







CONSOLIDATING GAINS AND DEEPENING DEVOLUTION IN KENYA

Programme Quarterly Progress Report



January 1 – March 31, 2022

Project Summary	Country:	Kenya		
	Project Duration:	2019 – 2022		
	Budget and Donors:	Total resources mobilized	= US\$ 18,962,471	
		Sweden	= US\$ 8,319,441	
		Finland	= US\$ 5,725,484	
		Italy	= US\$ 441,501	
		Government contribution	= US\$ 3,276,045	
		Contribution by UN agencies	= US\$ 1,200,000	
		Total expenditure to date	= US\$ 9,378,183	
	Annual Budget for 2022:	Total Programme Budget	= US\$ 3,167,878	
	Cumulative expenditure:	Total Quarter 1 Expenditure	= US\$ 813,640	
		Government cost sharing	= US\$ 12,940	
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Collaborating Partners:

The National Treasury, Ministry of Devolution, Kenya Institute for Public Policy Research and Analysis, Kenya National Bureau of Statistics, Office of the Controller of Budget, Council of Governors, Kenya School of Government, County Assemblies Forum, Frontier Counties Development Council, International Budget Partnership







Acronyms

ADP Annual Development Plan ASAL Arid and Semi-Arid Lands

AWP Annual Work Plan
CA County Assemblies

CAF County Assemblies Forum
CASB County Assembly Service Board
CBEF County Budget and Economic Forum
CBO Community-Based Organization

CBROP County Budget Review Outlook Paper

CC Climate Change

CEC County Executive Committee

CECM County Executive Committee Member
CIDP County Integrated Development Plan

CIMES County Integrated Monitoring and Evaluation System
CoBMIS Controller of Budget Management Information System

COBS County Open Budget Survey

COG Council of Governors
COVID-19 Coronavirus Disease
CP Child Protection

CPD Country Programme Document
CPiE Child Protection in Emergencies

CPIMS Child Protection Information Management System

CRA Commission on Revenue Allocation

CSO Civil Society Organization

DDWG Devolution Donor Working Group
DEF Devolved Environmental Functions

DP Development Partner
DRM Disaster Risk Management
DRR Disaster Risk Response

e-CIMES Electronic County Integrated Monitoring and Evaluation System
e-NIMES Electronic National Integrated Monitoring and Evaluation System

FCDC Frontier Counties Development Council

FGM Female Genital Mutilation
FY Fiscal/Financial Year
GBV Gender-Based Violence

GEWE Gender Equality and Women Empowerment

GMS General Management Services

GoK Government of Kenya

GRB Gender Responsive Budgeting

IEBC Independent Electoral and Boundaries Commission
IFMIS Integrated Financial Management Information Systems

IGA Income Generating Activity
IP Implementing Partner

IYIEC Isiolo Youth Innovation and Empowerment Centre

JDP Joint Devolution Programme JKP Jumuiya Ya Kaunti za Pwani

KIPPRA Kenya Institute for Policy Analysis and Research

KLRC Kenya Law Reforms Commission
KNBS Kenya National Bureau of Statistics
KSG Kenya School of Government

LNOB Leave no one behind

M&E Monitoring and Evaluation
MCA Members of County Assembly
MCA Member of County Assembly

MDAs Ministries, Departments and Agencies
MED Monitoring and Evaluation Directorate

MOD Ministry of Devolution

MoU Memorandum of Understanding

MPTF Multi Partner Trust Fund

MTP Medium Term Plan

NDMA National Drought Management Authority

NDOC National Disaster Operations Centre
NDRM National Disaster Risk Management

NG National Government

NIMES National Integrated Monitoring and Evaluation System

OBS Open Budget Survey

OCoB Office of the Controller of Budget

OSR Own Source Revenue
PC Performance Contract
PF4C Public Finance for Children
PFM Public Financial Management
PFMA Public Finance Management Act
PIU Programme Implementation Unity
PMS Performance Management System

PUNO Participating United Nations Organization

PWD People with Disability
REB Regional Economic Bloc.

RP Responsible Party

SCOA Standard Chart of Accounts

SDG Sustainable Development Goal SIR Social Intelligence Report SOCATT Society of Clerks at the Table

TA Technical Assistance
TNT The National Treasury
ToT Training of Trainers

UN Women United National Entity for Gender Equality and Empowerment of Women

UN United Nations

UNCDF United Nations Capital Development Fund

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNICEF United Nations Children Fund

UNSDCF United Nations Sustainable Development Cooperation Framework

USAID United States Agency for International Development

VAC Violence Against Children
VLR Voluntary Local Reporting

WEE Women Economic Empowerment

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I. Executive Summary

The Consolidating Gains and Deepening Devolution in Kenya Project supports 14 arid and semi-arid counties¹ to build their capacities to deliver coordinated, integrated, transparent, equitably resourced and accountable public services to their residents. The 14 counties were targeted based on rigorous criteria considering overall poverty levels, Gender Inequality Index, Child Deprivation Index, disaster risk levels, exposure to Climate Change (CC) disasters, whether the county was still learning on Democratic Governance, and cross border issues.

The programme is implementing the 2022 Annual Work Plan (AWP). The upcoming 2022 General Election presents an opportunity because the new county leadership will require targeted onboarding, which the UN system may seize to sensitize them on the new United Nations Sustainable Development Cooperation Framework (UNSDCF) and respective country programmes including the JDP. However, the election is also expected to significantly disrupt implementation of JDP 2022 AWP since (i) key county leadership may be preoccupied with election preparation and transition issues; (ii) government resources will be channelled towards the election through the relevant institutions like Independent Electoral and Boundaries Commission (IEBC), affecting cashflow in county governments; and (iii) electioneering processes may occasion security concerns, curtailing programme activities in some counties.

In January – March 2022, the drought situation continued to affect 17 of the 23 Arid and Semi-Arid Lands (ASAL) counties. Eleven JDP counties² were put either in Alarm or Alert drought phases. The drought adversely affected their largely agropastoral livelihoods, stopped children from attending school, and escalated resource-based conflicts.

Programme Output 1.1: Government has strengthened policy, legal and institutional mechanisms for coordinated, inclusive and effective service delivery

During the period 1 January – 31 March 2022, the JDP through intergovernmental coordination mechanisms addressed 3 new issues: gender and development, public finance management and transition to newly elected/nominated county officials. This led to adoption of a County Assembly Gender Mainstreaming Policy by respective County Assembly Service Boards (CASBs) of Kilifi and Lamu counties. A gender toolkit for engendering 3rd Generation County Integrated Development Plans (CIDP IIIs) was finalized and will be used to induct newly elected/nominated Members of County Assemblies (MCAs). The Senate proposed amendments to the Public Finance Management Act, 2017 to allow counties to roll over their unspent 2020/21 budgets to 2021/22, thereby enhancing completion of initiated project and clearance of bills incurred in 2020/21. CoG initiated the onboarding of newly elected governors by sensitizing county attorneys and county secretaries to coordinate the transition, as provided by the Assumption of Office of Governor Act 2019.

¹ Busia, Garissa, Isiolo, Kajiado, Kilifi, Lamu, Mandera, Marsabit, Narok, Samburu, Tana River, Turkana, Wajir, West Pokot

² Garissa, Isiolo, Kilifi, Lamu, Marsabit, Mandera, Wajir, Samburu, Tana River, Turkana, West Pokot

To address persistent gaps which have undermined the ability of county governments to deliver quality, equitable and accountable services to their residents, JDP prioritized finalization of policies and legislations whose development commenced in 2021 or 2020. These included Jumuiya Ya Kaunti za Pwani (JKP) Bill, which benefited from a peer exchange with Frontier Counties Development Council (FCDC) Regional Economic Bloc. The Kajiado County 2022/23 budget was more gender transformative as evidenced by the increased allocation to women and children's priorities to 45% from 37.5% in 2021/22. Garissa, Kajiado and West Pokot counties developed draft gender policies; Busia County domesticated Model County Gender Policy to guide the County Assembly (CA) in mainstreaming gender in the house business; while Kajiado County developed an anti-FGM policy. Marsabit and Wajir counties civic education and public participation bills were approved by respective county executive committees (CECs) and submitted to CAs. Garissa County finalized its Climate Change (CC) policy and bill; while Tana River County reviewed its Disaster Risk Management (DRM) bill. Turkana County finalized its GBV policy.

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

To facilitate the transition from 2nd Generation CIDPs (C7IDP IIs) to 3rd Generation CIDPs (CIDP IIIs), the JDP supported review of C7IDP IIs for Mandera, Marsabit, Samburu and Turkana counties. The programme also supported delivery of gender-transformative results for 10 counties³. The end-term evaluation and gender review of C7IDP IIs will form the baseline for the CIDP IIIs.

JDP supported strengthening of County Budget and Economic Forums (CBEFs) as mechanisms for involvement of members of the public in the county budgeting process. Despite targeted efforts at strengthening CBEFs, fewer women than men were involved in county budget cycles due to the harsh economic conditions, inadequate access to information, high illiteracy levels and disempowering cultural norms; participation of women, youth and PWDs in CBEFs is still low, only 40% of CBEF members represent women, youth and PWDs. These participation barriers can be broken down through sustained civic education, capacity building of Non-State Actors representing women, youth and PWD CBEFS, and implementation of the gender responsive CBEF guidelines.

Nationally, Own Source Revenue (OSR) constitutes a paltry 15% of total county resources. To reduce overdependence of county governments on transfers from the National Government (NG), the JDP supported OSR assessment of Kajiado and Tana River counties and development of gender-responsive action plans to enhance existing revenue streams, develop new streams and address identified revenue collection challenges.

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

³ Busia, Kilifi, Lamu, Mandera, Marsabit, Narok, Samburu, Tana River, Turkana and West Pokot counties

The JDP continued to support implementation of performance contracts (PCs) in the 14 counties as part of Performance Management Systems (PMS). PC guidelines for county assemblies (CAs)were developed and piloted in Turkana and Busia CAs. The two CAs are in the process of developing their PCs which will be vetted, signed and implemented to improve management accountability and service delivery. The programme provided in-county support to mid-term evaluation of 2021/22 PCs for Tana River County to establish status of implementation and generate lessons for improving implementation of the second half of 2021/22.

The ongoing automation of the Office of the Controller of Budget (OCoB) data capture, synthesis sand reporting through Controller of Budget Management Information System (CoBMIS) is expected to provide real-time capture, analysis and reporting of county budget information. During the period under review, COBMIS was finalized. COBMIS will enhance disaggregated expenditure reporting on children, youth, and women relevant sub-programmes.

The JDP, in collaboration with the CoG and State Department for Planning, supported development of SDGs Acceleration Action Plans and Voluntary Local Reporting (VLR) in Busia, Marsabit and West Pokot counties. The three counties initiated VLR on SDG 4; SDG 5; SDG 14; SDG 15 and SDG 17. Through VLR, counties will contribute to the Kenya SDG Country Report, enhancing Kenya's progress towards implementation of the 2030 Agenda.

To improve generation of disaggregated data, the JDP supported implementation of the recommendations of a baseline study on marginalization data management. An assessment of the impact of devolution on women and girls was undertaken in collaboration with CoG. The assessment identified drivers of inequality in Education, Health, Agriculture, Water, and Urban Planning sectors, and generated recommendations for enhancing inclusion and empowerment of women and girls. Kenya National Bureau of Statistics (KNBS) finalized an inequality study to review trends and identify drivers of inequality across households with a special focus on women and children. The findings of the study will provide a baseline for development of the Fourth Medium Term Plan (MTP IV) and CIDP IIIs.

To mitigate disasters and respond to the ongoing drought, the JDP supported generation of critical evidence for disaster risk programming at the county level; development of county capacity for risk assessments and hazard mapping; county contingency planning and risk-informed development; and building capacity of NG, county governments and key stakeholders in disaster risk management (DRM). Eleven (11) counties⁴ improved risk-informed programming as evidenced by allocation of US\$ 12,777,207 for preparedness, response, and recovery over the 2021/22 financial year; this is in comparison to a zero-budget allocation at the start of the JDP in 2018. The appropriation of local budgetary resources reduced the need for these counties to divert resources from development and basic service delivery in order to respond to disasters including the current drought. This is also expected to reduce resource-based conflicts between the counties.

⁴ Turkana, West Pokot, Samburu, Mandera, Marsabit, Wajir, Isiolo, Garissa, Tana River, Kilifi and Lamu counties

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

To enhance civic engagement, public participation and to ensure that key citizen voices are included in county plans, budgets and implementation frameworks, the JDP supported an assessment of public participation and access to information laws from a gender perspective. The findings of the assessment will be disseminated through the Maarifa Platform to inform public participation and access to information in county governments.

As part of the ongoing initiative of JDP to enhance youth engagement, the Tana River Youth Innovation Centre was launched in March 2022. The centre was a joint initiative between JDP, Kenya School of Government and County Government of Tana River. Through the youth centre, a series of governance round tables with county leadership have been held, which has resulted into increased budget allocation to youth priorities, including allocation to the centre. Through the Isiolo Youth Innovation and Empowerment Centre (IYIEC), 1,895 youth (1,005 males, 890 females) were trained and engaged with county and local leaders on opportunities for young people.

The JDP engaged with 8 civil society organizations (CSOs)⁵ and 4 Community-Based Organizations (CBOs)⁶ to undertake social audit of county projects and participate in county budget processes. As a result: county Transparency Survey was completed and will be released in Quarter 2, 2022; gender-based budgeting was adopted at the departmental level to ensure gender inclusion in county programmes; county departments developed gender-transformative budgets; and abridged estimates and analysis of the estimates were developed and shared with residents for review and input.

In partnership with GoK representatives, participating UN organizations (PUNOs) exploited their experiences from implementation of JDP to elevate the focus on devolution and ASALs in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022 – 26. PUNOs are also in the process of finalizing their respective Country Programme Documents (CPDs) which have provided prominence to devolution and leaving no one behind (LNOB).

Lesson Learnt

The major lessons gleaned from this quarter is the need to increase programming attention to and enhance management of environmental issues so that programme interventions are not adversely affected by county DRM activities.

Financial Performance

⁵ International Budget Partnership Kenya (IBPK), Inter Religious Council of Kenya (IRCK), Federation of Women Lawyers of Kenya (FIDA), FIDA – Tana River, Kajiado, Marsabit, Busia counties; Tropical Institute for Community Health (TICH) – Busia County; Wajir Peace Development Agency (WPDA) – Wajir County; HURIA – Kilifi County; Advocates for Social Change Kenya (ADSOCK) – Narok and Busia counties; Action Aid Kenya – Kajiado, West Pokot, Kilifi, Garissa counties ⁶ Bidii Self Help Group, Namulekhwa Self Help Group, Shining Stars Women Group, and Kapina B Women Group

The programme is implementing an approved 2022 Annual Work Plan (AWP) budget of US\$ 3,167,878. During the quarter under review, US\$ 826,130 (26.08%) was spent, government cost sharing was US\$ 12,490. The slow start to implementation was attributed to finalization of work planning and reengagement with programme Implementing Partners (IPs) and Responsible Parties (RPs).

II. Programme Context

Kenya adopted a devolved system of governance with the creation of 47 counties in 2013. Devolution seeks to protect and promote the interests and rights of minorities and marginalised communities; promote social and economic development; ensure equitable sharing of national and local resources and ensure provision of proximate, easily accessible public services throughout Kenya. Since the advent of devolution in 2013, county governments still experience gaps in technical and administrative capacity to manage devolved functions and to ensure that they provide equitable services to their residents. Key gaps have been experienced in policies and legal frameworks; public finance management systems; planning, monitoring, and evaluation (M&E) systems; civic engagement and public participation processes.

The Consolidating Gains and Deepening Devolution in Kenya Project (hereafter the Joint Devolution Programme) supports counties to build these capacities. Within the principle of LNOB and in an endeavour to reach the furthest behind first, the programme focusses on 14 counties⁷ in ASALs. The focus counties were carefully targeted based on rigorous criteria considering overall poverty levels, whether the counties are classified as ASAL, gender-based issues, Gender Inequality Index, children's-based issues, Child Deprivation Index and Rank, disaster risk levels, prone to CC disasters, whether the county was still learning on Democratic Governance, and cross border issues.

The drought situation continued to affect 17 of the 23 ASAL counties. This is attributed to the poor performance of the 2021 short rains coupled with the previous two failed consecutive seasons and the late onset of the 2022 long rains. Six JDP counties (Marsabit, Mandera, Wajir, Samburu, Isiolo, Turkana) were put on Alarm Drought Phase while five programme counties are in Alert Drought Phase (Garissa, Kilifi, Tana River, Lamu, West Pokot). Kajiado and Narok counties remained in Normal drought phase. Agro-pastoral livelihoods were severely affected with increased prices for basic foodstuffs and county budgets being diverted to food and non-food interventions. In some cases, pastoralist children did attend school due to migration in search of pasture. Conflict occurred in several areas due to competition for pasture⁸ including Somalia-Mandera County cross border conflict⁹.

The programme is implementing the 2022 AWP in the context of 2022 General Election, scheduled for August 2022. The elections present both an opportunity and disruptions to the programme. The elections are expected to disrupt implementation of key JDP interventions since (i) key county leadership may be preoccupied with election preparation and transition issues; (ii) government resources will be channelled towards the election through the relevant institutions like Independent Electoral and Boundaries Commission, affecting cashflow in county governments; and (iii) electioneering processes may occasion security concerns, curtailing programme activities in some counties. The elections also

⁷ Busia, Garissa, Isiolo, Kajiado, Kilifi, Lamu, Mandera, Marsabit, Narok, Samburu, Tana River, Turkana, Wajir, West Pokot

⁸ National Drought Management Authority, May 2022

⁹ United Nations Office for Coordination of Humanitarian Affairs, 2022

present an opportunity because the new county leadership will require targeted onboarding, which the UN system may seize to sensitize them on the new United Nations Sustainable Development Cooperation Framework (UNSDCF) and respective country programmes including the JDP. Further, the elections year presents an opportunity for the project to work with the permanent county staff on refining and automating the different systems that support devolution.

This report details the achievements, challenges and lessons learnt in the implementation of JDP activities over the period 1 January – 31 March 2022.

III. Programme Results and Achievements

Programme Output 1.1: Government has strengthened policy, legal and institutional mechanisms for coordinated, inclusive and effective service delivery

Output	Target	Baseline	Achievement	Status
Output 1.1.1: National	2 new issues addressed	o issues (2018)	3 new issue:	Ongoing support
and county	by national and county		gender and	for identification
governments have	government		development;	and resolution of
strengthened inter and	coordination and/or		public finance	issues as they
intra-governmental	dialogue forums		management; and	emerge
structures			transition to newly	
			elected officials	

Gender and Development remain a pertinent issue, especially in JDP counties where women, children, youth have endured historical marginalization in almost all frontiers of development. Women civic engagement has remained low, while retrospective cultural practices like Female Genital Mutilation (FGM) have persisted. The programme worked with County Assemblies Forum (CAF), Council of Governors (CoG) and Society of Clerks at the Table (SOCATT) to address various aspects of gender and development:

- i) Consistent advocacy and lobbying initiatives by Gender Champions in Kilifi County increased attention to gender dimensions in legislative processes leading to County Assembly Speaker and the Assembly Clerk becoming gender ambassadors. Through their guidance and support, a County Assembly Gender Mainstreaming Policy was adopted by the County Assembly Service Board.
- ii) Consistent advocacy and lobbying initiatives by Gender Champions in Lamu County an additional allocation of Kshs. 4 million for youth, women and PWD empowerment projects in the FY 2022/23.
- iii) A gender analysis toolkit was developed to provide a quick and useful information to facilitate engendering the 3rd generation County Integrated Development Plans (CIDPs). The toolkit will facilitate induction of newly elected/nominated members of county assemblies.
- iv) Financing of County Governments: The programme supported the Senate to draft the amendments to the Public Finance Management Act, 2017 to provide for financial independence to county assemblies. This allowed rolling over of unspent 2020/21 budgets to 2021/22, thereby enhancing completion of initiated project and clearance of bills incurred in 2020/21.

The upcoming August 2022 General Election will usher in a new group of elected and nominated leaders in counties. The new leadership will need to be inducted into operations of the county government to effectively assume their office. To ensure continuity of services during and after the transition, the JDP supported CoG to build the capacity of County Secretaries and County Attorneys to

equip them with knowledge and skills required to manage the transition from the current county governments to the newly elected ones. County governments of Makueni, Kericho, Kisumu and Kajiado shared their experiences based on the assumption of office after the 2017 elections.

Resolution of Sensitization of County Secretaries and County Attorneys on Assumption of Office and County Transition Management

- i) All counties to operationalize the Office of the County Attorney Act so as to avoid loopholes for litigation after the election period.
- ii) CoG to carry out an intensive induction for newly elected governors, and clearly guide them on government procedures including appointments and procurement processes.
- iii) CoG, in collaboration with Caucus of County Secretaries to liaise with the Salaries and Remuneration Commission for extension of time for construction of the Governors, Deputy Governors and Speaker official residences.
- iv) The County Secretaries and the County Attorneys to prepare documents required to ensure a smooth transition.
- v) CoG to engage the OCOB on settlement of pending bills.
- vi) The Council of Governors to share the list of programmes, projects and Memoranda of Understanding (MOUs) entered into and being implemented by county governments.
- vii) CoG to schedule for training sessions with the assumption committees once they are established.
- viii) CoG to undertake continuous training and capacity building of Governors even after their assumption of office

Output	Target	Baseline	Achievement	Status
Output 1.1.2:	8 counties develop	0 (2018)	11 counties	Target achieved.
Governments have	policies, bills and			Policy and
harmonized	regulations in line with			legislation
governance policy,	devolved functions			development is an
legal and institutional				ongoing process
frameworks to support				based on identified
devolution				needs.

Policies and legislations are important for operationalization of devolved functions. In the second phase of devolution (2017 – 2022), county governments have made commendable progress in developing policies and enacting legislations. However, significant gaps still persist, affecting the ability of county governments to deliver quality, equitable and accountable services to their residents, especially women, youth, children and other marginalized groups. In 2022, JDP has prioritized finalization of policies and legislations whose development commenced in 2021 or 2020:

- i) Development of Jumuiya Ya Kaunti za Pwani (JKP) Bills: Six counties¹⁰ forming JKP Regional Economic Bloc were supported to share lessons and experiences from FCDC counties on development of JKP Bill. The peer learning process enabled JKP Secretariat to finalize the concept note for the REB Bill and embark on the development of the same.
- ii) Scrutiny of Kajiado County Fiscal Strategy Paper: The programme supported women Members County Assembly (MCAs) from Kajiado County, the County's Budget and Appropriation Committee to scrutinize the CFSP from a gender perspective. Owing to this process, the Kajiado County 2022/23 budget was more gender transformative by including priorities of women and children.
- iii) County Gender Policies: Garissa, Kajiado and West Pokot counties developed draft gender policies and engaged various duty bearers towards finalization of the policies. The programme supported Busia County Women Caucus to advocate for adoption and domestication of Model County Gender Policy¹¹ to guide the County Assembly in mainstreaming gender in leadership, and the house business. Kajiado County also developed an anti-FGM policy.
- iv) Public Participation and Civic Engagement: Marsabit and Wajir counties, which had completed their public participation and civic education bills in 2021, were supported to finalize the bills and table them for review and approval of respective County Executive Committees. The bills once enacted, will strengthen public participation, civic engagement and access to information by residents of both counties.
- v) Disaster Risk Management (DRM): The programme supported three counties12 in the process of development and enactment of risk-related legislation. Garissa County finalized their Climate Change policy and bill; while Tana River County reviewed its DRM bills. Tana River County DRM policy remained in draft form and is targeted for completion in the 3rd Quarter. These policies and legislations will support the county governments to efficient allocate financial resources to limit the impact of disasters on development resources.

Output	Target	Baseline	Achievement	Status
		(2019)		
Output 1.1.3: Improved	5 child protection	5 child	No activities	Engagement
County capacities for	committees capacitated	protection	undertaken during the	with 9 CP
effective	to plan and implement	committees	quarter	TWGs ¹³
implementation of	child protection policies	(2019)		ongoing
child protection	and Violence Against			
services and GBV	Women and Girls			

¹⁰ JDP Counties directly supported: Kilifi, Lamu, Tana River. The TA also supported 3 non JDP counties: Kwale, Mombasa, Taita Taveta at no additional cost to the programme.

¹¹ Model County Gender policy with the support of JDP in collaboration with CAF. The policy was domesticated in Tana River and Kilifi counties.

¹² Garissa and Tana River counties

¹³ Wajir, Garissa, Tana River, Samburu, Kajiado, West Pokot, Isiolo, Mandera and Marsabit counties

1 county has capacity to assess, plan and budget for GBV and Child Protection	0 (2018)	1 county (Turkana) capacity built to implement GBV policy	Target achieved. Implementation of the policy being monitored.
1 standard county-level framework for child protection legal and policy documents in place	0 (2019)	No activities undertaken during the quarter	Activities to be undertaken in Quarter 2
2 counties implementing alternative care programme/ plans	1 county	No activities undertaken during the quarter	Support to Garissa and Tana River alternative care programme ongoing

Structures for mitigating gender -based violence (GBV) at the county are still weak. The JDP worked with CoG to develop and implement GBV policy for Turkana County. The support included capacity building of duty bearers to undertake their roles in GBV responsive planning and budgeting; prevention and response to SGBV; and development of the SGBV policies.

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

Output	Target (2021)	Baseline (2018)	Achievement	Status
Output 1.2.1: County	40% (5 counties) of	29% (2017)	100% alignment to 16ID	Review of
capacities strengthened	county budgets aligned		PIIs. Review of 16ID PIIs	CIDP II for
for equitable and	to CIDPs and ADPs		for Mandera, Marsabit,	remaining
inclusive budgeting			Samburu and Turkana	counties
			counties undertaken.	ongoing
	6 counties with County	4 counties	CBEFs from 11 counties	Target
	Economic and Budget	(2018)	capacity built through	achieved.
	Forums (CBEFs) active in		peer learning	
	the budget process			
	Capacity of 10 public	o new	No activities undertaken	Ongoing
	entities strengthened to	counties	during the quarter	
	develop and implement	(2018)		
	AGPO procurement plans			

With the 2nd Generation CIDPs (16ID PIIs) lapsing in 2022, some JDP counties, e.g. Tana River, have commenced preparation of 3rd Generation CIDPs (CIDP IIIs). A key step in the preparation of CIDP IIIs is

the review of the predecessor 17ID PIIs. The JDP supported review of the achievements, implementation issues, lessons learnt and challenges of 17ID PIIs for Mandera, Marsabit, Samburu and Turkana counties. The reviews generated learnings for development and implementation of CIDP IIIs. The programme also supported review of implementation of gender results in 17ID PIIs for 10 counties¹⁴ to establish the progress achieved in implementing gender-responsive programmes and delivery of gender-transformative results. The end-term evaluation and gender review of 17ID PIIs will form the baseline for the CIDP IIIs.

County Budget and Economic Forums (CBEFs) are mechanisms for involvement of members of the public in the county budgeting process. While all the 14 JDP counties have established CBEFs, they are at different stages of operation and non-state actors' engagement. The JDP sought to improve operation of CBEFs by facilitating peer learning and information exchange between them. The programme strengthened CBEFs through peer-to-peer learning between CBEF Secretaries from 11 counties¹⁵. During these engagements, it emerged that:

- i) Fewer women than men were involved in county budget cycles in Turkana, Busia, West Pokot, Kajiado and Kilifi. The low number of women participating in CBEFs was attributed to the harsh economic conditions, low access to information, high illiteracy levels and disempowering cultural norms.
- ii) Sensitization of CBEFs on gender enhanced participation of women in budget forums in West Pokot and Kilifi Counties where 40% of representatives of non-state actors in CBEFs members were women.
- iii) Sustained civic education on public participation helps to break the barriers to women participation in planning and budgeting processes in the counties.

As a result, the programme supported Commission on Revenue Allocation (CRA) to prepare gender responsive CBEF guidelines, which stipulated how the CBEFs can adequately involve various demographics, including women, to ensure gender-responsive budgeting. CRA also used the CBEF effectiveness tool to monitor the operations of the CBEFs in the county governments. This informed development of gender-responsive action plans on revenue administration and enforcement.

Output	Target	Baseline	Achievement	Status
Output 1.2.2: County	Gap between potential	47% (2017/18)	35% in OSR shortfall	Tracking of
capacities improved	and actual Own Source			gaps
for revenue	Revenue (OSR) through			between
projection,	realistic projection for all			projected
generation,	streams reduced from			and actual
collection, and	47% to 40%.			revenues
reporting				ongoing

¹⁴ Busia, Kilifi, Lamu, Mandera, Marsabit, Narok, Samburu, Tana River, Turkana and West Pokot counties

¹⁵ Garissa, Isiolo, Kilifi, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir and West Pokot counties

14 counties with	0 (2018)	No activities	Ongoing.
harmonized codes		undertaken during the	Awaiting
between the revenue		quarter	cabinet
generation systems and			approval for
the proposed Standard			official roll-
Chart of Account (SCOA)			out to
for all streams for ease of			counties
reporting.			and MDAs.
1 county OSR increased	0 (2018)	Tana River and Kajiado	Ongoing.
between fiscal years		counties OSR	Change in
		assessment	OSR will be
		undertaken	reported in
			Q4

County governments need to develop reliable sources of revenue to enable them to govern and deliver services effectively. ¹⁶ County Own Source Revenue (OSR) not only complements counties' equitable share, it also reduces overdependence on national transfers and builds a sustainable resource base ¹⁷ for the county. Nationally, OSR constitutes a paltry 15% of total county resources. To enhance OSR generation, JDP supported OSR assessment of Kajiado and Tana River counties. Gender-responsive action plans were developed to enhance existing revenue streams, develop new streams and bridge the capacity gaps identified.

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

Output	Target	Baseline	Achievement	Status
Output 1.3.1: Counties	10 counties have (a)	(a) 6 (2018)	(a) 14 counties adopt	Ongoing.
have strengthened	established and (b)	(b) 6 (2018)	PMS	Finalization
planning and service	operational		(b) 6 counties sign	of 2022/23
delivery mechanisms	performance		performance contracts	PCs
	management systems		I 2 county assemblies	awaiting
	in line with CIDPs/ADPs		adopt reviewed PC	new
			guidelines	leadership

All the 14 JDP counties have established Performance Management Systems (PMS) to evaluate performance of the county public service and the implementation of the county policies as required by law.¹⁸ Key components of PMS implemented included Performance Contracts (PCs), Citizen Service Delivery Charters, Results-Based Management, Rapid Results Initiatives and Staff Performance Appraisal System (SPAS)¹⁹. Previously, PMS was implemented only by county executives, with

¹⁶ Article 175, Constitution of Kenya 2010

¹⁷ Public Finance Management Act 2012

¹⁸ Section 47, County Governments Act 2012

¹⁹ CoG (2017): County Performance Management Framework

significant improvement in service delivery and management accountability. It is imperative to cascade PMS to county assemblies to enhance their legislative, representation and oversight functions. The JDP supported development of PC guidelines for County Assemblies (Cas). The guidelines were adapted from the county executive PC guidelines. Following the development of the guidelines, the CA PC roll-out has commenced. The senior staff of County Assemblies of Busia and Turkana Cas were sensitized on the PC process. The two Cas are in the process of developing their PCs which will be subjected to vetting, signing and implementation. The programme also provided in-county support to mid-term evaluation of 2021/22 PCs for Tana River County. The evaluation established status of implementation of the PCs and generated lessons for improving implementation of the second half of 2021/22.

Status
Ongoing

The efficiency of the Office of the Controller of Budget (OcoB) in county budget tracking and reporting is weak due to lack of a central system for real-time capture and synthesis of county budget information. To improve data capture, synthesis sand reporting, the JDP has been supporting automation of the Controller of Budget Management Information System (CoBMIS). During the period under review, the JDP, COBMIS was finalized and presented to the Controller of Budget. COBMIS is expected to enhance reporting on resources utilization, with disaggregated expenditure reporting on children, youth, and women relevant sub-programmes.

Implementation of SDGs at the county level is low, with few counties localizing SDG indicators. The JDP, in collaboration with the CoG and State Department for Planning, supported development of SDGs Acceleration Action Plans and Voluntary Local Reporting (VLR) in Busia, Marsabit and West Pokot counties. The three counties initiated VLR on SDG 4 (Quality Education); SDG 5 (Gender Equality); SDG 14 (Life Below Water); SDG 15 (Life on Land) and SDG 17 (Partnerships for the Goals). The workshop identified the need for engagement of private sector and civil society organizations to enrich the VLR process. There was also need to enhance cooperation between all county departments in localization, implementation and reporting on SDGs. Through VLR, SDG county reports will contribute to the Kenya SDG Country Report. It will also facilitate the sharing of experience, including successes, challenges and lessons learned with a view to accelerating implementation of the 2030 Agenda.

Output	Target	Baseline	Achievement	Status
Output 1.3.3: National	3 county data sheets	0 (2018)	2 data sheets —	Ongoing.
and County systems	produced to collect		assessment of the	Assessment

improved for the	disaggregated data	impact of devolution	report to be
generation of	on target	on women and girls	disseminated and
disaggregated data	sectors/groups.	finalized; inequality	recommendations
(GBV, FGM, VAC,		study.	implemented.
child marriages and			
marginalized			
populations including			
PWDs at county level,			
including a joint			
baseline study) for			
evidence-based			
decision making at			
both levels of			
government			

Despite generating or having access to huge amounts of data, counties still lack synthesized information to inform planning, budgeting and implementation. This is because the data is captured in disjointed and inaccessible systems; the data is not disaggregated by gender, disability, age or other parameters; the available information is in raw form which does not inform key county processes. To improve generation of disaggregated data, the JDP supported implementation of the recommendations of a baseline study on marginalization data management.

In collaboration with CoG, the programme supported an assessment and documentation of the impact of devolution on women and girls in Education, Health, Agriculture, Water, and Urban Planning sectors. The assessment identified gaps that propagate inequalities at the county level, proposed avenues for meaningful engagement of women and girls in governance and provide recommendations for enhancing inclusion and empowerment of women and girls.

The programme provided technical assistance to the Kenya National Bureau of Statistics (KNBS) to finalize an inequality study. The study provided trends and drivers of inequality across households with a special focus on women and children. The study also considered gender dimensions, including spatial, temporal, and intra-group trends of inequality; cohort analysis of factors that influence educational and employment outcomes during later childhood and adulthood; public finance and service delivery factors associated with women's and children's wellbeing outcomes; and simulations of direct and indirect effects of external shocks on households, and implications for children's and women's wellbeing outcomes. The study findings will contribute towards measuring and reporting on reducing inequality in line with the SDG 10^{20} , with a special focus on children (SDGs 1-4)²¹ and gender (SDGs)²². The findings

²⁰ Reduced inequalities

²¹ SDG 1 – No poverty; SDG 2 – Zero hunger; SDG 3 – Good health and wellbeing; SDG 4 – Quality education

²² SDG 5 – Gender equality

of the study will provide reference material in the development of the Fourth Medium Term Plan (MTP IV) and CIDP IIIs.

Output	Target	Baseline	Achievement	Status
1.3.4. National and	14 counties have	0 (2019)	11 counties made local	Ongoing.
County governments	increased budget		budgetary allocations	
have strengthened	allocation for disaster		for DRM for FY 2021/22	
capacity for risk-	prevention and			
informed	preparedness			
development	interventions.			
planning and	12 climate and	8 (2018)	14 counties developed	Target achieved.
budgeting.	disaster early		and are utilizing	
	warning products		disaster risk	
	developed.		information for	
			planning	
	8 counties have	0 (2018)	14 counties established	Target achieved.
	functional and		disaster and emergency	Ongoing
	inclusive disaster and		coordination	drought
	emergency		mechanisms	response
	coordination			interventions by
	mechanisms.			NDMA as guided
				by the
				assessment
	10 counties with	8 (2018)	4 counties (Tana River,	Development of
	operational CC/DRM		Kilifi, Kwale and	policies and
	legal frameworks.		Garissa) developed	legislation
			DRM Bills	ongoing

The rapid expansion of physical and service delivery infrastructure at the county level increased exposure of populations and economic assets; accumulation of climate-related risks in urban areas due to rapid and unplanned developments; excessive strains on natural resources and ecosystems; and exacerbation of social inequalities for children, youth, women, and PWDs. The JDP complements county-level disaster risk management efforts by developing county capacity for risk-informed planning and budgeting. Some of the interventions include: support for generation of critical evidence, data and statistics for GBV, FGM, VAC, child marriages and marginalized populations including PWDs at the county level; county capacity for risk assessments, county hazard mapping; county contingency planning and risk-informed development plans aligned to national emergency and resilience policies and strategic plans; and building capacity of county governments, national government and key stakeholders in disaster management to prevent, prepare and respond to disasters and emergencies.

Eleven (11) counties²³ improved risk-informed programming through evidence-based risk analysis and developed flood and drought contingency plans based on child-focused county risk profiles developed with the support of the JDP. This is evidenced by increased county level budget allocations²⁴ through which the 11 counties appropriated Kshs. 1,392,715,661 (US\$ 12,777,207) own resources for preparedness, response, and recovery over the 2021/22 financial year; this is in comparison to a zero-budget allocation at the start of the JDP in 2018. The appropriation of local budgetary resources has reduced the need for these counties to divert resources from development and basic service delivery in order to respond to disasters including the current drought.

To ensure sustained and effective resource allocation over the long term, the JDP provided technical and financial assistance for the development of the Fourth Medium-Term Plan (MTP IV) – Drought and Disaster Risk Management Sector²⁵. This will provide a structured mechanism for budget allocation over the period 2022-2027. At county level, the MTP IV will inform the next generation CIDPs thus facilitate further allocation of local resources for DRM in the target counties. During the reporting period, the JDP also supported development of a National Disaster Reporting Framework which will enable counties aggregate evidence of disaster losses to facilitate better planning and resource allocation. To alleviate the impacts of the ongoing drought which has affected 17 counties, the JDP supported the government through the Kenya Food Security Steering Group (KFSSG) to conduct a short rains assessment²⁶. The results of the assessment will inform evidence-based decisions and budgetary allocations by national and county governments to respond to the drought.

To further enhance efficiency of resource allocation for DRM, the JDP supported the dissemination of the report²⁷ on "Unbundling, Assignment and Transfer of Disaster Management Functions to the National and County Governments". The report highlights the different types, stages and phases of disaster and reviewed, classified, delineated and assigned the functions to facilitate orderly response to disaster in the Country. This enabled both levels of government to prioritize and allocate resources for specific DRM function thus increasing the efficiency of utilization of DRM resources. Further, the JDP supported capacity for risk-informed planning through training of 40 government officers in the West Pokot/Elgeyo Marakwet ecosystem where frequent disasters lead to incidents of communal conflict. This is expected to reduce the incidences of conflict and the resultant disruption of access to basic services. Further, the JDP supported DRM Policy and the Disaster Management Fund Regulations²⁸ were officially launched during the reporting period. Evidence of the impact of the legislation is exemplified by the Governor's comment²⁹ thus: "The County Government prioritized disaster management and invested in

²³ Turkana, West Pokot, Samburu, Mandera, Marsabit, Wajir, Isiolo, Garissa, Tana River, Kilifi and Lamu counties

²⁴ County Budgetary Allocations 2021-2022

²⁵ MTPIV – Drought and Disaster Risk Management Sector Draft

²⁶ SRA 2022 Report

²⁷ Unbundling, Assignment and Transfer of Disaster Management Functions to the National and County Governments

²⁸ Tana River County Disaster Management Fund Regulations

²⁹ Governors Speech - DRM Launch

programmes that help to save the lives and livelihood of our people. The county has put in place governance structures for disaster risk management from the village, ward, subcounty to county Level."

To enhance gender equity, a Gender and DRR Guidance Note was developed. Based on the guidance note, Wajir County identified gender disparities, gender gaps and social exclusions within the county and built the capacity of the County Assembly and community members on strengthening DRR contingency plans and policies to address perpetual gender needs brought to the fore by various disasters.

Mandera County trained women and youth leaders from Saku, Laisamis, North Horr, and Moyale sub-counties on Gender Equality and Women Empowerment (GEWE); global, regional, sub regional and national frameworks on the role of women in peace and security and disaster risk governance processes; conflict prevention, peacebuilding, and DRR. As a result, gender issues were mainstreamed in DRR policies, plans and programming. The National Disaster Management Authority (NDMA) was supported to enhance drought preparedness and work with the National Disaster Operations Centre (NDOC) to support county-level disaster preparedness. FCDC Secretariat was supported in multi-stakeholder engagement for flood response.

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

Output	Target	Baseline	Achievement	Status
Output 1.4.1: County	14 counties have	0 (2019)	14 county assemblies	Target
governments have	public participation		engage citizens in	achieved.
established public	budget allocations		county budgeting	Strengthening
participation policy,	and expenditure		processes	county civic
legislation, and	(county assembly		Wajir and Marsabit	engagement
frameworks	and executive).		public participation bills	and public
			developed	participation
			Assessment of public	ongoing
			participation from a	
			gender perspective	
			finalized	

The Constitution of Kenya 2010 and the County Governments act 2012 require county governments to establish appropriate structures for public participation, including by ensuring and coordinating the participation of communities and locations in governance; and assisting communities and locations to develop the administrative capacity for the effective exercise of their functions and powers. JDP counties undertake public participation, but this is not adequate to ensure that key citizen voices are included in county plans, budgets and implementation frameworks. The counties lack relevant policies and legislation to guide the process, frequency and threshold for public participation. The JDP sought to improve this by supporting counties to establish policies and legislation for public participation.

The programme supported CoG, in partnership with The Commission on Administrative Justice (CAJ), National Gender and Equality Commission (NGEC), and State Department for Gender (SDfG) to assess the implementation of public participation and access to information laws from a gender perspective. The assessment will establish lessons and challenges faced in the implementation of county laws on public participation and access to information; and identify opportunities for enhancing inclusive public participation with a focus on special interest groups. The lessons will be documented and disseminated through the Maarifa Platform to inform public participation and access to information in county governments.

The youth constitute a significant proportion of the population in the JDP counties. Young people in these counties have been faced with unemployment, drug and substance abuse, inability to venture into income generating activities and low skills sets. This has undermined their participation in county planning, budgeting and implementation initiatives. This is further aggravated by their inadequate knowledge and skills for engaging the county executive and legislature. The JDP sought to ameliorate this by providing a platform for youth groups to engage with county leadership in Isiolo and Tana River counties. In collaboration with Kenya School of Government (KSG), the JDP continued to support the Isiolo Youth Innovation and Empowerment Centre (IYIEC). Towards this endeavour where over 1,895 youth (1005 males, 890 females) have been trained and are actively engaging with county and local leaders on opportunities for young people including enhanced budget allocation.

In Tana River a newly established Youth Innovation Centre was launched on March 23, 2022. The Centre is an initiative of the County Government of Tana River, KSG and UNDP. Through the youth centre, a series of youth governance round tables with county leadership which has resulted into increased budget allocation towards youth agenda including allocation to the centre. Further, the young people lobbied for support by the County Government for economic empowerment through agribusinesses, resulting to the establishment of a hydroponic farming facility for them.

Output	Target	Baseline	Achievement	Status
Output 1.4.2: County	14 counties engaged	0 (2018)	14 counties engaged in	Ongoing
governments have	in the development of		the Open Budget Index	
established and	Open Budget Index		under the County	
operationalized	(OBI)		Budget Transparency	
inclusive citizen			Initiative	
engagement and				
accountability				
mechanisms				

Counties are required to provide budget related information as part of their commitment to budget transparency. Some of the documents that counties are required to publish include CFSPs, County Budget Review Outlook Papers (CBROPs), approved county budgets, citizen's budgets, in-year reports,

mid-year review reports, annual reports and audit reports. With the intervention of JDP, county budget transparency has steadily improved from 2019. For example, in 2019/20 19 counties, 30 counties and 33 counties published citizen budget, ADPs and CBROPs respectively 13, 25 and 26 counties in 2018/19³⁰. The programme continued to support International Budget Partnership Kenya (IBPK) to finalize the 2020/21 County Budget Transparency Survey Report, which will be released in the next quarter. The survey findings will inform initiatives towards enhancing budget transparency by county governments to increase public engagement in county planning, budgeting, and programme implementation.

Output	Target	Baseline	Achievement	Status
Output 1.4.3: Increased	6 CSOs in target	0 (2018)	12 CSOs (8 NGOs31 and	Achieved.
capacity of CSOs and	counties influencing		4 CBOs32) supported to	Work still
relevant NSAs to	the county planning		influence county	needs to be
engage county	and budgeting		planning, budgeting,	done on civic
governments on	processes.		and response to	engagement,
planning, budgeting			COVID-19 pandemic	shadow
and service delivery				reporting and
				social
				accountability.
	100 women and	0 (2018)	200 SMEs benefited	Achieved.
	youth entrepreneurs		from a buyer seller	
	in target counties		forum to improve their	
	linked to trade		marketing. 167 SME	
	finance and markets		ToTs were trained on	
	opportunities.		agribusiness. 150	
			women SMEs	
			benefited 6 counties	
			benefited from AGPO	
			training on how to	
			access and apply	
			tenders.	
	25 women benefiting	o new	49 companies signed	Achieved.
	from company	beneficiaries	Women Empowerment	
	policies and		Programme (WEPs).	
	initiatives stemming		While 9 companies	
	from WEPs.			

³⁰ County Open Budget Assessment, 2019/20

³¹ FIDA – Tana River, Kajiado, Marsabit, Busia counties); Tropical Institute for Community Health (TICH) – Busia County; Wajir Peace Development Agency (WPDA) – Wajir County; HURIA – Kilifi County; Advocates for Social Change Kenya (ADSOCK) – Narok and Busia counties; Action Aid Kenya – Kajiado, West Pokot, Kilifi, Garissa counties; IBF and IRCK – all 14 JDP counties.

³² All the CBOs were from Busia County: Bidii Self Help Group, Namulekhwa Self Help Group, Shining Stars Women Group, and Kapina B Women Group

joined Unstereotype
Alliance ³³ .
3 women youth
entrepreneurs
benefited from
Generation Equality
fund to start small
business.

Citizens' voice in county planning and budgeting processes has been weak. While some engagement has been done through CBEFs, a wider cross-section of citizens was engaged, and capacity built through engagement of civil society organizations (CSOs). During the reporting period, the programme supported Tropical Institute for Health (TICH) to equipped 21 women Members of County Assembly (MCAs) and 15 women budget officers from across the 10 county departments with gender-responsive budgeting skills to analyze the Busia Budget Estimate 2022/2023 from a gender perspective. Through support to FIDA, a further 17 members of Busia Gender Sector Working Group (10 females, 6 males and 1 PWD) were equipped to follow up on budgeting processes, access and disseminate to community members county budget information, and create awareness on contents of budget documents. The champions also identified areas which require further public input and shared feedback with the CEC and County Assembly to improve fiscal responsibility. As a result:

- Recommendations to adopt gender-based budgeting at departmental level to ensure gender inclusion in Busia County programmes were presented to the County Executive and the County Assembly.
- ii) Budget officers committed to developing gender-responsive budget within their departments.
- iii) Abridged estimates and analysis of the estimates were developed and shared with residents for review and input.

The programme continued to engage CSOs in Busia County to strengthen social accountability. The CSOs supported communities to audit 17 county-funded programs (1 trailer pack, 4 water supply projects, 6 classrooms, 3 market improvement projects, 2 dairy projects, and 1 cassava project) and provide recommendations for policy consideration and resources allocation. Federation of Women Lawyers (FIDA) and Tropical Institute for Health (TICH) empowered 1,456 (844 females and 612 males) community members from 24 wards to monitor implementation of projects and give recommendations on service delivery. As a result, Gender Advocacy Network and other alliances emerged to enhance advocacy on gender and provide a platform for engagement between duty bearers (CECs, MCAs and GTWG) and right holders (CSOs, social audit groups) on county development results. TICH engaged 41 county officials (21 females, 20 males) to develop policy recommendations on gender responsive budgeting and rallied duty bearers to advocate for GRB in county programmes. The six female MCA aspirants included the gender aspects in their manifesto. Further civic engagement was held for 38

³³ The Unstereotype Alliance is a thought and action platform that seeks to eradicate harmful stereotypes in all media and advertising content.

community members (23 females, 15 males, and 3 PWDs), 103 stakeholders (37 females, 66 males, 4 PWDs, and 4 youth) and through community radios³⁴ which reached more than 238,907 residents of Busia County. These engagements provided an opportunity for a wide cross-section of Busia County residents to give recommendations for resources allocation, planning, and priority programs.

Kenya has established affirmative action programmes to benefit women, youth and PWDs. One of this is the Access to Government Procurement Opportunities (AGPO), which sets aside a 30% quota of all government procurement for women, youth and PWD enterprises. The uptake of these procurement opportunities by women or youth run enterprises is low owing to lack of capital, lack of information on AGPO, inadequate technological capacity, late payment of services rendered, and goods delivered, and complicated bidding processes. The programme supported continuous capacity building of women, youth and PWD SMEs on Access to Government Procurement Opportunities (AGPO). A simplified AGPO procurement manual was finalized and used to conduct a virtual consultative meeting with the County Directors in charge of Gender and Supply Chain Management on accelerating uptake and implementation of AGPO. The Women Economic Empowerment (WEE) strategy was disseminated in Kilifi, Busia and Isiolo counties. 217 women, of which 36 were youth and 15 were PWDs, from Busia, Isiolo, Narok and West Pokot counties were trained on AGPO. The WEE Strategy will be used to build the capacity of the county government and other development partners to develop county specific women economic empowerment strategies. Support to both the Agriculture Gender Policy, Women Economic Strategy and Women Economic Empowerment policy improved capacity of CSOs and counties to grow gender equality and women economic empowerment. The beneficiaries of this intervention reported that their capacity to benefit from AGPO had improved after the capacity development sessions.

³⁴ A morning talk show dubbed Asubuhi Njema was held on March 18, 2022 at Emuria 101.3 FM

IV. Reach through Trainings and Workshops

	Baseline (2021)			Quarter 1					
Training/Workshop					Male	2001		Female	
<i>J.</i> 1	Male	Female	Total		PWD	Total		PWD	Total
M&E, INCLUDING MONITORING MISSIONS	409	340	749	37		37	24		24
НАСТ	16	25	41			-			-
PUBLIC PARTICIPATION	39	166	205	21		21	17		17
SDGS	-	-	-			-			-
PMS	-	-	-	15		15	9		9
POLICY & LAW	-	-	-	25		25	8		8
CIDP	-	-	-			-			-
CLIMATE CHANGE	-	-	-			-			-
CSP	-	-	-			-			-
REVENUE	27	27	54			-			-
INTERGOVERNMENTAL	4	4	8	58		58	36		36
AGPO	-	-	-			-	202	15	217
CBEF	11	30	41			-			-
GEWE/GBV	125 099	180 226	305 325			-			-
YOUTH	44	104	148	118		118	87		87
POLICY AWARENESS				481		481	459		459
ANTI-FGM AND GBV				39		39	71		71
INTERLOCKING BLOCKS MAKING				49		49	41		41
CV WRITING, PERSONAL PRESENTATION				28		28	31		31
SOCIAL MEDIA MANAGEMENT				11		11	18		18
CID, ADP, COUNTY BUDEGT CYCLE				18		18	12		12
HYDROPONIC FARMING				55		55	44		44
ESSENTIAL COMPUTER LITERACY				97		97	87		87
MARTIAL ARTS				120		120	28		28
DANCE				71		71	49		49

THEATRE				11		11	18		18
SCRIPT WRITING AND STORY TELLING				6		6	9		9
INCOME GENERATING ACTIVITES				19		19	23		23
SUBTOTAL	125 649	180 922	306 571	1 279	-	1 279	1 273	15	1 288

V. Knowledge Management

There were no knowledge products produced within the quarter.

VI. Risks and Issues

Below is the programme's risk matrix. The highlighted risks were updated during the reporting period.

#	Description	Date	Type	Impact (I) &	Countermeasures/ Mitigation	Owner	Status as of March 31, 2022
		Identified		Probability (P)	Management Responses		
1	Overlapping mandates of institutions to support devolution.	Sept. 2018	political/ strategic	P=2 =3	Joint Programme engaged the state and other stakeholders with a view to ensuring transformative implementation of devolution in line with the Constitution of Kenya 2010. Joint Programme's capacity development interventions at both national and county levels strengthened devolution institutions and legal frameworks.	National/ county gov.	This was monitored with CoG and MoDA. No instances of overlap that affected the programme were reported in the period. However, it is noted that in some sectors (e.g., health, agriculture) there remain some challenges. The programme supports an interface and cascading of national to county level of policy development and implementation (e.g., DRM, youth, gender, public participation, audit, etc.) which helps clarify mandates as well as strengthening devolution institutions and legal frameworks.
2	Weak collaborative mechanisms between key players on devolution, incl. programming duplication by UN Agencies, Development Partners, GoK entities.	Sept. 2018	political/ strategic	P=2 l=3	 UN level: To be monitored through the UN Devolution Working Group and UNCT. DP & GoK level: To be monitored through the Devolution Donor Working Group (DDWG) and Devolution Sector Working Group. Joint Programme facilitated frequent round table consultative forums among the players. 	UNDP UNICEF UN Women (via Sector/DP Groups	 The programme has continued to participate in the DDWG and UNDWG to promote collaboration and prevent duplication. DSWG was revived and a programme coordinator seconded to MoD to support.

#	Description	Date Identified	Туре	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of March 31, 2022
3	Poor cooperation between leaders (incl. Executive- Assembly) hampers implementation.	Sept. 2018	political/ strategic	P=4 I=4	 Joint Programme engaged GoK stakeholders state and development partners in marshalling political support to fully implement devolution. JDP worked with county executives and county assemblies of Samburu County to improve working relationship between the two arms of the county government. The Samburu County Assembly and County executive identified solution to bottlenecks to budget implementation³⁵. The UN agencies continued to leverage own existing partnerships to strengthen dialogue 	UNDP UNICEF UN Women	There remains very good support for devolution from county executives, county assemblies and national government stakeholders. The relationship between county executives and county assemblies has improved. The programme supported this by incorporating county assemblies directly in programming and through CAF when programming with the executive and county public service.
4	Inter-County, Intra-County, Cross-Border disputes (incl. natural resources and county boundaries).	Sept. 2018	political/ strategic	P=4 I=4	 Joint Programme engaged with relevant actors to assess risk and where needed support appropriate dispute resolution mechanisms at both national and county levels. Joint programme supported establishment of FCDC regional bloc. 	UNDP UNICEF UN Women (via DDWG, Conflict Groups)	 Alternative dispute resolution mechanism regulations provide other avenues for resolving disputes between counties. This has significantly reduced the cost of dispute resolution and time taken by counties on the disputes. This probability have been raised to 4 this quarter to reflect drought related

³⁵ Delayed disbursement of resources from the National; County doesn't submit complete documents; Poor follow up and coordination;

#	Description	Date Identified	Туре	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of March 31, 2022
							conflicts in counties and including across the Somalia-Mandera County border.
5	Beneficiary institution capacity implementation limitations, incl. for peer learning.	Sept. 2018	operational / institutiona	P=2 I=3	 Assessed through monitoring and evaluation as per M&E frameworks and addressed at DDWG and DSWG. Capacity support for peer- learning institutions e.g., KSG, CoG/Maarifa Centre considered. 	UNDP UNICEF UN Women	 Peer learning between counties on thematic areas: implementation of public participation and access to information laws; PMS; youth engagement Information and knowledge sharing undertaken through Maarifa centre.
6	Joint programme scope too broad and/or creeps.	Sept. 2018	operational / institutiona	P=3 I=3	PSC used objective criteria to determine limits to geographic and sectoral/sub-sectoral programme scope.	UNDP UNICEF UN Women	The programme's scope remains limited to 14 counties as selected in the project document using the objective criteria. Requests from other institutions processed through established partners (e.g. support to State Department for Public Service was processed through CoG).
7	National to county financial transfer reductions impact county ability to implement joint programme.	Sept. 2018	operational / institutiona	P=2 I=2	Ongoing monitoring of national debt and potential impact on national to county financial transfers; consultation with Commission on Revenue Allocation.	UNDP UNICEF UN Women	This risk did not materialize during the quarter.
8	Weak transparency and accountability for use of programme resources.	Sept. 2018	operational / institutiona I	P=4 I=4	Ongoing M&E Spot Audits; procurement via DEX as needed; strengthen county procurement and PFM capacity; upfront initial visits/training to lps/recipients re. fiduciary risks and controls. Use	UNDP UNICEF UN Women	Programme held monthly technical meetings to review progress on the use of programme resources.

#	Description	Date Identified	Туре	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of March 31, 2022
					of UN Agency's common HACT approach. Regular UN audit process used.		
9	Program design doesn't prove feasible (not flexible, fit for purpose, results not being realized, etc.).	Sept. 2018	operational / institutiona	P=2 I=3	Ongoing M&E peer review via DDWG and DSWG; PSC to receive mid-term evaluation. Create off-ramps.	UNDP UNICEF UN Women	 The programme remained agile and responsive to developments affecting the devolution sector. Monthly internal programme meetings were held with the three Agencies to discuss progress towards results and evolving partner needs and context.
10	Inadequate funding for the project.	Sept. 2018	funding	P=3 I=3	 Joint Programme will work with national and county governments to expand resource mobilization base and work with development partners to ensure that resources mobilized are used prudently for intended results. Phased approach to implementation utilized, esp. in first year. The programme initiated negotiations with FCDO and other DPs for additional resources. 	UNDP UNICEF UN Women	 The programme has developed a tool for tracking and reporting government counterpart funding. A concept note identifying priorities for 2023 and rationale for programme extension is being finalized. PSC sitting on June 29, 2021, directed development of a concept note for extension of JDP to 2025 and approaching new donors to the programme The programme has received an inprinciple agreement from its donors for an extension of the programme. Finland has agreed to a no-cost extension to 31.12.2023. Costed extensions are being discussed with individual donors on a case-by-case basis.

#	Description	Date Identified	Туре	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of March 31, 2022
11	Gender equality and women empowerment issues receive less attention in policy, planning and budgeting.	Sept. 2018	operational / funding	P=4 I=4	 Joint programme to emphasize GEWE capacity, and resource allocation Gender advisor to support all programme to support full integration of GEWE issues 	UNDP UNICEF UN Women	 The programme continued to monitor engagement of women in programme activities. Gender equality work is led by UN Women.
12	General Elections 2022 and the ongoing Building Bridges Initiative (BBI) led call for referendum to amend the Constitution of Kenya 2010	Sept. 2018	political/ strategic	P=5 I=4	 As election approaches, a set of project guidelines (re. elections risk) will be developed and circulated. The project will identify and attempt to primarily target government officers who will remain in their positions after the 2022 election (not incl. MCAs targeted for training). Timing: Approx. six months before election implementing partners will be distracted by the election. The project will use this period to focus on: gathering/sharing lessons learned; conduct monitoring and evaluation activities; spending will be reduced during this period. The project ensured that project activities and equipment are not 	UNDP UNICEF UN Women	 The programme is monitoring the runup to the 2022 General Election. The programme has lined up monitoring and reporting activities to be undertaken during the height of electoral campaigns when many government institutions will either have no funding for programme activities or will be engaged in electioneering processes. The programme is working with CoG and CAF to support onboarding of newly elected and nominated county officials, and development of 3rd Generation CIDPs.

#	Description	Date	Type	Impact (I) &	Countermeasures/ Mitigation	Owner	Status as of March 31, 2022
		Identified		Probability (P)	Management Responses		
					used, or perceived to be used,		
					for political gains.		
13	Environmental/ climate-related shocks that affect county resources	March 2019	Environme ntal	P=2 I=3	Joint Programme continuously monitored environmental climate-related risks and engage with relevant actors to support counties undertake contingency and risk mitigation measures.	UNDP UNICEF UN Women	 The programme is monitoring the drought situation in counties. This will help implementation of appropriate responses to mitigate any adverse effects. Counties have reallocated budgets to address drought the situation. See Risk #4 also.

VII. Targeting, Sustainability, Strengthening National Capacities and South-South Triangular Cooperation

6.1 Targeting

Target groups	Needs addressed	Evidence
National and county government social sector planning and economic officers	 Evidence/data generation. Training on social sector sensitive planning and budget. 	 47 county budget briefs produced. 47 county poverty profiles produced. Training of social sector planning and economic officer in all 47 counties in 8 clusters.
Intergovernmental agencies (OCOB, CRA, IGRTC, MoDA)	 Automation of the OCOB budget reporting system. 	 Controller of Budget Management Information System (COBMIS) to help in automation of MDAs and county quarterly budget implementation reporting system being finalised.
	 Identification and strengthening of county OSR. 	 Assessment of county OSR finalized to inform identification and development of OSR streams. CRA – OSR tracking tool, OSR training guidelines. All OSR streams correctly mapped and coded in the revised standard chart of account.
	 Policy dialogues on devolution. 	 Policy dialogue publication produced. The publication will inform debate on devolved governance in Kenya and provide reference material for policy makers, implementers, and academia.
	 Development of national policy on devolution. 	 The policy will provide overall guidance on implementation of devolved system of government in Kenya.
State Department for Gender Affairs	 Legislative and administrative measures for realization of gender equality and women's empowerment. 	 National gender and development policy developed.
Women, youth, PWDs at county level	 Meaningful participation in county budgeting and planning processes 	 CBEFs have representation of women, youth, PWDs as required by the law.
Civil society	 Strengthen voice in local and county governance 	 County response to COVID-19 GBV issues enhanced.

6.2 Sustainability

Results achieved	Sustainability
Collaboration with other development partners working in the devolution areas e.g., under the devolution and PFM working groups.	Collaboration with other programmes working in the devolution space support sustainability and sustain change in the development cooperation sector.
TA to both National Treasury, County Assembly Forum and CoG.	The sustainability of the efforts under Joint Devolution Programme strengthened by providing TA and capacity building. These efforts have built the requisite capacity in targeted partner institutions. This support also developed tools and frameworks that can feed into nationally acceptable processes.
Gender responsive budgeting institutionalized in national and county budgeting processes.	Development and institutionalizing the training tools on GRB in OCOB, CAF, SOCATT, and CRA in progress.
Use of national government partners to implement the programme.	Capacity created remains within government e.g., MED leading capacity building on M&E, capacity building on PCs done by Ministry of Public Service, OSR capacity building by CRA etc. In the development of County DRM Policies and Bills, national government institutions like the Kenya Law Reforms Commission (KLRC), the Kenya Institute for Policy Research (KIPRA) and the National Disaster Operations Centre (NDOC) offered technical support. This enhanced the constitutionally envisaged complementarity working on shared functions like Disaster Management
MoU signed between Ministry of Labour & Social Protection and Kenya Social of Government for trainings on social and child protection programming.	Institutionalizing of training of government personnel for social protection, and child protection programming both of which include gender perspectives.
Targeting of middle and high-level leadership in government institutions.	These cadres do not get affected by regime changes brought about by electoral processes. This will ensure continuity in case of elections or referenda.
Government cost sharing sustained at the 10% level prescribed by PFMA.	Government investment in programme interventions ensured ownership in the programme.

6.3 Strengthening National Capacities

Results achieved	Institution	National capacity strengthened
Automation of the budget	ОСОВ	MDAs and County government quarterly budget
reporting systems.		implementation reporting system.
Monitoring and Evaluation	State Department for	MDAs and County government National and County
Dashboards.	Planning, TNT	Integrated Monitoring and Evaluation System
		strengthened.

Results achieved	Institution	National capacity strengthened
Gender mainstreaming guideline in revenue administration.	CRA	Incorporation of gender in training of CBEFs CRA staff capacity on GRB strengthened.
Citizens and key stakeholders engaged in county planning, budgeting, monitoring, evaluation and reporting processes.	CRA	47 counties governments establish CBEFS.
Improved county visibility and	MED, State	National and county governments M&E (E-NIMES)
transparency due to accurate and results-based reporting.	Department for Planning, TNT	reporting system.
Enhanced county government transparency.	CoG, CRA	Open Budget Index Initiative (for National and County government publication of planning and budgeting documents).
Enhanced tracking of expenditures and utilization of resources allocated for social sectors.	Social Governance Department, TNT	Social Intelligence Reporting (SIR) tools.
Faster disbursement and utilization of resources allocated to counties.	TNT	SCOA
Improved tracking of and reporting on budget utilization by counties.	ОСОВ	Automation of the budget reporting system.
Mapping of counties for disbursement of equalization fund.	CRA	Online system for revenue and expenditure database with equalization fund project GIS-enabled site.
Strengthened county governments for effective and accountable service delivery.	County governments	Public finance management systems. Gender responsive public participation structures, including engagement with CSOs. County Integrated M&E systems, including e-CIMES. Performance contracting and performance appraisal systems. Policies and legal frameworks for devolution
Alternative Dispute Resolution	MODA	Strengthened resolution of intra and inter-county
policy developed.		conflicts.
Enhanced county OSR capacity.	CRA, County governments	Counties trained and assessed on OSR, action plans developed to address OSR capacity and develop OSR streams (TADAT and KESRA assessments) with a gender lens.
National M&E Policy approved.	MED, County governments	Evidence-based planning, budgeting, service delivery and accountability through robust M&E practices.
National and county PMS guidelines reviewed.	CoG, County	Responsive PMS in county governments.
goldennes reviewed.	governments	

VIII. Coordination and Partnerships

During the reporting period, the Programme Implementation Unit (PIU) coordinated programme implementation and reporting.

Through the support of the PIU, PUNOs, IPs and RPs aligned their interventions to national and county plans as outlined in various policy documents, including the Kenya Vision 2030, Third Medium Term Plan (MTP III), Big Four Agenda, 2018-22 and CIDPs. This strengthened extensive consultation and collaboration between key stakeholders, thereby reducing potential for duplication of activities.

UN agencies led in various policy dialogue platforms to enhance visibility of the programme. For example, UNDP participated in the DDWG, thereby enhancing the programme coordination with other DPs like World Bank, USAID, and Denmark Programmes. UN Women acted as the Secretariat for the Gender Working Group while UNICEF chaired the Public Finance Development Partners Group (PFM DPG). These efforts enhanced coordination with key JDP partners.

In partnership with GoK representatives, PUNOs participated in the development of the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2022 - 26, the document now contains significant focus on devolution and on ASALs in particular based on the experiences of the programme.

PUNOs held regular technical coordination meetings during the reporting period to review progress, identify and resolve any issues around implementation of the programme.

IX. Lessons Learned and Recommendations

- Comparative advantage and networks of the participating UN organizations have improved programming. Coverage of interventions increased, these being relevant to specific needs of stakeholder groups reached.
- Working through national government institutions delayed implementation of planned activities. There is need to directly engage counties in work planning and implementation. This will enhance delivery and visibility of the programme at the county level.
- Due to the effects of the ongoing drought, JDP counties identified the need to increase programming attention to and enhance management of environmental issues.
- Resource mobilization target for the programme was not attained. The programme is continuing to mobilize resources to plug the budget shortfall.

X. Financial Report

Programme Financial Performance by Outputs

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

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

Outputs	Approved 2022 Budget (US\$)	JDP Expenditure	Government Cost Sharing	Total Expenditure	%age Expenditure
	0	(US\$)	(US\$)	(US\$)	0.4
Output 1.1.1. National and county governments have	182 000	39 181	0	39 181	21,53%
strengthened inter and intra-governmental structures.					
Output 1.1.2. Governments have harmonized governance	366 825	8 802	6 245	15 047	4,10%
policy, legal and institutional frameworks to support devolution					
Output 1.1.3. Improved county capacities for effective	121 000	51 456,08	0	51 456	42,53%
implementation of child protection services and GBV.					
Output 1.2.1. County capacities strengthened for equitable and	420 322	165 467	0	165 467	39,37%
inclusive budgeting.					
Output 1.2.2 County capacities improved for revenue projection,	65 000	0	0	0	0,00%
generation, collection and reporting					
Output 1.3.1 Counties have strengthened M&E, planning and	119 000	89 724	0	89 724	75,40%
service delivery mechanisms.					
Output 1.3.2. National and County governments have	316 000	34 582,16	6 245	40 827	12,92%
strengthened monitoring, evaluation, reporting systems					
Output 1.3.3. National and County systems improved for the	160 000	58 756	0	58 756	36,72%
generation of disaggregated data (GBV, FGM, VAC, child					
marriages and marginalized populations including PWDs at					
county level, including a joint baseline study) for evidence-based					
decision making at both levels of government.					

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

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

Outputs	Approved 2022 Budget (US\$)	JDP Expenditure (US\$)	Government Cost Sharing (US\$)	Total Expenditure (US\$)	%age Expenditure
Output 1.3.4. National and County governments have	318 826	105 778	0	105 778	33,18%
strengthened capacity for risk-informed development planning					
and budgeting					
Output 1.4.1. County governments have established public	60 000	21 832	0	21 832	36,39%
participation policy, legislation, and frameworks.					
Output 1.4.2. County governments have established and	154 093	29 415,12	0	29 415	19,09%
operationalized inclusive citizen engagement and accountability					
mechanisms					
Output 1.4.3. Increased capacity of CSOs and relevant NSAs to	193 267	37 629	0	37 629	19,47%
engage county governments on planning, budgeting, and					
service delivery.					
TOTAL FOR ALL OUTPUTS	2 476 333	642 623	12 490	655 113	26,45%
Programme Management Costs	691 545	171 017		171 017	
GRAND TOTAL	3 167 878	813 640	12 490	826 130	26.08%

Expenditures and Balances by Donor

	UNDP	SWEDEN	FINLAND	ITALY	Total
Contributions Received	231 560	8 293 386	4 557 754	441 501	13 524 201
Total Contributions	231 560	8 293 386	4 557 754	441 501	13 524 201
Programme Expenditure					
Main JDP Cumulative Expenditure: Yr 2020	0,00	910 705	853 173	37 977	1 801 855
Main JDP Cumulative Expenditure: Yr 2021	231 560	2 421 575	704 154	0	3 357 289
Main JDP Cumulative Expenditure: Yr 2022	-0,80	758 542	52 455	2 643	813 640

COVID Cumulative expenditure		1 566 666	1 445 137	393 596	3 405 400
Total Expenditures	231 559	5 657 487	3 054 920	434 217	9 378 183
Balances as of 31st MARCH 2022	1	2 635 899	1 502 834	7 284	4 146 018

Notes: Contribution amounts are inclusive of General Management Support Costs (GMS).

Disclaimer: All financial information provided is an extract of UNDP financial records and is provisional until a Certified Financial Statement has been issued by the UNDP Controller's Office

XI. Monitoring and Evaluation

Monitoring and Evaluation Activity	Key Outcome/Observation	Recommendation	Action Taken
Joint Monitoring Mission – Busia County	JDP has been effective in supporting counties to realize sustainable devolution outcomes. Some outcomes achieved in Busia County include: Establishment of a directorate of M&E and developed a M&E policy that allocates 1% of county resources to M&E Project completion rate improved from 45 % in 2017/2018 to 83 % in 2019/2020; Policy Support: Gender Policy, Nutrition and Agriculture policy, Review of the financial year 2022/2023 ADP and CFSP, Disaster Risk Policy; Strengthening of CBEF including making it more gender Inclusive; Women Economic Empowerment through AGPO; Improving Environment for GBV Prevention; Strengthening citizen engagement and social accountability in county planning and budgeting processes; County Budget and Economic Forum; COVID-19 Support; Review of county CIDP from a gender perspective.	 Undertake a follow up Joint Review Mission with DPs, government and NSA counterparts in a county to be identified. 	Planning for a Joint Review Mission to Turkana initiated.

Annex I – Photo Gallery





DRR-P, Mandisa Mashologu unveiling the tana River Centre for Youth Innovation







Display of Motorcycles, Computers and Furniture supported by UNDP, Tailoring Unit supported by the County Government of Tan River





Handover of the dummy Youth Policy To the Count Secretary Tana River

The DDR-P planting a tree at the Youth Centre



Hydroponic



Firm at the Youth

Centre Tana Centre for Innovation and Youth Empowerment









