership Development and Resource Mobilization, KANCO

Kirimi, Steven, PeaceNet

Kitsao, Gibson Kalume, Programme Manager, Nature Kenya

Kiunga, Kaleko, Project Coordinator, WWF

Koech, Kipyegon, Beneficiary of CEDGG, Nakuru

Komen Rael, Beneficiary of CEDGG, Nakuru

Kosgei, Daisy, Peace Monitor, Eldoret

Kungu, Njuguna, Samuel, CEDGG civic facilitator, Nakuru

Lidueye, Peggy, Project Officer (Mariculture), KWETU Training Centre

Liona, Abraham, Coordinator, Apostles of Jesus AIDS ministries - Beneficiary of KANCO

Lopie, Augustine Kai, Chief Executive, LOKADO

Lyimo, Angela, Director, Mavuno Seed

Macharia, Margaret, Manager, Policy and Advocacy, KANCO

Maleche, Allan, Executive Director, KELIN

Maleve, Peninah Beneficiary, Amkeni Wakenya, CEDGG, Nakuru

Maruga, Peter, Partnership for Peace Forum

Masese, Kemunche, Beneficiary, Amkeni Wakenya, CEDGG, Nakuru

Matheu, Elizabeth, Kenya National Youth Training and Development Project

Maxwell, Isaack, Monitoring & Evaluation Officer, Strategic Community Development Network - Beneficiary of KANCO

Mazungumzo, Said, Member, Likoni Rehabilitation Centre

Mbenge, Mary, Programme Officer, Nature Kenya

Mbugua, Georgina, Project Coordinator, KWETU Training Centre

Mohammed, Ali, Coordinator, Kwale County Natural Resources Network

Muchoki, Lidiah Wathoni, Lynon Enterprises Ltd.

Muluui, Augustus, Policy Analyst, Trade and Foreign Policy, The Kenya Institute for Public Policy Research and Analysis

Munene, Kariko Jannet member, FEWDEN, Beneficiary, Amkeni Wakenya, Nyeri

Murage, Dishon, Project Officer, Africa Nature Organization

Muringo, Charity, Chairperson, Kieni Fighters of HIV/AIDS, Kieni, Nyeri

Muriuki, Patrick, Oversight/Residence Association Committee/Constituency Chairman, Beneficiary of CEDGG

Muthoni, Mukami Jane, Member, FEWDEN, Beneficiary, Amkeni Wakenya, Nyeri

Mutinda, Anthony, Kenya National Youth Training and Development Project

Mwakutunza, S. Mwarabu, Chairman, SHIFOCA CFA

Mwanyumba, Simeon, Member, Msambweni Bee Keeping Association

Mwanza, Irene, Director, Snacks Palace Ltd

Mwayogwe, S. Salim, Secretary, SHIFOCA CFA

Ndote, Matthew, Wendono Self-Group

Ngatia, Simon, Beneficiary of CEDGG, Nakuru

Ngisirei, Abraham, Board Member, Kaptel Primary School

Ngohto, Daniel, Kenya National Youth Training and Development Project

Nindo, Atieno Jemima, Focal Point at TSC/ National Treasurer, Kenya Network of HIV Positive Teachers (KENEPOTE), Beneficiary of NEPHAK

Njeri, Annet, Director, Silver Dove Tours and Travel

Njoki Teresia, Programme Coordinator Personal Initiative for Positive Empowerment (PIPE)- (Beneficiary of NEPHAK)

Njoroge Samuel, Youth for Change Action Group, Beneficiary, Amkeni Wakenya, Kikuyu

Njuguna, James, Youth for Change Action Group, Beneficiary, Amkeni Wakenya, Kikuyu

Nungari, M. Emmah, Kenya Country Director, ACORD

Nyaga, Ngigi Steve, member, FEWDEN, Beneficiary, Amkeni Wakenya, Nyeri

Ochieng, Daniel, Bioethanol Vendor, Bioethanol Project, Nyalenda, Kisumu

Odamna, Belice, Programme officer, Litigation and Legal Services, KELIN

Ogada, Agatha, Project Officer, EAWLS, Coast

Okuthe, Hope, Programme Assistant, Practical Action, Kisumu

Omany, Acaro, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Ongeri, Cosmas, Administrator, Hope Life Action, Beneficiary of KELIN

Onsomu, Eldar, Policy Analyst, Social Sector, The Kenya Institute for Public Policy Research and Analysis

Orotto, Nixon, Secretary, Langas Group of Persons with Disability

Otwoma, Nelson National Coordinator, NEPHAK

Ouganyi, John Paul, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Owuor, Collins Dennis, REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Owuor, Michael Madiang REPACTED Kenya, Beneficiary, Amkeni Wakenya, Nakuru

Principal, Kibirigwi Girls, Mt. Kenya area (site visits, outcome #51-53)

Ragi, Allan, Executive Director, Kenya AIDS NGOs Consortium

Serene, Phillip, Area Coordinator, Practical Action, Kisumu

Sherina, Nzisa, Mazingira Place Restaurant and Nzisi Farm

Simigu, Mustafa David, Youth Representative on DPC, Eldoret

Swaleh Abdallah, Member RCT, Likoni

Thika, James, Project Officer (Bee Keeping), KWETU Training Centre

Ulanza, Charity, Ultimate Filtration Sol (K) Ltd., Director

Waithereno, Jenifer, Chairperson, People Living with HIV Nyeri Municipality, Nyeri

Wambugu, Christopher, CEO Nyamua Farm

Wambui, Emma, Marketing Manager, RTE/ RETAP Mt. Kenya Area

Waruhiu, Paul, Youth for Change Action Group, Beneficiary, Amkeni Wakenya, Kikuyu

Wasike, District Peace Committee member, Eldoret

Wasike, Mathius, Senior Teacher, Sisokhe Secondary School, Kakamega

Yego, Thomas, Teacher-In-Charge of Environment, Kaptel Primary School

Zakaria, Mutua, Executive Director, Farm Practice Initiative

Annex 3
DOCUMENTS CONSULTED

Amkeni Wakenya, 'Strengthening the Capacity of Kenyan Civil Society to Participate More Effectively in Democratic Governance Reforms and in Deepening Democracy in Kenya – Progress Report for 2009', Amkeni Wakenya and UNDP, Nairobi, 2009.

Andic, M.F., J. Deloge and J.M. Njoka, 'Kenya Evaluation of Country Programme Action Plan Outcomes (2004-2008)', Report Prepared for UNDP and Department of External Resources, Ministry of Finance, UNDP and Government of Kenya, Nairobi 2006.

Cabot Venton, Courtenay, Catherine Fitzgibbon, Tenna Shitarek, Lorraine Coulter, and Olivia Dooley, 'The Economics of Early Response and Disaster Resilience: Lessons from Kenya and Ethiopia,' June 2012.

Commission for the Implementation of the Constitution, 'Quarterly Report – January to March 2011', CIC, Nairobi, 2011.

Cullis, Adrian, 'Improving Drought Management Systems in the Horn of Africa,' Humanitarian Exchange Magazine, Issue 53, February 2012.

DFID, 'Evaluation of DFID Country Programmes, Country Study – Kenya', February 2007.

DFID, 'Humanitarian Emergency Response Review', 2011.

Economic Intelligence Unit, 'Kenya Country Report,' February 2013.

Federation of Kenya Employers, 'Best Practice Workplace Programmes,' Nairobi, 2010.

Fitzgibbon, Catherine, 'The Economics of Early Response and Disaster Resilience: Lessons from Kenya,' Humanitarian Exchange Magazine, Issue 56, January 2013.

Government of Kenya, 'Brief on the Ministry's Collaboration with UNDP,' Department of Youth Training, Ministry of Youth Affairs and Sports, Nairobi, undated.

Government of Kenya, 'Constitution of Kenya, 2010,' Nairobi: Government Printers, 2010.

Government of Kenya, 'Draft National Policy for Disaster Management in Kenya,' Ministry of State for Special Programme, Nairobi, February 2009.

Government of Kenya, 'Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) 2003-2007', Ministry of Planning and National Development, Nairobi, June 2003.

Government of Kenya, 'Environment Report,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2005.

Government of Kenya, 'Final Evaluation of Mainstreaming MDGs in Kenya's Development Process: MDGs Programme Phase 1', Ministry of State for Planning, National Development and Vision 2030, Nairobi, July 2011.

Government of Kenya. 'First Draft of the National Policy on Peace building and Conflict Management,' Nairobi, August 2006.

Government of Kenya, 'First Medium Term Plan (2008-2012): Kenya Vision 2030 – A Globally Competitive and Prosperous Kenya', Office of the Prime Minister, Ministry of Planning and National Development, Nairobi, 2008.

Government of Kenya, 'Fourth Annual Progress Report 2011-2012 on Implementation of

the First Medium Term Plan (2008-2012)', Ministry of State for Planning, National Development and Vision 2030, Nairobi, May 2013.

Government of Kenya, 'Gender Mainstreaming Implementation Plan of Action for the National Policy on Gender and Development', Nairobi, 2007.

Government of Kenya, 'Handbook of National Reporting: Indicators for the Vision 2030 first MTP (2008-2012)', Ministry of State for Planning, National Development & Vision 2030, Nairobi.

Government of Kenya, 'HIV and AIDS Mainstreaming: Guide for AIDS Control Units', Nairobi, 2011.

Government of Kenya, 'Kenya Demographic Health Survey 2008', Nairobi, 2008.

Government of Kenya, 'Kenya Economic Survey', various issues, Nairobi, 2011.

Government of Kenya, 'Kenya National AIDS Strategic Plan 2009/10-2012/13', Nairobi, 2009.

Government of Kenya, 'Kenya National Bureau of Statistics National Survey', Nairobi, 2008.

Government of Kenya, 'Kenya National Human Development Report', Nairobi, 2011.

Government of Kenya, 'Kenya Post-Disaster Needs Assessment (PDNA) 2008-2011 Drought,' Nairobi, 2012.

Government of Kenya, 'Kenya Vision 2030: A Globally Competitive and Prosperous Kenya', Ministry of Planning and National Development, the National Economic and Social Council and Office of the President, Nairobi, 2007.

Government of Kenya, 'Master Plan for the Implementation of A National Integrated Monitoring and Evaluation System for Kenya', Ministry of State for Planning, National Development and Vision 2030, Nairobi, July 2007.

Government of Kenya, 'Millennium Development Goals: Status Report for Kenya,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2009.

Government of Kenya, 'Millennium Development Goals: Status Report for Kenya 2011', Ministry of State for Planning, National Development and Vision 2030, August 2012.

Government of Kenya, 'National Gender and Development Policy,' Ministry of Gender, Sports, Culture and Social Services, Nairobi, 2000.

Government of Kenya, 'National Policy on Peace Building and Conflict Management,' Nairobi, 2006.

Government of Kenya, 'Poverty and Environment Indicators Report', Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2011.

Government of Kenya, 'Review of District Business Solution Centres and Promoting Women in Business and Investment in Kenya Projects', Ministry of State for Planning, National Development and Vision 2030, Nairobi, March 2012.

Government of Kenya, 'Second Annual Progress Report on the Implementation of the First Medium Term Plan (2008-2012)', Monitoring and Evaluation Directorate, Ministry of Planning, National Development and Vision 2030, Nairobi, 2011.

Government of Kenya, 'Status Report on Preparatory Activities and Way Forward for the Economic Recovery Strategy Paper for Kenya (ERS),' Nairobi, 12 September 2003.

Government of Kenya, 'Study on Gender Mainstreaming Mechanisms of the Government of Kenya', Ministry of Gender, Children and Social Development, Nairobi, 2011.

Government of Kenya, 'Summary of External Funding: 2012/2013 Budget', External Resources Department, National Treasury, Nairobi.

Government of Kenya, 'The 7th Periodic Report of the Implementation of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)', Nairobi, 2004-2009.

Government of Kenya, 'The Kenya AIDS Indicator Survey (KAIS)', National AIDS Control Council et al., 2007.

Government of Kenya, 'Third Annual Progress Report 2010-2011 on the Implementation of the First Medium Term Plan 2008-2012', Ministry of State for Planning, National Development and Vision 2030, Nairobi, April 2012.

Government of Kenya, 'Women Shadow Parliament: Rapid Gender Audit of Political Parties and Electoral Processes in Kenya', Nairobi, 2013.

Government of Kenya, National Environment Management Authority, 'State of the Environment and Outlook 2010', Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2011.

Government of Kenya, National Environment Management Authority, 'State of the Environment Report 2009,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2010.

Government of Kenya, National Environment Management Authority, 'State of the Environment Report 2008,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2009.

Government of Kenya, National Environment Management Authority, 'State of the Environment Report 2004,' Ministry of State for Planning, National Development and Vision 2030, Nairobi, 2005.

Government of Kenya and European Union, 'Country Strategy Paper and Indicative Programme for the Period 2008-2013,' Nairobi, 2008.

Hariss, Katie, David Keen and Tom Mitchell, 'When Disasters and Conflicts Collide,' Overseas Development Institute, February 2013.

Haugerud, A., The Culture of Politics in Modern Kenya, Cambridge University Press, Cambridge, 1993.

IFAD, 'Country Programme Evaluation, Republic of Kenya', 2011.

IFAD, 'Kenya Country Strategic Opportunities Programme', 2007.

IMF, World Economic Outlook Database, October 2013.

Independent Commission for Aid Impact, 'DFID's Humanitarian Response to the Horn of Africa Drought', 2012.

Inter-Agency Standing Committee, 'Real Time Evaluation of the Humanitarian Response to the Horn of Africa Drought Crisis 2011 - Regional Mechanisms and Support during the Response', June 2012.

Karuti, Kanyinga, 'Governance Institutions and Inequality in Kenya', in Society for International Development – SID (Eds.) Readings on Inequality in Kenya: Sectoral Dynamics and Perspectives, Vol. 1, pp. 345-397, Society for International Development, Nairobi, 2006.

Katumanga, Musambayi and Mary Omosa 'Leadership and Governance in Kenya' in Wanyande, P., M. Omosa and L. Chweya (Eds.), Governance and Transition Politics in Kenya, University of Nairobi Press, Nairobi, 2007.

Kefford, Stuart, 'Early Recovery in Kenya: A Framework for the Early Recovery Sector', April 2012.

Kellet, J. and H. Sweeney, 'Analysis of Financing Mechanisms and Funding Streams to Enhance Emergency Preparedness: A Synthesis Report', Development Initiatives, UK, 2011.

Kenya Institute for Public Policy Research and Analysis, 'Kenya Economic Report,' 2012.

'Kenya Joint Assistance Strategy 2007-2012', Harmonization Alignment and Coordination (HAC) Donor Working Group, Nairobi, 2007.

Kenya National Bureau of Statistics, 'Kenya 2009 Population and Housing Census Highlights', Nairobi, 2009.

Kimenyi, Mwangi S., 'Kenya Devolution and Resource Sharing', The Brookings Institution, October 2013.

Nassiuma, Dr. Bernard K, 'Final Mid-term Report: Review of District Business Solution Centre's and Promoting Women in Business and Investment in Kenya Projects', March 2012.

National AIDS Control Council, 'Manual for HIV and Human Rights', Nairobi, 2013.

NSC/ACORD, 'Community Peace Recovery & Reconciliation – A Handbook for Generating Leadership for Sustainable Peace and Recovery among Divided Communities', Nairobi, 2011.

Ngunyi, Mutahi and Musambayi Katumanga, 'Consolidating Gains from the KNDR Process: Evaluation of Support to the Committee of Experts on Constitutional Review (COE) – Final Report', UNDP and the Consulting House, Nairobi, 2011.

Overseas Development Institute, 'Better Response to Food Crises: Learning the Lessons of the Horn of Africa Crisis 2011, ODI Roundtable Report – Summary', 27 February 2012.

Oxfam, 'Briefing on the Horn of Africa Drought 2011: Disaster Risk Reduction – Fundamental to Saving Lives and Reducing Poverty', August 2011.

Rocaboy, Y., F. Vaillancourt and R. Hugounenq, 'Public Finances of Local Government in Kenya', in Dafflon, B. and T. Madies (Eds.), The Political Economy of Decentralization in Sub-Saharan Africa: A New Implementation Model in Burkina Faso, Ghana, Kenya and Senegal, The World Bank, 2013.

The People, 'New Standards Bar Use of Power Sapping Gadgets', 20 August 2013.

UNDP, 'An Agenda for Organizational Change', Administrator's Office, New York, 2011.

UNDP, 'Audit of UNDP Country Office in Kenya', Office of Audit and Investigations, Report No. 861, 21 March 2012.

UNDP, Balanced Scorecard, Kenya, 2006-2011, <home.undp.org/scorecard/index.cfm?org=cos&cur_sub_tab=cos&country=KEN&year=2012&color=G>.

UNDP, 'Building a Safer, More Resilient Kenya – Putting Resilience At The Heart of Development', 2011.

UNDP, 'Country Programme Document for Kenya (CPD) 2009-2013', DP/DCP/KEN/1, 2008.

UNDP, 'Country Programme Outline for Kenya (2004-2008)', DP/CPO/KEN/1, 7 May 2003.

UNDP, 'Economic Empowerment Programme – Programme Document, 2014-2018', (draft).

UNDP, 'Evaluation of the UNDP-UNEP Poverty-Environment Initiative (PEI) Partnership with Norway: 2004-2008', Report to Norwegian Ministry of Foreign Affairs, International Institute for Environment and Development (IIED), 2009.

UNDP, 'Full Scope Audit of UNDP Country Office in Kenya', Office of Audit and Performance Review, Regional Audit Services Centre, South Africa, Report No. RCS 0037-07, 18 April 2007.

UNDP, 'Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World', New York, 2013.

UNDP, 'Kenya Briefing Background', Regional Bureau for Africa, New York, March 2013.

UNDP, 'National Implementation by the Government of UNDP Supported Projects: Guidelines and Procedures', New York, 1 July 2011.

UNDP, 'Outcome Evaluation: KEN Outcome 52 Final Report: Integration of Climate Change Dimensions into National Development Frameworks and Programmes', RedPlan Consultants, 2012.

UNDP, 'Programme and Operations Policies and Procedures', UNDP Intranet, 2013.

UNDP, 'Strategic Plan – Changing with the World, 2014-2017', New York, June 2013.

UNDP, 'Terminal Evaluation Report: Enhancing Community Participation in Conservation and Sustainable Use of Mangrove Forests Through Silviculture Innovations', 2011.

UNDP, 'Terminal Evaluation Report: Improved Conservation and Governance for Kenya Coastal Forest Protected Area System Project', 2012.

UNDP, Independent Evaluation Office, 'ADR Method Manual', January 2011.

UNDP Kenya, '4KEN10403/00057345 Development of Standards and Labels, Midterm Evaluation', Nairobi, September 2012.

UNDP Kenya, 'Addendum to the Project: Support to the Ministry of Justice, National Cohesion and Constitutional Affairs, Kenya', Nairobi, 2012.

UNDP Kenya, 'Annual Progress Report 2011 - Supporting Implementation of Peace Agreements', Nairobi.

UNDP Kenya, 'Balanced Scorecard, Kenya Country Office', Nairobi, 2012.

UNDP Kenya, 'Country Office Global Staff Survey, Summary Report', Nairobi, 2012.

UNDP Kenya, 'Country Programme Action Plan Annual Review', Nairobi, 2010.

UNDP Kenya, 'Country Programme Action Plan Annual Review', Nairobi, 2012.

UNDP Kenya, 'Country Programme Document for Kenya, 2009-2013', Nairobi, 2009

UNDP Kenya, 'Disaster Risk Reduction Mainstreaming Guide for Practitioners in Kenya (zero draft)', Nairobi, June 2013.

UNDP Kenya, 'Draft Country Programme Document for Kenya (2014-2018)', Nairobi, 2013.

UNDP Kenya, 'End of Programme Evaluation – Public Service Reforms Programme Phase II', PricewaterhouseCoopers Limited and UNDP, Nairobi, 2013.

UNDP Kenya, 'Environment and Natural Resource Programme Outcome Evaluation', Nairobi, 2003.

UNDP Kenya, 'Evaluation of Country Programme Action Plan Outcomes (2004-2008)', Nairobi, November 2006.

UNDP Kenya, 'Evaluation of CPAP Outcome 44', by Prof. Tom Ogada and Dr Robert Arunga, Nairobi, 29 November 2012.

UNDP Kenya, 'Evaluation of Governance Outcome', by Jane Kiragu and Dr. Peter Oriare Mbeke, Nairobi, January 2011.

UNDP Kenya, 'Final Evaluation: KEN06405 Removal of Barriers: Market Transformation for Highly Efficient Biomass Stoves for Institutions and Medium Sized Enterprises', Nairobi, 2011.

UNDP Kenya, 'Mid-term Review of UNDP/Government of Kenya Country Programme Action Plan (CPAP) 2004-2008', Nairobi, January 2007.

UNDP Kenya, 'Programme Review: Accountability in a Consolidated Partnership', 6-9 September 2010.

UNDP Kenya, Results Oriented Annual Reports (ROAR), 2009-2012.

UNDP Kenya, 'Strategy for Resource Mobilization and Strategic Partnerships 2009-2013', Nairobi.

UNDP Kenya, 'Support to Implementation of Resultant National Processes from the Kenya National Dialogue and Reconciliation: Annual Project Review Report for the Period January 1 to August 31, 2009', Nairobi, 2009.

UNDP Kenya, 'Support to Implementation of Resultant National Processes from the Kenya National Dialogue and Reconciliation: Annual Project Review for the Period July 1, 2010 to December 31, 2011', Nairobi, 2012.

UNDP Kenya, 'Towards Transformational Change - 2011 Annual Report', Nairobi, 2011.

UNDP Kenya, 'UNDP CPAP Outcome Evaluation 2012: KEN Outcome 49 - Effectiveness of Emergency Response and Early Recovery', Nairobi, July 2012.

UNDP Kenya, 'Working Towards Sustainable Development', 2012 Annual Report, Nairobi, 2012.

UNDP and CIDA, 'Strengthening Early Recovery and Preparedness Coordination Mechanisms in Kenya Final Narrative Report', January-June 2012.

UNDP and Government of Kenya, 'Country Programme Action Plan (CPAP) 2009-2013', Nairobi, 2009.

UNDP and Government of Sweden, 'Joint Conclusions from Bilateral Consultation', 21-22 February 2013.

UNDP, UNAIDS, KANCO and KELIN, 'Study on Human Rights Violations Against People Living With HIV and AIDS', July 2013.

United Nations, 'Common Country Assessment (CCA)', UN Office at Nairobi, Office of the UN Resident Coordinator in Kenya, Nairobi, 2001.

United Nations, 'Country Programme Outcome for Kenya (2004-2008)', DP/CPO/KEN1, 2003.

United Nations, 'Inspiration in Action', United Nations Volunteers Programme in Kenya, Monthly Newsletters, 2012-2013.

United Nations, 'Joint Programme on HIV/AIDS, Annual Report', 2012.

United Nations, 'Kenya: Gender Scorecard Report', 2013.

United Nations, 'Resident Coordinator Annual Reports (RCAR)', UN Office at Nairobi, Office of the UN Resident Coordinator in Kenya, 2005-2011.

United Nations, 'UN Delivering as One Strategy on Devolution: Strategy to Support Implementation of Devolution in Kenya', Devolution Working Group, 22 August 2013.

United Nations, 'United Nations Development Assistance Framework (UNDAF) Annual Review', 2010.

United Nations, 'United Nations Development Assistance Framework (UNDAF) for Kenya 2004-2008: For Kenya's Future', Nairobi, 2004.

United Nations, 'United Nations Development Assistance Framework (UNDAF) for Kenya 2009-2013', Nairobi.

United Nations Country Team, 'Progress Report on Implementation of the Kenya United Nations Development Assistance Framework 2009-2013', Report prepared for the 2011 UNCT Annual Retreat by John T. Mukui, Seraphin Njagi and Andrea Morara, Office of the Resident Coordinator in Kenya, Nairobi, 15 March 2011.

United States Agency for International Development, 'Gender Analysis and Action Plan', 2012.

United States Agency for International Development, 'Mid-Term Evaluation of the Kenya Civil Society Strengthening Programme', Evaluation Implemented by Development and Training Services, Inc., Arlington, Virginia, 2010.

United States Agency for International Development, 'Mid-Term Evaluation of USAID/Kenya Natural Resource Management Projects', 2012.

UN Women and Embassy of Sweden, 'Evaluation Report of Kenya Human Rights Programme', April 2012.

UN Joint Programme on HIV and AIDS, 'Annual Report', 2012.

Vogel, Isabel, 'Review of the Use of "Theory of Change" in International Development', DFID, April 2012

Wanyande, P., M. Omosa and L. Chweya, 'Governance Issues in Kenya: An Overview', in Wanyande, P., M. Omosa and L. Chweya (Eds.), Governance and Transition Politics in Kenya, University of Nairobi Press, Nairobi, 2007.

World Bank, 'Country Partnership Strategy for Kenya 2010-2013', Report 52521-KE, 23 March 2010.

World Bank, 'Kenya Overview', 2013, <www.worldbank.org/en/country/kenya/overview>.

World Bank, 'Kenya's Mobile Revolution and the Promise of Mobile Savings Policy', Africa Region Poverty Reduction and Economic Management Unit, Research Working Paper 5988, March 2012.

World Bank, 'The Republic of Kenya Country Assistance Evaluation', Report No. 28812, Operations Evaluation Department, Washington, DC, 2004.

World Bank, 'Youth Employment Programmes – An Evaluation of World Bank and IFC Support', September 2012.

World Food Programme, 'WFP Country Programme Kenya (2009-2013)', WFP/EB.2/2008/7/2, 22 August 2008.

ANNEX 3. DOCUMENTS CONSULTED

LIST OF PROJECTS FOR IN-DEPTH REVIEWS

Project Title	Project Number	Duration	Budget (Cumulative)	NIM/ DIM
Democratic Governance				
Outcome 46				
Joint Programme on Gender Equality and Women's Empowerment	00079287 - 2KEN11220	22 Jun 2011- 31 Dec 2013	$411,240.00	DIM
Kenya National Commission on Human Rights	00080976 - 2KEN011/203	01 Jan 2012- 31 Dec 2013	$2,029,992.85	NIM
Amkeni Wakenya	00061019 - 2KEN08215	1 Jan 2008- 31 Dec 2015	$35,204,831.59	DIM
Judicial Review	00047211 - 2KEN05229	01 Apr 2008- 31 May 2009	$371,920.00	DIM
Women's Advocacy	00050696 - 2KEN06203	01 Sep 2006- 31 Dec 2009	$182,200.00	NIM
Outcome 47				
Commission for Implementation of the Constitution	00080977	1 Jan 2012- 31 Dec 2015	$16,474,429	NIM
Support to Ministry of Justice	00062221	1 Jul 2008- 31 Jun 2013	$3,500,000	NIM
Support to Electoral Reforms and Process	00073426	1 Oct 2009- 31 Dec 2010	$9,362,572	NIM
		2011-2013	$33,000,000	NIM
Public Sector Reform	00045420	2010-2013	$5,351,472	NIM
Disaster Risk Reduction				
Outcomes 48-49				
Kenya Drought Recovery Programme	00079787	19 Sep 2011- 30 Sep 2013	$1,366,236.00	NIM
Enhanced Coordination Capacity for Response Project	00079837 - 3KEN11301	19 Aug 2011- 31 Mar 2012	$120,000.00	NIM
Strengthening Early Recovery and Preparedness Coordination Mechanisms in Kenya	00080167	26 Oct 2011- 31 Mar 2012	$94,000.00	NIM
Livelihoods Recovery Project	00071617	07 Jul 2009- 31 Dec 2013	$2,973,900.63	NIM
Disaster Risk Management	00071619 - 3KEN09303	07 Jul 2009- 31 Dec 2013	$1,521,591.95	NIM
Restoration and Stabilization of Livelihoods for Drought-Affected and Host Communities in Turkana and Garissa Districts	00082199	01 Apr 2012- 31 Mar 2013	$4,621,000.00	NIM
Recovery from Floods	00073840	15 Jan 2010- 31 Dec 2011	$113,203.64	NIM
Emergency Response to Drought	00072473	01 Oct 2009- 31 Dec 2010	$63,050.04	NIM
Enhanced Resilience to Disaster Risk, Conflict and Climate Change in Turkana and Tana River project	00085909 - 3KEN13310	1 May 2009- 30 May 2013	not available	NIM

Project Title	Project Number	Duration	Budget (Cumulative)	NIM/ DIM
Peace Building and Conflict Prevention				
Outcomes 48-49				
International Peace Support Operations Training	00069158 - 7KEN09701	06 Jan 2009- 31 Dec 2013	$6,176,444.47	NIM
Support to Regional Centre for Small Arms II	00072721 - 7KEN09705	03 Nov 2009- 31 Oct 2013	$2,429,074.53	NIM
Peace Building Kenya	00057987 - 7KEN07306	1 Aug 2007- 31 Dec 2013	$11,519,078.00	DIM
Consolidating the Peace Process in Kenya	00077137 - 7KEN10701	23 Dec 2010- 31 Dec 2013	$11,428,713.00	NIM
Armed Violence and Small Arms Reduction	00061024	Mar 2008- 31 Dec 2015	$3,300,339.00	NIM
Conflict Transformation Project	00049591 - 7KEN05305	7 Feb 2006- 31 Dec 2013	$3,878,103.31	NIM
Support to the Facilitation Efforts Peace Building (support to the committee of experts drafting constitution)	00060369 - 7KEN08312	15 Jan 2008- 30 Sep 2010	$24,093,677.20	DIM
Inclusive Economic Growth				
Outcomes 44-45				
National Economic and Social Council Private Partnership Dialogue	00052438 - 1KEN06104	01 Jan 2007- 30 Sep 2012	$1,677,886.17	NIM
Private Sector Donor Support	00059637 - 1KEN07110	01 Jan 2007- 31 Dec 2012	$3,005,828.66	NIM
Business Development Solution Centres	00062167 - 1KEN08102	01 Jun 2008- 31 Dec 2013	$1,674,206.83	NIM
Women in Business & Investment	00062165	1 Jul 2008- 31 Jun 2013	$952,454.15	NIM
Kenya National Youth Training & Development	00061403	01 Apr 2008- 31 Dec 2012	$1,671,713.08	NIM
Inclusive Market Development	00076107 - 1KEN10103	01 Sep 2010- 31 Dec 2012	$666,222.00	NIM
Mainstreaming MDGs in Planning	00045999 - 5KEN05501	12 Aug 2005- 31 Dec 2012	$5,327,385.37	NIM
Vision 2030 Support	00060354 - 2KEN08/231	01 Jan 2008- 30 Jun 2013	$4,783,442.48	NIM
Outcome 50				
Joint UN Programme on HIV/AIDS	00063440 - 3KEN08351	31 Oct 2008- 30 Sep 2012	$1,447,971.00	NIM
Enhancing Greater Involvement of People Living with HIV/AIDS and Civil Society Organization	00071618 - 3KEN09001	01 Sep 2009- 31 Dec 2013	$1,050,000.00	NIM
Responding to HIV/AIDS at the Workplace	00071678 - 3KEN9302	01 Sep 2009- 31 Dec 2011	$343,500.00	NIM

Project Title	Project Number	Duration	Budget (Cumulative)	NIM/ DIM
Environment and Energy				
Outcome 51				
Strengthening Protected Areas System (PAS)	00072462-4KEN11401	01 Jan 2011-31 Dec 2014	$4,845,297.55	DIM
Fifth Operational	00081601-4KEN/12/401	01 Jan 2012-31 Dec 2015	$410,177.00	DIM
Improved Conservation and Governance of Kenya Coastal Forest Protected Area	00055949-4KEN07401	18 Mar 2007-30 Jun 2012	$955,218.08	NIM
Poverty-Environment Initiative (PEI)	not available	30 Aug 2005-13 Aug 2013	$263,640.56	NIM
Outcomes 52-53				
Kenya Adaptation to Climate Change in the ASALs	00057371 -4KEN09401	01 Oct 2009-31 Dec 2013	$1,119,071.28	NIM
Africa Adaptation Programme	00074527 -4KEN10402	01 Jan 2010-30 Apr 2013	$5,166,440.88	NIM
Development and Implementation of a Standards & Labeling Programme in Kenya with Replication in East Africa	00057345 -4KEN10403	01 Jan 2009-31 Dec 2013	$1,703,292.79	NIM
Access to Clean Energy Services in Kenya	00073921 -4KEN10401	01 Jan 2010-31 Dec 2014	$966,231.00	NIM
Market Transformation for Highly Efficient Bio-mass Stoves for Institutions and Medium-Scale Enterprise in Kenya	00051657 -4KEN06405	31 Sep 2006-31 Dec 2011	$1,158,004.68	NIM

ANNEX 4. LIST OF PROJECTS FOR IN-DEPTH REVIEWS

Annex 5

TABLES, FIGURES AND BOXES

Table A5.1. MDG Targets for 2015 and Progress (as of 2011)		
Goals	**Results (2011)**	**Targets (2015)**
MDG1: ERADICATE EXTREME POVERTY AND HUNGER		
• Proportion of population below $1 (PPP) per day	*45.9%*	21.5%
• Prevalence of underweight children under-five years of age	*20.9%*	16.26%
MDG2: ACHIEVE UNIVERSAL PRIMARY EDUCATION		
• Adjusted net enrolment rate, primary (% of primary school-age children)	84%	100%
• Primary completion rate, total (% of relevant age group)	*91%*	100%
• Literacy rate, youth female (% of females ages 15-24)	94%	100%
• Literacy rate, youth male (% of females ages 15-24)	92%	100%
MDG3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN		
• Ratio of girls to boys in primary education	*98%*	100%
• Ratio of girls to boys in secondary education	*90%*	100%
• Adjusted net enrolment rate, primary (% of primary school-age children)	*84%*	-
MDG4: REDUCE CHILD MORTALITY		
• Under-five mortality rate (per 1000 live births)	76	33
• Infant mortality rate (per 1000 live births)	50	21
• Immunization, measles (% of children ages 12-23 months)	87%	95%
MDG5: IMPROVE MATERNAL HEALTH		
• Maternal mortality ratio (modelled estimate per 100,000 births)	*360*	147
• Proportion of births attended by skilled health personnel	*44%*	90%
• Pregnant women receiving prenatal care	*92*	-
• Unmet need for family planning	*26%*	15%
MDG6: COMBAT HIV AND AIDS, MALARIA AND OTHER DISEASES		
• HIV prevalence among population aged 15-49 years	6.2%	<2%
• Incidence of Tuberculosis (per 100,000 population)	288	300
• Tuberculosis case detection rate (%, all forms)	81%	83%
MDG7: ENSURE ENVIRONMENTAL SUSTAINABILITY		
• Forest area (% of land area)	6.1%	10%
• Improved water source (% of population with access)	61%	75%
• Improved sanitation facilities (% of population with access)	29%	96%
• Proportion of urban population living in slums	71%	68%
MDG8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT		
• Cellular subscribers per 100 population	67	20
• Internet users per 100 population	28	20

Source: Government of Kenya (2010) and World Development Indicators (2011); figures in italics refer to periods other than those specified.

Table A5.2. Timeline of Key Events in Kenya Since the Early 2000s[317]

2000	Kenya, Uganda and Tanzania form a new East African Community.
2001-02	Ethnic tensions erupt in several violent conflicts: Mombasa is hit by a terrorist attack, al-Qaeda claims responsibility; Daniel Arap Moi's 24-year rule ends when opposition leader Mwai Kibaki wins presidency, against KANU rival Uhuru Kenyatta.
2003	Kenya's new anti-corruption drive allows International Monetary Fund to resume lending after a three-year hiatus.
2004	A new constitution (curbing the president's powers) is drafted, but the deadline for enacting it is missed (July). President Kibaki calls the food crisis caused by drought and crop failures a 'national disaster'.
2005	Parliament approves a new constitution. Voters reject it. East African Community Customs Union formed.
2007	Disputed presidential elections lead to post-election violence throughout Kenya in which more than 1,500 die.
2008	Talks between President Kibaki and opposition leader Raila Odinga are brokered. A power-sharing deal is signed.
2010	East African Community Common Market established. New constitution designed to devolve power to regions.
2011	East Africa hit by worst drought in 60 years. International Criminal Court rules that several Kenyans must stand trial over the 2007 post-election violence.
2013	President Uhuru Kenyatta, and Deputy President William Ruto, elected on 4 March under the Jubilee coalition.

Table A5.3. UNDP Kenya Country Programme Outcomes and Financial Data[318]

Outcomes (Outcome ID used in Results-Oriented Annual Report, or ROAR)	Programme Area (based on CO unit structure)	Alignment with UNDAF Outcomes	UNDP Cumulative Budget of Projects Represented in 2009-2013	UNDP Cumulative Expenditure of Projects Represented in 2009-2013
1. Gender equality, empowerment of women and youth, and realization of human rights enhanced (outcome 46). 2. More efficient, effective and equitable public service delivery by institutions and systems for democratic governance and rule of law enhanced (outcome 47).	Democratic Governance	UNDAF Outcome 1.1	$107,317,679	$76,947,405

317   <africanhistory.about.com/od/kenya/l/bl-Kenya-Timeline-2.htm>.

318   Financial data in the table were based on Atlas Snapshot (as of June 2013, Project List-KEN_v6_from RA MC_20June2013) and reflect the cumulative budget and expenditure of all projects comprising each programme area; therefore, data represent the entire project lifecycle including before the 2009-2013 period. The list of projects used for the figures are based on the two lists provided by the Country Office (17 May) for the period 2004-2008 and 2009-2013, from which a 'comprehensive list of projects' to be used for the ADR evaluation was created (i.e. projects represented here are those are either active or completed in the current programme cycle 2009-2013). Outcomes 48 and 49 are contributed by two separate programme teams based on the current office structure, Disaster Risk and Recovery Prevention Unit and Peace Building and Conflict Prevention Unit. Outcomes 44 and 45 are led by the Inclusive Economic Growth Unit, but are also supported by the Country Office's Strategic Policy and Advisory Unit in some projects.

| Table A5.3. UNDP Kenya Country Programme Outcomes and Financial Data *(continued)*				
Outcomes **(Outcome ID used in Results-Oriented Annual Report, or ROAR)**	**Programme Area (based on CO unit structure)**	**Alignment with UNDAF Outcomes**	**UNDP Cumulative Budget of Projects Represented in 2009-2013**	**UNDP Cumulative Expenditure of Projects Repre-sented in 2009-2013**
3. National plans and policies for conflict and disaster management operational-ized and capacity developed at national and district level (outcome 48).	Disaster Risk and Recovery	UNDAF Outcome 2.2	$10,872,982	$6,297,860
4. Effectiveness of emergency response and early recovery for communities and IDPs enhanced (outcome 49).	Peace Building and Conflict Prevention	UNDAF Outcome 2.2	$63,548,019	$49,726,458
5. Policies and programmes for an inclu-sive private sector development and employment creation developed and implemented by 2013 (outcome 44).	Inclusive Economic Growth	UNDAF Outcome 3.1	$29,876,685	$24,476,571
6. Policies and programmes for trade and investment facilitation developed and implemented by 2013 (outcome 45).	(Strategic Policy and Advisory Unit also supports two outcomes, #44 and #45)	UNDAF Outcome 2.3		
7. Existing programmes adapted and innovative responses developed to reduce the impact of the epidemic (out-come 50).				
8. Programmes for sustainable manage-ment of environment and natural resources enhanced (outcome 51).	Environment and Energy	UNDAF Outcome 3.2	$25,785,746	$15,466,420
9. Integration of climate change dimen-sions into national development frame-works and programmes enhanced (outcome 52).				
10. Sustainable clean energy services at all levels promoted (outcome 53).				

Note: This table was used for the ToR, except the last column on Cumulative Expenditure) Data as of 25 June 2013

Source: Outcome mapping by the Independent Evaluation Office, and financial data from Atlas based on the list of projects provided by CO (17 May 2013) with modifications. The outcome numbering reflects that reported in ROAR.

Table A5.4. Programme Budgets and Expenditures: Overview of 2004-2012 (in $ thousand)

	2004		2005		2006		2007		2008	
	Budget	Exp.	Budget	Exp.	Budget	Exp.	Budget	Exp.	Budget	Exp.
Poverty reduction & MDG achievement	2,806	2,234	5,831	5,808	0	0	3,113	3,073	5,973	5,549
Democratic governance	5,524	4,943	7,212	6,692	7,913	7,714	18,082	17,296	14,660	12,167
Crisis prevention & recovery	0	0	0	0	0	0	2,080	1,972	10,362	9,127
Environment & sustainable development	1,127	567	2,438	2,400	0	0	1,706	1,509	1,453	1,429
Responding to HIV/AIDS	2,407	1,380	2,815	2,679	0	0	325	199	0	0
Unlinked in programme tree	255	219	490	270	10,815	10,363	1,029	928	2,215	1,531
Other development activities	-	-	-	-	-	-	-	-	350	311
Total	12,119	9,343	18,786	17,849	18,728	18,077	26,335	24,977	35,013	30,114

|	2009		2010		2011		2012	
	Budget	Exp.	Budget	Exp.	Budget	Exp.	Budget	Exp.
Poverty reduction & MDG achievement	4,225	3,519	3,494	2,729	1,897	1,710	2,222	2,029
Democratic governance	12,219	10,844	12,274	9,710	20,831	18,441	26,740	25,600
Crisis prevention & recovery	10,654	8,206	23,618	17,815	10,546	9,453	10,172	9,476
Environment & sustainable development	2,804	2,247	2,567	2,082	5,565	4,804	6,041	6,039
Responding to HIV/AIDS	0	0	0	0	0	0		
Unlinked in programme tree	9	9	8,733	8,314	3	0	1	0
Other development activities	100	47	0	0	0	0		
Total	30,011	24,872	50,686	40,650	38,842	34,407	45,176	43,144

Source: This table combines data from the two tables made available by CO (3 May 2013) with the following sources: 1) 2004-2007 figures: <atlas-snapshot.undp.org/?report=expenditure_by_practice_area&unit=KENatlas-snapshot.undp.org/?report=expenditure_by_practice_area&unit=KEN>; 2) 2008-2012 figures: <home.undp.org/programme/index.cfm?ldc=false&filter=all&scope=CO/RBA/KEN&year=2012&level=&view=budgethome.undp.org/programme/index.cfm?ldc=false&filter=all&scope=CO/RBA/KEN&year=2012&level=&view=budget>

Figure A5.1. Trend of Poverty Incidences in Kenya, by Region

Legend: 1992, 1994, 1997, 2005/06
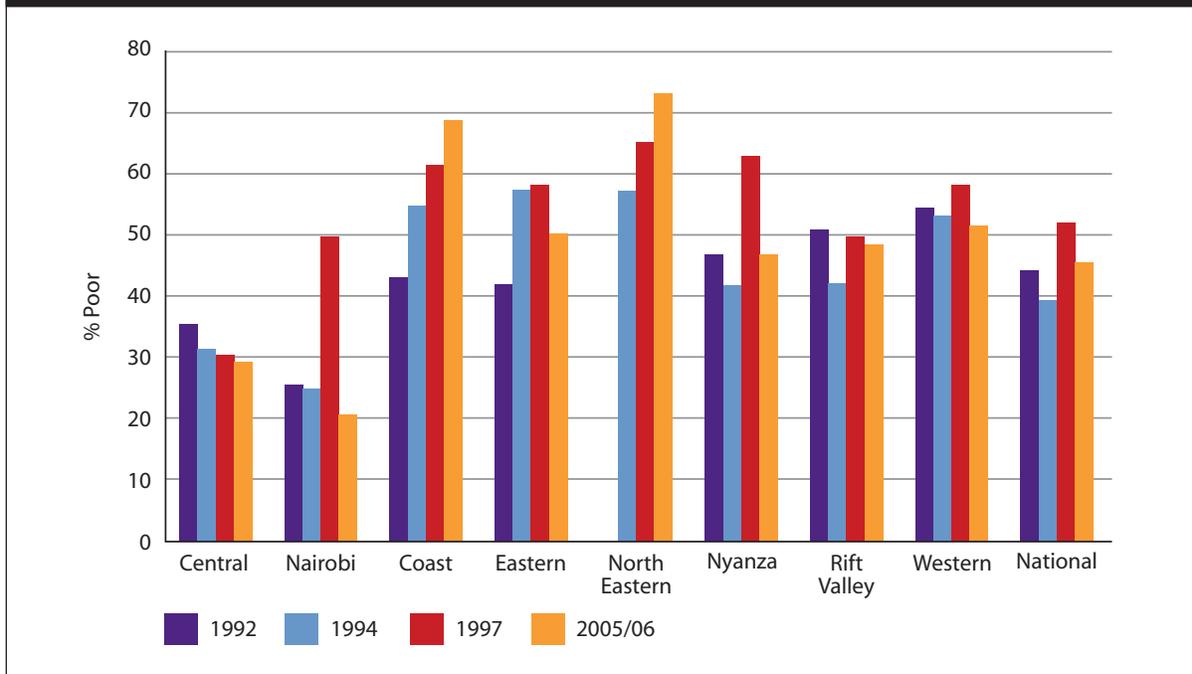
Source: KNBS, Welfare Monitoring Surveys and KIHBS 2005-06

Figure A5.2. UNDP Kenya Donors by Volume ($ million) 2006-2013, and Trends by Donor Group

USAID 2.0
Canada 7.2
Denmark 5.4
Sweden 21.6
United Kingdom 22.3
Norway 7.5
Netherlands 16.0
Japan 13.2
European Union 5.6
Finland 2.9
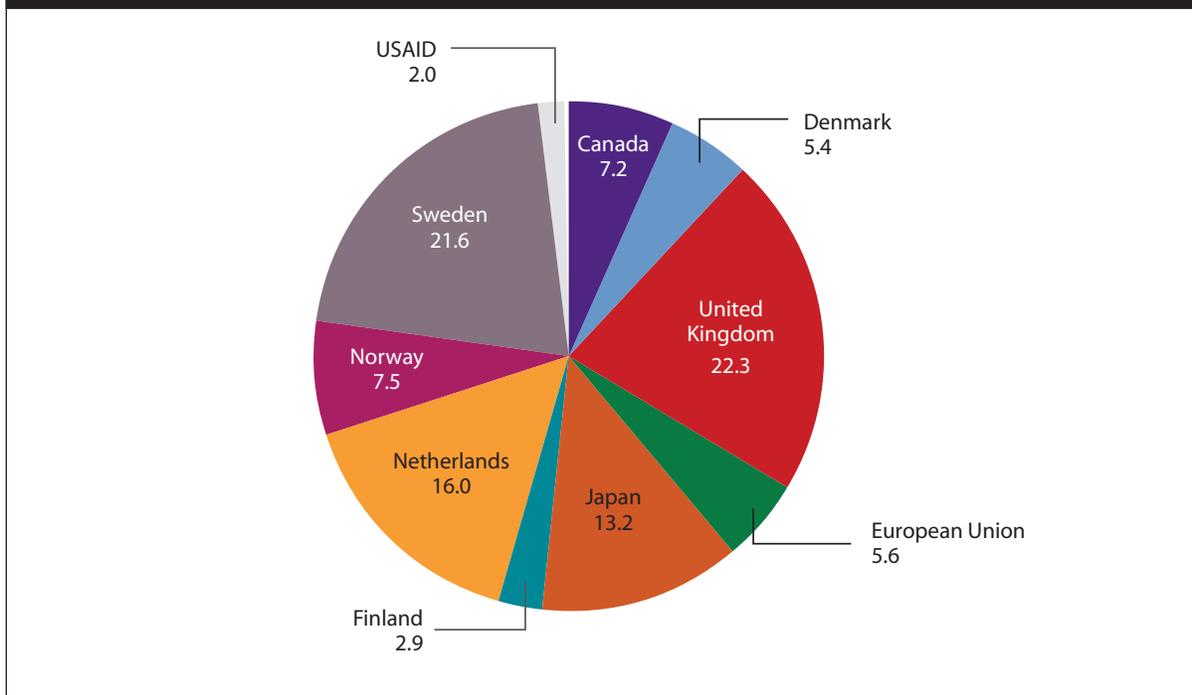
Source: UNDP Country Office, June 2013 and based on: <www.undp.org/content/kenya/en/home/operations/funding_delivery/>

Figure A5.3. Changes in Programme Coverage between 2009 and 2012 (in $ thousand)

2009

9
0
100
2,804
4,225
10,654
12,219

2010

0
3,494
0
8,733
2,567
12,274
23,618

2011

3
0 0
1,897
5,565
10,546
20,831

2012

1
2,222
6,041
10,172
26,740

■ Povery reduction and MDG achievement
■ Democratic governance
■ Crisis prevention and recovery
■ Environment and sustainable development
■ Responding to HIV/AIDS
■ Funds not allocated to specific programmes
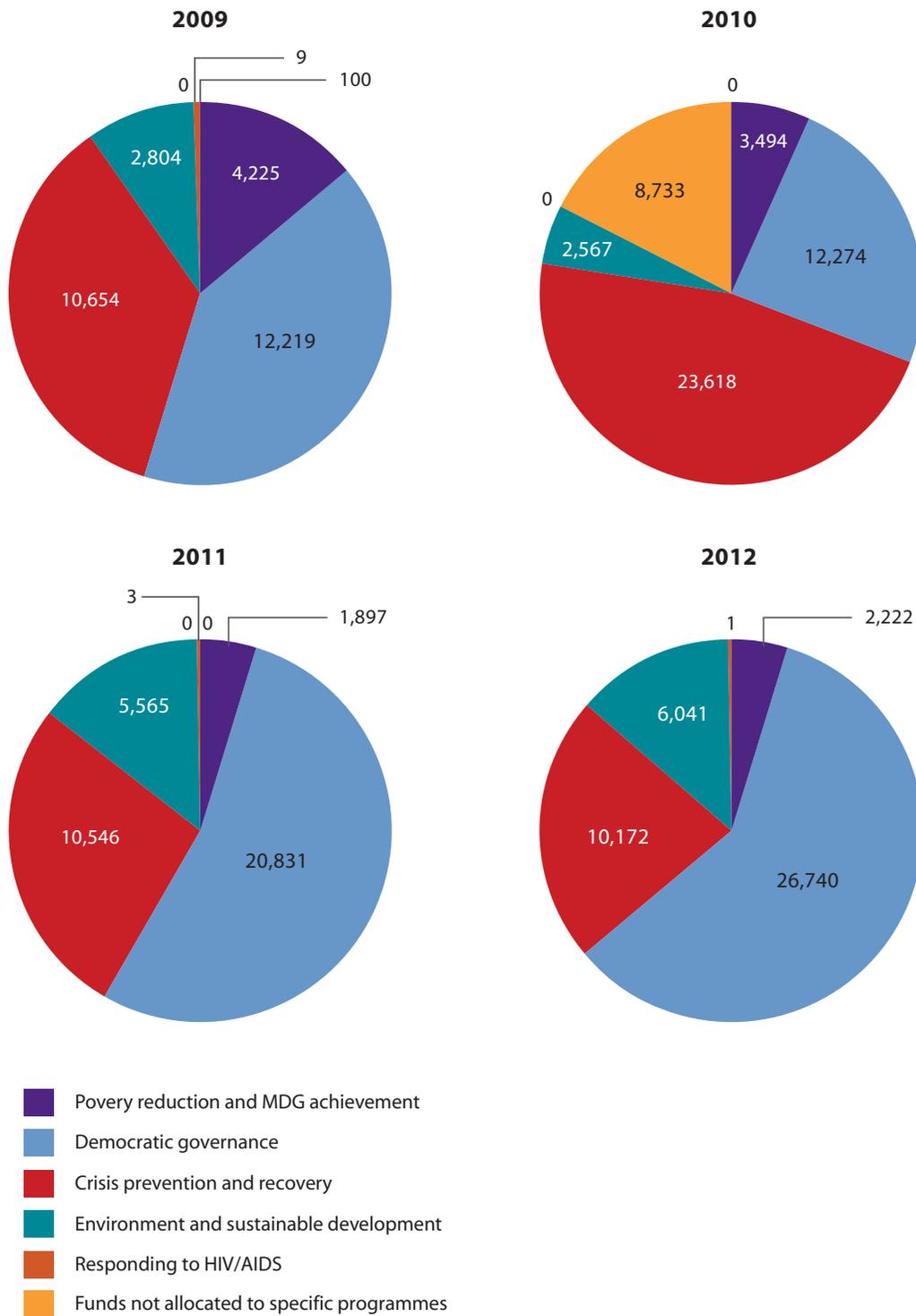
Box A5.1. Suggestions for UNDP Training by Former Trainees (Outcomes 44-45)

During the interviews and focus groups, the following comments were made by former trainees who attended Youth Training and Development and Women in Business:

On duration and content

a) training was too short; b) training should be equipped with a mentorship phase (where trainees can continue engaging with trainers for follow-up questions and guidance); c) include in the curriculum a visit to demonstration sites that showcase success stories (to increase visual impact and understanding of training impact); d) more emphasis on credit schemes – lack of start-up capital has remained a problem in reality; and e) UNDP's linking of training with government ministries and relevant entities (e.g. Ministry of Trade and Industry, National Treasury, Equity Bank) gave the training much needed weight and attention.

On administration

a) course requirements to have computer and Internet access was difficult to meet for some trainees; b) requirement for applicants to have a university degree to move onto the higher level (second phase) of training should be revisited, as some are motivated and have ideas for business even without formal academic education (training should consider widening applicants with high potential even only with certificates from a polytechnic); c) consider waiving training fees as some eligible and motivated individuals may not be able to afford the fees (e.g. 5,000 Kenyan shillings for Women Business training) – But some trainees disagree that this requirement would motivate people to complete the training; d) consider organizing training where target individuals are located, not always in the city, as some cannot travel long distances; e) course announcement should be made more widely to attract interested individuals; and f) conduct a post-training assessment of trainees to improve learning from the training.

Box A5.2. Kingwal Wetland Community Conservation Area (Outcome 50)

Kingwal wetland is located in North Nandi. The total area of wetland is 1,780 hectares of which 50 hectares are trust land. The wetland is a major source of livelihood to local communities and is also a habitat for the rare Sitatunga (aquatic antelope). The Sitatunga, which is only found in Kingwal and Saiwa wetlands, attracts many tourists to the area hence boosting incomes of the local households. Despite its ecological and socio-economic significance and value, the wetland has suffered serious encroachment, negatively impacting on peoples' livelihoods and Sitatunga population. Local households have converted large sections of the wetland into agricultural fields, negatively impacting on the Sitatunga habitat. Illegal hunting has reduced the Sitatunga population further, affecting income from tourism. The intervention by UNDP to establish a Community Conservation Area (CCA) initiative in Kingwal met a timely need. However, the CCA institution is being formed for the first time and is prone to challenges arising from high community expectations. It was evident from a focus group discussion that the local community has high expectations from the CCA institution and seemingly anticipates a lot of support from the UNDP project. UNDP should be aware of such expectations and plan how to address them early enough. More support will be needed for capacity-building of the CCA institution in putting governance structures in place.

Box A5.3. Market Transformation for Highly Efficient Biomass Stoves in Kenya Project (Outcomes 52-53)

The Market Transformation for Highly Efficient Biomass Stoves in Kenya (Stoves-RETAP) project addresses the energy needs of institutions that lead to high electricity and cooking gas costs. More than 90 percent of institutions in Kenya rely on traditional fuel wood for open fires as the main source of cooking energy. A barrier to using electricity and gas is the cost of cooking appliances and the unreliable supply of electricity and gas. High consumption of and expenditure on fuel wood accounts for about 25 percent of total school budget, and leads to indoor air pollution. Institutions that use 30 tons of wood per month clear about 3 ha of forest cover, contributing to deforestation. The commercial strategy and economic viability business proposal of this project promised saving 60-70 percent in fuel wood use of improved institutional stoves over traditional stoves. The project also included the use of revolving funds for schools, and developing a policy to support removal of barriers to the spread of highly efficient stoves. Less favoured public schools however face economic barriers to purchase the stoves. Their spread was initially supported by the UNDP project, and was then scaled up by funding by the World Food Programme in 2011. The ADR team looked at schools in five areas in Coastal zone, Mt Kenya and Kakamega and validated the findings of the 2011 final project evaluation, and updated nation-wide figures provided by RETAP in August 2013 on diffusion of stoves and seedlings planting.

Although results were generally positive, there are different geographic degrees of success and the numerical results are still below the targets declared at project design. The evaluation found that about 1,600 stoves were sold since the end of the UNDP project; these, together with those sold during the project, add up to almost 3,200 that, 2.5 years after the end of the project, is only now approaching the intended target (3,500) for 2010. Some limitations need to be considered: 1) tree planting fluctuated because the rain patterns were uncertain and 2010 was a dry year, but there were also some problems linked to seedlings delivery; 2) the introduction of free education in Kenya meant that schools could not levy fees on students anymore, reducing the number of schools that could afford the stoves and delaying the loans repayment; 3) while the evaluation team could not make an independent verification, there was a perceived conflict of interest in the commercial management of the project, as the RETAP project manager was also the director of Rural Technology Enterprise. Tree planting was the role of UNDP, and the most direct link with the reduction of gases, of fuel wood use, and of smoke pollution. The trees planted as of 2010 were estimated at 0.5 million. About 0.2 million were planted after that, for a total of 0.7 million: very far from the declared target. The declared aim in reduction of fuel wood demand (50-70 percent) was, however, confirmed by the interviews. As a likely result, it is possible to globally estimate that the CO_2 avoided since 2007 by the project does not amount to much more than 30,000 tons.

Empowered lives.
Resilient nations.