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# United Nations Development Programme (UNDP)

**End-Term Evaluation of UNDP Civil  
Society Democratic Governance  
Facility-Amkeni Wakenya  
(Jul 2008 - Dec 2014)**

Mutuma Ruteere  
Mikewa Ogada  
Hannah Kamau  
Carolyn Wangusi



**Adili Consulting**

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## **ABBREVIATIONS AND ACRONYMS**

ADR	Alternative Dispute Resolution
CIC	Constitution Implementation Commission
CIPEV	Commission of Inquiry into the Post-Election Violence
CSO	Civil Society Organization
CUCs	Court Users Committees
DAP	Drivers of Accountability Programme
DOJ	Department of Justice
EACC	Ethics and Anti-Corruption Commission
FGD	Focus Group Discussion
HRBA	Human Rights Based Approach
GJLOS	Governance Justice Law and Order Sector (Reform Programme)
GoK	Government of Kenya
HRDs	Human Rights Defenders
ICC	International Criminal Court
ICT	Information and Communication Technologies
IP	Implementing Partner
IPOA	Independent Policing Oversight Authority
JSI	Joint Statement of Intent
KHRC	Kenya Human Rights Commission
KLRC	Kenya Law Reform Commission
KNCHR	Kenya National Commission on Human Rights
LFA	Log-Frame Approach
MCA	Member of County Assembly
M&E	Monitoring and Evaluation
MODP	Ministry of Devolution and Planning
MTP	Medium Term Plan
NALEAP	National Legal Aid and Awareness Programme
NCAJ	National Council on Administration of Justice
NGEC	National Gender and Equality Commission
NGO	Non-Governmental Organization
PMU	Programme Management Unit
PWD	Persons With Disability
SUCAM	Sugar Campaign
SODNET	Social and Development Network
SRG	Stakeholders Reference Group
TJRC	Truth Justice and Reconciliation Commission
TOR	Terms of Reference
UNDP	United Nations Development Programme

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## EXECUTIVE SUMMARY

This evaluation was commissioned by the United Nations Development Programme (UNDP) Amkeni Wakenya Civil Society Democratic Governance Facility (Amkeni Wakenya), which was established to promote democratic governance in Kenya. The first phase of the Amkeni Wakenya Facility was implemented during the period, July 2008 to December 2014, and was funded to the tune of 33 million USD by the Royal Netherlands Embassy (RNE), the Swedish Embassy, Embassy of Norway, the European Union, Embassy of Japan and the UNDP. The Amkeni Wakenya Facility works through civil society organizations (CSOs) to strengthen participatory democracy, social justice, rule of law and protection of human rights and facilitate citizens' active engagement in governance reforms and development processes. Amkeni Wakenya used the approaches of grant making, capacity building as well as learning and knowledge management to deliver its overall objectives, which were: (i) To enable citizens to benefit politically, socially and economically from a more accountable, just, transparent and democratic society that upholds the respect for human rights and fundamental freedoms; and (ii) To support civic engagement, which empowers all people to influence public policies, through their civil society organizations at all levels.

This evaluation report provides an assessment of the Facility's performance on the basis of the evaluation criteria of relevance, effectiveness, efficiency, sustainability and ownership, impact and coordination and linkages. It also provides lessons, recommendations and options which can be used to design a future programme cycle.

In terms of the technical approach of the assignment, the evaluation commenced in late March 2015. Programme documentation was reviewed throughout the assignment. A sample of 12% (41 projects) of the 347 projects that were funded during the period under review, was selected to ensure that a representative sample of the different partners and beneficiary groups were interviewed for the study. Field research included interviews with 85 individuals during the period April to July 2015. Interviews took place in the 13 counties of Kajiado, Kakamega, Kiambu, Kisumu, Machakos, Makueni, Meru, Mombasa, Mwingi, Nairobi, Nakuru, Nyeri and Samburu. Six (6) FGDs/consultative meetings were held with 20 people drawn from target groups of IPs that were supported by Amkeni Wakenya. A validation meeting was held on June 25, 2015 with the UNDP management and the Amkeni Wakenya PMU team to provide their feedback to the evaluation's findings and recommendations. The report was also presented to key stakeholders who included representatives of funding agencies, civil society groups and Amkeni Wakenya implementing partners. The feedback from these convenings have been incorporated in this final report.

**Operating Context:** The Amkeni Wakenya Facility was conceived and implemented against a background of far-reaching reforms in Kenya's governance context, set off by the need to stabilize the country after the post-election violence of 2007-2008. Key reforms undertaken during the lifetime of the Facility included the enactment of a democratic constitution in August 2010, which provides for the devolution of power and resource allocation as well as a progressive Bill of Rights, and Kenya's first election under the new constitution in 2013. During the implementation period under review, notable reforms took place in the Judiciary and the policing sector, which stand to promote integrity, effectiveness and independence in the two institutions. Even so, inequality, unemployment, food insecurity and rising prices continued to define the socio-economic context during the implementation period of the Facility. Moreover, terrorism, crime and violence, corruption and human rights violations remained widespread. These concerns, as well as growing fears over heightened political restriction of civil society and media space in Kenya marked the end of the project phase in December 2014.

**Relevance:** The Amkeni Wakenya Facility was clearly linked to the relevant and important governance programmes, processes and frameworks in Kenya, including the national priorities set out in Kenya's Vision 2030, the Governance Justice Law and Order Sector (GJLOS) Programme and the 2010 constitution. The Facility addressed the gap in the 'demand' side for the governance reforms that have dominated Kenya's political context since the post-election violence of 2007-2008. This evaluation found that the Facility had a flexible and responsive design - the design of the Facility evolved over time in response to the changing context. At the onset, it was designed to support civil society organizations working towards restoring peace and stability in the country after the 2007/8 post-election violence. Thereafter and as a progression to that, CSOs were supported to participate in the implementation of Agenda 4. In subsequent years, the Facility also addressed the emerging issues of the rapidly changing context. These included civic engagement on the constitution and voter education ahead of the 2013 General Elections.

**Effectiveness:** This evaluation established that Amkeni Wakenya supported projects have succeeded in creating awareness among targets and beneficiaries on the options for accessing justice, through a combination of campaigns, community forums, IEC materials, and local media. Amkeni Wakenya funded projects have contributed to expanding access to justice for all, including women, youth and persons with disabilities (PWDs), through the courts as well as non-judicial/alternative dispute resolution (ADR) mechanisms, such as peace committees, free legal/advisory services, and even school conflict resolution mechanisms. The evaluation finds that Amkeni Wakenya-funded projects have contributed to creating opportunities and infrastructure for the public to learn about and participate in governance mechanisms. Implementing partners have succeeded in implanting among communities the idea that they must participate in governance mechanisms where decisions affecting their lives, i.e. use of public resources, are made. Moreover, this evaluation concludes that Amkeni Wakenya's support has contributed to increased realization of human rights, and the creation of a human rights culture in Kenya. Through the interventions of the IPs, there has been greater participation of community groups and citizens in local governance, and more demands for accountability and equality and non-discrimination have been realized. In particular, Amkeni Wakenya support has contributed to shifting citizen engagements from official patronage to one where people are demanding for public services as a matter of right.

**Efficiency:** The Facility was designed to cover the entire country and support local actors so as to increase/widen their reach to address the issues of peace, governance, human rights, voter education among others. This approach was previously lacking in the sector and Amkeni Wakenya broke new ground in the sector by working with local community-based organisations across the country. While this enabled the Facility to gain the much needed reach, the design did not sufficiently take into consideration the level of effort that would be required to work with the nascent organisations in terms of capacity building. Even so, Amkeni Wakenya had robust management arrangements that comprised of the Programme Management Unit which provided technical assistance, management and co-ordination of the Facility, the Stakeholders Reference Group (SRG)-which comprised IPs' representatives who played an advisory role, UNDP and development partners. There was good coordination with development partners, although engagement between the development partners and UNDP Country Office was not as regular as desired by some of the partners.

Amkeni Wakenya provided good guidance and capacity building on the grants management process. However, the response rate on grant issues from some IPs could have been better as some IPs received late feedback. Notwithstanding this challenge, the combination of training on programme management skills, including financial management, and training on various thematic governance topics increased and deepened IPs competencies. Also, technical support given to advocacy efforts by CSOs on the Public Benefits Organizations (PBO) Act eventually paid-off after the proposed

amendments were rejected by Parliament. In addition, the Facility has contributed to the formation of many emerging leaders, who have taken on leadership positions with the county governments and other development initiatives/programmes in their localities. Even so, one of the greatest challenges noted by staff, IPs and the development partners was that of inadequate follow-up after workshops to deepen and entrench learning.

By the end of the Facility, Amkeni Wakenya had developed a wide range of knowledge products. These included printed materials such as books, radio programmes as well as TV talk shows. Apart from lessons learnt and implemented from regular programme implementation processes, Amkeni Wakenya has also made efforts in addressing many of the key recommendations made during the Mid Term Review (MTR). Effort have also been made to address the recommendations made on monitoring and evaluation from the audit findings.

At the conceptual level, the overall approach sought to integrate the three approaches of grants management, capacity building and knowledge management. The grants management and capacity building methodologies were integrated through the delivery of various trainings targeted at IPs that had received grants, but the link between the knowledge management components (including research) and capacity building and grants making is lacking. The future phase of the Facility would need to ensure that these linkages are clear and in particular, ensure that the links between M&E provide the monitoring data to inform decision making.

Monitoring and Evaluation (M&E) was recognised as an important component of the Facility from the beginning. Although the Facility had M&E strategic documents and guidance, it did not seem to have clearly structured M&E practices and processes. For instance, the Facility's M&E plan contains 47 indicators, but many of these indicators do not have reference values and it was not clear how this data was collected, verified, collated and analysed. It is however commendable that the PMU is addressing the need to have a database through the development of an ICT based M&E system as per the recommendations made in the MTR and Audit Findings.

In terms of value-for-money, the Facility did quite well. On administrative costs, the analysis of project grantees approved FACE forms indicate that the average of administration and operations costs to IPs receiving over USD 90,000 did not surpass 30%. Delivery of activities and outputs were generally completed within budget and interventions were efficient despite delays or grantee management changes. In addition, Amkeni Wakenya administrative expenses have reduced from between 5% and 8% (recorded in the MTR) to 5%. This decline signals increasing value for money in programming and prioritization budgeting since 2011. Nonetheless, it is important that future IPs are encouraged to report on costs per participant to enable better value-for-money analysis and comparisons.

**Sustainability:** The threat to sustainability seems to affect both the partners and the Facility. There is no explicit sustainability strategy for the Facility. Financially and in terms of technical capacity, many of the CSOs, are heavily reliant on Amkeni Wakenya support, and a cessation of financial support as of mid-2015 has led to a high number of layoffs. Some of the IPs have noted that cessation of activities associated with Amkeni Wakenya support hampered the maximum achievement of results. Core funding ought to be an interim measure allowing capacity building and it should contribute to developing the sustainability of the organisation and its capacity to mobilize resources. In terms of the sustainability of the delivery methodologies/approaches, the sustainability of the capacity building efforts is under threat as many organisations lost their staff or downsized as indicated above. In addition to that, the full realisation and consolidation of project results has been hampered by the short length of funding. This was especially the case with the calls that had short funding cycles. If the idea was to create sustainable and effective CSOs then two options need to be

considered: (i) Fund fewer organizations and -give them more funding; and (ii) Fund the same number or more but increase the amount of funding and granting period.

**Coordination and Linkages:** This evaluation finds that the design of Amkeni Wakenya's Calls for Proposals encouraged IPs to develop project proposals that were aligned to the prevailing GoK and county government programmes and frameworks. However, this evaluation did not find any evidence that Amkeni Wakenya incentivized IPs to collaborate in project design and pool resources and efforts in project implementation. Incentives for collaboration and partnership were not built into Calls for Proposals, and partnership and coordination were subsequently not prioritized by IPs in the design of their funding proposals to Amkeni Wakenya or the implementation of their work. Nevertheless, in a few cases IPs took the initiative to build upon the exposure they got during CSW and Thematic Review Sessions to cultivate partnerships amongst themselves.

Amkeni Wakenya has been especially active in seeking to create synergies with other governance baskets operating in Kenya. Through the inter-PMU coordination meetings, Amkeni Wakenya's team and the PMUs of Uraia, Act! Kenya, UN Women, DAP and others, undertook joint planning, joint context analysis, and shared information and contacts. However, the PMU meetings peaked in the 2010-2012 period, and have generally declined. Overall, key informants consulted for this evaluation reported that donor coordination in the implementation of the Facility's work was strong. Key donors consistently attended the development partners' meeting, a mechanism that was provided for in the Joint Statement of Intent (JSI) to ensure donor coordination in relation to the Facility. They also met informally and undertook joint field visits together with UNDP and the Amkeni Wakenya PMU.

**Impact:** Some of the key impacts of the Amkeni Wakenya Facility can be seen in a number of areas: (i) The Facility broke new ground and set an important precedent in the governance sector in providing support to small local community-based groups; (ii) It deliberately and with lasting impact, integrated the focus on disability within the governance sector; (iv) The Facility allowed the implementing partners to strengthen their financial management capacities through trainings as well as guidelines on budgeting and financial reporting (v) The Facility has commendably provided lasting knowledge and tools to civil society groups on the human rights based approach to programming that allows them to integrate human rights in initiatives beyond the Amkeni Wakenya-funded projects; and (vi) New leaders emerged from the pool of beneficiaries of Amkeni Wakenya-funded projects.

**Challenges in the operating context:** The findings from this evaluation are consistent with what is known about the governance sector in Kenya. The broad challenges identified from this evaluation are therefore not peculiar to the Amkeni Wakenya-funded IPs, but affect the sector as a whole. Overall, the democracy and governance sector, as do other development sub-sectors, continues to suffer from instability with high staff turnover and weak leadership transitions. Moreover, capacity building interventions that are usually supported by development partners are not often sustained due to limited funding and staff turnover. The challenge of late disbursements of grants to grantees is also a sector-wide challenge and speaks more to the nature of donor-grantee engagements as well as the granting protocols sector-wide. For facilities that are interested in quick disbursements, there is need to reflect on what modalities might work best as the sector does not have very good examples of such granting mechanisms. Finally, the question of sustainability of PMU facilities such as Amkeni Wakenya remains unresolved. Since they are wholly dependent on donor support that is subject to constant shifts, PMUs appear to have a relatively unpredictable life-span. Longer-term commitment by donors interested in supporting PMUs should be explored by Amkeni Wakenya and other similar actors/PMUs in the governance sector.

### **Some Key Lessons**

- The use of media was noted as crucial in the delivery of the projects funded by the Facility.
- A number of partners faced challenges from political actors and administration officials at the local level. The PMU should develop thorough risk assessments for its partners and put in place a risk mitigation plans that are regularly monitored and updated.
- Strategic collaboration, partnership and networking with key institutional actors are key to the sustainability of results.
- While funding provided was adequate for planned activities, the time to undertake budgeted activities was quite limited and constrained the effectiveness and efficiency of achieving results.
- Building public understanding on issues of human rights and governance with the expectation of changing attitudes should be viewed as a long-term process. It cannot be undertaken or scientifically assessed through the framework of short project cycles.
- Just like many other organizations that depend on donor funding in different sectors in sub-Saharan Africa, sustainability of civil society groups remains considerably precarious. They remain over-reliant on donor funding, which opens them up for criticism with regard to their local legitimacy, their independence and ultimately, their sustainability.
- The basket design of Amkeni Wakenya allowed for the pooling of resources and support to small community-based groups that a bilateral financial support approach would not have managed
- Hosting of Amkeni Wakenya Facility within UNDP allowed the PMU to leverage the convening power of UNDP given its credibility with the Kenyan government.

### **Some Key Recommendations**

- Future project design processes should allow for more stakeholder input. This can help ease any lingering suspicions among stakeholders and beneficiaries of IPs.
- Project proposals should clearly outline the assumptions on which project delivery strategies are based, the related risks and how assumptions and risks weigh out against each other.
- Financial and programmes reporting should be streamlined to allow for better calculation unit cost per beneficiary so as to facilitate regular value-for-money assessments.
- More investment is needed in learning and knowledge management for its IPs.
- In future support, Amkeni Wakenya should encourage IPs to make linkages with their other initiatives to strengthen sustainability of results.
- The last phase of the funding should be dedicated to transitioning IPs with requirements for strategies for sustainability of gains and results as part of the support agreement. More opportunities should be given to IPs to reflect on issues around their sustainability.
- Amkeni Wakenya should consider reducing the number of IPs. This will allow for quality management of IPs as well as allow the Facility to provide larger grants to a smaller number of IPs.
- Because Amkeni Wakenya Facility did not have a clear sustainability plan in place, it should consider the pros and cons of various options for its future sustainability that have been provided in this evaluation (see table on sustainability options in the 'Recommendations' section).
- Documentation was a major challenge for Amkeni Wakenya, but it has now developed an information management system. This system must be deployed effectively.
- The triangulation model did not work well. In future, the Amkeni Wakenya Facility should invest more in looking into ways of helping future IPs working on human rights and governance to forge new research partnerships with research institutions in the country.
- Gender Mainstreaming should go beyond just numbers to also address the amplification of the voices of women and transformation of power structures that disadvantage women's participation in governance. This will involve more capacity building for IPs on gender-sensitive programming.

## **1. INTRODUCTION**

### Background to End-Term Evaluation

The Civil Society Democratic Governance Facility (Amkeni Wakenya) is a UNDP- led facility set up to promote democratic governance in Kenya. Participating development partners include the Royal Netherlands Embassy (RNE), the Swedish Embassy, Embassy of Norway, the European Union, Embassy of Japan and the United Nations Development Programme (UNDP). Established in July 2008, the Amkeni Wakenya Facility works through civil society organizations to strengthen participatory democracy, social justice, rule of law and protection of human rights and facilitate citizens' active engagement in governance reforms and development processes. The Facility received a total of 33 million USD from development partners during the period under review.

At its inception Amkeni Wakenya focused on grant making, capacity building as well as learning and knowledge management. These pillars have since been modified in the Amkeni Wakenya Strategic Plan 2011-2015, and are known as Facility delivery methodologies.

The overall objectives of Amkeni Wakenya were:

- To enable citizens to benefit politically, socially and economically from a more accountable, just, transparent and democratic society that upholds the respect for human rights and fundamental freedoms; and
- To support civic engagement, which empowers all people to influence public policies, through their civil society organizations at all levels.

### Evaluation Objectives and Evaluation Criteria

The first phase of the Facility came to an end in December 2014, and Amkeni Wakenya commissioned an independent end-term evaluation in order to:

- Assess the extent of the achievement of the intended results (impact and outputs) from its inception in July 2008 to December 2014;
- Build a body of analytical information that can be used to improve the effectiveness of the support extended to civil society organizations in the democratic governance sector;
- Determine strengths and weaknesses of the Facility's design, strategies and approaches;
- Determine the extent to which the Facility addresses crosscutting issues including gender, human rights and conflict prevention and management;
- Document lessons learned over the Facility's lifetime; and
- Provide recommendations for a future programme cycle of the Civil Society Democratic Governance Facility of UNDP and development partners.

In its evaluation of the Facility, the technical team was guided by the programme logical framework and sought to:

- Assess the extent to which the Amkeni Wakenya Facility has reached its intended results and contributed to the expected impact;
- Assess the Facility in terms of the evaluation criteria of: relevance; effectiveness; efficiency; and sustainability; and
- Consider how the Principles of the 2005 Paris Declaration and on Aid Effectiveness and Busan 2011 Partnership on Effective Development Cooperation.

Key evaluation criteria key questions that guided the data collection activities and analysis include the following:

**Figure 1: Evaluation Criteria and Key Evaluation Questions**

<b>Evaluation Criteria</b>	<b>Key Evaluation Question</b>
<b>Coherence</b>	<ul style="list-style-type: none"> <li>To what extent has the Facility successfully integrated results into a single coherent entity, with a strategy that is consistent across interventions?</li> </ul>
<b>Relevance</b>	<ul style="list-style-type: none"> <li>Has the Amkeni Wakenya Facility remained consistent with democratic governance priorities facing the state and population of Kenya?</li> <li>To what extent is it aligned to the key development plans of the country e.g. Constitution of Kenya 2010, Vision 2030, GJLOS Facility and the UNDP Country Programme Action Plan 2008-13?</li> <li>Has the Facility strategy and activities, including capacity building, met the needs of implementing partners?</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>To what extent have Amkeni Wakenya Facility activities produced the expected outputs?</li> <li>Are there instances in which the Amkeni Wakenya Facility has not delivered anticipated results? What are the reasons?</li> <li>To what extent have the outputs, if delivered, contributed to the results?</li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>What grants management mechanisms was used? How effective was it?</li> <li>What are the main results of the grants awarded, and what was the degree of collaboration amongst IPs to achieve greater impact?</li> <li>What capacity building approaches were used? How effective were they?</li> <li>What knowledge management systems and approaches were used? How effective were they?</li> <li>How were the three main Facility delivery methodologies integrated?</li> <li>Were the resources available to the Facility sufficient and appropriate for its objectives?</li> <li>Could different types of interventions deliver the same impact for a lower cost (value for money)?</li> <li>What was VfM across Amkeni Wakenya partners on similar cost functions in comparison to interventions under other PMUs?</li> <li>Were the UNDP systems and processes the most appropriate to host a facility like Amkeni Wakenya?</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>What do Amkeni Wakenya Facility partners and stakeholders perceive to be the effects of the Facility, and do these perceptions correspond with those of the Facility itself?</li> <li>Were there unplanned results, positive or negative, of the Facility's interventions?</li> </ul>
<b>Sustainability and ownership</b>	<ul style="list-style-type: none"> <li>Was there a sustainability framework, including an exit strategy, in place for Amkeni Wakenya as a facility? If yes, how effectively has it been implemented?</li> <li>What measures has the Amkeni Wakenya Facility taken to prepare partner institutions for continued operations after Facility closure?</li> <li>To what extent have these institutions undertaken measures to prepare for this change?</li> </ul>
<b>Coordination and linkages</b>	<ul style="list-style-type: none"> <li>Has the Amkeni Wakenya Facility established linkages with relevant national programme's and frameworks?</li> <li>What was the extent of coordination and partnership among partners? Did the strengthened linkages, if any, contribute to better?</li> <li>Has it worked effectively with interventions supported by other donor basket funds?</li> <li>Was there any value added to linking community groups with national-level advocacy groups and research institutions?</li> </ul>

## **2. EVALUATION METHODOLOGY**

The evaluation of the Amkeni Wakenya Facility commenced immediately after the approval of an inception report for the evaluation in late March 2015. Prior to this date, several planning and coordination teleconferences were conducted. To kick off the evaluation, a coordination meeting was held with the Programme Management Unit (PMU) at their offices at the UN Complex in Nairobi prior to approval of the inception report.

### Documents Review

An initial set of documents provided by the PMU was reviewed in the process of developing the inception report. Additional programme documents were provided by the PMU and implementing partners as the review progressed. Programme documentation reviewed included strategy documents of the Facility, grant agreements, projects funding proposals, evaluation reports, strategic plans, and end-term reports, reports of capacity building meetings, among others. The documents review process was critical in enabling the technical team to develop a detailed evaluation questionnaire.

### Sampling Strategy

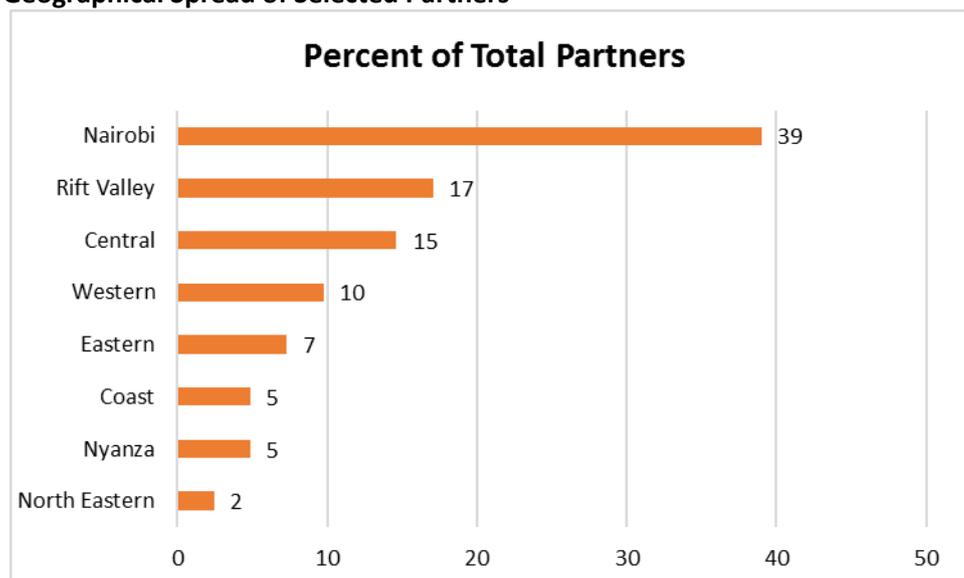
The evaluation approach adopted a mix of approaches so as to address the unique components that were addressed by the Facility as well as the time and resource constraints under which the evaluation was carried out. The sampling began with the adoption of a multi-stage cluster sampling approach which took into consideration the large number of grants and different Calls for Proposals that addressed different themes. The first stage involved clustering all the IPs into the different Calls for Proposals. There were six Calls for Proposals in total - Call 1 up to Call 5 and a Quick Response Fund.

It was agreed to take 12% of the total sample size totalling to 41 organizations. (The standard sample size is 10%, but it was agreed between Amkeni Wakenya and technical team that a slightly larger sample size would provide a representative perspective of the 347 projects that were funded, hence the increase by 2%).

The sampling procedures adopted ensured that a representative sample of the different partners and beneficiary groups were interviewed on the basis of the criteria described below:

- Regional balance;
- Thematic focus;
- Grant amount – including both small and large grants; and
- Inclusivity and diversity – gender, Persons with Disabilities (PWDs) and the youth- reflected in project focus and approaches.

**Figure 2: Geographical Spread of Selected Partners**



It is important to note that all the Nairobi-based groups that account for 39% of the total sample also run programmes outside Nairobi.

### Key Informant Interviews

Semi-structured questionnaires were used to conduct the key informant interviews, which tended not to take more than an hour for each informant (see Annex 5). Questions were structured to assess the evaluation criteria of relevance; effectiveness, efficiency, impact and sustainability as well as coordination and linkages. Given the limited time available for key informant interviews, Amkeni Wakenya agreed to let the technical team make the process more efficient by undertaking some of the interviews via phone and Skype.

Key informant interviews were held with 85 individuals during the period April to July 2015. Interviews took place in the 13 counties of Kajiado, Kakamega, Kiambu, Kisumu, Machakos, Makueni, Meru, Mombasa, Mwingi, Nairobi, Nakuru, Nyeri and Samburu. Additional interviews with stakeholders of the implementing partners (IPs) in these counties were held via phone. Respondents included staff members of the Amkeni Wakenya PMU, staff, development partners and stakeholders of the sampled 41 implementing institutions. Their key stakeholders included: project target beneficiaries, government officials, media practitioners, and other CSO leaders, among others.

Key informants were chosen on the basis of their participation/interaction with the Amkeni Wakenya Facility. Additional key informants were sampled on the basis of gaps and key issues in information arising from the review of documentation as well as on the recommendation of other key informants. The technical team also held key informant interviews with development partners and members of the Stakeholders Reference Group (SRG).

Where necessary, the technical team requested key informants to provide supporting documentary evidence and any other useful data they were willing to share in order to better support findings.

### Focus Group Discussions

The team conducted six (6) FGDs/consultative meetings with 20 people drawn from target groups/beneficiary communities where the IPs supported by Amkeni Wakenya implemented their work. These FGDs took place in Kakamega (2), Machakos (1), Makueni (1), Kiambu (1) and Turkana (1). The FGDs took about 1 and ½ hours each. FGD guides with specific topics were used to guide the meetings (see Annex 5). These FGDs/consultative meetings enabled the team to gather information on the results and benefits of the funded projects. FGDs also focused on the effectiveness of the approaches used, and options for improvement in future phases of the Amkeni Wakenya Facility.

A validation meeting was held on June 25, 2015 with the UNDP management and the Amkeni Wakenya PMU team to provide their feedback to the evaluation's findings and recommendations. Another validation meeting was held in July with key funding partners, senior UNDP officials and representatives of IPs. Feedback from these meetings has been incorporated into this version of the evaluation report.

### Limitations of the Evaluation

Given that the evaluation focused on projects, many of which were concluded more than three years ago, there were the unavoidable challenges of loss of institutional memory, and staff turnover among IPs. (These concerns were discussed with the Amkeni Wakenya during the review of the inception report). Therefore, it was challenging for the evaluation team to get accurate perspectives on the performance of some of the older projects. However, the evaluation team sought to address this limitation by using a large sample size and multiple data collection methods, including documents review, key informant interviews and FGDs, to increase the odds of getting accurate information.

From the outset, this was designed as a qualitative evaluation that would largely rely on semi-structured interviews with key informants, beneficiaries, selected stakeholders, programme implementing staff and on the analysis of reports and data available. This choice was seen as the most appropriate for extracting relevant insights that would allow the evaluation to make an authoritative assessment of the Facility's contributions.

A quantitative approach was excluded as it was not considered a useful investment given the large financial outlay it would require but more so for the fact that it would not yield data and insights that could not be sufficiently generated through a qualitative approach. Moreover, quantitative approaches have not rendered themselves particularly insightful in governance research and assessments and their costs in most cases outweigh the value of the data so gathered. For those reasons, the evaluation was clear in its Inception Report to Amkeni Wakenya that a quantitative approach would not be part of the evaluation methodology.

Insecurity in regions prevented the technical team from physically accessing some places such as Wajir County, thus limiting data collection to telephone interviews, and triangulation with information from project documentation that was available at the PMU.

## **3. KENYA CONTEXT IN THE IMPLEMENTATION PERIOD OF THE AMKENI WAKENYA FACILITY**

### 2008 post-election violence reforms

The Amkeni Wakenya Facility was conceived against a background of intensified reforms in Kenya's governance institutions, which were set off by the need to stabilize the country after it was rocked by violence following the disputed presidential elections of December 2007. Agenda IV of the

*Agreement on the Principles of Partnership of the Coalition Government* (commonly known as the National Accord), which settled the political crisis following the disputed 2007-2008 elections, and spurred the enactment of a new, democratic constitution in 2010. The new constitution placed the country on the right footing to address decades of unjust and unfair political, economic and social policies, and the country's legacy of human rights violations and corruption. The introduction of devolved governance- with 47 counties- under the new constitutional framework was key in enabling the decentralization of political power and shifting resource allocation to the grassroots. In addition, the new constitution contains an extensive Bill of Rights that covers civil, political, economic and social rights.

During the implementation period of the Facility (2008-2014), notable transformations took place in the Judiciary, whose integrity and independence is critical for good governance in Kenya. A leading human rights lawyer was appointed to the position of Chief Justice, and many individuals with exemplary records in public service and the promotion of human rights were hired as judges and magistrates. During the period 2011-2014, the Judiciary invested heavily in addressing the large backlog of pending court cases, promoting alternative dispute resolution (ADR), hiring more staff, and digitizing court records and services. A transitional process of vetting judges and magistrates process is also underway.

During the implementation period of the Facility, the transformation of the Kenya Police continued although progress in the police reform process was uneven as there was a low level of commitment by GoK to follow through with the process. The new constitution sought to completely overhaul the policing sector by creating the independent office of the Inspector General, the Independent Policing Oversight Authority (IPOA) and the National Police Service Commission in order to provide greater oversight, and instill professionalism and discipline among police officers.

Notwithstanding the growing human rights enforcement framework, political will to address human rights violations has been lacking, even under the new constitutional dispensation. Serious human rights abuses were committed by security officials, including extra judicial executions, mass arbitrary arrests, torture and rape. Violence against women, was also widespread. In terms of addressing the challenge of impunity for serious atrocities, there has been no clear policy on criminal accountability for the perpetrators. While a truth commission was established in 2009 to investigate all major human rights violations that have occurred since independence, its recommendations on criminal accountability are yet to be implemented.

Moreover, corruption continues to persist in Kenya. The country was ranked 29<sup>th</sup> most corrupt country out of 174 countries in Transparency International's 2014 Corruption Perceptions.<sup>1</sup> While several corruption scandals were unearthed by the media during the implementation period of the Facility, no tangible criminal action was taken against suspected perpetrators.

### 2013 General Elections

The Amkeni Wakenya Facility's implementation coincided with the historic March 2013 General Elections, which was held under the framework of the new constitution. It was certainly Kenya's most complex election, requiring Kenyans to cast votes for six elective offices, including presidential, gubernatorial, senatorial, parliamentary, civic candidates as well as other special representatives. While there were tensions and the risk of electoral violence, the election was largely peaceful and judged to be free and fair by both local and international observer missions.

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<sup>1</sup> Transparency International (2014), Corruption Perceptions Index.

### Socio-economic context

Inequality, unemployment and rising prices of basic goods and services characterized economic conditions during the implementation period of the Facility. Most Kenyans remained in self-employment in either the informal or agricultural sectors. While the GoK put in place high profile programmes, such as Youth Enterprise Fund and the Women's Enterprise Fund, which aimed to expand economic opportunities for young people, these efforts by themselves proved insufficient to address the challenges of youth unemployment and exclusion. Moreover, social security coverage remained low compared to the extent of the need as it did not cater for informal sector workers and smallholder agricultural workers. HIV and AIDS also continued to exact a painful toll on the lives of many people and families, although there were indications that its spread was being curbed.<sup>2</sup>

During the implementation period of the Facility, many Kenyan households continued to go without enough food. For instance, as of July 2014 it was estimated that some 1.5 million people were food insecure.<sup>3</sup> Kenyans living in the Arid and Semi-Arid Lands (ASAL) remained particularly vulnerable to food insecurity. Whereas Kenya has formulated the National Land Policy, which aims to improve the management of land resources and safeguard land rights, land administration continued to be mired in corruption.<sup>4</sup>

### Insecurity: the challenge of terrorism

During the implementation period of the Facility, Kenya sent its military forces into Somalia to help the UN AMISOM forces to stabilize the country, which had fallen into the hands of the Al-Shabaab terrorist movement. This action apparently resulted in retaliatory terrorist attacks, most notably the attack on the Westgate Mall in Nairobi and Mpeketoni village, Lamu in 2013 and 2014, respectively. There have been a number of less prominent attacks carried out by Al-Shabaab during the period 2011-2014, which have seriously affected the country's tourism industry as several countries issued travel advisories cautioning their citizens against travel to Kenya.

### Civil society and media

Since the Jubilee Coalition took office in 2013, there seems to be more focused official action to restrict the civil society's operating space in Kenya. If passed, the proposed amendments to the Public Benefit Organizations Act would restrict foreign funding to NGOs to 15 percent, effectively leading to their closure as the vast majority of them rely almost entirely on foreign assistance. The resulting impact would be the effective closure of democratic space as most, if not all human rights and governance civil society organizations would have to severely cut down their operations.

Closely linked to the apparent effort by the Kenyan government to restrict civil society's operating space, have been attempts to restrict the operating space of media. In late 2013, Kenya's Parliament passed the Kenya Information and Communication (Amendment) Bill and the Media Council Bill, which if enacted and implemented, would place severe restrictions on media freedom by compelling journalists to share information on their sources, in addition to imposing hefty fines of individual journalists and media houses. In addition, in late 2014, Parliament passed the repressive Security Amendments Bill, which among other things, restricts the freedom of journalists to investigate and report on terrorism cases.

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<sup>2</sup> See <http://www.psikenya.org/index.php?id=168>

<sup>3</sup> USAID, Kenya Food Insecurity Factsheet 2014, p.1.

<sup>4</sup> Transparency International's Kenya East Africa Bribery Index 2013. According to the Index, land management institutions in Kenya rank second only behind the police as most corrupt institutions in Kenya.

## 4. EVALUATION FINDINGS AND ANALYSIS

The end-term evaluation focused on the six (6) key evaluation criteria of Relevance; Effectiveness; Efficiency; Impact; Sustainability and Ownership; and Coordination and Linkages. This section discusses the technical team's findings and analysis in relation to each of these six criteria.

### 4.1 RELEVANCE

**Relevance** is measuring the extent to which the objectives of the Facility are consistent/aligned with beneficiaries' requirement, country needs and context, global priorities and donors' policies.

#### *Key findings summary:*

- *Facility clearly linked to the relevant and important governance programmes, processes and frameworks in Kenya;*
- *Facility addressed the gap in the 'demand' side for the governance reforms;*
- *Facility had a flexible and responsive design - the design of the Facility evolved over time in response to the changing context;*

In terms of design and conception, the Amkeni Wakenya Facility was clearly linked to the relevant and important governance programmes, processes and frameworks in Kenya that were in operation during the period 2008-2014. Moreover, throughout its implementation, the Facility remained relevant to the governance priorities and when necessary, adjusted itself to retain such relevance. Amkeni Wakenya is linked to the national priorities as set out by the United Nations Development Assistance Framework (UNDAF) 2009- 2013. The vision and objectives of the Facility also respond to Kenya's Vision 2030 and more specifically to its Political Pillar as well as the Second Medium Term Plan (MTP II) 2013-17.

Established in 2008, Amkeni Wakenya was in part responding to the need to continue the governance reforms that had been ongoing from 2003 under the Governance, Justice, Law and Order Sector (GJLOS) Programme implemented by the Kenya government in partnership with various development partners. The GJLOS Programme had a thematic focus on governance, human rights, justice, law and order and reform-oriented capacity building, concerns that remained even more relevant in 2008 as they had been when the Programme had been instituted in 2003.

The establishment of UNDP Amkeni Wakenya was a culmination of various efforts to strengthen civil society to enable it perform its role of informing, educating and mobilizing citizens to actively participate in reforms and checking government policies and practices more effectively as well as deepening democratic governance in Kenya. This arose from the realisation that though a small number of individual organisations and networks were playing the role fairly well the effectiveness and efficiency of the sector had been undermined by a number of factors, such as lack of proper coordination of responses, lack of sufficient and sustainable funding of rural based CSOs and uncoordinated and sometimes duplicated donor funding to CSOs. Subsequently, this greatly reduced the impact of the work of CSOs in the sector. To address this, discussions were initiated first within the GJLOS Programme, and later outside the reform programme on modalities of establishing a Non State Actors (NSA) Facility, that focused on the 'demand' side. The Facility was launched in 2008 and named the Civil Society Democratic Governance Facility, and later rebranded Amkeni Wakenya.

The year 2008, when Amkeni Wakenya was established is particularly critical in Kenya's governance history as it was the period that the country was at a political crossroads, having emerged from the 2007-2008 post-election violence that had left about 1,500 Kenyans dead and over 600,000

internally displaced.<sup>5</sup> It was a politically and ethnically divided period and public confidence in almost all institutions of governance, Executive, Parliament, Electoral Commission of Kenya, and the Judiciary had reached rock bottom. The post-election violence had come to an end following the signing of the National Accord and Reconciliation Act, 2008 (National Accord). Central to the National Accord was Agenda 4 which provided processes for national reconciliation and healing, transitional justice-including reform of key governance institutions, and comprehensive constitutional reforms. The Amkeni Wakenya focus on all these issues agenda was therefore clearly linked to this national agenda for governance reforms, as civil society engagement and involvement was key in the success of these processes. Support to civil society groups working on reconciliation, justice and accountability was therefore particularly critical at this point in the country's history. Without the engagement of the civil society, the reforms envisaged under the National Accord would stall.

The Amkeni Wakenya Facility was building upon an already existing infrastructure of civil society actors engaged in peace building, justice, reconciliation and human rights work across the country. All over the country, civil society groups had emerged to play prominent roles in ending the violence, in responding to the needs of the displaced, and later in rebuilding trust and confidence within communities and in seeking justice for victims.<sup>6</sup> Amkeni Wakenya was consequently a facility that was responding to an already existing need as well as demand for the involvement of the civil society in these key issues.

The drive for a new constitution was a key moment in public governance and the recognition of the importance of this process by Amkeni Wakenya is evident in the planning documents and the grants allocated to the civil society partners.<sup>7</sup> Historically, civil society groups had driven the agenda of constitutional reforms and their involvement in civic education on the draft of the constitution through the Amkeni Wakenya Facility support was key. The enactment of the constitution in August 2010 set in motion a comprehensive process of redistributing power and resources between the national and county governments, and established new institutions and opportunities for improving access to justice and protection of human rights.

Amkeni Wakenya's grant-making under the various Calls for Proposals reflects a recognition of the importance of the civil society in the reforms heralded by the new constitution as well as the new opportunities available to improve governance. To this end, Amkeni Wakenya has supported civil society groups working on promotion of human rights and access to justice; increased participation in governance at both county and national levels; increased participation of the marginalized, minorities, persons with disabilities and women in governance. Beyond Amkeni Wakenya, the relevance of the civil society in the constitution reform process is underlined by the engagement of the government in 2010 in civic education through the Kenya Integrated Civic Education (KNICE) Programme.

The 2013 General Elections was another key process that Amkeni Wakenya supported civil society engagement with. Since the reintroduction of multiparty politics in 1992, CSOs had always been part of the voter education process as well as elections observation. The 2013 general elections, as the first elections held under the new constitution as well as the first since the violent 2007 elections, was an important moment for Kenya. It was a moment perceived to have a major effect on the

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<sup>5</sup> See *Report of the Commission of Inquiry into Postelection Violence* (popularly known as the Waki Report after the chair of the Commission)

<sup>6</sup> See generally, Karuti Kanyinga, "Stopping the Conflagration: The Response of the Kenyan Civil Society to the post-2007 Election Violence" in David Everatt (ed), *South African Civil Society and Xenophobia* (Johannesburg: The Atlantic Philanthropies, 2010)

<sup>7</sup> See Amkeni Wakenya, Annual Reports: 2009-2012.

future of the country, particularly because it brought government closer to the people by ushering in the new county governments. The support by Amkeni Wakenya to CSOs to conduct voter education and elections observations during this critical election was therefore highly relevant to the governance priorities of the country.

Beyond the funding period, it is clear that the Facility has remained relevant to the key governance needs and processes in Kenya. Devolution is only unfolding and county government are yet to complete a single election term. Many devolution structures are still evolving and there is still considerable work that needs to be done by CSOs at the county levels. Supporting CSOs to promote work on public participation at county levels, for instance, remains key to strengthening county governance. Strengthening access to justice and increased human rights awareness and human rights-based programming also continue to be relevant to civil society.

## 4.2 EFFECTIVENESS

**Effectiveness** measures the extent to which the interventions implemented under the Facility attained the Facility's stated objectives. Effectiveness therefore measures the extent to which outputs delivered under the Facility actually contributed to the realization of stated objectives.

### Key findings summary:

- *Amkeni Wakenya-supported projects have created awareness among targets and beneficiaries on the options for accessing justice, human rights, and the need for public participation in devolved governance;*
- *Amkeni Wakenya's support has contributed to increased realization of human rights, and creation of a human rights culture in Kenya at the local levels;*
- *Facility has contributed to growing demands for accountability and equality and non-discrimination;*
- *The Facility has contributed to shifting citizen engagements from official patronage to greater public agency;*

### **Outcome 1: Access to justice for all, especially the poor and marginalized (women, PWDs, poor, youth, minorities) in Kenya enhanced**

Under this outcome, the expected outputs of the Amkeni Wakenya interventions were: (i) Citizens' awareness on the administration of justice increased, (ii) Citizens engagement in the development of responsive legislative and policy frameworks on access to justice strengthened, and (iii) Alternative forms of dispute resolution and referral mechanisms promoted.

Overall, the evaluation established that Amkeni Wakenya supported projects have succeeded in creating awareness among target beneficiaries on the options for accessing justice, through a combination of campaigns, community forums, IEC materials, and local media. In addition, Amkeni Wakenya funded projects have contributed to expanding access to justice through the courts as well as non-judicial/alternative dispute resolution (ADR) mechanisms, such as peace committees, free legal/advisory services, and even school conflict resolution mechanisms. Moreover, a number of the projects had a specific focus on the challenges that are faced by vulnerable groups, such as PWDs and widows with regard to access to justice.

In most of the cases, awareness creation was through the media, use of IEC materials as well as engagement forums- either formal trainings or dialogue forum. The media approach, and in particular, the use of local media was a useful and practical way of reaching a wide range of people by groups that had limited capacities for mass mobilization of the public.

### **Selected success stories**

**Turkana Bio Aloe Organization (TUBAE)** based in Turkana, has used the support from Amkeni Wa Kenya to promote access to justice for residents faced with the challenges of insecurity as well as unaccountable use of force by security agencies. In particular, TUBAE petitioned the Turkana Governor to provide political support families whose kin have fallen victim to insecurity to allow them to seek justice. Moreover, TUBAE has worked with national level agencies such as the Independent Policing Oversight Authority (IPOA) to secure redress for victims of police violence in Turkana. These achievements have been documented by TUBAE itself but were also confirmed by the evaluation team through interviews with other stakeholders in Turkana such as NGOs and even members of local administration such as chiefs.

**Kazi Riziki**, based in Thika, worked with plantation workers principally in Kiambu County to increase the opportunities for workers to access justice. Overall, it was established that through the interventions by Kazi Riziki, 45,500 workers gained increased awareness about their rights and also access to justice. The workers have also gained more confidence following paralegal trainings by Kazi Riziki and a number of them are able to demand better working conditions and remuneration from employers. This is supported by increase in industrial related actions such as workers holding strikes. In addition, more workers have filled cases against employers. There are also records of increased remunerations at plantations as well as improved living and working conditions in the plantations. More and more plantations have made clean and safe water and mobile toilet services available to workers. The evaluation established that workers have been able to receive compensation with many cases still pending in the industrial court. They are in pursuit of seeking registration of a genuine trade union. With regard to creation of awareness among workers on administration of justice, Kazi Riziki carried out 72 dialogue forums in Kiambu County that benefited 4,236 plantation workers. In addition, Kazi Riziki produced over 10000 labour laws booklets that were distributed to workers. Through short mobile messages (SMS) transmitted through bulk messaging, over 24000 workers were reached with information on selected aspects of the labour laws.

**The Sugar Campaign (SUCAM)**, working through the Kenya National Sugarcane Growers Union (KENSGU), filed a case seeking the enforcement of the decisions of the Sugar Arbitration Tribunal. SUCAM and KENSGU's petition grounded on Articles 22, 23(1) & (3), 25(c), 47, 48 and 50(1) of the new constitution of Kenya was successful. SUCAM also reported that it undertook public awareness creation through the media, through the distribution of calendars and through Learning Forums organized through the four Legal Aid Centres established to assist the farmers. They estimate that through Radio Lake Victoria that is popular in in the entire Nyanza region, they possibly reached about 60,500 farmers. SUCAM also used the print media and in particular, the *Daily Nation* and *Standard* newspapers through which they estimate that they reached over 105,000 farmers. Through the Learning Forums, through informational calendars that were distributed, and through education at public forums by paralegals, about 10,318 beneficiaries were reached. In total, SUCAM reports that directly and indirectly, they reached 266,872 farmers were reached for the period of April 2010 to September 2013. SUCAM also reported that they organized citizens to give input into legislative and policy making. In particular, the farmers were organized to discuss and make proposals into the Agriculture, Livestock, Fisheries and Food Authority (ALFFA) Bill 2012 and Crops Bill 2012. The group reported that their proposals were part of the amendments adopted in the revised bills. For Crops Act 2013, seven (7) proposals by SUCAM were adopted while for ALFFA Act 2013, six of the proposals were adopted. The project also aimed at promoting alternative dispute resolution mechanisms. SUCAM reported that this was achieved through the alternative dispute resolution (ADR) by the SUCAM Legal Aid Centres (LACs). A total of 335 cases were reported at the SUCAM LACs and out of these, 292 were

successfully resolved. This was done within ten months of operation in the year 2012-2013. As of the time of evaluation, 28 were pending while 15 cases had been referred to other actors. Many of the referrals were to the NALEAP Western Kenya office who linked the victims to various pro-bono lawyers with whom they work. The project also undertook referrals to Labour Officers and Children Officers.

**Kituo Cha Sheria**, Kenya's premier legal assistance and advice centre was also supported on promotion of access to justice. Through the Amkeni Wakenya support, Kituo filed a case in court and succeeded in obtaining a court decision directing the Independent Elections and Boundaries Commission (IEBC) to put in place measures to ensure that inmates were registered to vote for the 2013 general elections and in future elections and referendums. On its work with farmers, Kituo filed a case in court challenging regulation 4 of the *Irrigation (National Irrigation Schemes) Regulations* as unconstitutional to the extent that it excludes persons from occupation of the Irrigation Scheme who are dependents of the licensee on the basis of age and marital status contrary to Article 27 of the constitution. The case also argued that regulation 8 (a), (g) and (h) of the *Irrigation (National Irrigation Schemes) Regulations* is unconstitutional as it violated Article 41 of the Constitution. Through its interventions, Kituo also succeeded in securing the inclusion of 10 paralegals in Court Users Committee's spread across the country, whereas previously no community paralegal was a member of any CUC. With regard to awareness creation on access to justice, Kituo undertook a Protection and Risk Assessment Training for Mwea Foundation Human Rights Defenders who were involved in the case of Mwea rice farmers with regard to the unconstitutionality of the *Irrigation (National Irrigation Schemes) Regulations*. Through this training, participants' understanding of security and protection was enhanced and the capacity of defenders to undertake their own risk assessments and define security precautions was enhanced. The training was also an opportunity for participants to better understand details and arguments in the Mwea Case so that they could in turn share information with farmers. In addition, 1000 copies of Kituo's handbook on labour rights were published in English and Swahili and disseminated. To promote citizen engagement in legislative and policy frameworks on access to justice, Kituo held forums in which participants were taken through content of the Draft Housing Bill 2012 and the Eviction and Resettlement Guidelines and Bill 2012. These forums were also used to sensitize participants on labour rights, the new labour laws, and rules and practice in the Industrial Court. Kituo also held awareness creation events in prisons such as Kamiti and Shimo La Tewa. With regard to promotion of alternative dispute resolution, Kituo undertook a comprehensive ADR training for community based paralegals to enhance understanding on ADR.

### **Outcome 2: Increased citizen participation in devolved government structures**

Under this outcome, the expected outputs of the Amkeni Wakenya interventions were: (i) Citizens' awareness on the new devolved structures and processes increased; (ii) Citizen engagement in the development and implementation of the responsive policy and legislative frameworks for devolved government structures strengthened; (iii) Accountability and transparency in the management of devolved government structures strengthened; and (iv) Engagement with county and national processes/institutions involved in the rollout of devolved government.

The Amkeni Wakenya-funded projects have contributed to creating opportunities and infrastructure for the public to learn about and participate in governance mechanisms. Through these projects, communities in counties where IPs worked, including Kakamega, Kisumu, Machakos, Meru, Narok, Turkana and Wajir, have been able to participate in local level policy planning process, peace building and other governance processes. Implementing partners have succeeded in implanting among communities the idea that they must participate in governance mechanisms where decisions affecting their lives, i.e. use of public resources, are made.

The work of IPs has contributed to increasing awareness among communities of their roles and rights in local governance vis-à-vis duty bearers. In this process, a number of implementing partners have been able to build policy partnerships between themselves, local government institutions and local communities. Partners such as EYG, Sugar Campaign, and Benevolent Institute have been able to provide technical inputs into the policy and law making process of counties, oversight in relation to use of resources by counties and other devolved funding mechanisms, including Constituency Development Funds (CDFs) and Freed Primary Education Funds.

Some 50% of the 41 sampled IPs projects have also sought to mainstream women's participation, PWDs and youth, as well as marginalized regions of the country, in governance and development process at the local level. However, this evaluation finds that some of the partners could still do more to ensure that mechanisms for promotion of gender equality go beyond just numbers to also address the amplification of the voices of women and power structures that disadvantage women's participation in governance. This will involve capacity building for IPs in gender mainstreaming, and practical guidance on how to undertake gender-sensitive programming.

The contribution by Amkeni Wakenya support to improving citizens' participation in devolved government structures is illustrated by the achievements of a number of its project partners:

#### **Selected success stories**

**The Institute for Social Accountability (TISA)**, a nationally oriented organization focusing on devolution, was funded by Amkeni Wakenya to provide technical inputs in the policy and law development process that was undertaken to implement the constitutional provisions on devolution. TISA gained a reputation as an organization with capacity and a non-confrontational approach to advocacy that earned it allies in the relevant GoK agencies, including the Transitional Authority on Implementation of Devolved Governance and the then Parliamentary Committee on Local Government. As a part of its interventions, TISA reviewed and submitted memoranda to Parliament on two critical pieces of legislation required for the implementation of devolution: the County Government Bill and the Urban Areas and Cities Bill. The two bills have so far been enacted and are being implement. As a part of its routine work, it continues to monitor the implementation of the laws, as well as other concerned with the implementation of devolution. TISA has also become a respected organization for its role in promoting public understanding on devolution and public participation. Besides giving regular media interviews on these issues, TISA developed two devolution handbooks, *Transition to Devolved Government Handbook* and *A Citizen's Guide to Good leadership under Devolved Government*, which have been disseminated widely. It also developed and had aired a documentary on the challenges and opportunities for devolved governance - "Are We Ready for County Governments?"

**The Centre for Human Rights and Civic Education (CHRCE)**, based in Mwingi, Kitui County was funded by Amkeni Wakenya to promote public participation in devolved governance. CHRCE succeeded in mobilizing Ward Committees in the counties of Kitui, Makueni and Machakos to participate in public hearings on the County Finance Bills for each of the three counties. As a result, they made a contribution to ensuring that each of the counties passed Finance Bills that captured some of the views and interests of citizens. CHRCE was also involved in creating awareness on the Mining Bill in the three counties, and mobilizing public input in its content. This bill is currently pending before the National Assembly, and its resource-sharing provisions are going to have a great impact on how newly found resources, such as coal in Kitui County, benefit residents.

**The Kenya Alliance of Residents Associations (KARA)** was funded by Amkeni Wakenya to assist professional associations in counties to prepare their planning frameworks before devolution came into force. They came up with guidelines for developing county development blueprints, which have informed CIDPs in the counties of Embu, Kakamega, Kericho and Kisii. Their intervention coming in 2012 was timely as the transition to devolved governance was underway, and was to come into effect after the General Elections of March 2013. Their intervention was successful in instilling the idea of public participation in county planning, even before counties were actually set up. Another success of their work was that a number of professionals they worked with were appointed by the Governors of Embu, Kericho, and Kakamega to sit in committees established to advise on the development of CIDPs. Out of this support from Amkeni Wakenya, KARA was able to interest Canadian International Development Agency (CIDA) to fund it to help an additional 16 counties to develop these planning blue prints.

**Eshinamwenyuli Youth Group (Kakamega)** were funded by Amkeni Wakenya to improve citizens' participation in local governance institutions. EYG succeeded in creating citizen-driven Constitutional Implementation Oversight Committees which provide oversight on the use of various devolved funds as well as the management of local institutions, such as schools, in the Butere and Kwhisero sub-counties of Kakamega County. EYG is recognized for providing law-making and policy development advice to the Kakamega County Government and County Assembly. Both the county government and county assembly have requested the group on a number of occasions to mobilize and structure meetings at which the public has been invited to provide input into county bills as well as the county's CIPD. EYG has also contributed to improving public participation in the justice sector by helping to energize the Court Users' Committee in Butere. This particular CUC is cited as an inspiration and model for the Kapsabet court system.

***Outcome 3: Effective realization of human rights particularly economic, social and cultural (ESCR) rights, especially of marginalized groups such as women, PWDs and minorities increased***

Under this outcome, the expected outputs of the Amkeni programme interventions were: (i) Citizens' awareness of Human Rights especially ESCR increased, (ii) Citizens' engagement in development and implementation of responsive Legislative and Policy frameworks on Human Rights especially ESCRs strengthened, and (iii) Partnerships to enhance accountability/monitoring of implementation of constitutional provisions on human rights strengthened.

Overall, this evaluation concludes that Amkeni Wakenya's support has contributed to increased realization of human rights, and the creation of a human rights culture in Kenya and in particular at the local levels where the Amkeni Wakenya IPs have been working. Through the interventions of the IPs, more information on human rights, greater participation of community groups and citizens in local governance, and more demands for accountability and equality and non-discrimination have been realized. These are all important elements of the human rights-based approach to governance and development, and the evaluation established that they were integrated in various combinations in project interventions.

Amkeni Wakenya support has also contributed to shifting citizen engagements from official patronage to one where people are demanding for public services as a matter of right. Increased public information has helped many of the citizens establish the relevant duty-bearers.

In addition, with support and advice from Amkeni Wakenya-funded partners, communities have taken advantage of existing spaces, or created new opportunities for themselves to participate in auditing the use of resources by devolved governments, and also to participate in crucial governance

issues such as land management. In a number of places, people who had interacted with Amkeni Wakenya-supported projects, took action by themselves.

The evaluation team came across many instances that illustrate these results:

#### **Selected success stories**

**Nabole Disabled Group** based in Butere and **United Disability Empowerment in Kenya (UDEK)** based in Nairobi, have both succeeded in expanding access to opportunities for PWDs. Nabole Disabled Group has supported PWDs by involving them as paid actors in participatory theatre on governance. Through the group, members have also accessed resources for income generating activities. UDEK, has supported PWDs to get employment on TV stations as sign language interpreters.

**Kwetu Rights** based in the coastal region, has worked to increase citizen awareness on human rights and on socio-economic rights in particular. Through Haki clubs in schools, Kwetu Rights has increased the awareness of young people on rights. The group has used radio talk shows to sensitize the public on human rights, public lectures as well as dialogue forums with members of the public. Through Amkeni Wakenya support, Kwetu Rights also produced information materials- 100 shirts, 1,000 banners and 3,000 brochures for civic education.

**Independent Medico-Legal Unit (IMLU)** which operates nationally, undertook the training of elections human rights monitors in January 2013 to assist in the documentation of any human rights violations by state agents, militia groups or organized criminal gangs in the period before, during and after the March 2013 general elections. IMLU also held training forums for its network of counsellors to support victims of human rights violations. With regard to enhancement of accountability and monitoring of human rights, IMLU together with a consortium of Civil Society Organizations<sup>8</sup> and victims of sexual and gender based violence filed a case in the Constitutional Court in Nairobi to seek justice for victims. In addition, IMLU also lodged a constitutional petition on behalf of four human rights actors who had been arrested after a peaceful demonstration in Nairobi.

**The Deaf Initiatives Network** in its human rights awareness interventions, trained 170 duty bearers in basic Kenyan Sign Language as well as 3760 deaf citizens trained on economic and social rights in five counties and three peripheral counties through three workshops. In addition, the project produced 10,000 posters and 2,000 calendars in sign language that were disseminated in the counties and to the network organizations. A human rights dictionary was also produced in Kenya Sign Language. The project also produced the Deaf Rights Sign Rap song with 500 copies of the song distributed and shown on KTN national TV news segment. A sign language version of the new constitution was also produced and 500 copies disseminated in video. In addition, an ECOSOC rights deaf drama video was produced and 500 copies distributed.

**BARE CARE** has provided leadership on human rights as part of the Baringo County Civil Society Coalition drawing membership from advocacy organizations in Baringo County. The coalition was included in the county planning processes including planning budget hearing forums and vetting of county public officers. Through this process, the group estimates that more than 500 people participated directly in the ongoing budget making process during the ward and sub-county hearing forums. In addition, BARE CARE coordinated the development of a memorandum by women, youth and persons with disabilities on the County Budget supplementary estimates

<sup>8</sup> Coalition on Violence Against Women (COVAW), The Kenyan Section of the International Commission for Jurists (ICJ), Physicians for Human Rights.

2013/14 that was presented to the County government. Moreover, BARE CARE reports that its interventions led to increased citizens monitoring and auditing of legislation at the County level.

**The International Commission of Jurists (ICJ)** which works nationally, published and disseminated the 2010 and 2012 Rule of Law Reports which documented and highlighted the challenges and progress made so far on transitional justice and in the implementation of economic, social and cultural rights. In addition, through the project, 210 paralegals have been trained on provisions of the constitution, elections and human rights (including economic, social and cultural rights) and are now able to articulate, monitor and address human rights, rule of law and governance concerns and questions within their localities. The six (6) paralegal projects in Meru, Taita Taveta, Kitui, Laikipia, Kinango, and Transmara continue to be active within these communities where they provide alternative dispute resolution services. The project also developed a summarized version of the Truth, Justice and Reconciliation Commission (TJRC) report in collaboration with Kenya Transitional Justice Network members and distributed 5,000 copies to various stakeholders. The input of ICJ into the TJRC report was also key, with the draft reparation scheme developed by ICJ Kenya adopted by the TJRC in its final report. In addition, ICJ-Kenya contributed to the drafting of the various versions of the Legal Aid Bill and has continued to engage with the National Legal Aid Awareness programme which is spearheading the process. The input of ICJ with this regard was acknowledged by the Attorney General in June 2014.

**AFRICOG's** project contributed to the establishment of a Community Legal Centre (CLC) in Naivasha to allow the residents of Naivasha to access legal advice. So far, AFRICOG reports that the Centre has served about 1,456 clients. In addition, more than 28 community outreaches have been conducted reaching more than 8,400 Naivasha residents. They have also conducted trainings with the community on land law, labour law, law of succession, children rights, and youth empowerment, among others and estimate that they have reached about three thousand, six hundred (3,600) residents.

**ILISHE Trust**, based in Mombasa, has worked to improve awareness through stakeholder forums in the entire coastal region. The group also produced IEC materials (2500 pamphlets, 3 banners and 250 T-shirts), that helped in the dissemination of messages regarding land struggles at the coast. In addition, the ILISHE Trust website was developed to share information regarding land and other natural resources. Moreover, natural resources education clinics were also conducted in Kaloleni, Kwale, Mwatate, Malindi and Taveta. These clinics provided an opportunity for community members to interact with duty bearers in the different agencies dealing with land, mineral, wildlife and fisheries. ILISHE has also worked with the community to file petitions to block illegal acquisition of lands thus reducing land grabbing activities at the coast and also promoted the formation of natural resources alliances and networks in all the districts where the project was implemented. This has increased opportunities for coastal communities to lobby for the ownership and management of natural resources found in the region.

**Turkana Bio Aloe Organization (TUBAE)** that is based in Turkana has sensitized community members on their resource sharing rights with respect to oil that has been discovered in the region. In addition, TUBAE has worked with community members on securing their land tenure rights. The group has also provided information and support to PWDs on the options for accessing county tenders. TUBAE has promoted awareness on human rights through community parliaments in the sub-counties of Turkana West, East, Central and North. In each of these parliaments, people themselves came up with the topics for discussion. TUBAE partnered with professionals who supported the awareness creation. In addition, TUBAE used local radio- both the secular and Catholic Church radio. The group estimates that they reached about 500,000 people through the media. The key stakeholders and beneficiaries interviewed noted that these

awareness creation platforms have contributed to creating awareness among the public that service delivery is a right and not a favour from the leaders. In addition, TUBAE was central to the setting up of the Turkana Civil Society Forum which brings together six organizations and has been key in advancing the protection of the rights of residents of Turkana in such areas as insecurity and violence from security forces, and community land rights.

***Outcome 4: Capacity of civil society organizations in democratic and governance sector strengthened to enable them to sustainably discharge their mandates effectively and efficiently***

Across the various partners evaluated, capacity was substantially enhanced in several areas (for an even more detailed discussion on capacity building, see section on 'Efficiency'). The smaller partners benefited more than the larger, more established institutions. Amkeni Wakenya support resulted in increased capacity of the partners to actually carry out training, to help with institutional strengthening in existing local groups, and to inspire the formation of new civil society organizations. Skills of key implementing staff in various areas of governance, including knowledge on human rights, on the Constitution of Kenya 2010, were also substantially strengthened through trainings and reflections coordinated by Amkeni Wakenya.

Implementing partners clearly have increased capacity to provide leadership in advocating for the human rights, access to justice, and to provide civic and voter education. This capacity is recognized by Provincial Administration officials, particularly Chiefs and Assistant Chiefs, who work closely with community leaders and groups.

This evaluation documented numerous success stories of individuals who, as a result of capacity building and exposure provided by Amkeni Wakenya-funded projects, have gone on to build promising careers in civil society, politics and local government. Amkeni Wakenya-funded projects have proved to be a training ground for people at the local level to develop leadership and technical skills, and visibility to be local leaders and potential champions for good governance in the new county assemblies and county agencies. For instance, individuals who played a role in implementing Amkeni Wakenya-funded projects have gone on to be Members of County Assembly (MCAs) in Kikuyu and Samburu. A pastor in Muguga, who led in voter education work, has been recognized and gazetted by the IEBC as a civic educator and election observer. However, there is the challenge of consolidating the gains made when key actors leave institutions. Part of the solution to this challenge includes having in place a rigorous capacity building approach that provides for the institutionalization of the gains of capacity building interventions, and therefore the sustainability of results.

Resources provided by Amkeni Wakenya allowed these groups to extend their reach, profile and legitimacy and acceptance at the local and national levels. Funding support from Amkeni Wakenya also allowed the partner groups to hire and retain qualified staff to undertake project activities. In addition, assessments of financial management capacity and follow up with improvement plans led to substantial strengthening of financial systems and mechanisms for some of the smaller groups which previously had little to no financial management before receiving support from Amkeni Wakenya.

Nonetheless, besides strengthening the financial management capacity of partners, Amkeni Wakenya support did not adequately/ significantly contribute to institutional capacity strengthening, particularly in the area of organizational development. Given the limited resources available to the partner groups however, the extent of these capacities has remained limited and the sustainability of these gains may be in doubt, specifically with regard to smaller groups. The larger groups like Kenya Human Rights Commission (KHRC), ICJ Kenya and Kituo Cha Sheria however, already have

diversified bases of funding support that will allow them to consolidate and further strengthen the gained capacities.

***Outcome 5: Timely responses to contemporary governance issues***

Under this outcome, the expected outputs of the Amkeni Wakenya interventions were: (i) Citizens engagement in the 2013 elections promoted; and (ii) Increased participation of women and PWDs in the electoral processes.

Implementing partners projects aimed to provide timely responses to the pressing, contemporary issues of civic and voter education, public participation and access to justice that were affecting citizens and communities. In 2012-2013, Amkeni Wakenya funding strategically focused on enhancing the understanding and capacities of voters to vote in the new, complex electoral system (established by the 2010 constitution) in which voters were required to cast votes for a total of six elective offices. Funded projects focused on the public-at-large, but as stated under the discussion on Outcome 2 above, about half of the 41 sampled IPs projects have also sought to mainstream women's participation, PWDs and youth to ensure that women and PWDs were effectively reached by interventions related to various governance processes, including elections.

However, it appears that timely implementation of the projects of some partners delayed because of challenges with the smooth-running of the grants process at the Amkeni Wakenya Secretariat. This finding is discussed further in the section on 'Efficiency'.

***Outcome 6: Efficiency and effectiveness of Amkeni Wakenya to provide support to civil society organisations in the democratic governance sector in Kenya improved***

Under this outcome, the expected outputs of the Amkeni Wakenya interventions were: (i) Adequate financial and technical resources mobilized; (ii) Internal business processes, systems and programme delivery methodologies strengthened; and (iii) Internal corporate governance structures and systems strengthened.

This evaluation finds that the UNDP and Amkeni Wakenya team were able to mobilize a large amount of funding to implement a facility that was felt in all corners of the country (for more discussion, see section on 'Impact' and section on 'Efficiency'). The Amkeni Wakenya PMU team was also made up of staff who have had long experience, expertise and recognition in the governance sector which strengthened the credibility of Amkeni Wakenya, and gave them required access to stakeholders. However, the centralized Programme Management Unit and the few staff relative to the scope of work, hindered effective management, coordination and oversight of the widely geographically dispersed projects.

In addition, this evaluation found the PMU did not have a systematic internal capacity building plan for itself, informed by and linked to Amkeni Wakenya's performance management system (identification and prioritization of capacity building needs from staff performance appraisals etc.).

### 4.3 EFFICIENCY

**Efficiency** measures the extent to which inputs contributed cost-effectively to realization of outputs. Efficiency therefore looks at programme design, management, programme approaches, innovation, and value-for-money. It is also concerned with how results are measured, and how learning occurs-M&E, and how risks are anticipated and mitigated.

#### Key findings summary:

- *Facility designed to cover the entire country and support local actors so as to increase/widen reach to address the issues of peace, governance, human rights, voter education etc.*
- *Facility had robust management arrangements, and there was good coordination with development partners, but engagement between the development partners and UNDP Country Office not regular;*
- *Facility provided good guidance and capacity building on the grants management process, but response rate on grant issues could have been better;*
- *Capacities of IPs strengthening in programme management skills, including financial management, and training on various thematic governance topics;*
- *Learning and knowledge management generated a wide range of knowledge products;*
- *Grants management and capacity building methodologies well-integrated, but not the learning and knowledge management methodology, but the 'triangulation' approach did not generally work well;*
- *Facility has done well in addressing many of the key recommendations made during the MTR, and the recommendations made on monitoring and evaluation from the audit findings.*
- *Many gaps were noted in M&E and documentation. This is an area that will require significant attention and resources;*
- *Good results in terms of value-for-money as administration and operations costs to IPs receiving over does not surpass 30%;*

#### **Programme Design**

At the onset of the Amkeni Wakenya Facility, there was no strategic document to guide the development and implementation of the Facility since it was being implemented against the backdrop of the post-election crisis when there was an urgent need to address issues related to the post-election violence and Agenda 4. For instance, by the time the first Amkeni Wakenya PMU staff joined the Facility, the first Call for Proposals had already been made and the first Stakeholder Reference Group (SRG) elected. Despite this pressing concern to address the crisis, what was clear was the thematic focus that the Facility was going to address. Amkeni Wakenya consistently addressed relevant contextual governance issues affecting Kenya. The Joint Statement of Intent (JSI, 2008) a joint effort by the Government of Sweden through SIDA, the Royal Netherlands Embassy and UNDP provided the broad guidelines for programme implementation. The first focus areas as outlined in the JSI was the key priority areas of the GJLOS Programme. This guided the development of the first work plan whose focus was on post-election violence. The development of the strategic plan began in 2010 and this directed the design of the Facility after 2011 and helped bring more focus in the thematic areas to be addressed.

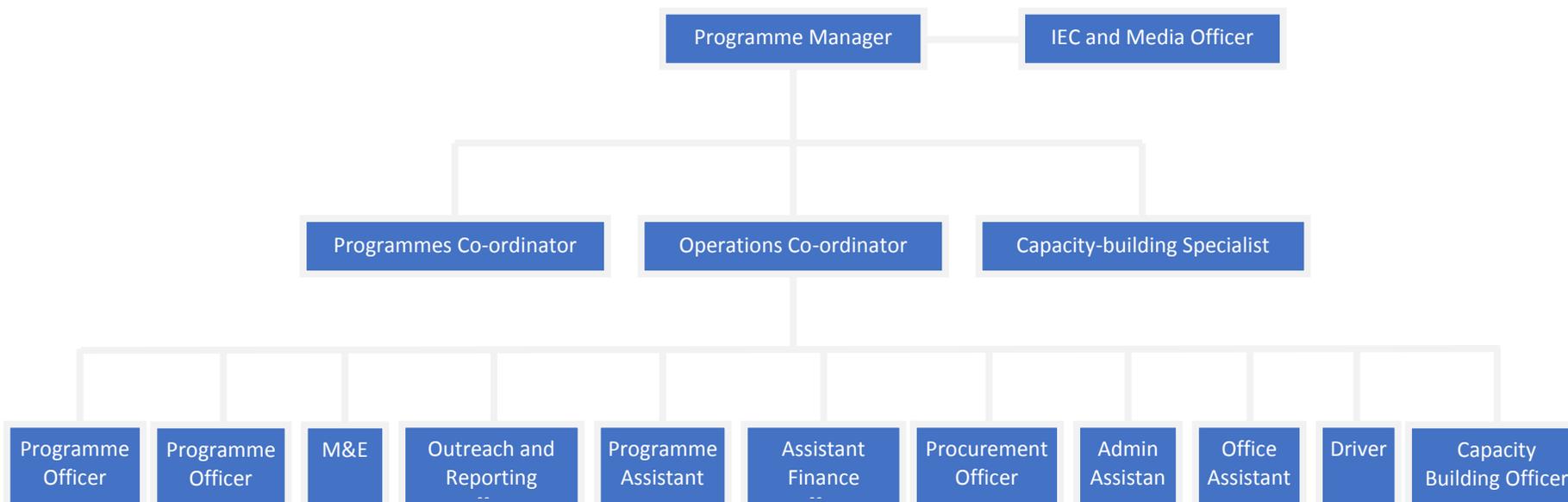
In terms of coverage, the Facility was designed to cover the entire country and support local actors so as to increase/widen reach to address the issues of peace, governance, human rights, voter education etc. using locally legitimate organisations that were more connected with the targeted communities. This approach was lacking in the sector and Amkeni Wakenya broke the frontiers in

the sector by working with local community based organisations across the country, a fact that made the Facility receive a lot of commendations from most of the people interviewed. While this enabled the Facility to gain the much needed reach, the design did not take into consideration the level of effort that would be required to work with the nascent organisations in terms of capacity building, staffing implications and subsequently the ability to sustain momentum on any results attained through the Facility. The approach of funding local organisations contributed towards the achievement of Key Result Areas 2.1 of UNDP's Strategic Plan of 2008 -2011 which seeks to foster inclusive participation by empowering poor women, youth, indigenous people and other marginalised groups through expanding the core channels of civic engagement at national and local levels.

The Facility also had a flexible and responsive design - the design of the Facility evolved over time in response to the changing context. At the onset, the programme was designed to support civil society organizations working towards restoring peace and stability in the country after the 2007/8 post-election violence. Thereafter and as a progression to that, civil society organizations were supported to participate in the implementation of Agenda 4. In subsequent years, the Facility also addressed the emerging issues of the rapidly changing context. These included civic engagement on the constitution. Bearing in mind the different types of organisations that Amkeni Wakenya was going to fund, it developed a comprehensive and holistic programme approach whose delivery methodologies included capacity building, grants management and learning and knowledge management. These approaches were meant to especially strengthen the capacity of the local CSOs and enable them to effectively and efficiently deliver their mandate at the local level. The inclusion of capacity building in the programme design is viewed critical in the delivery of the project especially since the bulk of implementing partners of Amkeni Wakenya was aimed at addressing grassroots level CBOs with limited capacity. This was one of the most appreciated component of the programme across all local CSOs who were sampled for the end-term evaluation.

## Programme Management

*Amkeni Wakenya Organogram 2011*



Amkeni Wakenya was anchored in the Democratic Governance Unit of UNDP Kenya and had robust management arrangements that comprised of the Programme Management Unit which provided technical assistance, management and co-ordination of the facility; UNDP which provided quality assurance, efficient management of the funds and monitoring to ensure compliance; the Project Approval Committee that made all funding decisions; the Amkeni Wakenya Donor Group which comprised of development partners funding the Facility, and who reviewed the progress and provided strategic guidance; and the SRG, which was advisory in nature and focused on strategic issues, priority-setting and achieving sector results.

In terms of programme management, the key staff at the Facility had long experience, expertise and recognition in the governance sector which strengthened the credibility of the Amkeni Wakenya. This also enabled them gain easy access to stakeholders in the sector. Given the scope of the Facility, the relatively small PMU, accomplished a lot of work in terms of awarding the 347 grants. This limited number of staff however, resulted in a heavy workload and strained capacity at the PMU to provide all required technical, policy and management direction and support. For instance the PMU had six (6) members of staff at the beginning, 19 during programme implementation, and 17 by the time the programme was closing. With a total of 347 grants awarded throughout the life of the Facility, the PMU managed a large number of grants in any given year. This also meant that the staff managed a sizeable number of grants at any one time (approximated at between 50 and 60) per programme officer. This is a very large number bearing in mind that the partners were spread all over the country with a large percentage of nascent grassroots partners requiring a lot of support. Subsequently, this resulted in a heavy workload which may explain why there was not effective reach to partners on the ground.

This evaluation found that there were very few staff to support the large number of IPs that needed support under the Facility. This was similar to the findings of the MTR of 2012. The OAI Audit of 2013 also highlighted the high workload of staff with each PO having to oversee and provide support to 50 – 60 partners. While the PMU made efforts to address this by reducing the number of IPs per programme officer to between 30 and 40, this was still found to be a high number of organisations to support. This was compounded by the long distances the staff had to travel to reach some partners especially those in far-flung parts of the country where the road network is poor. This reduced the amount of time that would be spent on mentoring partners. Therefore, as Amkeni WaKenya gets into a new cycle it's important to learn from the past and determine the optimal staffing level, maximum number of grants to be disbursed and the level of capacity building to be provided in the new phase.

Amkeni Wakenya was designed with a centralised PMU which operated from the office in Nairobi. While centralization was crucial in terms of financial management especially since the number and amounts of grants disbursed increased over time, the presence of more staff for longer periods on the ground would have deepened capacity and enhanced more effective delivery of the Facility's results. This was also hampered by the lean staff (19 programme and finance) as well as weaknesses in co-ordination and oversight mechanisms of the widely geographically dispersed projects. For instance, it was not clear how site visits were managed and if there was some co-ordinated follow-up to ensure that issues raised were effectively followed up on. Some of the partners interviewed indicated that the response to some of the queries made took a long period to be responded to. This was also reiterated by one development partner who indicated that after going for some monitoring visits, they noted that some of the grassroots level organisations had very weak capacity, and hence requested Amkeni Wakenya to deepen capacity building and provide more oversight as opposed to broadening reach. The findings of the Mid-Term Review (MTR) also pointed to delays in communication as well as little emphasis on face-to-face interactions. While strides were made in

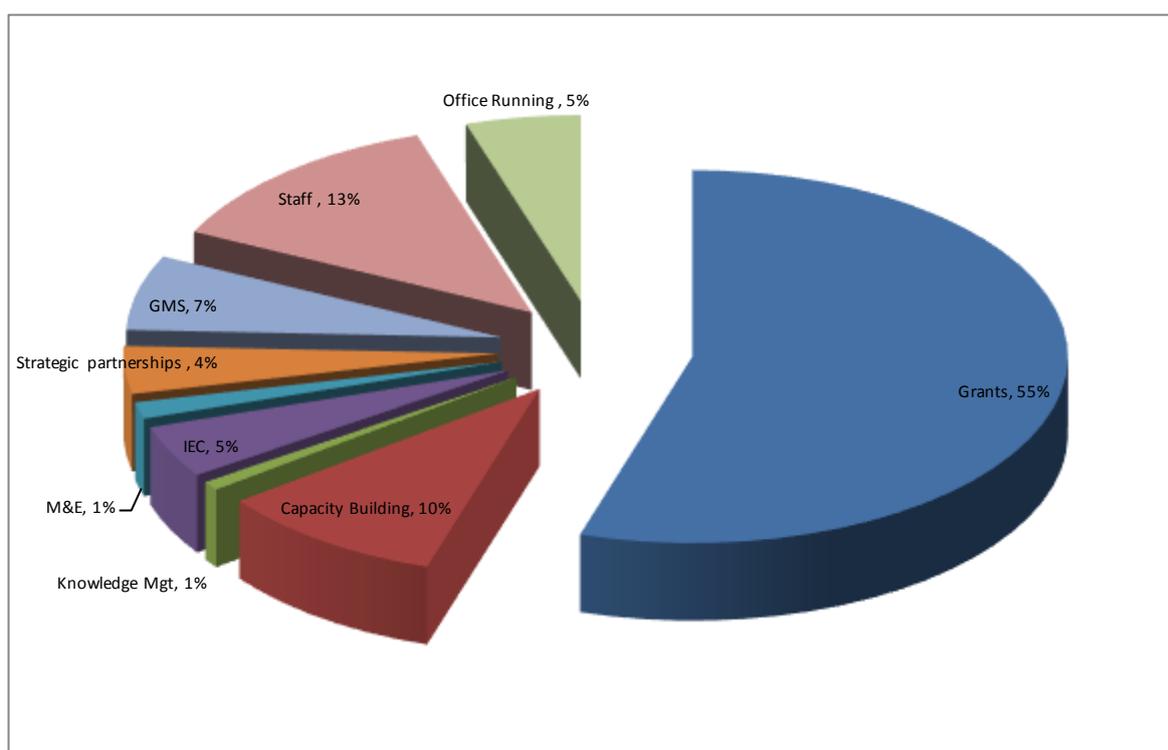
terms of increasing the number of staff to increase interaction with partners, inadequate communication was still noted by some partners interviewed during the evaluation.

In regard to the development partners, there was good partner coordination with the PMU convening regular meetings. The development partners also took part in some of the monitoring visits, participated in thematic reviews as well as the Civic Society Week events. UNDP generally provided the development partners with information on the performance of Amkeni Wakenya, which enabled them to coordinate their support and play their strategic guidance role as required under the JSI. Engagement between the development partners and UNDP Country Office was however not as regular. Some development partners expressed frustration at the slow pace at which UNDP responded to some issues and in some instances noted a low response rate/some level of non-responsiveness.

The SRG played its advisory role in line with their mandate in consolidating the perspectives of the IPs. The creation of SRG ensured good representation of various interests groups through which various interest groups found an opportunity to amplify their voices. One of the key roles played by the SRG was providing advice on what the various calls would focus on hence providing stakeholder input in the design of the Facility. However, the decisions on who to fund were made by the donors. They also played a key role in the learning forums that were held under the Facility. The current SRG, for instance, held at least 12 forums that focused on the Public Benefits Organisations Act, and its implications on the sector. Most of the IPs interviewed also indicated that the SRG played an effective role of communicating with them on the Facility. They were also instrumental in providing strategic guidance in the development of the new Amkeni Wakenya Programme Document. They also made useful insights to the EU during the development of their donor roadmap in 2014. However, their engagement with government was limited. The SRG was also able to engage on many issues independently and on behalf of the IPs since the PMU needed to remain neutral.

### Programming Approach/Strategy

At the conceptual level, the overall programme approach/strategy sought to make the linkages between and integrate the three approaches of grants management, capacity building and knowledge management. Each of the three approaches/delivery methodologies of capacity building, grants management and learning and knowledge management are discussed in detail below.



### **Figure 13: Cost Breakdown for Amkeni Wakenya Facility Methodologies and Administration**

#### Grants Management

Discussions with IPs indicate that the Facility is strategically aligned to their priorities and institutional objectives. In some cases, the fund was/is financing an already existing project (case of TUBEI) minimizing administration costs that would have been incurred by the partners. Moreover, discussions with IPs indicate that Amkeni Wakenya provided good guidance and capacity building on the grants management process. Amkeni Wakenya staff were available to ensure that all necessary guidance was given to properly complete the progress reports. However, the response rate on grant issues from some IPs could have been better as they received late feedback.

Efficiency can only be achieved through having proper implementation plans with a strong monitoring system. This is often evidenced by ability to complete the activities outlined in the log-frame within the stipulated timelines. There were reported cases of delayed disbursements among the interviewed IPs. To them, this contributed to delayed efficient delivery of activities given that already project periods were short. Late disbursements were mostly reported around the 2010 constitutional referendum and the 2013 elections. Even so, the evaluation is cognisant of the fact that the delays could have been attributed to the due diligence requirements by Amkeni to ensure that submitted reports followed required guidelines. It was noted by the Amkeni Wakenya PMU and the IPs themselves that no-cost extensions were provided for the affected IPs to ensure that intended results were achieved.

Given the number and diversity of partners as well as their geographical locations, the Amkeni Wakenya team of 19 has been small to effectively monitor all the 357 grants. Perhaps more was needed in terms of effectively monitoring partners, particularly those in rural and security risk areas. Amkeni Wakenya could consider putting in place a mechanism that would ensure that disbursements are made on time and delay periods constricted at adequacy of most to one month. This is because late disbursements compromise the time value-for-money and hampers the adequacy of budgets.

Discussions with evaluated grants point to use of competitive procurement methods. These findings imply that cost effectiveness was observed in contracting.

#### Capacity Building

At the onset of the Facility, there was no capacity building plan though this did not hamper the implementation of capacity building as a key component in the delivery of the Facility. The Amkeni Wakenya Strategic Plan (2011 – 2015) developed in 2010 articulated Amkeni Wakenya's capacity building approach and provided guidance on capacity building. Thereafter in 2011, the PMU developed a capacity building strategy that informed the work plan process. Subsequently in 2012, the Facility decided to add an outcome on the same (outcome 4) in view of its importance in delivering results. The internal capacity was enhanced by the recruitment of a capacity building officer in 2011 to replace the capacity building specialist who had left the programme earlier in 2010.

During the first and second Calls, Deloitte was contracted to carry out the capacity assessments for IPs. After carrying out the capacity assessments of IPs under the second call, Deloitte also developed capacity building plans to enable better structured capacity building support to the IPs. The capacity building was contracted to Poverty Eradication Network (PEN) which provided training. After the training, follow up involved going to various organizations to mentor them. PEN also conducted a Training of Trainers (TOTs) for some of the organisational development interventions for a selected number of organisations who had demonstrated capacity for learning and uptake. However Amkeni

Wakenya did not have the resources to support those who had undergone the TOT to carry out further work. However, the evaluation revealed that some of the staff who had been trained had gone ahead to train other people and institutions with the skills and knowledge acquired under the programme. In 2012, Amkeni Wakenya was able to undertake capacity assessments of 63 CSOs under Call 5 and Call 6 (CSOs under QRF). Amkeni Wakenya also organized and undertook a benchmarking exercise for 93 CSOs under Call 2 and 4. A review of the capacity building component revealed that the processes were refined over time. For instance, the capacity assessments carried out for Call 4 and Call 5 resulted in the development of clear and actionable capacity development plans. All these were integrated in the Annual Work Plans of Amkeni Wakenya, with clear results targets, budget lines and responsibilities. Annual reports from 2011 capture this systematic approach rather clearly. It was clear that the processes changed and were refined as the Facility matured and point to utilisation of lessons learnt in each phase.

The strategy outlined three approaches through which capacity would be developed. The first strategy focused on improving the skills and knowledge of individuals through training and the allocation of a small budget (5% for project grantees and 10% for core grantees) on capacity building. A review of sampled grants indicate that only 9 out of 41 (9%) grants allocated funding for training, capacity building and knowledge management. On average the funds allocated comprised of 5.48% of their total budgets. While this may appear low, these in addition to the capacity building provided by Amkeni Wakenya's PMU was appreciated. Findings from the evaluation indicate that this was one of the key benefits accrued by the IPs, especially the local community based organisations. Many staff who were interviewed got improved skills that helped them improve their CVs and the profile of their organisations. However, the improved knowledge and skills acquired often resulted in a high turnover of staff as staff looked for greener pastures. The departure of staff members who had been trained by the program weakened the institutional capacity of the organisations since it was not clear what measures had been put in place to ensure that all staff in the organisations benefitted from the capacity strengthening. This was also complicated by the short-term funding which resulted in staff leaving the organisations when funding ended since they could not be sustained. Most of those who are still remaining in the grassroots partner organisations that were funded are the vision bearers of the organisation who strive to push on their mandate under restrained funding conditions. In some instances, they are supported by a few of those who remained many of who are working on a voluntary or part time basis.

*"After the training on reporting, the quality of reports improved. Initial reports had very many comments but after the training the number of comments reduced substantially, and as a result of the deepened knowledge in human rights based approaches to programming, we have not only improved our approaches but have also built the capacity of communities who are now demanding provision of services by County Authorities as one of their rights".* **Perspective of a key informant on the effects of capacity building**

The second approach involved supporting institutional development interventions to improve organisational systems, processes and procedures. The training and mentorship was in the areas of financial management, monitoring and evaluation, documentation, strategic planning, project management, human rights based approaches to development, and reporting among others. The combination of both programme management skills and various thematic topics increased and deepened the thematic and technical competencies of Amkeni Wakenya partners equipping them with the skills to address development issues in their localities. This approach combined with the capacity building of staff greatly improved the profile of the organisation resulting in additional funding from other donors. One key informant indicated that the capacity building had borne fruit:

*"Project management training and support has worked as one can see better reporting from partners, improved project design and innovative projects that get funded by other donors. The partners*

*attribute this to the skills they acquired from the thematic reviews and other forums which also created opportunities for lesson learning and sharing best practices".* Perspective of a key informant on the effects of capacity building

The improved capacity within the IPs, the ability of staff to engage with various stakeholders and their ability to articulate and deal with many challenges facing their targeted beneficiaries and citizens at the local level helped the IPs gain credibility from a wide range of actors including the government administration at the local level. The level of visibility of the partners increased as their skills and expertise increased. This also led to the partners getting a lot of support by key stakeholders. A few examples of this are notable in EYG, Youth Focus Information & Communication Project, Nabole Disabled Group, Youth for Change Action Group and Kazi Riziki among others. Evidence from the evaluation points to the fact that many of the local organisations are now viewed as strategic partners in numerous development processes by the local administration, judicial officers and other development actors. Hence, while the departure of staff resulted in a loss from the organisations that lost them, it was not a loss to the sector since Amkeni Wakenya strengthened the capacity of civil society professionals in the country. Many moved on to other CSOs while others moved to the County Governments where they are utilising the skills and knowledge acquired under the programme.

The last approach involved capacity building focused on improving the regulatory environment of CSOs. Activities on this began in late 2013 when Amkeni Wakenya supported the CSO Reference Group that was pushing the agenda on the PBO Act. The support was in the form of a grant of 30,000 USD to popularize the PBO Act, support the secretariat of the coalition and also support lobbying and consensus building between the CSO Reference Group, parliamentarians, NGO Board and NGO Council. Out of these meetings the final text was agreed and adopted by stakeholders and then submitted in parliament and adopted in the PBO Act. Amkeni Wakenya was also active and took part in a new phase of advocacy and lobbying when the new government attempted to introduce changes to the PBO Act that would have restricted funding, bureaucratized registration procedures and diminished the independence of the regulatory authority of CSOs. One national conference was also funded to build support on operationalization of the Act. Amkeni Wakenya's support was also in the form of producing briefs on the law, analysing the law and developing the proposed amendments as well as preparing briefs to be shared with the CSO Reference Group. The SRG also played a crucial role in process by carrying out advocacy work on the PBO Act. The SRG developed a work plan to sensitive CSOs on the PBO Act. They convened, mobilized, shared the analysis and facilitated the 12 meetings to inform the CSOs on the Act. The advocacy efforts by CSOs eventually paid-off after the proposed amendments were rejected by Parliament.

The Facility also built the capacity of CSOs to take part in strategic engagements and collaboration with various stakeholders at the local and national level. For example a number of IPs working on access to justice are active members of the CUCs, some partners in Nyanza and Western regions petitioned the Controller of Budgets not to approve the county budget since the MCAs had allocated a lot of resources for themselves way above the recommended amount, SUCAM is recognised as a key players in the sugar sub-sector by the Sugar Directorate/Kenya Sugar Board, Committee on Agriculture etc. and engagement regularly when they need to; TISA worked closely with a CSO coalition on social accountability; IMLU mobilised CSO participation in the police vetting exercise etc.

A two-pronged capacity building approach was adopted which involved training and mentoring. While the training was outsourced, the mentoring was carried out by staff. A mentoring framework was developed to guide the process but this was rejected by the programme officers who expressed that this would be an additional burden to their already heavy workload. As outlined above, the

strategic plan also outlined the need to conduct pilot training of trainers' activities for representatives of CBO/CSO networks, umbrella networks, and local training institutions so that they could in turn train and support their constituent/member organizations, and retain capacity development skills, locally, thereby serving as "multiplier agents" at the community/provincial level. However, there was no evidence of this approach being adopted. Despite this, those who's capacity was build have been successful in enhancing the capacity of others as well as strengthening the capacity of their organisations and other as outlined in the success story of Fred Kamakei.

The Facility has contributed to the formation of many emerging leaders. While this story highlights a young emerging African leader with international recognition, there were numerous others whom the evaluators interacted with during the evaluation and others who were mentioned by the IPs with many taking on leadership positions with the county governments and other development initiatives/programmes in their localities. These were positions in women groups, faith-based institutions, youth groups etc.

There was also one notable example of a young religious leader – a pastor who was involved in the project activities of the Youth for Change Action Group. He was an active participant in civic engagement activities in the area under the project. He was recognized and gazetted by IEBC as civic educator/observer in Muguga Ward, Kikuyu, and attributes this to his engagement and skills acquired under the Amkeni Wakenya-funded project.

Capacity building was fundamental in providing basic skills to a large percentage of the CBOs many of which were nascent with limited capacity. The trainings held and institutional strengthening support resulted in substantially increased capacity amongst the IPs to the point where a number of the organisations are offering training in a number of technical areas in their localities. The ripple effect of this is increased capacity of local institutions, and subsequently a strengthened civil society. For instance, the bubble above includes some of the sentiments shared on the benefits accrued from capacity building by some of the IPs that were interviewed. The capacity building acquired under the Facility not only benefitted staff in the IPs' organisations but also benefitted members of the community where the program was being operated. Some of the notable results have been the emergence of leaders in many places in the country where the project was being implemented. An example is also given in text box above.

Findings from the evaluation also indicated that not all partners benefitted from rigorous capacity building mainly due to the short term grants of 6 - 9 months. This notwithstanding, the PMU ensured

***Fred Kamakei – youth leader, human rights advocate and capacity builder***

Fred Kamamei is an example of some of the young enterprising youth who have benefitted from the capacity building efforts of Amkeni Wakenya Facility. He worked as a project co-ordinator at the Narok District Network Forum and has emerged as a passionate human rights advocate focusing on the youth, women and persons with disability. After the end of the Amkeni Wakenya funded project, he moved on the form "Neighbours Peace Initiative" a community based organization that promotes and facilitates access to justice by the minority groups in Narok that was also funded by Amkeni Wakenya. He continues to use the skills gained especially in the area of human rights to build the capacity of other CBOs in Narok. To date he has worked with very many organizations but consistently support 20 grassroots organizations and is a resource person for World Vision, Aphia Plus and WWF in Narok County. At the time of carrying out the evaluation, the evaluator found him training a CBO in Narok funded by World Vision. His leadership skills emerged during project implementation which earned him a place as a SRG member representing the Youth in Kenya.

His passion and leadership has won him a place in the prestigious Mandela Washington Fellowship in the United States of America where he will participate in a six weeks course sponsored by the Department of State for Young African Leaders. Kamakei is among the 500 leaders in Africa and 40 from Kenya selected to attend for the 2015 Fellowship. He was elected for his exemplary quest for justice, peace and harmony in his county Narok and by extension the whole country. His Pieces to Peace Project in the search for a unifying factor for the residents of Narok County, came through as a stepping stone into this prestigious fellowship. This project is meant work on sustaining the gains made under the "Maiirani Milele" project previously funded by Amkeni

that all partners received financial management support to ensure effective management of resources. Unfortunately, many of these were the grassroots organisation that required a lot of support to impart knowledge and skills that would enhance effective project execution. This may also have been occasioned by the fact that the Facility had to make strategic decisions on where to allocate most of their capacity building efforts for maximum impact. In view of the limited number of staff who were responsible for supporting an increasing number of IPs, the PMU ensured that IPs were kept informed and updated through email.

One of the greatest challenges noted by staff, IPs and the development partners was that of inadequate follow-up after workshops to deepen and entrench learning. While the limited number of staff at the PMU was a challenge, this was also complicated by the high staff turnover noted in the democracy and governance sector, where people move from one organisation to the next. In some instances, this undermined the sustainability of the training interventions as staff moved and the organisations did not fully benefit from the trained staff. However, Amkeni Wakenya recognises that capacity development is a long-term and comprehensive process as outlined in the Capacity Building Strategy of Amkeni Wakenya, 2011.

Assessing the impact of the capacity building initiatives was not very well structured. The approach adopted focused mainly on training where pre and post-tests to assess whether the level of knowledge had increased was done. However, the Facility did not carry out regular post-test assessments to assess capacity outcomes apart from one done at the end of 2013. While the ideal situation was to embed the programme officers to the organisations, this was hampered by the limited number of programme staff to support the numerous number of CSOs who needed support across the country. This was addressed in Call 5 where consultants were sent to the field, where they were embedded on the ground for a while. It is hoped that under the new proposed decentralised system in the follow up phase of Amkeni Wakenya, the effectiveness of this approach will be enhanced.

### **Learning and Knowledge Management**

Amkeni Wakenya's knowledge management system focused on the management of both internal and external knowledge as outlined in the Facility's Strategic Plan. The knowledge management component was headed by the communications officer and there was a Learning and Knowledge Management System that had been developed. This was only accessible internally and focused on managing the numerous number of documents that were generated by the Facility. However, this did not work very well. When the Strategic Plan was developed in 2010, the internal knowledge management system was aimed at supporting the work and operations of Amkeni Wakenya with the aim of safeguarding the institutional memory bearing in mind the information flow challenges that were in existence since the beginning of the Facility. The external management system on the other hand was based on the need to create a central repository that captured and managed information, knowledge and lessons learnt as well as provide a platform for exchanging information between all stakeholders.

The Strategic Plan clearly outlines what and how learning would take place. However, the knowledge management component was not very well articulated. The MTR also pointed this out as one of the weak areas. Efforts to address this began in late 2013/early 2014 with the development of an online M&E system. The development of the system was still on-going by the time of carrying out this evaluation. This system will also address the challenge of a lack of a database with all relevant programme indicators that has been noted under the M&E component of the Amkeni Wakenya Facility. This system will also be accessible to IPs enabling them to upload indicator data and hence report more effectively on results.

A critical review of the budgetary allocations between the three programme delivery methodologies as at December 2014 reveals that learning and knowledge management was allocated a cumulative amount of USD 261,745 which amounted to 1% of the total amount and is the least across the three methodologies. While it is anticipated that the resource allocations may not be shared equally, the low amount reveals that learning and knowledge management as well as M&E were not given priority in the Amkeni Wakenya. A review of this delivery methodology compared to grants and capacity building points to an imbalance in prioritisation and strategic direction of the same. This may also point to a low consideration on how this methodology contributes to the results of the Facility. This lack of balance across the three functional areas was also pointed out in the MTR of 2012 and recommendations made on the need to increase the level of funding for learning and knowledge management, as well as more strategic thought on the delivery of the same. However, as outlined above learning and knowledge management still received the lowest allocation in terms of funding as well as strategic focus. Despite the low allocation of resources, Amkeni Wakenya has made demonstrable efforts by investing these limited resources in the development of the M&E system that is on-going.

As outlined above, the learning component is well articulated in the Strategic Plan and various achievements were recorded in regard to learning as follows:-

- a) Learning Forums – the Facility held learning forums organised along key thematic areas and the SRG spearheaded these processes. The forums created the space for partners to share and learn from each other as well as network with others from across the country working on similar/related issues. IPs interviewed said they looked forward to these opportunities for deepened knowledge, networking and learning.
- b) Civil Society Week – Amkeni Wakenya held a total of 6 CSO week events with approximately 1500 participants. These were annual events that created the space for CSOs to engage with various government officials, the development partners and the private sector to discuss issues related to democratic governance the role of various players. This created an opportunity to deepen context analysis for the project and informed programming for Amkeni Wakenya. The CSOs also used it as a platform to showcase and share what they were doing as well as learn and network with each other. While this created opportunities for bilateral relationships to be created and strengthened, it was very limited for a Facility with a large number of partners and resulted in the loss of numerous opportunities to harness lessons and consolidate knowledge.
- c) Thematic reviews – the Facility held thematic reviews. These were internal but also involved both UNDP and the development partners. The focus on particular thematic areas ensured an in-depth critical review with partners engaged in the same sector resulting in deepened learning for improved programming.
- d) Quarterly review meetings – these were held at the PMU level and were crucial not only in tracking progress on the work plan but also reviewing of the emerging issues. These meetings also reviewed the contract/grant arrangements, disbursements and informed capacity building.
- e) Trainings – many IPs interviewed also indicated that the trainings also provided opportunities through which learning took place as well as sharing at a bilateral level.

While it was not explicitly stated that the Amkeni Wakenya was a “learning organisation”, there was sufficient evidence that a lot of learning took place. For instance, capacity building was informed by feedback from partners as well as information gathered during periodic reviews, the areas of focus for the different calls was informed by the discussions held and findings in thematic reviews as well

as the views forwarded by the SRG. The field visit forms were also improved over time to capture more useful data and information to improve the monitoring and reporting etc.

Apart from lessons learnt and implemented from regular programme implementation processes, Amkeni Wakenya has also made efforts in addressing many of the key recommendations made during the MTR. Effort have also been made to address the recommendations made on monitoring and evaluation from the Audit findings.

Identified Lessons and Recommendations	Progress Made in Applying Lessons and Recommendations
<b>Civic education</b>	
There are still low levels of awareness on the constitution and reforms among rural communities.	Serious attention was paid to addressing this gap, but it still remains unresolved.
Women, other vulnerable groups need greater empowerment for participation and claiming ESCR rights.	Serious attention was paid to addressing this gap, but it still remains unresolved.
Use of community TOTs is critical in mobilizing communities to action and building local capacity.	A number of projects were found to be using this approach.
Civic education and civic engagement through culture – music, dance, theatre, is a powerful and effective outreach strategy especially for the youth.	A number of projects were found to be using this approach.
<b>Civic engagement and advocacy</b>	
Amkeni Wakenya needs to focus more on civic engagement and policy advocacy on access to justice for longer-term impact.	Not addressed/resolved.
A calendar on national and county budgeting and other processes should be developed and shared with partners to facilitate more robust public participation in governance.	Unclear if this was addressed.
There is need to sustain advocacy for a predictable and stable regulatory environment for CSOs.	Serious attention was paid to addressing this issue, but it still remains unresolved.
There is need to sustain advocacy for CSO engagement on devolution.	Serious attention was paid to addressing this issue, but it still remains unresolved.
<b>Legal aid/access to justice</b>	
Access to justice programming should be more long-term as success is not immediate.	Not addressed/resolved.
Legal Aid Bill and Legal Aid Policy has still not been adopted yet the timing is critical and funding need to be availed to ensure the process reaches a favourable conclusion.	Serious attention was paid to addressing this issue, but it still remains unresolved.
There is still need for legal empowerment of communities as most citizens are still unaware of their rights and the changing legal frameworks.	Serious attention was paid to addressing this issue, but it still remains unresolved.
There is need for synergy between state and non-state actors in the justice sector to realize the Judicial Transformation Framework.	A number of projects focused on strengthening justice sector institutions, especially CUCs were found to be using this approach.
There is need for national guidelines on ADR as each and every organization seems to be coming up with its own hence no uniformity.	Unclear if this was addressed.
<b>Capacity building</b>	
Different capacity development plans required for NGOs and CBOs to address their unique needs.	Capacity Assessments were done for the different partners and capacity building plans developed
Capacity assessments and baselines should be undertaken to guide capacity development work.	Capacity Assessments were done for the different partners and capacity building plans developed; and a governance sector baseline was done jointly with URAI and UN Women to inform the Facility.

Capacity building support provided to civil society organizations should be sustained over a reasonable period of time since some of the results take long to show.	This was provided to organisations during the life of the grant. In some instances, some partners indicated that they were invited for training sessions even though their grant had come to an end.
Acceleration of capacity building solutions (e.g. use of grants, wide base of consultants, mentorship, publications) required for greater reach.	Consultants were engaged to support the capacity building component e.g. PEN for institutional strengthening and Centre for Collaboration on Gender and Development for gender Mentorship was challenged by the large number of partners that each officer had to manage.
Review of Amkeni Wakenya's capacity building strategy, taking into account the operating context.	More could be done in this area, given the probability that the operating context for CSOs will probably be more restricted in the foreseeable future.
Community members are capable of advocating for the issues that are important to them. They can however be supported to acquire more skills to improve these capacities.	Lobbying and advocacy skills training addressed some of this need.
Capacity loss is partly attributed to staff turnovers, poor KM practices and loss of funding among CSOs. Amkeni Wakenya should therefore continue support efforts to make CSOs invest more in their sustainability.	This remains a challenge across the sector.
The draft mentorship and coaching framework should be adopted, and consultants engaged to support implementation.	Mentorship framework rejected by staff.
<b>Partnerships</b>	
Collaboration with like-minded stakeholders, including other grant making institutions, is key for sustainability and ownership of the project and results achieved.	Limited engagement with other grant making institutions.
Inter-linkages and collaboration between organizations working on similar issues should be cultivated.	Attempted through the CSW, through the triangulation approach but much more needs to be done.
<b>Sustainability</b>	
Amkeni Wakenya needs to secure more funding to consolidate the capacity building investment it has made so far.	Efforts to address this are currently being addressed.
There is need to increase the budget allocation to support community initiatives for a longer period so as to secure sustainability of the project outcomes.	While this may be done, this cannot be a full-time and comprehensive approach. The most feasible would be to build their skills in resource mobilisation.
Review of number of partners downwards for stronger, more sustainable results.	Not done – may be done in the new phase of programming.
Low levels of financial sustainability undermines capacity development investments made. Mentorship for partners on attaining financial sustainability is therefore a priority.	This mentorship was provided to the IPs reviewed in this evaluation.
<b>Planning</b>	
All key stakeholders need to be identified and involved in all stages of project implementation.	This was not adequately addressed over time.
Better planning for civic education program needed for public to get information in a timely manner.	This was a challenge as grants were disbursed late for many partners working on civic education.
<b>Grant-making</b>	
Calls for proposals aligned to national and sectoral priorities before publication.	Yes, Calls for proposals were more structured over time.
Timely disbursement of funds for timely project implementation.	This remained a challenge.

Partners should submit progress reports in a timely manner on a quarterly basis. Feedback should be provided and implemented promptly.	Timely reporting was a challenge.
<b>M&amp;E and learning</b>	
There is need to integrate lessons learnt in calls for proposals.	This was done.
Trainings and monitoring tools for M&E should be well-targeted and easy to turn into practice.	There is room for improvement in this aspect of M&E.
Baselines need to be used to facilitate change brought about through projects.	Done at PMU level – some partners also did some baselines.
Periodic thematic review meetings bringing together partners working on similar issues have proved to be important learning forums.	Done during thematic reviews, learning forums and Civil Society Week.
<b>Communication</b>	
Success stories from IPs should be showcased more proactively.	There is room for improvement in this aspect of branding.
AW needs more media visibility, partners should be assisted to develop communication strategies.	Partners had good use of media.
Greater attention should be paid to the use of local language radio stations as they tend to have greater acceptance and reach in communities.	A number of IPs used local media.
<b>Mainstreaming cross-cutting issues</b>	
There is need to mainstream HRBA and gender in project cycles of IPs.	This was given attention.
Affirmative action should be a consideration in calls for proposals.	This was given attention as there were many proposals funded that addressed the concerns of vulnerable groups and marginalized regions.

One key component of learning and knowledge management is the development and generation of knowledge products. By the end of the Facility, Amkeni Wakenya had developed a wide range of knowledge products. These included printed materials such as books, radio programmes as well as TV talk shows. One of the most effective ones was the Sikika Sasa show that created a platform for those vying to be governors to engage with their constituents on key developmental issues in their areas. The evaluation also revealed that the IPs developed a lot of knowledge products that enhanced achievement of their results/outcomes. However, it is not clear how these products were used to improve and deepen learning across the Facility.

### **Integration of Programme Delivery Methodologies**

At the conceptual level, the overall approach sought to integrate the three approaches of grants management, capacity building and knowledge management. The grants management and capacity building methodologies were integrated through the delivery of various trainings targeted at IPs that had received grants. While the trainings were well received by IPs, this seemed to be a one off approach as it lacked follow up to ensure sufficient uptake of learning and hence the ability to attain maximum benefit was missed. It was also noted in some cases that even though an implementing partners' grant had come to an end, they would still be invited to some training events. This is a commendable effort by Amkeni Wakenya that builds into sustainability.

Findings indicate that the grants management and capacity building components were well integrated. However, the link between the knowledge management components (including research) and capacity building and grants making is lacking. PMU staff who were interviewed indicated that this was one of the areas that did not work well. These sentiments were also echoed

by other people who were interviewed with one development partner adding that the concept at design phase was good but the challenge was in regard to implementation. In project management, the learning and knowledge management components are often intrinsically linked with the M&E function. However, this is not also clear in the Amkeni Wakenya Facility. The future phase of the Facility would need to ensure that these linkages are clear especially ensuring the links between M&E that provides the monitoring data that informs decision making.

### **Triangulation: Bringing Research and Practice Together**

With funding from the EU, Amkeni Wakenya was expected to apply an innovative design approach of linking national level policy organisation with local organisations and research institutions. This was expected to be embedded in all projects and programmes under the EU grant in order to promote evidenced-based advocacy at all levels. The final implementation report to the European Union 2010-2014 indicates that this was successful with three research-based NGOs namely – The Institute of Social Accountability (TISA), Social Development Network – SODNET and the Institute of Environmental Law and Governance (ILEG) which were linked with other CSOs within the Amkeni Wakenya partnership. These partnerships were able to make significant contributions by engaging with the Commission for the Implementation of the Constitution (CIC) resulting in the enactment of legislation which bore the hallmarks of CSO participation – (TISA); development of citizen score card (SODNET) and the development of novel modes of engagement between the counties of Siaya and Busia and their residents. This demonstrates that if well thought out, the approach can work. However, most people interviewed who knew of the approach indicated it was not successful. A large percentage of IPs interviewed did not even know about it, which also pointed to a communication problem internally.

Those who were interviewed and whose views were sought on the same indicated that the relationship between the three organisations would need to be clearly spelt out from the onset of the Facility with a clarity on the benefits of such an arrangement. There were instances where some grassroots-focused groups attempted to form partnership with national groups outside of this triangulation approach but the relationships did not flourish, and where they did they tended to be weak. This was occasioned by competition for resources, leadership and visibility and in some cases there was no strong incentive for groups to partner with each other. One of the partnerships that was successful was the one between the KHRC and the SUCAM. However, this was initiated outside of the Amkeni Wakenya framework and helped support the plights of sugarcane farmers. The triangulation approach is both unique as well as exciting as it would provide a framework through which numerous benefits would be accrued by all relevant stakeholders. Some of the IPs interviewed indicated that the linkages between grassroots level organisations and national level CSOs working on policy issues would be commendable especially in building a critical mass for pushing for advocacy change. However, they indicated that the nature of the relationship would need to be carefully thought

Based on the findings of the evaluation, it is clear that the triangulation approach was a good idea but this did not work out as planned. In future programming, a few changes would need to be made to explore the feasibility of the approach. A number of the national and regional level that are working in the governance sectors already have a research arm hence, the need for a research institution would need to be carefully thought through so as to determine the value added of having them as part of the approach. A key consideration would be to determine the kind of research institutions to partner with. These would need to be carefully selected to ensure that they are conversant with the relevant issues and carry out action oriented research in the sector to ensure they are relevant. The relationship between the three institutions would also need to be carefully thought through especially to determine the role of the national level CSO and research institutions.

The other option would be to establish a relationship only between the national/regional organisations and local organisations. Focus should then be on identifying any capacity gaps in each of these institutions and then strengthening their capacities. E.g. strengthening the capacity of national/regional institutions to carry out more rigorous research. The roles and responsibilities of each would also need to be clarified.

### **Monitoring and Evaluation**

M&E was recognised as an important component of the Facility from the very beginning. The JSI outlined how M&E would be carried out and the role of various stakeholders in the process. This document provided the programmatic guidance until 2011 when Amkeni Wakenya developed its M&E strategy. In addition to this, Amkeni Wakenya has an M&E plan that outlines the outcomes, outputs and indicators of the Facility. M&E was noted to be a challenge in the Facility in a number of ways as outlined in the sections below.

Although the Facility had M&E strategic documents and guidance, it did not seem to have clearly structured M&E processes. For instance, the M&E plan contains 47 indicators whose data was to be collected on a regular basis to support evidence based decision-making. Many of these indicators do not have reference values and it was not clear how this data was collected, collated and analysed and the processes that had been put in place to ensure data quality standards were observed. It is anticipated that the Facility would have generated large data sets throughout the life of the project from which data was generated to inform the extent to which results were being achieved. While the annual reports had supporting data for results provided, it was not clear how this had been collated or even where it was stored. It appears that the data was pulled out directly from partner reports and collated manually which has the potential of introducing errors. While this can be done, a better system should have been developed and adopted to manage the data for a facility as big as the size of Amkeni Wakenya. It is however commendable that the PMU is addressing the need to have a database through the development of an ICT based M&E system as per the recommendations made in the MTR and Audit Findings.

Amkeni Wakenya adopted the Results Based management approach and efforts were made to encourage IPs to develop and M&E plans in addition to the log frame submitted with the proposal. However, a quick review indicated that most of the IPs struggled to develop the M&E plans and some did not even complete them. For instance, a review of folders submitted to the consultants for the evaluation found that only 3 IPs had developed M&E Plans. At PMU level, a monitoring plan with targets was developed and updated in 2012 after the completion of the baseline survey. This was a positive effort to update the M&E plan. While the M&E plan had included all the indicators as well as some of the baseline measures and targets, there were no indicator protocols that provided guidance on how to measure these results so as to ensure data was collected with a high level of precision. There was also no database that showed a consolidation of all the data collected throughout the course of programme implementation. There was also insufficient information to show if the monitoring visits were used to look into M&E concerns such as indicator data and validity and reliability of data sets in addition to other programme related issues. There was also no indication on how the Facility managed the data and information generated from the large number of grants over the life of the Facility. Most of the partner log frames reviewed did not contain most of the indicators that are contained in the Amkeni Wakenya M&E plan making it difficult to assess progress since most of the data for outcomes 1, 2, 3 and 5 should have been collected by partners since the PMU was not an implementer. The quantitative data sets that were similar for most partners was on number of beneficiaries reached.

M&E capacity gaps were noted both within the PMU and at partner level as a key challenge. At PMU level capacity was greatly constrained as there was only 1 M&E officer for the entire first phase of the Facility. Subsequently, the programme officers were tasked with the responsibility of carrying out some of the M&E roles during monitoring visits. While this is often acknowledged as part and parcel of program officer roles, there was no evidence of any guidance given to direct officers verify and validate any data sets submitted during a reporting period or any data quality concerns that may have been noted during implementation. Verification and validation of the data collected as well as evidence to support results would need to take place in the monitoring visits. However, as indicated in another the sections above, the staff were not able to travel to all locations for monitoring purposes.

Capacity gaps were addressed through the M&E trainings for partners and provision of feedback to IPs on their reports. Over time, notable improvements were made in the reports submitted from various partner organisations. While M&E was viewed as an important component, the M&E and documentation training was conducted way into the implementation of the Facility minimising the ability to measure the outcomes of the activities. Initial findings point to the fact that there was minimal follow-up to ensure that implementing partners put in place comprehensive M&E systems and processes to enable them measure progress as well as feed into the realisation of the Amkeni Wakenya's results using valid and reliable data.

A review of most partner reports points to the lack of utilisation of data for decision-making. While all organisations had a log-frame with indicators, very few implementing partners collected data accordingly. The most informative reports from partners seemed to be the final reports that were submitted to Amkeni Wakenya upon completion of the grants. These focused a lot on results and were appreciated by the partners as indicated in the quote in this box from one of the implementing partners. At the PMU/Facility level, Amkeni Wakenya undertook field visits to monitor the implementation of the work as well as to offer technical assistance and guidance. However, an analysis of the budget indicates that M&E had an allocation of 1% an amount that is grossly inadequate to support the large grant portfolio available under the Facility.

"The final report template we used to write our final reports was very good since it forces us to focus on the outcomes of our work. If we had received similar templates with guidance in our regular reporting, would not only have produced better reports but also implemented our work better". **IP sharing views on reporting and M&E**

Monitoring of project activities was noted to be a challenge in the Facility. The number and frequency of visits varied from partner to partner with some being visited more than once. In a few instances, there were some whose only visit was the one made during the assessment to assess compliance. This does not reflect well. As one partner indicated "...it's important to know whom you have given the money even though you know what they are doing with it". This challenge was also echoed by others. For instance, in an EU partners' meeting held in Nakuru from 14<sup>th</sup> – 17<sup>th</sup> May 2013, the EU Representative in Charge of Governance noted that one of the huge challenge that had been identified was the fact that projects had not been properly monitored on the ground and that this has created challenges for donors.<sup>9</sup>

At IP level, initial findings from the field point to disjointed efforts to do M&E. In some instances, M&E was driven by the need for board members to know the progress being made in project implementation. In others it was done through reporting in programme meetings while only a few pointed to carrying out field visits specifically for M&E. Some IPs also indicated that they undertook field visits but it does not appear that they had sufficient resources and budgets to carry out M&E.

<sup>9</sup> Amkeni Wakenya EU Partners Review Meeting Report May 14-17, 2013

Findings from the evaluation (See figure 13 and 14) noted that the average percentage of resources set aside for M&E in 19 organisations out of the 41 sampled set aside approximately 6% of the budget which is not bad for starters.

**Figure 3: M&E Costs on Average**

Item	Total in Ksh
M&E	6,437,781
Average Costs/grantee	338,831
Average percentage/total grant	6.30
Number of organisations	19
% of organisations sampled that had M&E cost/Total	41

The findings on M&E are also echoed in the MTR, which pointed to gaps in implementation of M&E. The OAI Audit of 2013 also pointed to major challenges in the M&E system. These include lack of a central progress tracking system, ad hoc analysis of data from CSOs and data quality standards.

There is also need to enhance coherence in the documentation. For instance, the learning component is missing in the M&E strategy though it is mentioned in the Strategic Plan under the learning and knowledge management component. It's crucial that this is done as learning is key in linking M&E to programming e.g. data and information generated from the M& system should be used to inform programming. Despite this, Amkeni Wakenya demonstrated a willingness for continuous learning and took steps to improve its internal effectiveness, efficiency and accountability to stakeholders through implementing the recommendations of the independent MTR, which evaluated its performance from its inception in July 2008 up to December 2011. Efforts have also been put in place to address the M&E concern raised in the (OAI) audit of 2013.

### Baselines

In terms of evaluation, a baseline survey was done at Facility level where a joint sector-wide baseline was carried out between Amkeni Wakenya, Uraia and the UN Women. The baseline was carried out in 2012, way into the programme implementation period. A review of the baseline report indicates that it is difficult to align the indicators in the Amkeni Wakenya M&E plan with some of the measures in the baseline survey. However, the inferences can be made from some of the measures such as the perceived role of citizen's in the devolved government; level of citizen involvement in development of legislation and policy frameworks on ECOSOC rights and the level of public knowledge on views on access to justice for the poor and marginalised in Kenya among others. The baseline survey also provides a good background on the status of governance in Kenya. The M&E plan does not also have baseline values for most of the indicators. There's' also no evidence to indicate that baseline was updated on a rolling and regular basis as additional grants were given over the years.

The evaluation notes that at implementing partner level, some baselines were undertaken; using Amkeni Wakenya or other funding. Information from the face forms indicate that only 10% of grants (4 out of 41) had Amkeni Wakenya approved spending on baseline. Total funds allocated to baseline amounted to Ksh 409, 591 representing about 3% of grant funds. Othaya Karima had the highest allocation of 32.13%, whereas Nabole Disabled Group had the lowest allocation of 1.69% (Ksh 21,000 out of total grant of 1,245,000). This points to a major discrepancy in terms of allocation of resources for the different budget items and calls for better scrutiny and guidance when approving grants.

In general however, the PMU indicated that, in addition to the prohibitive costs of funding baselines, there was no particular need for many of the IPs to develop them: One of the basic requirements to

be funded by Amkeni Wakenya was that an IP had to have been in existence for at least two years, and demonstrate a good knowledge and understanding of its context. This was taken to be sufficient for providing broad information that could be used as a kind of baseline on the status of pressing governance issues in their localities. Nevertheless, it is the view of this evaluation that baselines are an indicator of good project design, and can go a long way in helping the Facility and IPs to account for results and the use of funding support. Amkeni Wakenya should therefore make it a requirement, and provide funding for IPs to develop solid baselines for their projects. Alternatively, Amkeni Wakenya can consider doing a broad baseline survey on various thematic issues which partners can base their work on.

### **Risk Analysis**

Although there has been considerable efforts made towards providing technical and analytical support to IPs, including directly supporting them to conduct baseline surveys, risk analysis seems not to have received similar efforts. Notes from IPs' interviews show that some had their risks and associated mitigation measures consistently documented. However, there is little documentation regarding active risk management over the projects' life cycle to close some open risks or address others.

In most cases risks seem to have been weakly identified, if at all. It seems that the project scope did not trigger the identification of risks around the adequacy of the project's virtual management structure and volunteer network to sustain delivery.

### **Value-for-Money**

Annual reports submitted were accompanied by the financial reports. Budgeting and financial disbursements are closely monitored and reported on across the IPs, with some financial management and auditing practices in place. However, during the course of the sample analysis, the evaluation found it difficult to evaluate grantee costs across various spending categories, and proportion of this to the results achieved, in order to establish the degree to which the projects represent good value for money. For example, reporting of workshops and training costs were largely on number of workshops or training undertaken other than by the costs per participant. It is worth noting that these costs are generally deemed to have the highest fiduciary risks. It is therefore important that future IPs are encouraged to report on costs per participant to have meaningful analysis of the value of such costs undertaken by grantee and thematic area.

The funding supported human, operational and programme activities. Amkeni Wakenya provided a financial management guide and training to IPs. All interviewed IPs confirmed that the training improved their ability to manage and account efficiently for finances. Most of the IPs followed financial regulations/policies given by Amkeni Wakenya with few exceptions such as procurement of communication gadgets as is in the case of TUBAE who cited lack of vendors in Turkana who could supply these.

Some of the IPs used local and public venues to hold their meetings and workshops thereby minimizing costs that would have been incurred on hiring hotels and conference facilities. This demonstrates good value for money.

Nanyoie Community Development Organization is the best example of partners who only spent a total of Kshs 2,000 on venue, Kshs 10,000 on transport and Kshs 10,000 on food for 50 participants equalling to project cost of Kshs 1,100/participant.

Despite these fruitful partnerships, some core IPs like KHRC faced challenges in partnership i.e. they note in their narrative report, "often times, it is important to work in concert with other organizations in the implementation of common activities. However in some instances, for example in the IDP case, one of the challenges we faced was that one of the partners reneged in their responsibilities, forcing KHRC and the other partners to "save" the day."

It is therefore recommended that Amkeni Wakenya should capture and

analyse the positive (or negative) effects of communication and engagement between IPs within the same – and from different – thematic areas, which hopefully will facilitate cross-learning. To capture higher level results Amkeni Wakenya would need to strengthen partnerships that would contribute towards longer term impact with relevant partners that go beyond workshops trainings and relationships that often are managed through activities and/or outputs.

Amkeni Wakenya has a clear-cut rule stipulating the grant percentage that should be allocated for administrative, programme and capacity building costs for both the core and project IPs as shown in the table below.

**Figure 4: Budget Priorities Project vs. Core Grantees**

Type of Grantee	Programme Related Costs	Administrative Costs	Capacity Building
Project Grantee	80%	15%	5%
Core Grantee	60%	30%	10%

Source: Amkeni Wakenya Grant Making/Core and Projects/November 2012

Information from available approved FACE forms indicate that only 22% of the sampled grantees (9 out of 41) have funds allocated to training, capacity building and knowledge management. On average, these funds form 5.48% of the grants; this is close to the Amkeni Wakenya specified percentage. AFRICOG had the highest allocation of 7.5%. The presence of directed funding could signal increased impact with reference to the past mid-term review.

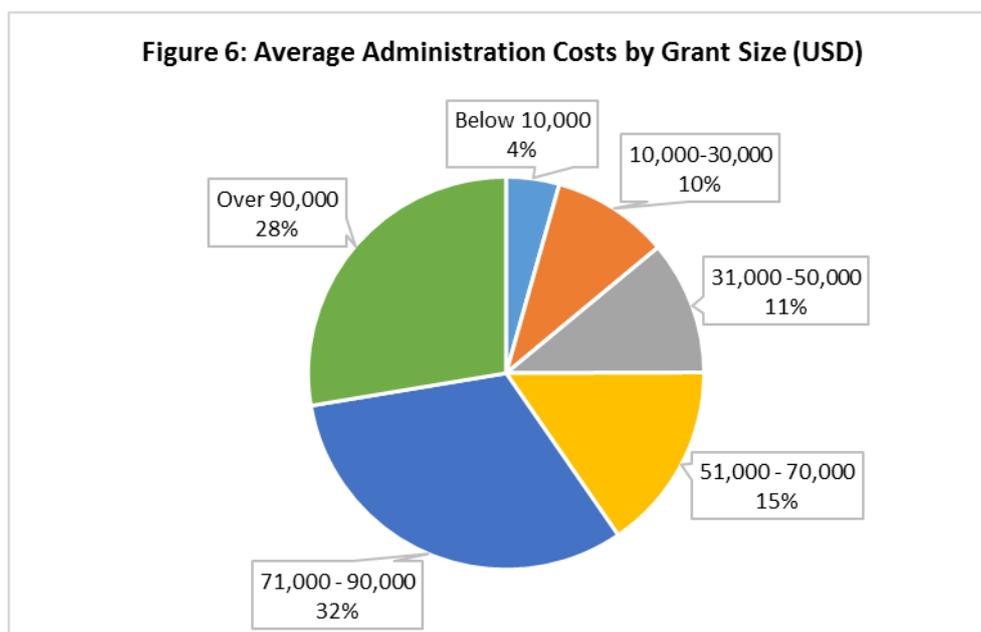
On administrative costs, the analysis of project grantees approved FACE forms indicate that all the five core grantees evaluated did not surpass the 30% administrative percentage. Similarly, out of the 34 project grantees, seven (7) had administration costs within the allowed 15% while 17 IPs had administration costs less than the allowed 15% indicating high efficiency in delivering. Only eight (8) of the project grantees had allocations way higher than the 15% as is shown in the table below. The reason for the higher costs may be due to the IPs having received more than one grant. Nonetheless, additional analysis needs to be undertaken to concretely state the reasons behind the allocations. For instance, Deaf Initiative in Call 4, Year 2 had a low administration cost of only 6.28%.

**Figure 5: Grant vs. Administration Costs**

Project Grantee	Approved Grant (Kshs)	Approved Administration Costs (Kshs)	%
Independent Medico Legal Unit	6,800,000	1,460,400	21
Turkana Bio Aloe Enterprise (TUBAE)	2,550,000	588,550	23
Sugar Campaign for Change	4,212,500	1,058,100	25
The Institute for Social Accountability	5,404,917	1,520,393	28
Deaf Initiatives	8,325,000	2,497,500	30
Kwetu Training Centre	5,827,500	1,748,250	30
The Women's Shadow Parliament	8,500,000	2,550,000	30
Kazi Riziki	8,500,000	2,918,000	34

A further analysis on administration costs by the average size of the grants in USD reveal that small grants, less than USD 10,000 had very low administration costs, see figure below. The average of administration and operations costs to IPs receiving over USD 90,000 seems is 28% as most of these IPs either operated in a number of counties or had a nation-wide reach. Nevertheless, it is worth pointing out that from literature review, a percentage rate does not indicate revenue raised: due to differences in income, an organisation charging 7% on Ksh1 million will generate USD 70,000 in

income while another charging 13% on USD 250,000 will generate USD 32,500. So, a lower rate does not necessarily mean that an organisation has lower overall costs.



Note: This figure represents the average administration costs by grant size. The IPs were clustered according to the size of grants received

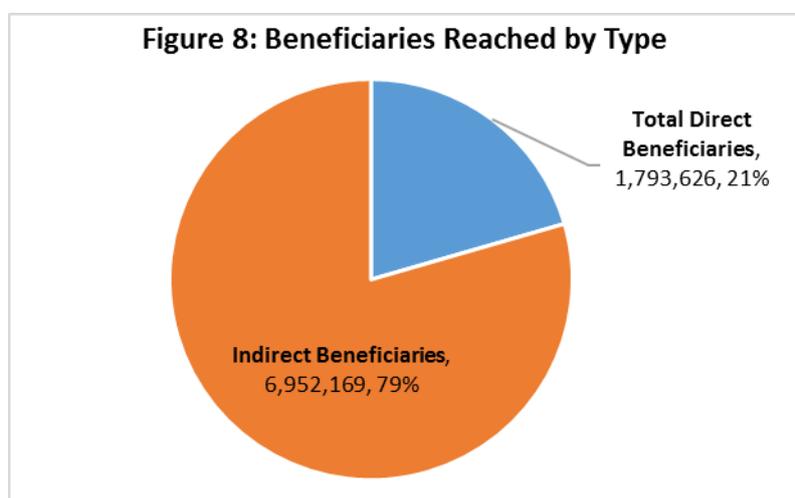
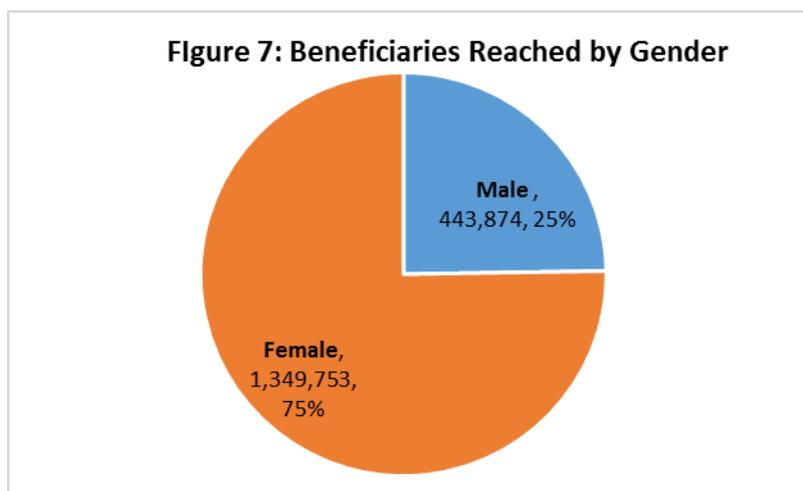
Delivery of activities and outputs for the evaluated IPs were completed within budget and interventions were efficient despite delays or grantee management changes. Only one IP, Nanyoie Community Development Organization from Samburu confirmed not to have received the last tranche of funding to date thus not able to deliver all their activities and outputs.

Narrative reporting format varied across IPs particularly on beneficiaries. Some of the partners such as KLA did not report on the number of beneficiaries reached, while others did not disaggregate the beneficiaries by gender nor PWDs. Given these challenges, it was difficult to estimate the costs per beneficiary. Efforts are being made to follow up with the IPs to get this information.

Using available data, the evaluation has made the following findings: out of the total direct beneficiaries reached, 25% were male and 75% female. Although IPs reached the targeted number of direct beneficiaries, suggestions from field interviews indicate that a wider reach could have been attained if print and electronic materials, especially on human rights and civic education, were translated into vernacular languages.

The figures below indicate that the number of indirect beneficiaries reached was quite high compared to direct beneficiaries; 21% and 79% respectively. Most of the indirect beneficiaries were reached through press conferences and releases, paid up adverts and talk show programmes; social media and other digital platforms including mailing lists, website visits and downloads; production and dissemination of policy briefs, periodical reports and IEC materials; supporting and engaging the affected victims and human rights networks; enhancing partnerships at national, regional and international levels. KHRC recorded the highest number of indirect beneficiaries of 10,000,000. The high number of indirect beneficiaries reported by IPs suggests that project results surpassed the targeted numbers indicating a very high value for money. However, there is no concrete evidence that the beneficiary information reported by all IPs was verified and validated and this evaluation did not have an independent means of verifying the figures. There is a need to therefore streamline

reporting in favour of quality rather than quantity, and in order to exemplify, substantiate and validate many of the assessments made in the reports.



Amkeni Wakenya administrative expenses have reduced from between 5% and 8% (recorded in the MTR) to 5%. This decline signals increasing value for money in programming and prioritization budgeting since 2011.

#### 4.4 SUSTAINABILITY

**Sustainability** measures whether there was a sustainability framework, including an exit strategy, in place for the Facility. It assesses the measures the Facility has taken to prepare IPs for continued operations in the event of cessation of funding. It also examines the measures the IPs have undertaken to prepare for changes in funding.

Key findings summary:

- *Threat to sustainability seems to affect both the partners and the Facility;*
- *Cessation of Facility's financial support adversely affected many IPs;*
- *Sustainability of the capacity building efforts under threat owing to staff turnover at IPs, particularly those affected by cessation of funding;*
- *Consolidation of project results hampered by the short length of grants;*

A review of the key strategic documents of Amkeni Wakenya indicates that there is inadequate reference to the concept of sustainability. The only reference to sustainability is under the capacity building component where training of trainers was adopted so as to ensure sustainability of capacity building assets at the local level. While the Training of Trainers (TOTs) were carried out, Amkeni Wakenya did not manage to support them beyond the training. However, during the evaluation, the evaluators found one of the members who had been trained and had taken advantage of the skills gained to support and train others. While this is an isolated case, there may be other partners who were not interviewed but were trained and are utilising the skills to strengthen the capacity of others. The story is highlighted in the capacity building section above. This notwithstanding, Amkeni Wakenya held a sustainability training for partners to address this. However, this happened way into the programme implementation when some grants had already been closed.

While the training was appreciated by partners, they indicated that this would have been more useful if it had been introduced much earlier so as to explore various sustainability options. They also added that the allocation of a small percentage of the budget to kick start some of the sustainability components within their projects would have made a fundamental difference. One of the key products that partners were expected to have as a result of the training was a sustainability framework/plan. However, only a few of the organisations sampled had developed a draft sustainability plan/framework. In addition to that, 15 out of the 41 organisations had downsized since they could not afford to keep all members of staff they had previously employed when receiving Amkeni Wakenya funding. Others have minimal staff operating on a volunteer basis as they are not carrying out any viable projects.

The partners have developed some different sustainability methods as outlined below:-

- a) Approaches - some of the approaches adopted by the implementing partners build sustainability into the initiatives and enhance access to justice for instance through the approach of self-representation. Others have adopted a human rights-based approach in their programming which is also good for sustainability;
- b) Some implementing partners integrated their Amkeni Wakenya-funded work into other work that enabled leveraging of additional funds to enhance sustainability of the projects/work undertaken; and
- c) Some partners involved in paralegal work are also charging minimal charges so as to sustain the organisations.

Financially and in terms of technical capacity, many of the CSOs, are heavily reliant on Amkeni Wakenya support, and a cessation of financial support has led to a high number of layoffs. Some of the IPs have expressed that cessation of activities associated with Amkeni Wakenya support hampered the maximum achievement of results. Core funding ought to be an interim measure allowing capacity building and it should contribute to developing the sustainability of the organisation and its capacity to mobilize resources.

In terms of the sustainability of the delivery methodologies/approaches, the sustainability of the capacity building efforts was under threat as many organisations lost their staff or downsized as indicated above. In addition to that the full realisation and consolidation of project results was/had been hampered by the short length of funding. This was especially the case with the calls that had short funding cycles.

In regard to the reach component of the programmatic approach and design –Amkeni Wakenya’s wide reach (347 project) was partly the result of the need to get local actors all over the country focused on addressing: post-election violence; educating people on the 2010 constitution and voter

education for 2013 elections. However, most of these grants were small and short in length hence not very sustainable. If the idea was to create sustainable and effective civil society organizations, two options need to be considered:-

- a) Fund fewer organizations and -give them more funding; and
- b) Fund the same number or more but increase the amount of funding and granting period. Subsequently, this would require a more rigorous capacity building approach and modalities.

The knowledge management component has also been greatly hampered. As discussed in other sections above under the programme methodologies and integration of methodologies section, this was one of the components that received the least attention. Subsequently, the sustainability of the same is also greatly reduced. While a lot of knowledge was generated over the life of the Facility, there was no evidence of how this wealth of information and knowledge was organised, managed and disseminated to benefit the partners and the sector as a whole.

In terms of financial sustainability, Amkeni Wakenya was heavily resourced by various donor agencies, with a little contribution from UNDP, which greatly hampers the continuation of the Facility in the absence of any future commitments from development partners. In terms of technical expertise, many staff members who were previously worked at the Facility have left, although some of the positions have been filled with equally competent staff. One of the major challenges of losing technical staff in many such facilities is the loss of institutional memory and key lessons and knowledge, especially in instances where documentation and information management is inadequate. It is hoped that the current efforts to develop and updated the Learning and Knowledge Management Database will address some of these concerns.

The threat to sustainability seems to affect both the partners and the Facility. There is no explicit sustainability strategy for the Facility. As such, there is need to address sustainability at the design of the program by coming up with a range of options to build in sustainability at the onset. This can include strengthening the capacity of implementing partners in resource mobilisation (which should not only be focused on foreign donors but also the private sector and other philanthropists); exploring the possibility of offering consultancy services for organisations that have the capacity to do so without compromising the quality of project delivery and exploring raising resources from the county governments. There are numerous opportunities now for the CSO sector to explore this through the CIDP process as well as those created through the need for county governments to ensure public participation as stipulated in the New Constitution. At the facility level, this should also be addressed by aggressively carrying out fundraising as well as exploring options of how the facility can engage in an advisory role with the government due to its experience in the sector working in the civil society sector. Amkeni Wakenya had placed a crucial role of being a trusted interlocutor in the process and this should be built on in the follow up programme.

#### **4.5 COORDINATION AND LINKAGES**

**Coordination and linkages** relate to the extent to which the Facility established linkages with relevant programmes and frameworks at the national and county levels. It also relates to how well IPs partnered with each other, how well the Facility synergized with the PMUs of other governance basket funds, and the extent and quality of donor coordination.

##### *Key findings summary:*

- *Design of Amkeni Wakenya's Calls encouraged IPs to develop project proposals that were aligned to the prevailing GoK and county government programmes and frameworks;*
- *IPs not incentivized to collaborate in project design and pooling of resources;*

- *Facility active in seeking to create good synergies with other governance baskets operating in Kenya; Donors were active and partnered closely with PMU;*

### **Linkages between IPs' Projects and GoK and County Agencies**

This evaluation finds that the design of Amkeni Wakenya's Calls for Proposals encouraged IPs to develop project proposals that were aligned to the prevailing GoK and county government programmes and frameworks (see also findings in section on 'Relevance'). Overall, the 41 sampled projects responded to key, prevailing governance priorities, including the Agenda 4 for post-conflict stability and reconstruction, civic education to support the implementation of the 2010 constitution, voter education in relation to the 2013 general elections, and mobilization of public participation in devolved governance mechanisms (see section on 'Relevance').

Amkeni Wakenya IPs have engaged in a number of partnerships at national level. IPs, especially those under Access to justice, Devolution and Human Rights thematic areas have benefitted from partnerships with other organisations that enabled them to have a wider reach of beneficiaries thereby achieving their results efficiently. Partnerships were formed between IPs and various GoK agencies and independent commissions, including the Interim Independent Electoral Commission (IIEC), Independent Elections and Boundaries Commission (IEBC) (during referendum and 2013 General Elections), the National Cohesion and Integration Commission (NCIC) (on issues of national healing and cohesion), Task Force on Devolved Governance (in 2011 on devolution laws), the Constitutional Implementation Commission (CIC) (throughout the project period on implementation of the Constitution), and the Judiciary (on judicial reforms).

Overall of the 41 projects reviewed, 74 partnerships were forged, 51 of these being with ministries and state departments and 23 being with media organisations. The Devolution thematic area had the highest number of partnerships forged-43 mostly with the ministerial departments and agencies. An example of CSO-Ministry partnership is the case of the Youth Agenda, which developed a long lasting relationship with the then Ministry of Justice National Cohesion and Constitutional Affairs (MOJCA). Under this partnership, Youth Agenda and MOJCA collaborated with other non-state actors to facilitate civic awareness on engendering robust public engagement in the implementation of the new constitution. They also used the platform to continue with national youth dialogue forums on integration and cohesion.

Calls for Proposals relating to public participation-and-devolution encouraged IPs to design projects that contributed to shaping and influencing the content of the laws and policies of various county governments, as required by the public participation provisions of the 2010 constitution. Local officials, including county officials and Provincial Administration chiefs confirmed to the evaluation team that Amkeni Wakenya-funded IPs made critical technical inputs to the content of County Integrated Development Plans (CIDPs) as well as various pieces of draft legislation in these counties. From the perspective of these officials and IPs' stakeholders, the IPs also played a key role in mobilizing members of the public to make inputs into these processes. However, the evaluation team did not find any evidence of more formal programmatic linkages being established between the IPs and county governments as the counties are still finding their footing and are yet to establish formal partnerships with civil society actors on the ground.

This evaluation established that IPs' project proposals addressed the thematic issues of human rights, particularly socio-economic rights, access to justice, and disabilities mainstreaming. These were critical themes for governance reforms during the lifetime of the GJLOS Facility to which the Facility was initially aligned, and continue to be high priorities in relation to the ongoing implementation of the 2010 constitution. Moreover, the new constitutional dispensation makes

counties the new arena for the public participation in governance as well as the realization socio-economic rights, and therefore, the focus by the Facility on counties was particularly relevant and timely.

It is also noted that Amkeni Wakenya-funded IPs played a key role in enhancing access to justice as prioritized under the GJLOS Programme, and required by Article 48 (on promotion of access to justice) of the 2010 constitution (see also findings in section on 'Relevance'). In this regard, Amkeni Wakenya funded projects that promote alternative justice mechanisms, including Peace Committees, as means of alternative dispute resolution in places such as Kakamega and Meru counties. The Facility also funded projects that sought to ensure that paralegals and persons-with-disabilities (PWDs) were represented in, for instance, Court Users Committees (CUCs) in the counties of Machakos, Isiolo, Kakamega, and Samburu, thereby enhancing representation and diversity in these inter-agency justice mechanisms.

### **Coordination and Linkages between Amkeni Wakenya-funded IPs**

This evaluation established that Amkeni Wakenya created opportunities through the Civil Society Week (CSW) and the Thematic Review Sessions for IPs to share ideas, reflection and learning for governance programming (see also discussion on capacity building in section on 'Programme Delivery Methodologies'). The CSW enabled IPs to provide information to the PMU that could be used to inform the design of calls as well as to review implementation progress. The CSW also enabled IPs to gain a broader sector-oriented perspective to their work as it provided the opportunity to learn about the issues, successes, and challenges faced by CSOs working on different thematic issues in the governance sector.

The CSW also proved to be an important mechanism for IPs to learn about different options for sustaining their programmatic work as Amkeni Wakenya made a deliberate effort to invite development partners and representatives of other governance sector PMUs. In this latter respect, Balm International, a Meru-based IP, indicated that it benefited from the 2012 CSW in terms of getting linked to representatives of the K-NICE (National Civic Education Facility), which eventually resulted in additional funding support to carry out civic and voter education.

This evaluation endorses the Thematic Review Sessions, which also facilitated learning and sharing of information and lessons learned on thematic governance issues. Through the Thematic Review Sessions, organizations such as IMLU and BLINK, which have proven experience and expertise in the fields of police reforms and disability mainstreaming, respectively, were able to share their unique knowledge and skills with other IPs (and even actors not funded by Amkeni Wakenya) in these critical areas of governance work. This evaluation endorses this kind of peer-to-peer capacity building as it encourages leaders within IPs to view themselves as resource persons in their respective fields, and provides a platform for experiential peer learning that is based on practical experience, as opposed to the more conceptually-oriented type of trainings that are conducted by consultants, but tend to lack a practical edge and contextual adaptation.

Key informants interviewed for this evaluation reported that the CSW and Thematic Review Sessions were important platforms for IPs to learn about each other's work and to discuss options for collaboration. While the idea of partnership between IPs was an oft-stated priority of Amkeni Wakenya, most IPs however noted that there were no concrete mechanisms established by Amkeni Wakenya to facilitate peer-to-peer partnerships at the project design or implementation levels. Therefore, in practice the CSW and Thematic Review mechanisms generally did not translate into actual collaboration and cooperation at the level of project design or project implementation.

Moreover, this evaluation did not find any evidence that Amkeni Wakenya incentivized IPs to collaborate in project design and pool resources and efforts in project implementation. Incentives for collaboration and partnership were not built into Calls for Proposals, and partnership and coordination were subsequently not prioritized by IPs in the design of their funding proposals to Amkeni Wakenya or the implementation of their work. Elaborating on this perspective, the Thika-based Kazi Riziki labour rights group reported that its advocacy and litigation actions could have benefited from partnership and joint conceptualization of strategies and activities with other Amkeni Wakenya IPs working in the same field, in particular the Kisumu County-based SUCAM. However, Amkeni Wakenya did not create a mechanism, nor did it provide funding support to facilitate such partnership. Consequently, in the view of Kazi Riziki, critical opportunities for a beneficial partnership with SUCAM were lost.

Nevertheless, in a few cases IPs took the initiative to build upon the exposure they got during CSW and Thematic Review Sessions to cultivate partnerships amongst themselves. A good illustration of such IP-driven partnership is the working relationship that has been established between EYG and Nabole Disabled Group, which have both implemented civic education-related projects in Kakamega County in Western Kenya. The two organizations partnered to undertake a baseline survey to inform their project planning and priorities to carry out civic education on the new constitution in Butere Sub-County. In the course of project implementation, Nabole Disabled Group enlisted EYG, which had a comparative advantage in terms of knowledge about the 2010 constitution, to train its staff on the constitution's Bill of Rights. Nabole Disabled Group reported that it benefited greatly from this capacity strengthening, which in its opinion was provided by an organization- EYG- that worked in the same operating context, and therefore better understood its needs.

The evaluation found that in few cases the CSW and Thematic Reviews served to strengthen already existing partnerships between IPs. This was noted in particular by the Pastoralist Development Network (PDN), which reported that the CSW and Thematic Review Sessions enabled PDN to broaden and deepen its partnership with other Amkeni Wakenya IPs, such as League of Pastoralist Women in Kenya and Centre for Minority Rights Development (CEMDRIDE), that were also working on pastoralist issues.

This evaluation argues that information-sharing and coordination between IPs, as demonstrated by the cases of PDN, League of Pastoralist Women in Kenya and CEMDRIDE on the one hand, and EYG and Nabole Disabled Group on the other, can lead to improved delivery of results by enhancing technical capacity and facilitating stronger synergies between less established IPs and their more sophisticated counterparts. It therefore recommends that future learning and coordination platforms created by Amkeni Wakenya should provide clear, practical guidelines on how partners can link and pool resources (human, technical and financial) to coordinate their projects. These platforms ought to go beyond learning and lessons sharing. For instance, Calls for Proposals should (as necessary) emphasize a coalition-approach to fundraising that would encourage partnerships and coordination in project design and implementation as well as joint review. This would ensure that there is funding support available to make partnership and coordination among IPs a reality. Moreover, partnerships can result in cost-savings and efficiencies in project implementation, which are beneficial from a value-for-money point of view.

At the regional level, a few Amkeni Wakenya-funded IPs forged relationships with other CSOs not funded by the Facility to deliver civic education to target groups. One such example was Alemun in Turkana. Kenya Land Alliance (KLA) also formed partnerships with organizations working on the ground specifically the Agency for Pastoralist Development (APD), Friends of Lake Turkana and Diocese of Lodwar which enhanced the success of planned activities. These partners helped in

mobilizing communities for the forums and also using their linkages to mobilize some of the relevant county officials to attend the forums.

### **Coordination among Governance Basket PMUs**

Key informants consulted for this evaluation reported that Amkeni Wakenya has been especially active in seeking to create synergies with other governance baskets operating in Kenya. The inter-PMU coordination occurred primarily through the Civil Society and Media Support Group (is a sub group of DGDG), which brings together the PMUs of Amkeni Wakenya, Act! Kenya, DAP; Diakonia and Uraia. This mechanism enabled the different PMUs to undertake joint planning, joint context analysis, and information and contacts sharing. However, the PMU meetings peaked in the 2010-2012 period, and have generally declined.

This evaluation established that PMUs meetings held between Amkeni Wakenya, Uraia, UN Women and Act! Kenya, helped in terms of mapping the organizations and regions covered by each basket to address unnecessary overlaps and encourage synergies. This sort of coordination result in in a joint mapping of their coverage with respect to the options for to support to the thematic areas of publication participation and devolution in the period before the 2010 constitutional referendum. Through this mapping exercise, the PMUs effectively zoned the country in terms of where they respective funds would be focused, and as a result, enabled them to jointly address the issue of IPs receiving multiple funding for similar projects. One of the outcomes of this mapping exercise was midwifing by Amkeni Wakenya, Act! Kenya and Uraia, the PMUs of the Devolved Governance Non-State Actors (DEGONSA) group, which is still active an active network that brings together IPs of the various baskets that are working on the thematic areas of public participation and devolution. (However, similar coordination during the 2013 election season was however much weaker).

In addition to providing the Facility with opportunities to showcase its work, the PMUs meeting was also important in risk management as partners regularly shared information on environmental risks, and Amkeni Wakenya fed this information into its risk management planning. For instance, the cooperation between Amkeni Wakenya and Uraia and Act! Kenya has provided the Facility with additional sources of information on the CSOs it planned to fund, thereby aiding its due diligence work. Some IPs have shared Management Capacity Assessments (MCAs) and Organizational Capacity Assessments (OCAs) reports generated by both Act! Kenya and Uraia with Amkeni Wakenya, provided highly relevant and useful information for due diligence assessments.

This evaluation finds that the Amkeni Wakenya and Uraia partnership has extended to other areas. In 2011 (as discussed elsewhere in this report), they jointly conducted a baseline survey to inform their programming. In 2013, the two organizations, in partnership with KNICE and UN Women, held a mapping and lessons sharing conference for civic educators affiliated with the different PMUs and civic education initiatives. Amkeni Wakenya, Uraia and Act! Kenya have also invited each other to act as external grants assessors in order to better harmonize and coordinate the support they are providing to CSOs in the governance sectors. This kind of partnership has however been rather ad hoc, and could be strengthened by a deeper institutionalization.

For the most part, this evaluation established that the Facility's development partners have been key in influencing inter-PMU coordination. This was confirmed by various key informants, and is also listed as a responsibility of the Amkeni Wakenya PMU in Clause 15(vii) of the JSI.

This evaluation notes that the potential for such inter-PMU coordination and collaboration is immense, but is regrettable that it has not been consolidated in the period after 2012. To be sure, the coordination displayed with respect to support to devolution as well as the creation of DEGONSA

are commendable, and similar coordination should be encouraged on other thematic governance issues, such as support to access to justice and disabilities mainstreaming, among others. There is a strong likelihood that development partners' support to key reform processes such as the war on corruption and counter-radicalization could have much more impact if PMUs managing grants in these areas pulled their efforts together.

### **PMU Coordination and Linkages with GOK Agencies**

Beyond support to IPS to strengthen their linkages with government agencies, the PMU staff at the Secretariat had an ongoing and robust interaction with key government agencies such as the Independent Elections and Boundaries Commission (IEBC), the Constitution Implementation Commission (CIC), the NGO Coordination Board and the Ministry of Justice and National Cohesion (now Department of Justice under the Attorney General). These engagements allowed the PMU to influence reforms by bringing insights from their partners' work to the policy discussion table of these agencies.

With IEBC for instance, Amkeni Wakenya contributed to the voter education and even supplied the IEBC with voter education materials. Amkeni Wakenya used its country-wide network to support the IEBC in dissemination of voter information.

### **Donor Coordination**

Overall, all development partners consulted for this evaluation reported that donor coordination in the implementation of the Facility's work was strong. This evaluation established that all the key donors consistently attended the development partners' meeting, a mechanism that was provided for in the JSI to ensure donor coordination in relation to the Facility. They also met informally, and undertook joint field visits together with members of UNDP and the Amkeni Wakenya PMU.

The development partners also agreed to communicate through one lead donor--Royal Netherlands Embassy (RNE)--thereby lessening pressure on the PMU to address diverse communications from funders. This evaluation endorses this approach as it enables effective communication and responses, and therefore, greater efficiency in the interactions between the PMU and development partners.

Owing to the choice taken by the development partners to leverage the convening power of UNDP, the traditional governance sector supporters- RNE, European Union (EU), Embassy of Norway and Swedish International Development Agency (SIDA)- were able to interest the Government of Japan, which has not traditionally supported the governance sector in Kenya, to contribute to the Amkeni Wakenya basket. This was an important achievement in the eyes of some of these donors as it acted to broaden the scope of potential funders for the governance sector beyond the usual or traditional partners.

This evaluation found that it is the view of some of the development partners that Amkeni Wakenya had a lot to offer to, and could have been better represented in some of the donor working groups, particularly the Democratic Governance Donor Group (DGDG) and the Donor Elections Working Group. In a future programme cycle UNDP could use the convening power it has among donors to identify all key donor working groups where Amkeni Wakenya should have a voice, and facilitate their representation in these mechanisms. With its direct presence at the grassroots in most regions of the country and broad coverage of the key, pressing thematic governance issues in Kenya, Amkeni Wakenya expertise and experience could be of important benefit to these working groups, and donor coordination generally. By participating in these working groups, Amkeni Wakenya's work can

also benefit from the ongoing analysis and reflection on the governance sector that takes place within these working groups.

#### **4.6 IMPACT**

**Impact** describes the positive and negative changes produced by the Facility directly or indirectly, intended or unintended'. Impact focuses on the long-lasting benefits delivered by the Facility and the real difference they have made to beneficiaries.

##### Key findings summary:

- *Facility broke new ground and set an important precedent in the governance sector in providing support to small local community-based groups;*
- *It deliberately and with lasting impact, integrated the focus on disability within the governance sector; Facility also allowed the implementing partners to strengthen their financial management capacities through trainings as well as guidelines on budgeting and financial reporting;*
- *Facility has commendably provided lasting knowledge and tools to civil society groups on the human rights based approach to programming that allows them to integrate human rights in initiatives beyond the Amkeni Wakenya-funded projects;*
- *New leaders emerged from the pool of beneficiaries of Amkeni Wakenya-funded projects;*

The impact of the Amkeni Wakenya Facility can be seen in a number of areas:

First, the Facility broke new ground and set an important precedent in the governance sector in providing support to small local community-based groups that had for a long time not attracted the attention of development support.

Second, the Facility has deliberately and with lasting impact, integrated the focus on disability within the governance sector. Besides the groups with an exclusive disabilities focus that were supported by the Amkeni Wakenya Facility, all IPs were expected to integrate disability in their programming. This integration was an overwhelming success as determined by this evaluation.

Third is with regard to the institutional strengthening of the civil society groups that were supported by the Facility. In particular, the Facility allowed the implementing partners to strengthen their financial management capacities through trainings as well as guidelines on budgeting and financial reporting. This gain will outlast the period of support from the Facility, and will serve these groups in their other initiatives.

Fourth is the formation of important networks of groups and individuals working in the areas of governance supported by Amkeni Wakenya. Such networks have already been effective in addressing some of the issues that require multi-stakeholder approaches within counties and also at the national level.

Fifth, the Facility has commendably set the standards in quick and flexible response to emerging issues in the area of governance. The design and implementation of a mechanism that responds to such issues as the Facility did will provide an important reference point for other actors designing such facilities in future.

Sixth, the Facility has commendably provided lasting knowledge and tools to civil society groups on the human rights based approach to programming that allows them to integrate human rights in initiatives beyond the Amkeni Wakenya-funded projects.

Seventh, the Facility strengthened ongoing initiatives on governance that civil society groups were involved in. All of the groups reviewed in this evaluation (41 in total) noted that the Amkeni Wakenya helped them strengthen what they were already doing and also allowed them to integrate human rights-based approaches in other areas of their work. For instance, groups working on income generation initiatives, such as TUBAE in Turkana and Kwetu Rights in the Coast, reported that they integrated human rights, gender considerations, and principles of public participation in their ongoing initiatives. This integration of human rights in other processes is a better approach as there is often a tendency to ghettoize human rights and see them as separate from other social processes.

Eighth is the new reach that the Amkeni Wakenya Facility provided with respect to creation of awareness on governance issues in Kenya. As of 2013, Amkeni Wakenya had provided support to over 250 CSOs spread across the country that were working on various governance issues.<sup>10</sup> No other facility in the country had the same grassroots reach as Amkeni Wakenya.

Ninth, new leaders emerged from the pool of beneficiaries of Amkeni Wakenya-funded projects. They have taken up positions in county-level governments and to a considerable extent are part of an important network of influential actors that these groups can call upon to support initiatives on better public governance, human rights and access to justice.

The next phase of the Amkeni Wakenya work should build on these impact areas. It has to build on its local level relevance while correcting the problem of thinly spread capacities. The new phase should recognize and reflect the capacity gains of those IPs that Amkeni Wakenya has been working with. The new phase should take advantage of the networks of influence that have emerged as a result of Amkeni Wakenya work- both at the national level as well as local community and county levels. New project support should also take advantage of the standards and examples now established on mainstreaming values and perspectives of human rights and disability in programme implementation.

### **Limitations in Assessing Impact**

Assessing the impact of a facility such as Amkeni Wakenya must be approached with the understanding that it was in operation alongside other similar facilities and actors. For instance, in addition to Amkeni Wakenya, Uraia has been supporting civil society groups to undertake similar initiatives. The GoK was also involved in civic education under the KNICE Programme ahead of the enactment of the 2010 constitution. In the long-run, the impact of the support to various CSOs must be assessed with the appreciation that it is shared with other such actors. Moreover, the short period of the grants extended to implementing partners makes it more challenging to achieve lasting impact.

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<sup>10</sup> Amkeni Wakenya, "Towards Human Rights-Centered & Transformational Governance in Kenya: Empowering Civil Society for Change" Project Document 2014-2018.

## 5. LESSONS

1. The use of media was noted to be crucial in the delivery of the projects funded by the Facility. In future, it will be fundamental for the Amkeni Wakenya PMU to develop a media engagement strategy and guidelines and work with partners to design clear strategies for their own engagements with the media so as to monitor and report on the effectiveness of its use.
2. There are many emergent risks that arise for partner's involved in the democratic sector discourse. A number of partners faced challenges from the political class and the administration at the local level. PMU should develop thorough risk assessments for its partners and put in place a risk mitigation plans that are regularly monitored and updated.
3. Strategic collaboration, partnership and networking with key institutional actors are key to the sustainability of results. The organisations that have been working with local administration officials, religious institutions, the CUCs and other community opinion leaders provide a more promising outlook in terms of achievement of outcomes, sustainability of those outcomes, and the community ownership of those outcomes in the long run.
4. While funding provided was adequate for planned activities, the time to undertake budgeted activities was quite limited and constrained the effectiveness and efficiency of achieving results. Amkeni Wakenya could consider awarding grants on a multi-annual basis or 1 year for short grants (this may require a modification of the financial guidelines/regulation).
5. With the implementation of devolution underway in Kenya, CSOs and in particular those groups that have previously been supported by Amkeni Wakenya, are well placed to bring their expertise and experience to influence county governments' structures, processes and priorities in ways that promote democracy, peaceful elections, conflict resolution, human rights accountability and inclusive conceptions of citizenship.
6. Building public understanding on issues of peace, conflict resolution, human rights and democratic governance with the expectation of changing attitudes should be viewed as a long-term process. It cannot be undertaken or scientifically assessed through the framework of short project cycles.
7. Sustainability of civil society groups remains considerably precarious. Most of them rely on donor funding and have not vigorously explored other funding options, such as endowments and funding partnerships with the private sector. It is therefore unsurprising that they remain over-reliant on donor funding, which opens them up for criticism with regard to their local legitimacy, their independence and ultimately, their sustainability.
8. The basket design of Amkeni Wakenya allowed for the pooling of resources and support to small community-based groups that a bilateral financial support approach would not have managed. A PMU approach allows for the recruitment of personnel with the expertise, experience and knowledge of the local governance terrain. This was a key strength of Amkeni Wakenya.
9. Hosting of Amkeni Wakenya Facility within UNDP allowed the PMU to leverage the convening power of UNDP given its credibility with the Kenyan government. It is doubtful that Amkeni Wakenya would have gained the same level of influence in government policy spaces were it not located within UNDP. The Facility should therefore continue to operate under UNDP in order to continue leveraging this influence.

## **6. RECOMMENDATIONS**

### **1. Design, Efficiency and Monitoring and Evaluation**

1.1 One of the concerns expressed by stakeholders of some of the IPs is that they had limited input into the IPs' project design process yet the IPs defined them as stakeholders and/or beneficiaries. Future project design processes should allow for more stakeholder input. This can help ease any lingering suspicions among stakeholders and beneficiaries of IPs.

1.2 IPs project proposals should feature clear risk management plans, with clear risk mitigation responses. Project proposals should clearly outline the assumptions on which project delivery strategies are based, the related risks and how assumptions and risks weigh out against each other. Risk management plans should be regularly reviewed during project implementation to be aligned to changes in the operating context.

1.3 Amkeni Wakenya should make it a requirement, and provide funding for IPs to develop solid baselines for their projects. Baselines are an indicator of good project design, and can go a long way in helping the Facility and IPs to account for results and the use of funding support. Partners should then be required to report on selected indicators, with adequate evidence, on a quarterly basis.

1.4 Technical reporting varied across IPs, especially on beneficiaries thus making it difficult to accurately calculate unit cost per beneficiary. Therefore, there is still a need to streamline reporting and strengthen partner capacities in this area.

1.5 For future similar facilities, there may be a need to establish standards for the proportion of funding allowable for management and administration purposes to ensure that funding is effectively channelled towards substantive activity and delivery.

### **2. Capacity building and Learning**

2.1 Capacity building in the areas of financial management and human rights were greatly appreciated by the beneficiaries. Nevertheless, many of the beneficiaries expressed a desire for further capacity strengthening in the area of human rights-based approach. This should be an area for continued prioritization in the next phase of the Amkeni Wakenya support.

2.2 More investment is needed in learning and knowledge management for its IPs. It is advisable that the Amkeni Wakenya PMU consider institutionalizing learning and knowledge management in order to consolidate gains made over the years during which it has funded human rights and governance work.

2.3 For the most part, the GoK institutions tend to hold the view that groups working on human rights and governance are always critical of government initiatives and do not adequately appreciate policy processes. This perception is some extent true, and has tended to hinder access to government institutions. As part of its regular capacity building and reflections for IPs, the Facility could consider training IPs on less confrontational approaches to human rights and governance work and policy influencing. IPs working on human rights and governance could also benefit from training on how to frame policy arguments and to develop data-oriented policy proposals.

### 3. Sustainability

3.1 Whereas there have been important results and successes through the Amkeni Wakenya Facility, the question of the sustainability of these gains remains critical. Some groups have integrated their Amkeni Wakenya-supported work to other initiatives strengthening the possibility that the gains might be sustained beyond the lifetime of the Facility. On reflection, this linkage with other initiatives should be explored as a requirement for Amkeni Wakenya support in future.

3.2 As noted above, groups assessed under this study remain dependent on donor support for the continued implementation of their projects. While some of the groups could integrate their supported work into their other programmatic interventions, it is unlikely that they could continue to implement these projects at the same scale and on the same level in the absence of donor support. Therefore, core funding ought to be considered to allow for capacity building and contribute to developing the sustainability of the organisations and their capacities to mobilize resources. Where this is not possible, the last phase of the funding should be dedicated to transitioning the IPs with requirements for ensuring sustainability of gains and results as part of the support agreement. During this transition phase, opportunities should be given to IPs to reflect on issues around their sustainability, with a view to developing strategies and mechanisms to reduce their reliance on donor funding.

3.3 The evaluation team concludes that Amkeni Wakenya had too large a number of IPs to allow for sustainable and quality support. From a management and monitoring perspective, Amkeni Wakenya found it difficult to adequately monitor the progress of all the IPs in the implementation of their supported projects. Moreover, some IPs were supported for a period of three (3) months with small amounts of money. The evaluation therefore recommends that in the next phase of the project, Amkeni Wakenya should consider reducing the number of IPs. This will allow for quality management of the IPs as well as allow the Facility to provide larger grants to a smaller number of IPs.

3.4 The Amkeni Wakenya Facility did not have a clear sustainability plan in place. The Facility should address this gap in the next phase of the Facility to ensure that it's gains as a PMU do not go to waste and that the sustainability of its IPs is guaranteed. Below are options for grant-making facility exit strategy for consideration by UNDP Amkeni Wakenya in regard to sustainability. These have been proposed for further discussions and engagement by the team:

<i>Option 1: Maintain the status quo – Basket Fund under UNDP</i>
<u>Strengths</u>
<ul style="list-style-type: none"> <li>• Currently Amkeni Wakenya is well known by the government, donors and the sector which gives it great access to current opportunities (monetary and non-monetary benefits).</li> <li>• The current engagement would enable them to have easy entry with the county governments as counties are also keen to establish relationships with development partners.</li> <li>• Amkeni Wakenya can build and ride on the current cordial working relations, especially in view of the shrinking space for civil society engagement. This is especially important since the number of actors addressing pertinent governance issues is reducing. The evaluation identified a number of areas that still need to be addressed urgently, hence continuity is important.</li> <li>• Continuing with the current structure would enable the Facility to reap the benefits of the current programme cycle since some of the outcomes and impacts of the just-ended cycle are still being reaped while others have not reached their full potential.</li> <li>• The current status would enhance the continuity of the Facility– there would be limited disruption of the process of consolidating results. It would also be easier to gain traction and build on the already established relationships with all stakeholders and ensure that it remains rooted and legitimate with all stakeholders.</li> </ul>
<u>Weaknesses</u>

<ul style="list-style-type: none"> <li>The context is very uncertain for civil society in terms of the space for civil society especially those involved in the governance sector. The evaluation revealed that the Facility cannot be too critical due to the relationship with the governance hence reducing the level of independence.</li> </ul>
<p><i>Option 2: Establishment of an NGO/Trust - Basket Fund Housed Outside of UNDP e.g. (similar to URAIA, Act). This would call for registering the PMU as a CSO - an NGO or trust.</i></p>
<p><u>Strengths</u></p>
<ul style="list-style-type: none"> <li>An Amkeni Wakenya NGO/Trust would be an important addition the sector. This would broaden and expand the variety of locally-driven basket fund and would enhance the level of ownership in the sector.</li> </ul>
<ul style="list-style-type: none"> <li>It would build on the fact that they are well known by the donors hence build on previous relationships.</li> </ul>
<ul style="list-style-type: none"> <li>They would be well received by stakeholders they engaged with previously, and have more legitimacy.</li> </ul>
<p><u>Weaknesses</u></p>
<ul style="list-style-type: none"> <li>Identity – UNDP is a big name hence it would lose clout and rebranding would reduce its level of competitiveness and stature.</li> </ul>
<ul style="list-style-type: none"> <li>It would enter a highly competitive market not only in terms of financial competition but also from other competitors who are well established e.g. Uraia and Act! Kenya.</li> </ul>
<p><i>Option 3: Establishment as a Private Firm (e.g. Deloitte Consulting)</i></p>
<p><u>Strengths</u></p>
<ul style="list-style-type: none"> <li>Profit-driven organisations creates better value for money in the long-run. A profit-driven approach would probably catalyse strategizing and reorganization to ensure that Amkeni Wakenya is highly very efficient, makes savings, and is highly innovative in its delivery.</li> </ul>
<p><u>Weaknesses</u></p>
<ul style="list-style-type: none"> <li>A private enterprise Amkeni Wakenya would not have the clout that it currently has being housed under UNDP.</li> </ul>
<ul style="list-style-type: none"> <li>As a private sector entity, one would raise questions of “ownership question” – who owns this entity, what is the identity and who keeps the profits?</li> </ul>
<ul style="list-style-type: none"> <li>Ownership - Who would be the owner? Is a question that would need to be addressed? This has implication on its identity?</li> </ul>
<ul style="list-style-type: none"> <li>The Facility would be entering a very competitive market with well-established firms not only in the private sector but numerous consultancy firms that offer capacity building and institutional strengthening services.</li> </ul>
<ul style="list-style-type: none"> <li>A lot of effort would need to be put to enhance the grants-making component that is currently housed by UNDP.</li> </ul>
<ul style="list-style-type: none"> <li>The profit-making element would be a departure from the current scenario of basket funding where the focus is on strengthening civil society on a subsidised rate. This approach would focus more on saving costs and would require a lot of innovation in a range of issues to ensure it remains relevant and competitive.</li> </ul>

#### 4. Knowledge Management

4.1 Documentation was a major challenge for Amkeni Wakenya. The evaluation team found that there were cases of incomplete records of beneficiaries. This is linked to the very large number of beneficiaries that the Amkeni Wakenya team was supporting and to the challenges with the information management. The evaluation team notes that Amkeni Wakenya has now developed an information management system. This is a welcome development. The evaluation recommends that Amkeni Wakenya should effectively deploy the system for effective information processing and data collection, data and information management and retrieval. Given the very large number of beneficiaries that Amkeni Wakenya works with, such an investment is a key management tool.

## 5. Partnerships for Evidence-Based Interventions

5.1 The triangulation model did not work well. The larger groups for instance, did not have the incentive to work with small community-based groups. Amkeni Wakenya should consider setting aside funding support that is earmarked for collaborative work between the larger groups (think tanks or research centres for instance) and the community-based groups. To continue being credible, contemporary human rights and governance groups will require strong locally-based technical research expertise. Therefore, the Amkeni Wakenya Facility should consider looking into ways of helping future IPs working on human rights and governance to forge new research partnerships with social science, law and other relevant departments at universities in the country. Such partnerships can provide intellectual and critical technical inputs support to the work of IPs in addition to opening up new opportunities forming advocacy coalitions as well as cost-sharing in research implementation.

## 6. Gender Mainstreaming

6.1 This evaluation finds that most of the partners could still do more to ensure that mechanisms for promotion of gender equality go beyond just numbers to also address the amplification of the voices of women and transformation of power structures that disadvantage women's participation in governance. This will involve more capacity building for IPs in gender mainstreaming, and practical guidance on how to undertake gender-sensitive programming.

## 7. Security and Safety of IPs

7.1 The safety and security of implementing partners in some parts of the country emerged as an issue of concern. Some have received threats and even forced to go into hiding at some point. Given the socio-political environment of the country, it is safe to conclude that such threats will continue. Amkeni Wakenya should therefore undertake a risk assessment of its IPs and develop a strategy of addressing such risks including security training.

## 8. Critical Thematic Governance Issues for Future Support

8.1 County governments have important human rights responsibilities, particularly those relating to socio-economic rights. Consequently, Amkeni Wakenya should ensure that in future funding cycles it deepens its support to organizations that seek to engage with country institutions.

8.2 Elections are central to dynamism of public policy choices and national cohesion, and contribute to accountable, inclusive and participatory democracy. Previous multiparty elections in Kenya have marred by divisive politics, vote-rigging, violence, and weak administrative management, among other challenges. Consequently, Amkeni Wakenya should consider funding civil society interventions that will support free, fair and peaceful elections. Suggested areas of support include: institutional strengthening to election management bodies; support to election observation, including monitoring of pre-election malpractices and violence; and advocacy for implementation of electoral and political party law reforms.

## **ANNEX 1: DOCUMENTS REVIEWED**

Amkeni Wakenya, "Towards Human Rights-Centred & Transformational Governance in Kenya: Empowering Civil Society for Change" Project Document 2014-2018

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Sugar Campaign for Change. "Aces to Justice for All, especiallythe poor and marginalized in Kenya." (2014).

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**ANNEX 2: LIST OF SAMPLED PARTNERS**

	Call	Theme	Organization	Region	Project/partner HQ	Amt. USD	Additional criteria
1	Call 1	Emerging Issues	Kenya Union Of The Blind	Central	Nairobi	50,558	Highest in amount of grant
2	Call 1	Emerging Issues	Ogiek Peoples Development Program (OPDP)	Nakuru	Nakuru, Rift Valley	49,875	Also funded in call three
3	Call 1	Civic Education	Youth For Change Action Group	Eastern	Kikuyu, Central	9,971	The only organization under this theme
4	Call 1	Voter education and civic education on referendum	Kazi Riziki	Central	Thika, Central	38,155	The only organization under this theme
5	Call 1	Emerging Issues	Eshinamwenyuli Youth Group (EYB)	Western	Butere, Western	9,975	Recommended by Amkeni
6	Call 2	Governance	CATHOLIC DIOCESS OF MURAN GA	Central	Murang'a, Central	109,923	Received two grants
7	Call 2	Devolution	Ilishe Trust	Coast	Mombasa	285,503	Received three grants
8	Call 2	Governance	CENTRE FOR HUMAN RIGHTS CIVIC EDUCATION	Eastern	Mwingi, Eastern	251,394	Received four grants
9	Call 2	Access to justice	INTERNATIONAL COMMISSION OF JURISTS	Nairobi	Nairobi	180,711	Received the highest amount of grants
10	Call 2	Devolution	Kenya Human Rights Commission	Nairobi	Nairobi	290,639	Received three grants , national outreach
11	Call 2	Devolution / Access to Justice	The Youth Agenda	Nairobi	Nairobi	207,389	Received three grants but the only one doing both themes in call two
12	Call 2	Access to justice	ARID LAND DEVELOPMENT FOCUS KENYA	North Eastern	Wajir, North Eastern	178,148	Received three grants
13	Call 2	Access to justice	SUGAR CAMPAIGN FOR CHANGE FOUNDATION	Nyanza	Kisumu, Nyanza	250,793	Received the second highest amount of grants
14	Call 2	Human rights	Youth Fighting Against Hiv/Aids In Kenya	Nyanza	Kisumu, Nyanza	208,360	Targets marginalized group
15	Call 2	Devolution	OLOSENTU DAM PROJECT	Rift Valley	Kajiado, Rift Valley	38,243	Received the smallest amount of grant in its theme
16	Call 2	Human rights	KENYA LAND ALLIANCE	Rift Valley	Nakuru, Rift Valley	206,950	Received three grants
17	Call 2	Human rights	Kwetu Training Rights	Coast	Coast	208,360	Received three grants
18	Call 3	Voter education and civic education on referendum	Kiini Sustainable Initiative	Central	Nyeri, Central	19,688	Region diversity
19	Call 3	Voter education and civic education on referendum	Community Action Network Of Africa	Coast	Kitale, Western	11,169	Region diversity
21	Call 3	Advocacy and Human rights	Greater Turkana Civic Society Network	Rift Valley	Lodwar, Rift Valley	19,688	Civil Society network

22	Call 3	Peace building, Integrated health and conflict resolution	Narok District Network Forum	Rift Valley	Narok, Rift Valley	18,588	Theme representation and proximity
23	Call 3	Voter education and civic education on referendum	Balm Touch International	Meru	Eastern	19,688	The only one that received two grants in the call
24	Call 4	(blank)	Deaf Initiatives Network - Kenya	Blank	Nairobi	109,266	Amount and nature of beneficiaries
25	Call 4	Culture	Supreme Council Of Kenya Muslims	Eastern, Nairobi	Nairobi	109,266	Amount of grant and cuts across two regions
26	Call 4	Human rights	Benevolent Institute of Development Initiatives (BIDI)	Nairobi, Rift Valley, Eastern, Central	Machakos, Eastern	31,500	Lowest Grant in the call
27	Call 4	Access to justice	The Institute for Social Accountability	National	Nairobi	101,343	Theme representation
28	Call 4	Access to justice	Blind And Low Vision Network	North Eastern	Nairobi	45,938	Marginalised area
29	Call 4	Human rights	Lac-Kituo Cha Sheria Project	Nyanza	Nairobi	109,266	Largest grant under this theme
30	Call 4	Devolution	Independent Medical Legal Unit	Western	Nairobi	109,266	Uniqueness of organisation type
31	Call 5	Civic Education	Othaya Karima Soccer Tournament Community Group	Central	Nyeri, Central	13,073	Unique nature of organisation
32	Call 5	Civic Education	Nainyoiie Community Dev. Organization	Rift Valley	Samburu, Rift Valley	8,170	Smallest Grant
33	Call 5	Civic Education	Turkana Bio Aloe Organisation	Rift Valley	Lodwar, Rift Valley	16,341	Location (Turkana)
34	Call 5	Civic Education	National Council Of Churches Of Kenya	Central	Nyeri, Central	16,341	Nature of organisation thus beneficiaries
35	Call 5	Civic Education	Nabole Disabled Comm. Based Organization	Western	Western	16,341	Nature of organisation thus beneficiaries
36	QRF	Access to information	Africa Community Development Media	Nairobi	Nairobi	32,319	Only project representing Theme
37	QRF	Human rights	Centre For Minority Rights Development	Nairobi	Nairobi	62,344	Largest grant in the theme
38	QRF	Access to justice	Mother S Lap Foundation	Nairobi, Coast	Nairobi	6,710	Smallest Grant in the Call
39	QRF	Governance	Foundation for Women's Rights in Kenya	National	Nairobi	9,849	National Projection this theme
40	QRF	Devolution	Pastoralist Development Network Of Kenya	Rift Valley	Nairobi	64,308	Received three grants for various themes (other theme contract amounts not included here)
41	QRF	Civic education	Kenya Alliance of Resident Association - KARA/ Degonsa	Rift Valley, Eastern, Western, North Eastern, Coast	Western	45,754	Grant amount and cuts across regions

### **ANNEX 3: LIST OF FGDS CONVENED AND FGD PARTICIPANTS**

#### **FGD held with members of Nabole Disabled CBO, Kakamega, 30/04/2015**

##### Participants

1. Rose Aneke (member)
2. Florence Nyakoa (member)
3. Charles Tobasa (member)
4. Fredrick Mangula (VC of group, director of theatre team)
5. Gladys Nsuma (member)
6. Paulina Mukulwe (member)

#### **FGD held with target group-Constitutional Implementation Oversight Committee for EYG, Kakamega, 29/04/2015**

##### Participants

1. Zack Momanyi (Theatre Trainer for CIOCs)
2. Aggrey Were (Theatre Performer)
3. Joseph Akala (Community Group Member, Chairman of CIOC, Marenyo Location)
4. Aggrey Muyonga (Chairman, CIOC Marama West)

#### **FGD held with target group BIDII ORG-Governance and Empowerment Project, Machakos County, 28/04/2015**

##### Participants

1. Edward Muriuri-Rep. CEO Project Manager, BIDII
2. Joyce Benjamin Mutwango-Secretary, Syomaengo, Chairperson-development affairs for AIC, Ithumbe
3. Milka Mulei Nzungo-Chairperson, Atumia ma Thome, Life member of Maendeleo ya Wanawake
4. Anna Mbuli Ngao-church elder
5. Hellen Mwende Mwenzi-Vice Chairlady, Kwiika kwa Iveti, Organizing Secretary-Syomaengo, church elder, AIC
6. Ngole Kanyi-Vice chairlady, Syomeango
7. Syungu Mwangangi-Chairlady for youth in Gideon International Ministry

#### **FGD held with Beneficiaries of Kazi Riziki April 29, 2015, Ruiru, Kiambu County**

##### Participants

1. Hellen Kariuko
2. Kimani
3. Charles Ashioya
4. Mutegi.
5. Francis Maina

#### **FGD held with Beneficiaries of BIDII Governance and Empowerment Project April 27, 2015, Kathonzweni, Makueni County**

##### Participants

1. Edward Muiruri – Rep. CEO Project Manager, BIDII Governance coordinator in 3 counties.
2. John Mwololo Mbuvi -Aketutu Clan
3. Bernard Mbevi- Peer Educator-Aamtei Clan Association
4. Martin Mbithi-Atangwa Clan-Teacher, Church chairman, of self-help group/Stakeholder
5. Dorcas Mwende
6. Ruth Munyao-ToT.

**FGD held with beneficiaries Turkana Bio Aloe Organization (TUBAE), Lodwar, Turkana County  
16/04/2015**

Full list of participants unavailable

## ANNEX 4: DATA COLLECTION TOOLS

### MASTER QUESTIONNAIRE FOR KEY INFORMANT INTERVIEWS

*\*\*Different sections of this questionnaire applied to different categories. For instance, all sections applied to Amkeni Wakenya PMU staff, while sections on efficiency were generally not posed to target group.*

<b>Evaluation Questionnaire</b>
<b>Section 1: Relevance</b>
<ol style="list-style-type: none"> <li>1. How did this Facility relate to the organizational mandate of UNDP and the key funding partners?</li> <li>2. Was this Facility consistent with the prevailing governance reforms context in Kenya?</li> <li>3. To what extent was it aligned to the key development plans and strategies for improving democratic governance in Kenya? Which plans and strategies are these, and what is the evidence?</li> <li>4. Was the Facility technically adequate to address the needs of its intended beneficiaries?</li> <li>5. Were the Facility's objectives relevant throughout the entire duration of the lifetime of the project, especially on account of the fluid operating environment of civil society organizations and the relevant government institutions?</li> <li>6. What was the relationship between the Facility and other initiatives supported by other donors?</li> </ol>
<b>Section 2: Coordination and linkages</b>
<ol style="list-style-type: none"> <li>1. What was the extent of coordination and partnership among partners? Did the strengthened linkages, if any, contribute to better?</li> <li>2. Has it worked effectively with interventions supported by other donor organisations, in particular URAIA, DAP, Pact, USAWA, DGF?</li> <li>3. Was there any value added to linking community groups with national-level advocacy groups and research institutions?</li> </ol>
<b>Section 3: Effectiveness</b>
<ol style="list-style-type: none"> <li>1. What were the expected outputs of the Facility? What was the timeframe for realizing the expected Facility outputs?</li> <li>2. What has contributed to the achievement of the Facility outputs? What is hindering the achievement of intended Facility outputs?</li> <li>3. Were there challenges in the implementation of the Facility? How were they addressed?</li> <li>4. What were the unexpected outputs of the Facility?</li> </ol> <p><u>Effectiveness of Facility delivery methodologies</u></p> <ol style="list-style-type: none"> <li>1. What grants management mechanisms was used? How effective was it?</li> <li>2. What are the main results of the grants awarded, and what was the degree of collaboration amongst IPs to achieve greater impact?</li> <li>3. What capacity building approaches were used? How effective were they?</li> <li>4. What knowledge management systems and approaches were used? How effective were they?</li> <li>5. How were the three main Facility delivery methodologies integrated?</li> </ol>
<b>Section 4: Efficiency</b>
<ol style="list-style-type: none"> <li>1. Has the pace of activity implementation been satisfactory (or have there been any significant delays)?</li> <li>2. If there were delays, how did they affect the achievement of the Facility's objectives? What were the reasons for the delays?</li> <li>3. What kind human, technical and financial resources did Amkeni Wakenya dedicated towards the implementation of this Facility?</li> <li>4. How do the costs of resources compare to those of other similar Facilities?</li> <li>5. What was the procurement method used in getting required resources?</li> </ol>

6. Were there any deviations from required financial and procurement processes? If so, why.
7. Were the resources dedicated to this Facility applied prudently? What is the evidence?
8. Were the roles of the different Facility implementation staff and stakeholders clearly delimited-conceptually and practically?
9. What were the benefits accrued during the Facility? Are these tangible or intangible? Can they be converted into monetary value?
10. Did the Facility attain any cost savings? What is the evidence?
11. What kind of information was generated over the lifetime of the Facility? With whom and how was it shared? Did the approach effectively address the information needs of each official?
12. Were activity plans readjusted to respond to the changing environment?
13. Was Facility performance assessed periodically? If so, what approaches were used and how often were reviews/monitoring done? How well did these work?
14. How were recommendations from the assessments applied to improve Facility performance?

#### **Section 5: Impact**

1. Were baseline studies undertaken before this Facility commenced? What were its key findings, conclusions and recommendations? How were these taken into account in the project's design?
2. To what extent have the overall Facility objective and specific objectives been realized? What is the evidence?
3. What impact did the Facility have on the cross-cutting issues of gender, human rights and conflict prevention?
4. Is there any evidence that there may be unplanned (positive or negative) impacts of the Facility? Explain.

#### **Section 6: Sustainability of outcomes**

1. How were the priorities and demands of Facility beneficiaries identified and taken into consideration?
2. Were the beneficiaries involved in jointly drawing up the Facility's objectives with Amkeni Wakenya?
3. How realistic have been the expectations of beneficiaries and stakeholders on issues pertaining to this Facility? What impact has this exerted on planned Facility activities and how has it been addressed?
4. What capacities have been built by Facility beneficiaries over the lifetime of the Facility? What is the evidence?
5. What, if any, were the identified threats to sustainability of benefits of the Facility, and how were these addressed during the lifetime of the Facility?
6. How replicable are the strategies and activities falling under the Facility?
7. Was there a sustainability framework, including an exit strategy, in place for Amkeni Wakenya as a facility? If yes, how effectively has it been implemented?

#### **Section 7: Risk analysis**

1. What were the risks identified?
2. Were the major risks controlled? How?
3. How were the risks assessed?
4. Were there any challenges experienced during risk identification?

#### **Section 8: Gender mainstreaming**

1. Are there any gender issues that the Facility intended to address?
2. If so, what specific activities were conducted to address identified gender issues?
3. In which ways were women and girls involved in the Facility design and implementation?
4. In your opinion, did the Facility have any impact on the gender sensitivity of the target population? Give reasons for your answer.
5. In your opinion, did Facility implementers have good knowledge and understanding of gender issues in the target population? Give your reasons.
6. What were the gender mainstreaming challenges the Facility faced? Comment.

7. Comment on what could have been done or done differently to enhance gender mainstreaming and impact.

**Section 9: Monitoring and evaluation systems**

1. What M&E systems were in place for the Facility and in UNDP broadly?
2. Were M&E processes for the Facility documented? What is the evidence?
3. Were the systems and processes put in place (if any) adhered to? Were there monitoring tools for the Facility?
4. Was there a good understanding amongst staff and stakeholders implementing the Facility on the results of the Facility?
5. Were the indicators of the Facility well understood by those responsible for collecting data?
6. Did the Facility have clearly identified targets?
7. What data management systems were put in place for the Facility's M&E?
8. How was data verified and validated? How was the data and information generated in the Facility utilised?
9. To what extent did the cross-cutting issues of gender, human rights and conflict prevention and management get attention in the M&E systems and processes?

**Section 9: Human interest story**

1. Is there any activity that stands out as a human interest story? Comment on the activity and what it entailed.
2. How the activity was conceived?
3. Are there any visual documents of the activity?
4. What is the current format of the visual documents?
5. Are these available?

**Section 9: Lessons learned and recommendations**

1. What lessons have you learned? Any best practices? Have you documented these lessons and practices?
2. Do you have any recommendations on how Amkeni Wakenya (and funding partners) can invest on the realized outcomes of this project?

FGD GUIDE TOPICS

1. *What was the nature of your relationship with the Amkeni Wakenya-funded project?*
2. *Was this project consistent with the needs of the local community and people? How?*
3. *Did the project meet the needs and expectations of the community? How?*
4. *What do you see as the key results of the project? Is there any success story that stands out?*
5. *What was the degree of collaboration between local community/people and the project?*
6. *What has contributed to the realization of these achievements? What is hindered results?*
7. *Are there any gender issues that the project intended to address?*
8. *What capacities have been built by project? What is the evidence?*
9. *Do you have any recommendations for the project?*

## **ANNEX 5: PROFILE OF EVALUATION TECHNICAL TEAM**

**Mutuma Ruteere (Team Leader, Expert 1)** is the founding Managing Director of Adili Consulting Group Ltd. He is an expert on issues of governance and justice in Kenya and the region, with 20 years of experience. He has experience in designing, leading, supervising and evaluating complex national and international projects on security, policing, and human rights and in leading and supervising research teams. He holds a PhD in Political Science from the University of Nebraska, Lincoln, and a Master of Arts Degree in Human Rights Theory and Practice from the University of Essex. Mutuma has experience in teaching undergraduate and graduate courses on international law, politics, human rights and research methods, and a distinguished record in policy and academic research and publication. He has also served as Adjunct Lecturer, in International Law, Institute of Diplomacy and International Studies, University of Nairobi. He has served as Adjunct Lecturer, in International Politics and Research Methods at United States International University (USIU). Mutuma is currently the UN Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination, Xenophobia and Related Intolerance.

**Mikewa Ogada (Expert 2)** is a Director of Adili Consulting Group Ltd., with 16 years of experience working in the democracy and governance sector in Kenya and the region. He has broad experience working with Kenya's civil society sector and has developed broad knowledge of Kenya's democracy and governance sector and donor sector. He has seven years consultancy experience advising civil society organizations, governments, funding partners and international development agencies. His skills include strategic advice on democracy and governance issues (with specialization in human rights) Facility development, evaluation research, capacity strengthening for civil society organizations, grants management, gender analysis and policy advice. He is currently Project Co-Manager of Adili Consulting Group Ltd.'s (in joint venture with PricewaterhouseCoopers Kenya Ltd.) contract with Danida to provide technical support in capacity building to civil society organisations awarded grants under the Kenya Peace and Security for Development Facility (2012-2015). He has been fulltime advisor to the PACT-USAID Kenya Civil Society Strengthening Facility for a seven-month period. Mikewa holds a Bachelor of Arts degree from the University of North Carolina-Charlotte and a Master of Science degree (in human rights studies) from the London School of Economics and Political Science.

**Hannah Kamau (Expert 3)** is a Monitoring and Evaluation Specialist with over 20 years of experience in the design and implementation of M&E systems for national and regional governance and peace building facility. She previously worked with Pact Inc. as its Africa M&E Advisor and Regional Technical Officer Monitoring & Evaluation. She has also worked at Pact Kenya as Programs Coordinator for its Sudan Country Program. Her clients include: Oxfam/State of the Union Coalition (SoTU) Program, Community Development Trust Fund, Kenya Climate Innovation Centre, State University of New York Kenya Facility and the Health Rights Advocacy Forum (HERAF). Hannah holds a Bachelor of Arts degree in Land Economics and a Master of Arts degree in Housing Administration from the University of Nairobi. She is currently undertaking an advanced certificate Facility in evaluation studies through the Claremont Graduate School.

**Carolyn Wangusi (Expert 4)** is a Public Financial Management Specialist and a research consultant specializing in the areas of economic analysis, public finance, public expenditure planning, public expenditure review, analysis and budgeting including MTEFs. Carolyn has experience conducting evaluations of national governance, in particular assessing VfM. She was part of the team that undertook both the pilot and comprehensive PETS surveys in the education sector funded by the World Bank and DFID. She has experience working with multi-lateral and bilateral agencies as well as individual governments. She has experience in donor co-ordination and linking donor support to government budgetary and financial systems. She has been supporting the PFM Development

Partner Group for the past four years. Carolyn also has experience in Facility management and has in the past managed contracts worth over £80 million for the Horn, East and Central Africa region contracts (over 8 countries) while at OXFAM GB. She is currently working as a Research Analyst/ Program Coordinator at The World Bank. Carolyn holds a Bachelor of Arts (Honours) Economics & Sociology from the University of Nairobi, and a Master of Science degree in Public Policy from the Jomo Kenyatta University of Agriculture and Technology. She is currently undertaking a Master of Science degree in Finance at the University of London.

## **ANNEX 6: CONSULTANCY TERMS OF REFERENCE**

### **1. BACKGROUND**

Amkeni Wakenya is a UNDP led facility set up to promote democratic governance in Kenya. The name “Amkeni Wakenya” is inspired by the second stanza of the National Anthem that calls upon all Kenyans to arise and actively participate in nation building. Amkeni Wakenya was established in July 2008, then known as the “Civil Society Democratic Governance Facility (CSDGF)” and works through Civil Society Organizations to promote democracy, human rights, governance reforms, and the integration of a rights based approach in social and economic reforms in Kenya. Participating development partners include the Royal Netherlands Embassy (RNE), the Swedish Embassy, Embassy of Norway, the European Union, Embassy of Japan and the United Nations Development Programme (UNDP). At the time of inception Amkeni Wakenya operated on the basis of three pillars, namely grant making, capacity building and learning & knowledge management; however these pillars have since been modified in the Amkeni Wakenya Strategic plan 2011-2015 and are known as programme delivery methodologies.

At the time of its inception, the Amkeni Wakenya programme sought to set up a facility to support civil society activities in democratic governance. The long term outcomes of the project are to enable citizens to benefit from a more accountable, just, transparent and democratic society and to support civic engagement which empowers the citizens to influence public policies. The project supports activities to strengthen participatory democracy, social justice, the rule of law and protection of human rights and facilitate citizens’ active engagement in governance reforms and development processes.

#### **1.1 Specific outputs of the programme include:**

- i) Operational mechanisms for channelling support to civil society organizations in the area of democratic governance established
- ii) Civil society engagement in national development objectives and reforms in other priority areas in the democratic governance field strengthened
- iii) Coordination of donor support strengthened
- iv) Principles of organizational good governance practices adopted and implemented by participating organizations
- v) Public debate and civic awareness on result areas increased, leading to a more informed and participative citizenry, including in rural and remote areas
- vi) Structured dialogue between donors and civil society enhanced

#### **1.2 The Overall programme objectives are:**

- To enable citizens to benefit politically, socially and economically from a more accountable, just, transparent and democratic society that upholds the respect for human rights and fundamental freedoms
- To support civic engagement, which empowers all people to influence public policies, through their civil society organizations at all levels

#### **1.3 The Specific programme objectives are:**

- i) Strengthen participatory democracy, social justice, the rule of law and protection of human rights
- ii) Increase organizations’ internal good governance practices (against established benchmarks and as part of the capacity strengthening)
- iii) Promote and facilitate citizens’ active engagement in development processes and their capacity to take action

- iv) Transmit citizens' concerns and ideas to local governance institutions and elected parliamentarians, appropriate parliamentary committees, committee staff and reform institutions
- v) Enhance a two-way communication flows between rural and remote areas/actors and national development processes.

#### **1.4 Project Scope**

The facility initially focused on the five priority reform areas of the GJLOs programme namely:

- Governance reforms
- Human rights reforms
- Justice reforms
- Law and order reforms
- Reform oriented capacity building

Amkeni Wakenya seeks to promote democratic governance reforms through supporting civil society organizations. The nature of support extended to civil society organizations by Amkeni Wakenya is through: Grant making, capacity development and learning and knowledge management. Since its inception Amkeni Wakenya has managed to provide grants to CSOs and CBOs country wide through successive calls for proposals. So far Amkeni Wakenya has published five calls for proposals and supported over 200 civil society organizations to undertake democratic governance reform initiatives mainly in the rural areas.

This independent End-term evaluation seeks to assess the extent of the achievement of the intended results from the inception of Amkeni Wakenya in July 2008 to July 2014 in general and in particular pay closer attention to the period from January 2012 to July 2014. This is because a Mid-Term Review was held for the period July 2008 to December 2011; however the End-term evaluation should also capture the results and lessons learnt from the Mid-term Review of 2012. It shall also evaluate the role that Amkeni and other partners have played in this regard. The End term evaluation will also help to clarify underlying factors affecting the project, highlight unintended consequences (positive and negative), generate lessons learnt, highlight the results achieved, document the challenges and recommend actions to improve performance in future programming.

#### **2.0 Purpose of the End -Term Evaluation**

According to the Joint Statement of Intent (JSI), between the development partners supporting the Amkeni Wakenya programme an independent End- term Evaluation of the Amkeni Wakenya Facility will be commissioned by UNDP in consultation with the Amkeni Wakenya development partners group, to assess the structure of the facility as well as the progress made towards the realization of the facility's target outputs and outcomes. This review is to be conducted at the end of the first phase of the project.

#### **2.1 Objective of the Evaluation**

The overall objective of the evaluation is to (1) assess the impact of the "Civil Society Democratic Governance Facility" Project and (2) produce recommendations for the next phase of the project and future Democratic governance programmes. The Evaluation is expected to improve the effectiveness of the support extended to civil society organizations in the democratic governance sector

#### **2.2 Specific Objectives**

Specifically, the Evaluation aims to accomplish the following:

- a) Review the performance of the Project in achieving the outputs as per the Project Document and the Amkeni Wakenya Strategic Plan 2011-2015 and their contributions to the outcomes;
- b) Evaluate the results achieved and the Impact made by all the calls for proposals published by Amkeni Wakenya since inception beginning from Call.1, Call 2, Call 3, Call.4 and Call 5 Including the QRF/Emerging Issues Fund
- c) Identify factors, which facilitated or hindered the achievement of results, both in terms of the external environment and those internal to UNDP Amkeni Wakenya and document lessons learned in the implementation stages. This should include but not be limited to assessing the strengths and weaknesses in project design, management, coordination, human resource, and financial resources;
- d) Assess the appropriateness of the programme strategy including the programme institutional/management arrangements and the basket fund modality to reach the intended outputs and outcomes;
- e) Establish the extent to which the approach and implementation of the Project contributes to sustainable democratic governance in Kenya;
- f) Determine the extent to which the project addresses crosscutting issues including gender, human rights and conflict prevention and management;
- g) Make clear and focused recommendations that may be required for enhancing effectiveness of the Civil Society Democratic Governance Facility by UNDP and development partners;

### **3. Scope of the Evaluation**

In assessing the impact of the Project, the evaluation will take into consideration:

#### Relevance

- a) the project's concept and design within the context of the GJLOS Reforms, Vision 2030, UNDP Country Programme Action Plan 2008-2013;
- b) to what extent the immediate objectives of the Project have been attained and how effective it has been in helping the Government of Kenya in achieving the development objectives;

#### Effectiveness

- c) whether the problem (s) the Project was supposed to solve was clear, objectives were achievable, and whether the relationship between the objectives, the outputs, the activities and the inputs was clear, logical, and commensurate, given the time capacity and resources available;
- d) Project implementation and operational performance. Particular attention will be given to the mobilization of the Civil Society, UNDP, and donor inputs in terms of quality, quantity and timeliness and the impact of these external factors on the project work plan schedule and the overall management arrangements;

#### Efficiency

- e) Value for money of some of the expenditures from a comparative perspective taking into consideration the context, expected results and available options;
- f) the quality and timeliness of the implementation and responsiveness of the Project in light of the objectives, outputs, activities and risks;
- g) whether the benefits accruing from the investments made under the programme enabled Amkeni Wakenya to enhance its capacity to manage future civil society support and if enough efforts have been made to ensure that capacities will be maintained in the post-project situation;

#### Sustainability

- h) the long-term viability and therefore sustainability of the Amkeni Wakenya Programme in terms of availability of national resources necessary/required to continue the efforts begun by the project, once UNDP assistance terminates;
- i) Assess the sustainability of NGOs/CBOs as beneficiaries of the project.

#### **4. Review Methodology**

Based on UNDP guidelines for evaluations, and in consultations with UNDP Amkeni Wakenya, the Consultants should develop a suitable methodology for this evaluation. The evaluation will be inclusive and participatory, involving all stakeholders in the analysis. The evaluators should make the evaluation process participatory through consultations with key stakeholders in order to utilize existing information, examine local sources of knowledge and to enhance awareness about mainstreaming results-based management.

During the review, the evaluators are expected to apply the following approaches (among others) for data collection and analysis:

- Desk review of relevant project documents such as:
  - Project Document;
  - Amkeni Wakenya Strategic plan 2011-2015
  - Annual Project Reports
  - Project progress reports;
  - DEX project audit reports;
  - Project Logical Frameworks
  - Annual Workplans
  - Review/Evaluation reports such as the Amkeni Wakenya MTR Report
  - Implementing partners/CSOs Narrative and financial reports
  - Implementing partners/CSOs Annual Reports
  - Implementing partners/CSOs End term Reports
  - Consultancy reports.
- Discussions/interviews with the Senior Management and programme staff of UNDP and Amkeni Wakenya
- Briefing and debriefing sessions with UNDP and Amkeni Wakenya as well as with development partners, SRG and Implementing partners;
- Interviews with key informants (including gathering the information on what the partners have achieved with regard to the outcomes and outputs
- Field visits to selected project sites and discussions/interviews with project teams, project beneficiaries;
- Consultation meetings/ Focus Group discussions

#### ***Interviews:***

The consultants will liaise and gather information through meetings and interviews with key informants, with the various stakeholders including the Amkeni Wakenya team, UNDP, development partners, stakeholder Reference Group, cooperating partners in the democratic governance sector, NGOs and CBOs and private sector representatives, as well as beneficiaries and local communities.

#### ***Field Visits:***

Field trips will be undertaken to project sites to confirm and verify developments on the ground and to assess the work which the Amkeni Wakenya funds have been doing within the communities throughout the project life-span.

***Presentation of the Findings:***

The initial findings and recommendations will be presented to Amkeni Wakenya, UNDP, representatives of the development partners and the Amkeni Wakenya Stakeholders Reference Group.

**5. Evaluation Team Composition**

The Consultancy Firm will designate an evaluation team which will consist of one Lead Consultant and 3 evaluation team members (Experts). Under the overall supervision of the Amkeni Wakenya Programme Manager, the Evaluation Team will conduct a participatory End-Term evaluation.

**a) Evaluation/ Review Ethics**

The Evaluation should be conducted in accordance with the principles outlined in the UNEG Ethical Guidelines for Evaluation (see UNEG Norms and standards in the [United Nations Evaluation Group Standards for Evaluation in the UN](#) (2005) and the [Ethical Code of Conduct for Evaluation in UNDP](#)

**b) Requirements**

***Qualification Requirements for the Consultancy Firm***

The successful Consultancy Firm should have:

- A minimum of **five (5)** years of solid experience in undertaking evaluations and impact assessments of large scale donor-funded projects preferably in the field of democratic governance in Kenya or East African region
- The firm should have evaluated a programme with a budget of not less than **5 million dollars**
- Demonstrable understanding of capacity development/strengthening of the civil society sector in Kenya or East African region.
- Working knowledge of UNDP, the civil society sector and working with state/ public authorities on issues related to democratic governance.
- Ability to design evaluation studies and apply them using a variety of quantitative and qualitative methods
- Ability to designate a qualified Lead Consultant to be in charge of the Review and three qualified evaluation team members (Experts)
- Legally registered in Kenya

***Qualification Requirements for the Lead Consultant***

- A PHD in social sciences or a Master's degree in political science, law or social sciences with ten (10) years post qualification experience in the relevant field.
- Strong evaluation skills and extensive experience in conducting evaluations
- Demonstrable understanding of capacity development/strengthening of the civil society sector
- Working knowledge of UNDP, the civil society sector and working with state/ public authorities on issues related to democratic governance.
- Knowledge of gender, women empowerment and human rights is essential
- Extensive knowledge of result-based management, monitoring and evaluation
- Experience in applying SMART indicators and reconstructing or validating baseline scenarios
- Professional expertise in international development co-operation, in areas of democratic governance, programme evaluations reviews and impact assessments

- Demonstrated analytical, communication and report writing skills
- Fluency in speaking and writing in English

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

- Lead and manage the evaluation team
- Design the detailed evaluation plan, methodology and survey instruments;
- Ensure efficient division of tasks between the members of the evaluation team
- Draft and communicate the evaluation report to Amkeni Wakenya

#### ***Qualification Requirements for the Evaluation team members (Experts)***

The Consultancy firm shall designate an evaluation team to work under the Lead Consultant with good credentials and qualifications in the following areas:

- Masters degree in Law, political science, public administration or social sciences
- At least 7 years of professional experience in the area of democratic governance
- Strong evaluation skills and extensive experience (at least 8 years) in conducting programmatic as well as financial evaluations and reviews of projects in the non-governmental sector
- Proven expertise in project/programme management
- Demonstrable expertise and experience in monitoring and evaluation of governance programmes
- Sound knowledge and understanding of the governance processes in Kenya
- Experience in conducting reviews and evaluations
- Experience in conducting value for money reviews and evaluations
- Good analytical and report writing skills
- Fluency in speaking and writing in English

The Review team will among others perform the following tasks:

- Review programme and financial documents
- Participate in the design of the evaluation methodology;
- Conduct the outcome and output evaluations in accordance with the proposed objectives and scope of the evaluation;
- Interrogate and integrate financial aspects of the project in the mid-term review
- Ensure that the review focuses adequate attention on the value for money dimension
- Participate in the field work
- Assist the Lead Consultant in finalizing the draft evaluation report through incorporating suggestions received.

### **3. Planning and Implementation Arrangements**

- a) **Management arrangements** – The Amkeni Wakenya Programme manager will be responsible for the overall management of the Evaluation

The Amkeni Wakenya Programme Manager will liaise with the team of consultants to set up the stakeholder interviews, arrange the field visits, co-ordinate and liaise with other project stakeholders.

**b) Tentative time frame and schedule for the Review:-**

The duration of the assignment is 30 working days including the writing of the report.

<b>Activity</b>	<b>Timeframe</b>	<b>Responsible Party</b>
Initial briefing	(One day)	Amkeni Wakenya team, Representatives of development partners, SRG representatives, Lead Consultant, Evaluation team
Desk review, Review design & methodology and detailed work plan, and access to relevant reports	(Four days)	Lead Consultant Evaluation team
Presentation of Inception Report	(One day)	Lead Consultant Evaluation team
Consultations, meetings as well as field visits to project sites  Analysis and synthesis of the findings	(Thirteen (13) days)	Lead Consultant, Evaluation team Amkeni Wakenya team
Preparation of draft Evaluation report	(four days)	Lead Consultant, Evaluation team
Presentation of draft Evaluation report to Amkeni Wakenya, SRG, Development partners, UNDP	(One day)	Lead Consultant, Evaluation team
Feed-back by the Amkeni Wakenya, SRG, DG and other stakeholders	(two days)	Amkeni Wakenya team
Finalization of Review report incorporating additions and comments provided by the Amkeni Wakenya team and the stakeholders	(Three days)	Lead Consultant, Evaluation team
Submission of the final Evaluation report to Amkeni Wakenya	(One day)	Lead Consultant Evaluation team

**c) Key Deliverables**

- Inception report on proposed evaluation methodology, work plan and proposed structure of the report
- A draft evaluation report
- Final report, including a 2-3 executive summary, and with evidence-based conclusions on each of the evaluation objectives, and lessons learnt and should include:
  - Executive Summary
  - Introduction
  - The Project(s) and its development Context
  - Findings and Conclusions
  - Recommendations
  - Lessons Learnt

- Evaluation Report Annexes including among others the Terms of Reference for the evaluation as well as a list of questions used during interviews

**d) Reporting**

The Consultancy Firm will be reporting directly to the Amkeni Wakenya Programme Manager who will liaise with the other stakeholders including the Development partners group, the stakeholders Reference Group and other stakeholders.

**e) Duration of Assignment**

The detailed schedule of the evaluation and the length of the assignment will be discussed with the Consultants prior to the assignment. It is estimated that the assignment should be executed within a period of 30 Working days.

**f) Fee**

The Consultancy firm will be recruited and paid in accordance with UNDP terms and conditions of remuneration for consultants. The payments to the Consultancy Firm will be pegged on the attainment of certain Milestones as per the Work Schedule.

**Annexes**

1. UNEG Norms and standards in the [United Nations Evaluation Group Standards for Evaluation in the UN](#) (2005).
2. Code of conduct for Evaluators in the UN System which is found in the [Ethical Code of Conduct for Evaluation in UNDP](#)