

Strengthening Devolved Governance in Kenya
Project Number: 112294
End of project report for October 2018 – February 2022



Figure 1: HE Ambassador Elin Rognlie visiting a tannery in Turkana

Project Summary	Country:	Kenya
	Project Duration:	2018-2022
	Activity Duration:	1 October 2018 – February 2022
	Norway Project Number:	KEN 2063 KEN 17/0013
	Regular project Budget:	US\$ 3,617,343
	COVID-19 project budget:	US\$ 520,961
	Regular project expenditure:	US\$ 3,607,178
	Project COVID-19 response expenditure:	US\$ 520,961
	Contact Persons:	
		<p>Dan Juma Team Leader, Governance and Inclusive Growth Unit Tel. +254-20-7624446 Email: dan.juma@undp.org</p> <p>Mary Njoroge Project Manager, Support to Devolution Project Tel. +254-20-7624441 Email: mary.njoroge@undp.org</p>
Implementing Partner: Ministry of Devolution and Arid and Semi-Arid Lands, now called Ministry of Devolution		
Responsible Parties: Resident Coordinator’s Office, Council of Governors, Commission for Revenue Allocation, Kenya School of Government, Frontier Counties Development Council, Monitoring and Evaluation Directorate, FCDC member counties: Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir, West Pokot.		

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Acronyms

ADP	County Annual Development Plan
AHADI	Agile Harmonised Assistance for Devolved Institutions
ALCHA	Alliance of Local Communities in Hardship Areas
ASAL	Arid and Semi-Arid Lands
AWP	Annual Work Plans
CAPR	County Annual Progress Report
CBO	Community-Based Organizations
CBROP	County Budget Review and Outlook Paper
CC	Climate Change
CCA	Climate Change Adaptation
CECs	County Executive Committees
CFSP	County Fiscal Strategy Paper
CHV	Community Health Volunteer
CIDP	County Integrated Development Plan
CIMES	County Integrated Monitoring and Evaluation System
CoG	Council of Governors
COVID-19	Coronavirus Disease
CPD	Country Programme Document
CPMF	County Performance Management Framework
CRA	Commission on Revenue Allocation
CRRF	Comprehensive Refugee Response Framework
CSO	Civil Society Organization
DaO	Delivering as One
DDWG	Devolution Donor Working Group
DRR	Disaster Risk Reduction
DSWG	Devolution Sector Working Group
ETE	End-Term Evaluation
FAO	Food and Agriculture Organization
FCDC	Frontier Counties Development Council
FY	Financial Year
GBV	Gender Based Violence
GDP	Gross Domestic Product
GDU	Governor's Delivery Unit
GIS	Geographic Information System
GoK	Government of Kenya
GVRC	Gender Violence Referral Centre
HACT	Harmonized Approach to Cash Transfer
HRBA	Human Rights Based Approach
IBPK	International Budget Partnership Kenya
IFC	International Finance Corporation
IGA	Income Generating Activity
IP	Implementing Partner

IYEIC	Isiolo Youth Empowerment and Innovation Centre
KECOSCE	Kenya Community Support Centre
KNBS	Kenya National Bureau Standards
KPI	Key Performance Indicators
LMS	Livestock Marketing System
M&E	Monitoring and Evaluation
MCAs	Member of County Assembly
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MED	Monitoring and Evaluation Directorate
MELR	Monitoring, Evaluation, Learning and Reporting
MoD	Ministry of Devolution
MPTF	Multi-Partner Trust Fund
MTE	Mid-Term Evaluation
MTPF	Multi Partner Trust Fund
MTPIII	Third Medium Term Plan of Kenya Vision 2030
MUHURI	Muslims for Human Rights
NAPAD	Nomadic Assistance for Peace and Development
NDMA	National Drought Management Authority
NDOC	National Disaster Operations Centre
NIM	National Implementation Modality
NRM	National Resource Management
OAG	Office of the Auditor General
OCOB	Office of Controller of Budgets
OSR	Own Source Revenue
PBB	Programme Based Budget
PC	Performance Contracting
PFM	Public Finance Management
PMS	Performance Management System
PPE	Personnel Protective Equipment
PSC	Project Steering Committee
PST	Project Support Team
PWD	People with Disabilities
RC	Resident Coordinator
RCO	UN Resident Coordinator's Office
REB	Regional Economic Block
RMF	Results Measurement Framework
RP	Responsible Party
SDGK	Strengthening Devolved Governance in Kenya
SDGs	Sustainable Development Goals
SERP	Socio-Economic Response Programme
SGBV	Sexual and Gender-Based Violence
SPAS	Staff Performance Appraisal System
SRA	Strategic Results Area
SUPKEM	Supreme Council of Kenya Muslims

ToT	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
WFP	World Food Programme
WWFP	Wajir Women for Peace

Background

With the adoption of a devolved system of governance in 2013, Kenya has recorded sustained economic growth and progress in human development. The country has maintained a Gross Domestic Product (GDP) growth rate of more than 5%¹, except in 2017 (3.8%)² when a slight slump was occasioned by the general election and in 2020 (-0.3%) when there was a significant drop due to the ravaging effect of Coronavirus disease (COVID-19)³. In terms of gender equality, Kenya scored 80.6 out of 100 on the Women, Business and the Law 2021 index and ranked 95 out of 156 countries with an overall score of 0.692 in the Global Gender Gap Report 2021.⁴

Despite the commendable progress, challenges remained on marginalization, equity, accountability, environment, and climate change. The devolved system of governance instituted with the creation of 47 counties in 2013 offered excellent promise towards addressing these issues. The first five years of devolution (2013 – 2017) saw the transfer of functions and budgets to county governments as provided under the Fourth Schedule of the Constitution of Kenya 2010 and the establishment of structures for delivery of public services falling under the county government responsibilities. From 2018, counties embarked on strengthening these structures to ensure equitable, efficient and effective public service delivery to their residents. Significant capacity gaps persisted in public service delivery, social accountability and environmental management, especially in northern frontier counties which are more vulnerable owing to structural marginalization, low penetration of infrastructure, structural and other economic challenges, and geo-spatial location with respect to climatic zones.

The Strengthening Devolved Governance Project in Kenya (SDGK) was a four-year initiative (December 2018 – December 2022) designed to support 15 counties⁵ to strengthen devolution. The



FCDC REB covers more than half of Kenya's landmass.

Government of Norway committed to support 10 Northern Frontier counties through a two-year agreement (September 2018 – August 2020). The 10 Frontier Counties Development Council (FCDC) counties⁶ experienced low human development, structural and socio-political challenges which constrained achievement of sustainable and inclusive growth for all. Some of these challenges included lack of participatory governance, community-level conflict, unsustainable environmental and natural resources management, and poor resilience to shocks from disasters occasioned by climate change and other crises. The project sought to improve the governance capacity of these counties using Turkana County as a test-case for inclusive governance and

integrated area-based programming. Implementation of project activities began in January 2019 and was anticipated to end in December 2022. Following the end of a cost sharing agreement between

¹ Source: World Bank: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=KE>

² Source: Central Bank of Kenya <https://www.centralbank.go.ke/annual-gdp/>

³ Source: Central Bank of Kenya: <https://www.centralbank.go.ke/annual-gdp/>

⁴ Source: United States Agency for International Development - <https://www.usaid.gov/kenya/documents/kenya-gender-fact-sheet>

⁵ Elgeyo Marakwet, Garissa, Isiolo, Kilifi, Kwale, Lamu, Marsabit, Mandera, Narok, Samburu, Taita Taveta, Tana River, Turkana, Wajir, West Pokot counties

⁶ Garissa, Turkana, Mandera, Wajir, Samburu, West Pokot, Lamu, Tana River, Marsabit, Isiolo counties

UNDP and the Government of Norway in December 2020, a no-cost extension was granted to February 2022.

The project contributed to the Government of Norway's Grant Scheme Rule 159.75 on *Regionbevilgningen* to improve capacity, governance and democratic development; Pillar 1 of UNDP Kenya Country Project Document 2018-22 on governance, peace and security; and the Political Pillar of the Third Medium Term Plan 2018-22 (MTPIII) on democracy and public service delivery. It is built on the previous support for devolution under the Integrated Support Programme to the Devolution Process in Kenya project and complemented the Consolidating Gains and Deepening Devolution in Kenya project (UN Joint Devolution Programme – JDP) that is being implemented by UNDP, UNICEF and UN Women. A key component of this intervention was the continued implementation of the United Nations *Delivering as One* (DaO) strategy at the sub-national level. This enabled UNDP and the UN Resident Coordinator's Office (RCO) to provide targeted support to the Turkana County Government within a UN Integrated Area-Based Programme framework. The UN, development partners, and the Turkana County Government established a working arrangement for strengthened partnerships, better coordination, harmonization of aid effectiveness at the sub-national level, and exploration of new cross-border transformative peace programming.

The Strengthening Devolved Governance in Kenya (SDGK) project contributed to the overall outcome: By 2022, people in FCDC counties access high quality services at devolved level that are well coordinated, integrated, adequately resources and accountable, through four interlinked outputs aligned to the UNDP Kenya Country Programme Document 2018-22:

1. Performance management, M&E, data management systems established and functioning in FCDC counties.
2. Strengthened county-level planning & Public Financial Management (PFM) systems.
3. Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources.
4. Strengthened coordination and oversight mechanism of multi-UN Agency initiatives established and operational for FCDC counties.

This report details the achievements of the project.

Executive Summary

With county governments absorbing less than 80% of their budgets⁷, public service delivery to citizens was low. In order to make county public service delivery coordinated, integrated and accountable, UNDP enhanced budget absorption by FCDC counties to 85.2% per cent in the 2019/20 financial year from 77.9% and 74.0% in 2018/19 and 2017/18 financial years respectively⁸, with 9 counties⁹ recording year on year improvement in budget utilization. The improved budget absorption capacity of FCDC counties was further evidenced by increased utilization of resources allocated for COVID-19 response to 71.76% in 2020/21 fiscal year compared to 24.34% in 2019/20 fiscal year. All the FCDC counties improved in budget absorption, with Garissa, Mandera, Marsabit and Wajir utilizing 100% of allocated COVID-19 budgets. The progressive growth of budget absorption for these counties can be attributed to the project intervention to improve public finance management in FCDC counties.

Project Output 1.1. Performance management, M&E, data management systems established and functioning in FCDC counties.

Performance Management Systems in FCDC Counties

Based on the resolution of the 5th Annual Devolution Conference in 2017, the Council of Governors (CoG) launched the County Performance Management Framework (CPMF) to eliminate the “Silo Approach” in the management of public affairs and create harmony in planning and utilization of public resources for the betterment of the lives of citizens. This was followed by a Full Council of Governors Resolution in June 2018 that all counties adopt performance contracting (PC). UNDP partnered with CoG to implement PCs and Staff Performance Appraisal System (SPAS) in FCDC counties. By the beginning of the project in 2019, none of the FCDC counties had adopted PC but by 2020 when support from the Government of Norway ended, 2 FCDC counties (Tana River and Turkana counties) had fully adopted PCs, 7 counties¹⁰ had adopted at least one element of PCs element, while Wajir County had not implemented any of the components. Through this support, counties also developed service delivery charters to enhance citizen experience at service delivery points. This significantly enhanced management accountability, fiscal responsibility, and public service delivery. Success in adoption of PCs and other PMS components by FCDC counties was attributed to (i) coordinated in-county support through a central interlocutor like CoG; (ii) regular review of guidelines to remain relevant to the needs of county governments; (iii) top leadership commitment as demonstrated by the resolution of CoG to implement PCs; and (iv) robust change management to address resistance to PCs in some counties.

County Monitoring and Evaluation Capacity

in 2018, weak county monitoring and evaluation (M&E) systems undermined evidence-based planning, implementation, and reporting. Counties experience difficulty measuring the extent to which they were achieving their County Integrated Development Plan (CIDP) and Annual Development Plan (ADP) targets. The manual data management systems were largely inefficient, further undermining management accountability for results. UNDP worked with Monitoring and Evaluation Directorate (MED) to establish County Integrated Monitoring and Evaluation Systems (CIMES) for tracking delivery

⁷ Source: Office of the Controller of Budget; UNDP Kenya CPD, 2018-22

⁸ OCOB – County Governments Annual Budget Implementation Review Report, 2018/19

⁹ Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir, and West Pokot counties

¹⁰ Lamu, Mandera, Marsabit, Garissa, West Pokot, Samburu and Isiolo counties

of services, implementation of policies, projects and programmes as outlined in the CIDPs. None of the FCDC counties implementing CIMES by 2017/18 fiscal year. As a result, all FCDC counties developed M&E policies, with Lamu, Tana River and Turkana counties approving their policies; Tana River County enacted an M&E Act; all FCDC counties adopted CIMES with 7 counties¹¹ implementing eCIMES for tracking and reporting of project implementation – no FCDC county had implemented eCIMES in 2018; 5 FCDC counties¹² allocated dedicated budgets for M&E compared to zero budget allocation to M&E before the intervention of the project. This has resulted in enhanced project completion due to more robust tracking, and an increase in the quality and timeliness of County Annual Progress Reports (CAPRs). Some successes realized through this intervention include Geographic Information System (GIS)-based data management in Turkana County; standard data collection tools in Isiolo County; integration of mobile phone data collection and transmission with eCIMES in Isiolo, Samburu, Tana River and Turkana counties; and increased budget allocation to M&E by Isiolo, Lamu, Mandera, Tana River and Turkana counties.

Project Output 1.2. Strengthened county-level planning and public financial management (PFM) systems.

County Budget Transparency

Public participation enhances ownership by county residents of county programmes and budgets, thereby improving their efficacy. Access to budget information is a prerequisite for effective public participation. To aid public participation and civic engagement in county planning and budgeting, counties are required to publish and publicize the following documents: County Integrated Development Plans (CIDPs), Annual Development Plans (ADPs), County Fiscal Strategy Papers (CFSPs), Programme-Based Budgets (PBB), Citizens' Budget, County Finance Act, County Budget Review and Outlook Paper (CBROP) and Quarterly Budget Implementation Reports. In 2018, this information was not widely shared, limiting the ability of residents to provide feedback on government allocations and spending and improve accountability on resource allocation to priority service delivery sectors. Through the support of UNDP, FCDC counties improved in Budget Transparency Index (BTI), except Isiolo and Marsabit counties. All FCDC counties published citizen's budget, CBROP and PBBs in online platforms. On average, FCDC counties published 30% and 36% of their budget information in 2019 and 2020 respectively, compared to the national average of 33%.¹³ This enhanced inclusivity and public participation in county budget processes.

County Public Finance Management Systems

Public Finance Management (PFM) in county governments remained weak. FCDC counties were most affected with key capacities gaps noted in operationalization of audit committees, development of county OSR, and overall fiscal accountability of county officials. UNDP partnered with Office of the Auditor General (OAG) to strengthen internal audit, finance, accounts and budget, procurement and administration, pending bills and debt management through establishment of internal audit committees, finance, accounts, budget, procurement and administration functions. As a result, FCDC counties significantly improved in fiscal management, budgeting, internal audit reporting, work planning, bookkeeping, preparation of payment vouchers, accounting for travel expenses and

¹¹ Isiolo, Lamu, Mandera, Marsabit, Tana River, Turkana and Wajir counties

¹² Isiolo, Lamu, Mandera, Tana River and Turkana counties

¹³ Source: International Budget Partnership, 2020 County Budget Transparency Index Report

procurement. This was evidenced by 5 counties improving from adverse or disclaimer to qualified audit reports in 2018/19 compared to 3 counties, 2 counties maintaining qualified audit reports and only 1 county receiving an adverse audit report in 2018/19 compared to 3 qualified, 2 disclaimer and 3 adverse verdicts in 2016/17.

County Revenue Enhancement

Receipt by county governments of their equitable share of revenue allotment is often unpredictable, occasioning budget challenges. County Own Source Revenue (OSR) supplements equitable share to resource all recurrent and development resource needs. However, generation of OSR remained low. UNDP worked with Commission on Revenue Allocation (CRA) to identify and develop new streams of OSR in FCDC counties. As a result, 7 FCDC counties¹⁴ recorded more than 20% improvement in OSR, Wajir County recorded a 9% improvement in OSR while 2 counties¹⁵ experienced a decline in OSR. Notably, Turkana County increased OSR by 49% in 2020/21 compared to 2018/19 due to increased staff morale, land revenue waivers, stronger legal framework for revenue management, and implementation of revenue assessment recommendations. Isiolo County increased OSR by 46% in 2018/19 compared to 2017/18 as a result of the improved motivation of revenue collection staff and enactment of a revenue collection enforcement act owing to the intervention by UNDP under the project.

Project Output 1.3: Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources.

County Budget and Economic Forums

County Budget and Economic Forums (CBEFs)¹⁶ provide channels for county governments to consult the residents on preparation of county plans, CFSPs and CBROPs, and (ii) budgeting, the economy and financial management at the county level. In 2018, none of the 47 county governments had CBEFs in place, which led to lack of accountability and public participation at the county level. In collaboration with CRA, UNDP supported establishment of CBEFs in 10 FCDC counties¹⁷. The CBEFs led to establishment of sectorial committees aligned to county departments; enhanced public awareness of county and national government priorities, joint monitoring of and social accountability on county programmes, and identification of departmental budget priorities¹⁸. This resulted in increased allocation to women and children's priorities to 41% in 2019/20 from 31% in 2016/17.

Public Participation in FCDC Counties

At inception of the project, none of the target counties had established mechanisms for citizen participation in county planning, implementation, and reporting. The project sought to have at least 3 counties establish mechanisms for public participation, including policies, laws and public information units. UNDP, through the support of the Government of Norway, worked with CoG to support Mandera, Isiolo, Marsabit, Tana River and Turkana counties to develop public participation laws, and

¹⁴ Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River and Turkana counties

¹⁵ Samburu and West Pokot counties

¹⁶ The Public Finance Management Act 2012

¹⁷ Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, West Pokot, Wajir counties

¹⁸ Source: Office of the Controller of Budget

Lamu County Government to develop a Citizen Public Participation Policy. All the 10 target counties¹⁹ established Civic Education Units and Public Information Units to enhance public participation.

Frontier County Development Council Regional Economic Bloc

FCDC counties share common development issues and social challenges, including low economic and human development exacerbated by poor public service delivery, low participatory governance, county level peace and security issues, sustainable environment and natural resource management, low resilience to environmental shocks and weak measures for climate change adaptation. FCDC counties came together under the FCDC Regional Economic Bloc (REB) to accelerate their socio-economic development²⁰, exploit their economies of scale to attract investment and trade, and collaboratively address the social challenges facing them. UNDP, in collaboration with CoG, Kenya Law Reform Commission, FCDC Secretariat and Ministry of Devolution (MoD), supported Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir and West Pokot counties to develop FCDC Bills. Mandera, Samburu, Isiolo, Turkana, Garissa and Marsabit counties enacted their FCDC Acts, meeting the threshold of 5 counties required for the bloc to be legally constituted. The FCDC REB catalysed and facilitated member-counties to enhance peace and security, create a business-friendly environment, and improve service delivery in agriculture, livestock, education, water, land, peace and cohesion, among other sectors.

Youth-Centric Development in FCDC Counties

Youth engagement in FCDC counties have historically been marginalized. The youth experience various challenges ranging from unemployment, low technical capacity, drugs and substance abuse, and violent extremism. They have also been left behind in county development initiatives, predisposing them to exploitation by politicians and other non-gainful engagement. To gainfully exploit the demographic dividend of young people, UNDP worked with Kenya School of Government and the County Government of Isiolo to establish the Isiolo Youth Empowerment and Innovation Centre (IYEIC). The centre provided a haven for young people in Isiolo County to develop their skills, networks and share issues affecting them. Through the Centre, more than 6,000 youth (3581 male, 2419 female) from Isiolo County were leadership engagements, talent development, skills development, computer literacy and agribusiness development. This has resulted in reduced drug and substance abuse among young people and their engagement in income generating activities (IGAs).

Project Output 1.4: Strengthened coordination and oversight mechanism of multi-UN Agency initiatives established and operational for FCDC counties.

UN Joint Integrated Area-based Development in Turkana County

To enhance alignment and coordination of the support to Turkana County, the county government and the United Nations (UN) in Kenya implemented an Integrated Area-Based Programming under the Turkana Delivering as One (DaO) Office championed by the UN Resident Coordinator's Office (RCO). This resulted into greater efficiency, generated more impact and ensured sustainability of development results. The DaO Office strengthened establishment of functional coordination structures within UN

¹⁹ Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, West Pokot, Wajir counties

²⁰ Other counties have coalesced around 7 regional economic blocs: Lake Region Economic Bloc (13 counties), North Rift Economic Bloc (10 counties), Central Kenya Economic Bloc (10 counties), Jumuiya ya Kaunti za Pwani (6 counties), Southeastern Kenya Economic Bloc (3 counties) and Frontier Counties Development Council (11 counties), Narok - Kajiado Economic Bloc (2 counties).

agencies and across government for resource mobilization and response to COVID19, locust invasion, cholera and floods.

The DaO office coordinated the signing of the Kenya-Uganda Peace Agreement in September 2019, which culminated into the establishment of the Pilot Peace Dividend Water Project at Urum, which provided water to 370 households (271 households were women-led) in conflict-prone Loima sub-county, reducing traditional resource-based conflict. Children, especially girls, also resumed schooling.

Through the DaO office, 3 thematic working groups: transformative governance, social sectors and sustainable economic development aligned planning cycles with government financial years, harmonized operations, and improved results reporting in line with Turkana ADP. This resulted in improved accountability and identification of high impact low-cost macro-projects for joint resourcing and implementation and establishment of joint multi-stakeholder monitoring teams to conduct annual joint monitoring of projects.

The DaO office convened a multi stakeholder forum for youth empowerment in Turkana County. The participation was drawn from a multiplicity of stakeholders, including UN, national government officials, Turkana County Government, International NGOs, local NGOs, and youth representatives. Through the forum, 79 youths (52 male and 27 female) were exposed to opportunities in government and NGOs, and 8 were facilitated with small grants under the Livestock Marketing Systems (LMS).

The DaO office influenced programming modalities, leading to more co-creation with government through established agreements, with 21 agreements being signed with different partners. Joint programming and collaborative co-creation of projects was enhanced between government, UN agencies and other NGOs, with the following results:

1. Sustainable child responsive programming demonstrating novelty in policy formulation, reduction of mortality and stunting, improved early learning and education and child protection.
2. Enhanced food security through increased honey production, expansion of land under mechanised ploughing.
3. Enhanced public service delivery through establishment of a multimillion one stop Biashara Centre at Kalobeyei – Kakuma.
4. Rehabilitation of 5 water supplies, hygiene sanitation and hygiene (WASH) promotion facilities for COVID-19 prevention; with a total of 28,500 (14,535 females, 13,965 males) benefited.
5. Enhanced resilience of pastoralist livelihoods through establishment of a tannery with a capacity to process 1,000 hides/skins/day to develop livestock value chains.

Support to County COVID-19 Response

To support FCDC counties effectively to respond to COVID-19, the project provided an additional grant of NOK 5.1 million (US\$ 586,000) for activities to address gender-based violence (GBV) activities. 12 gender desks were established in 5 sub-counties and 7 police stations. The gender desks received, recorded and followed up on 15 GBV cases, successfully dispensing with 8 of these cases. Other activities such as training of paralegals, security officers, women groups and health workers resulted in improved capacity of FCDC member counties to address COVID-19 gender issues. Procurement of PPEs, beds and sample collection kits contributed to enhancing the material capacity of the counties

to respond to COVID-19. UNDP supported establishment of 5 isolation centres (180-bed capacity) in Turkana County and 1 isolation centre (100-bed capacity) in Mandera County. UNDP also engaged 6 civil society organizations to address gender-based violence around COVID-19 response. The CSOs strengthened citizens voice in county service delivery and response to the COVID-19 pandemic. These initiatives specifically contributed in strengthened access to justice to the marginalised and improved reporting, documentation and tracking of GBV cases during the pandemic.

Lessons Learnt

Some lessons gleaned during the period which UNDP will use to strengthen implementation include:

- Better planning and prioritization of programme activities by government partners vis-à-vis their core mandate optimizes timing and sequencing of programme activities with government partners moving forward.
- Gender roundtables provided platforms for meaningful engagement and participation of grassroots women and youth in governance matters as anticipated in the objects of devolution.
- To incentivize government cost-sharing, there is need to adhere to the PFM Act requirement that government contributes at least 10% of the programmatic costs as counterpart funding. This needs to be tracked and reported on a regularly.
- Collaboration between agencies supporting devolution enhances delivery of more meaningful results. Therefore, there is need to leverage partnerships beyond UN agencies to include the private sector, CSOs, international organizations, and the diaspora.
- County peer-to-peer learning, including through the Council of Governors (CoG), provides an important mechanism for developing homegrown solutions to local problems.

Project Financial Performance

The project mobilized a total of US\$ 4,138,304, out of which US\$ 2,733,055 was from the Government of Norway and US\$ 1,122,639 was from the United Kingdom (UK) Foreign Commonwealth Development Office (FCDO). The project spent US\$ 4,128,138, of which US\$ 3,313,065 was for regular project activities, US\$ 520,961 was spent on COVID-19 response and US\$ 294,113 was for project management.

1. Contribution to long term results

Country Programme Document (CPD) Outcome 1: By 2022, people in Kenya access high-quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced and accountable

CPD outcome indicator	Baseline	Target	Achievement (2021)	Status
Percentage a) national and b) county government expenditures as a proportion of original approved budget by sector (or by budget codes or similar).	a) National = 80% b) County = 74%	a) National = 85% b) County = 80% (county)	a) National = 88.9% b) County = 85.2% ²¹ .	Achieved. Counties were supported under JDP to sustain results expenditure levels.
Overall				Ongoing

The UNDP Kenya Programme Document 2018-22 prioritized devolution under UNDP Strategic Plan Signature Solution 2: Strengthen effective, accountable and inclusive governance and SDG 16: Peace, Justice and Strong Institutions, to increase access by county residents to equitable, accountable and transparent governance, and mitigate local level conflict and marginalization. At the inception of this project, county governments were absorbing less than 80% of their budgets²². The low budget absorption curtailed the ability of the counties to deliver coordinated, integrated and accountable services to their citizens. UNDP, through the support of the Government of Norway, enhanced budget absorption by FCDC counties to 85.2% per cent in the 2019/20 financial year from 77.9% and 74.0% in 2018/19 and 2017/18 financial years respectively²³, with 9 counties²⁴ recording year on year improvement in budget utilization. The progressive growth of budget absorption for these counties was attributed to the project intervention to improve public finance management in FCDC counties.

Comparison of FCDC Counties Budget Absorption

County	2017/18	2018/19	2019/20	Progress
Garissa	76,1%	82,8%	80,4%	Retrogressed
Isiolo	78,8%	82,4%	84,0%	Improved
Lamu	76,7%	81,3%	84,4%	Improved
Mandera	77,0%	79,5%	84,0%	Improved
Marsabit	85,6%	78,1%	83,9%	Improved
Samburu	85,5%	79,1%	83,7%	Improved
Tana River	53,7%	63,3%	80,7%	Significantly improved

²¹ Source: Office of the Controller of Budget (OCOB), 2020

²² Source: Office of the Controller of Budget; UNDP Kenya CPD, 2018-22

²³ OCOB – County Governments Annual Budget Implementation Review Report, 2018/19

²⁴ Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir, and West Pokot counties

Turkana	60,5%	67,4%	85,4%	Significantly improved
Wajir	68,5%	78,8%	92,0%	Significantly improved
West Pokot	78,1%	86,7%	93,2%	Significantly improved
FCDC County Absorption	74,0%	77,9%	85,2%	Improved

The improved budget absorption capacity of FCDC counties was further evidenced by increased utilization of resources allocated for COVID-19 response. FCDC Counties absorbed 71.76% of their COVID-19 budgets in 2020/21 fiscal year compared to 24.34% in 2019/20 fiscal year. All the FCDC counties improved in budget absorption, with Garissa, Mandera, Marsabit and Wajir utilizing 100% of allocated COVID-19 budgets. While Turkana County absorbed less than 50% of its budgets, it still improved from a paltry 4.47% in 2019/20 to 35.63% in 2020/21.

FCDC Counties – Utilization of COVID-19 Budgets

County	Absorption – July 2020	Absorption – 2020/21	Progress
Garissa	28,48%	100,00%	Significantly improved
Turkana	4,47%	35,63%	Significantly improved
Mandera	0,00%	100,00%	Significantly improved
Wajir	91,98%	100,00%	Improved
Samburu	4,89%	82,28%	Significantly improved
West Pokot	100,00%	57,99%	Retrogressed
Lamu	0,00%	94,06%	Significantly improved
Tana River	20,72%	73,30%	Significantly improved
Marsabit	0,00%	99,99%	Significantly improved
Isiolo	64,57%	81,31%	Improved
FCDC Counties Average	24,34%	71,76%	Significantly improved

2. Progress towards development results

Project Output 1.1. Performance management, M&E, data management systems established and functioning in FCDC counties.				
Indicator	Baseline	Target	Achievement (2021)	Status
Number of FCDC counties with operational performance management systems.	1 county (2018)	6 counties	8 counties adopt PCs in line with CoG resolution and 5 th Annual Devolution Conference resolution. 3 counties have fully operational PMS 3 counties – Mandera, Tana River and Lamu - implement CIMES.	Achieved. In-county support to implementation of PMS continued under JDP.

Improved planning and M&E systems contribute to tracking of county performance on key service delivery targets set in the five-year County Integrated Development Plans (CIDPs) and Annual Development Plans (ADPs). This ensures service delivery improvements at the county level and national level. Under this output, the project targeted to increase the number of counties with operational Performance Management Systems (PMS) and are using PMS to track departmental targets to 6 in 2021 from a baseline of 1 in 2018.

Performance Management Systems in FCDC Counties

A County Performance Management Framework (CPMF) was launched in 2017 to eliminate the “Silo Approach” in the management of public affairs and create harmony in planning and utilization of public resources for the betterment of the lives of citizens. County governments adopted PMS following the resolution of the 5th Annual Devolution Conference and a Council of Governors Meeting in June 2018. This paved way for counties to implement various aspects of performance management including Performance Contracting (PC) and Staff Performance Appraisal System (SPAS).

UNDP partnered with CoG to implement and institutionalize PMS at county level. County performance contracting guidelines were developed and disseminated to counties which enabled counties to roll-out PMS in a paced manner. By the beginning of the project in 2019, none of the FCDC counties had adopted PC but by 2020 when support from the Government of Norway ended, 2 FCDC counties (Tana River and Turkana counties) had fully adopted PCs, 7 counties²⁵ had adopted at least one element of PCs element, while Wajir County had not implemented any of the components. It is important to point out that the project was to end in 2022, hence the PC targets will most likely be achieved under the JDP, which has continued to support PCs.

UNDP, with support from the Government of Norway, supported 9 counties²⁶ to implement PCs. Through this support, CoG trained 23 (19 male and 4 female) PMS facilitators on county performance management framework, performance management tools, staff performance appraisal, citizen service

²⁵ Lamu, Mandera, Marsabit, Garissa, West Pokot, Samburu and Isiolo counties

²⁶ Turkana, Marsabit, Isiolo, Wajir, Lamu, Mandera, Tana River and Garissa counties

delivery charters, performance evaluation and performance contract vetting. The PMS facilitators provided in-county support to the 9 counties²⁷ to implement various aspects of PCs. As a result, all FCDC counties embraced PCs, albeit at different stages of implementation. This enhanced management accountability, fiscal responsibility, and public service delivery.

Adoption and Implementation of 2020/21 PCs by FCDC Counties

County	County Officials sensitized	Performance Targets Negotiated	PCs signed	Mid-Term Review	End-Year Evaluation	Rewards and sanctions	Performance Reporting
Lamu	Yes	Yes	No	No	No	No	No
Mandera	Yes	No	No	No	No	No	No
Tana River	Yes	Yes	Yes	Yes	No	No	No
Marsabit	Yes	Yes	No	No	No	No	No
Garissa	Yes	No	No	No	No	No	No
Turkana	Yes	Yes	Yes	Yes	Yes	No	Yes
West Pokot	Yes	Yes	No	No	No	No	No
Samburu	Yes	No	No	No	No	No	No
Isiolo	Yes	No	No	No	No	No	No
Wajir	No	No	No	No	No	No	No
Percentage	90%	50%	20%	20%	10%	0%	10%

The Case of Lamu and Tana River Counties



Lamu County: 33 (27 male and 6 female) County Executive Committee Members (CECMs), County Chief Officers (CCOs), County Directors, Members of the Public Service Board and technical officers sensitized on PC; 2020/21 PCs developed and aligned to CIDPs; gender, HIV/AIDS and climate change mainstreamed in the PCs; 2020/21 PCs signed.



Tana River County: 46 (30 male and 16 female) officials composed of the County Secretary, members of the CPSB, member of the County Executive Committee (CEC), CCOs and County Directors sensitized on PMS; roles of various officers, including CPSB clarified; 2020/21 PC targets negotiated; 2020/21 PCs finalized and signed. County now piloting PCs for county assemblies.

Some best practices on PMS generated from FCDC counties that can be replicated in other county governments include: (i) coordinated in-county support through a central interlocutor like CoG; (ii) regular review of guidelines to remain relevant to the needs of county governments; (iii) top leadership commitment as demonstrated by the resolution of CoG to implement PCs; (iv) need to address resistance to change experienced in some counties; and (v) need to extend PCs to county assemblies as the current scope only covers county executive departments.

County Monitoring and Evaluation Capacity

²⁷ Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana and West Pokot counties

At the inception of the project in 2018, county monitoring and evaluation (M&E) systems were weak. This undermined evidence-based planning, implementation, and reporting. As a result, county ADPs and policies were not aligned to CIDPs, making it difficult for counties to measure the extent to which they were achieving their CIDP and ADP targets. Many counties employed a manual data capture and synthesis system, which made M&E and reporting cumbersome, further undermining management accountability for results. County Integrated Monitoring and Evaluation Systems (CIMES) were established by the Monitoring and Evaluation Directorate (MED) under the National Treasury to guide counties in tracking progress towards the delivery of services, achievement of policies, projects and programmes outlined in the CIDPs. However, the adoption of CIMES by counties remained low, with none of the FCDC counties implementing it by 2017/18 fiscal year.

UNDP supported the strengthening of county M&E capacity through enhanced adoption of CIMES by county governments and implementation of targeted capacity interventions identified in the M&E Diagnostic Assessment undertaken in 2020. The interventions focussed on M&E Policy and Legislation, CIMES Structures, Data Collection, Reporting and Communication, and M&E Financing. As a result, all FCDC counties developed M&E policies, with Lamu, Tana River and Turkana counties approving their policies; Tana River County enacted an M&E Act; all FCDC counties adopted CIMES with 7 counties²⁸ implementing eCIMES for tracking and reporting of project implementation – no FCDC county had implemented eCIMES in 2018; 5 FCDC counties²⁹ allocated dedicated budgets for M&E compared to zero budget allocation to M&E before the intervention of the project. All FCDC counties recorded an increase in the quality and timeliness of their CAPRs, spell out owing to adoption of CIMES for real-time tracking and reporting of project implementation.

Key successes on M&E attributable to the intervention of the project include:

- (i) Geographic Information System (GIS)-based data management in Turkana County.
- (ii) Standard field questionnaires for collection of data in Isiolo County.
- (iii) Integration of mobile phone data collection and transmission tools with eCIMES to provide real-time project monitoring in Isiolo, Samburu, Tana River and Turkana counties.
- (iv) Allocation of dedicated M&E budget lines with Isiolo, Lamu, Mandera, Tana River and Turkana counties availing resources for M&E activities.

To embed these gains, there is need to align the roles of Governors Delivery Units (GDU) with M&E units to allay conflicts in the operations of the two units; standardize reporting templates to enhance the quality and utility of County Annual Progress Reports (CAPRs); sensitize top county leadership of counties to appreciate the imperative of M&E in management accountability and results-based implementation; and build the confidence of counties in eCIMES by resolving data protection issues raised by county governments.

²⁸ Isiolo, Lamu, Mandera, Marsabit, Tana River, Turkana and Wajir counties

²⁹ Isiolo, Lamu, Mandera, Tana River and Turkana counties

Status of M&E in FCDC Counties as of December 2021

County	M&E Policy and Legislation		CIMES Structures		Data collection, reporting and communication		M&E Financing	
	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)
Garissa	No M&E Policy in place	Draft M&E policy finalized	M&E undertaken through departmental planning units	M&E focal points in 3 out of 10 depts; M&E champion identified; COMEC in place	CIDP II in draft	CIDP II approved and published; CIDP II indicators handbook completed	No dedicated budget for M&E	No budget for M&E
Isiolo	No M&E Policy in place	Draft M&E Policy developed	M&E Unit established; Sector M&E committees not operational	M&E unit in place; Sector M&E committees established	CIDP II in draft	CIDP II approved and published; indicator handbook approved and adopted by all departments	No dedicated budget for M&E	Some budget allocated to M&E
Lamu	No M&E Policy in place	M&E Policy approved	M&E unit not established	M&E Unit established; M&E focal points in each department	CIDP II finalized	CIDP II indicators handbook developed	No dedicated budget for M&E	No dedicated M&E budgets
Mandera	No M&E Policy in place	Draft M&E Policy finalized	M&E Unit not established	M&E Unit established; M&E at departmental level undertaken by respective COs	CIDP II in draft	CIDP II finalized; indicators handbook in place	No dedicated budget for M&E	Dedicated budget for M&E
Marsabit	No M&E Policy in place	Draft M&E Policy finalized	M&E Unit not established	No M&E unit; No M&E champions or CIMES committees; M&E committees yet to be operationalized; No M&E focal persons	CIDP II finalized; Indicator handbook in draft	CIDP II published; CIDP II Indicators Handbook finalized	No dedicated budget for M&E	No budget for M&E
Tana River	No M&E Policy in place	M&E Policy approved; M&E Act enacted	M&E Unit operational; M&E Committees not in place	M&E Unit established; Departmental M&E focal points; Service delivery unit established	CIDP II finalized	CIDP II indicators handbook finalized; e-CIMES adopted	No dedicated budget for M&E	Budget for M&E under the Dept of Finance

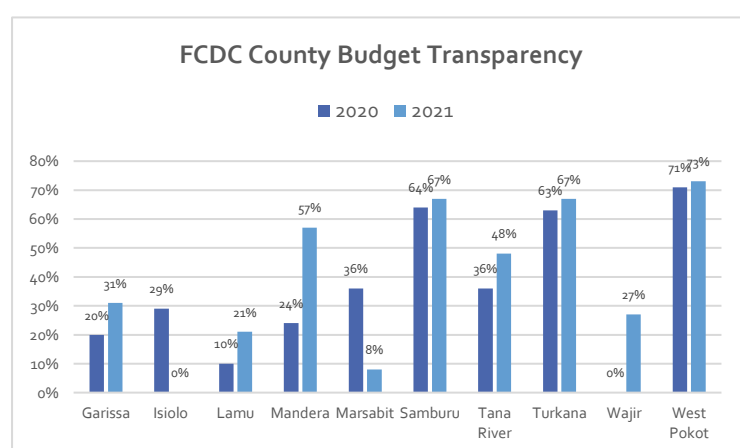
County	M&E Policy and Legislation		CIMES Structures		Data collection, reporting and communication		M&E Financing	
	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)	Baseline (2018)	Status (2021)
Turkana	No M&E Policy in place	M&E policy approved; M&E Bill forwarded finalized	M&E Unit not operational	M&E directorate established; 13 staff not yet posted; M&E champion posted in every department; COMEC created	CIDP II finalized	CIDP II approved; indicator handbook finalized; GIS-based M&E system established	No dedicated budget for M&E	M&E budget under the Department of Planning
Samburu	No M&E Policy in place	M&E Policy developed and in draft form	M&E Unit not established	M&E Unit established and is active in tracking and reporting on project implementation. M&E functions cascaded to departments.	CIDP II in draft	CIDP approved; indicator handbook finalized; county using mobile phone-based software to collect project data. CADPs developed	No dedicated budget for M&E	Dedicated budget for M&E
Wajir	No M&E Policy in place	Draft M&E policy finalized and awaiting approval by CEC	M&E Unit not established	M&E unit established; CIMES committees established	CIDP II in draft	CIDP II approved and published; CIDP indicator handbook in draft; CAPRs prepared and disseminated; web-based, mobile data collection tools	No dedicated budget for M&E	Dedicated budget for M&E
West Pokot	No M&E Policy in place	Draft M&E Policy in place	M&E Unit not established	M&E unit established	CIDP II in draft	CIDP II and indicator handbook approved. CAPRs prepared and disseminated	No dedicated budget for M&E	No dedicated M&E budget

Project Output 1.2. Strengthened county-level planning and public financial management (PFM) systems.

Indicator	Baseline	Target	Achievement (2020)	Status
Number of FCDC counties providing public budget information.	0 counties (2018)	8 counties	9 counties ³⁰ publish budget information on their websites. 5 counties ³¹ strengthen PFM Systems.	Partially achieved. Further engagement to strengthen county budget transparency continued under JDP
Number of counties improve their own source revenue (OSR) by 20%.	0 counties (2018)	2 counties	6 counties ³² enhance OSR by more than 20% 1 FCDC county ³³ enhance OSR by less than 20%	Achieved.

County Budget Transparency

Access to budget information allows citizens to provide feedback on government allocations and spending and improve accountability on resource allocation to priority service delivery sectors. It enhances public participation and ownership of county programmes and budgets, thereby improving their efficacy. Budget transparency was low, especially in FCDC counties, limiting access to key budget information by Kenyans. To aid public participation and civic engagement in county planning and budgeting, counties are required to publish and publicize the following documents: County Integrated Development Plans (CIDPs), Annual Development Plans (ADPs), County Fiscal Strategy Papers (CFSPs), Programme-Based Budgets (PBB), Citizens’ Budget, County Finance Act, County Budget Review and Outlook Paper (CBROP) and Quarterly Budget Implementation Reports. County governments were inconsistent in sharing budget information in public spaces, while budget documents lacked key information to facilitate adequate public engagement in county budgeting processes. This curtailed public participation in county planning and budgeting processes



In 2018, none of the FCDC counties shared budget information with members of the public. UNDP, with support from the Government of Norway, targeted to increase the number of counties sharing budget information in online platforms to 8 by 2020. In 2019, all FCDC counties except Wajir County published budget information in their websites and other platforms accessible to members of the public³⁴. In 2020, all

FCDC counties improved in Budget Transparency Index, except Isiolo and Marsabit counties. On average, FCDC counties published 30% and 36% of their budget information in 2019 and 2020

³⁰ Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River, Turkana, Samburu, West P counties

³¹ Garissa, Lamu, Tana River, Wajir, Mandera counties

³² Garissa, Lamu, Mandera, Marsabit, Tana River and Turkana counties

³³ Wajir County

³⁴ Source: International Budget Partnership, 2020 County Budget Transparency Index Report

respectively, compared to the national average of 33%. Despite the significant improvement in publishing of budget and financial information in online spaces, comprehensiveness of published documents remained a challenge. To mitigate this challenge and further enhance inclusivity and public participation in county budget processes, UNDP continued to engage with International Budget Partnership Kenya (IBPK) through the JDP to enhance budget transparency and to be more inclusive in engaging residents in budgeting processes.

County Public Finance Management Systems

While all the 47 counties had established county treasuries as required by law, public finance management remained weak. FCDC counties were most affected with key capacities gaps noted in operationalization of audit committees, development of county OSR, and overall fiscal accountability of county officials.

UNDP partnered with the Commission on Revenue Allocation (CRA) and Office of the Auditor General (OAG) to strengthen internal audit, finance, accounts and budget, procurement and administration, pending bills and debt management. As a result, all FCDC established internal audit committees, finance, accounts, budget, procurement and administration functions. This culminated into significant improvement in county fiscal management, as evidenced by improvement in the audit performance of FCDC counties. Notable improvements were recorded in budgeting, internal audit reporting, establishment of internal audit committees, work planning, entry into cashbooks, preparation of payment vouchers, accounting for travel expenses and procurement.

Audit Performance of FCDC Counties³⁵

County	Audit Opinion			Remarks
	2016/2017	2017/2018	2018/2019	
Garissa	Adverse	Qualified	Qualified	Improved
Lamu	Disclaimer	Disclaimer	Qualified	Improved
Tana River	Disclaimer	Disclaimer	Qualified	Improved
Turkana	Adverse	Qualified	Qualified	Improved
Wajir	Qualified	Disclaimer	Qualified	Improved
Marsabit	Qualified	Qualified	Qualified	Retained
Mandera	Qualified	Qualified	Qualified	Retained
Isiolo	Adverse	Qualified	Adverse	Decline

County Revenue Enhancement

County governments receive their equitable share of revenue allotment from the Exchequer. The timing of these exchequer transfers is often unpredictable and results in budgeting challenges for counties. Also, these revenues are not enough to resource all the county governments' recurrent and development expenditures. Counties, therefore, had to generate their OSR to remain sustainable.

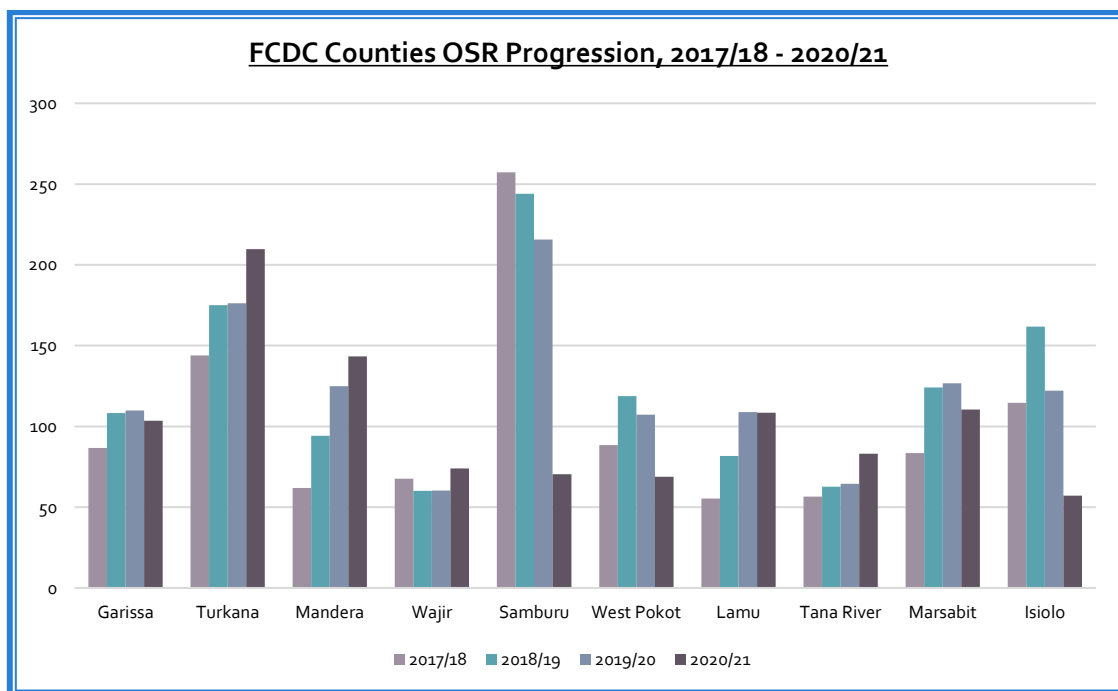
UNDP worked with CRA to identify and develop new streams of OSR in FCDC counties. Following this intervention, 6 FCDC counties³⁶ recorded more than 20% improvement in OSR, Wajir County

³⁵ Source: Office of the Auditor General

³⁶ Garissa, Lamu, Mandera, Marsabit, Tana River andTurkana counties

recorded a 9% improvement in OSR while 2 counties³⁷ experienced a decline in OSR. Isiolo County OSR started on an upward trajectory in 2018/19 but dwindled in 2019/20 and 2020/21 owing to the effect of COVID-19 pandemic, which adversely affected tourism related activities on which the counties depended for OSR.

1. Turkana County increased OSR by 49% in 2020/21 compared to 2018/19. This improvement can be attributed to the intervention of UNDP which led to:
 - **Increased staff morale:** The county reported that the 47 participants that were trained had increased confidence. The training was an inaugural revenue administration training for staff below the sub-county revenue officer level.
 - **Land revenue waiver announcement:** After the assessment where some recommendations were provided, the county announced the land rates waiver, which resulted in the increased payment by ratepayers.
 - **Legal framework for revenue management:** Adoption by the County Assembly of primary legislation action plan for revenue administration.
 - **Implementation of revenue assessment recommendations:** Adoption by the County Executive of action plans for OSR revenue administration.



2. OSR for Isiolo County increased by 46% in 2018/19 compared to 2017/18. In 2019/20 and 2020/21, the county recorded a decline in OSR owing to the effect of COVID-19 which affected its tourism based OSR sources. The significant improvement in OSR between 2017/18 – 2018/19 was a direct result of the interventions of UNDP which led to:
 - **Improved motivation of revenue collection staff:** The county reported that the 57 participants that were trained had improved morale related to revenue collection. The training was an inaugural revenue administration training for the staff.

³⁷ Samburu and West Pokot counties

- **Development of a revenue collection enforcement bill:** Following the assessment and recommendation during the discussions, the county executive developed a revenue collection enforcement bill, which was tabled at the county assembly for enactment.

Project Output 1.3: Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources.				
Indicator	Baseline	Target	Achievement (2021)	Status
Number of FCDC counties with mechanisms for inclusive public participation.	0 counties (2018)	8 counties	10 FCDC counties establish CBEFs. 5 FCDC counties pass public participation bills and laws. 5 counties enact FCDC Acts to legally establish FCDC Regional Economic Block (REB) as per FCDC Agreement. Isiolo County Youth Innovation and Empowerment Centre established.	Achieved. Further engagement to strengthen public participation continued under JDP.

County Budget and Economic Forums

Public participation in county decision-making processes, including planning and budgeting, is a constitutional and legal requirement³⁸. One of the avenues for public engagement in county-level planning, budgeting and decision-making processes is the County Budget and Economic Forum (CBEF)³⁹. CBEFs provide citizens with opportunities to participate in how the country is governed, including how public finances are managed to deliver services and foster development. They provide channels for county governments to consult the public on (i) preparation of county plans, CFSP and CBROP for the county; and (ii) matters relating to budgeting, the economy and financial management at the county level.

In 2018, none of the 47 county governments had CBEFs in place, which led to lack of accountability and public participation at the county level. UNDP targeted to support at least 8 counties to establish CBEFs to enhance accountability in county budgeting and planning processes. In collaboration with CRA, UNDP supported establishment of CBEFs in 10 FCDC counties⁴⁰, and 4 additional counties⁴¹ which benefitted from additional support under the JDP. Some CBEFs, for example the Turkana County CBEF, adopted the use of social media for engaging members of the public. The CBEFs led to significant improvement in civic engagement and public participation in county planning, budgeting and implementation processes.⁴²

³⁸ The Constitution of Kenya (2010) and the County Government Act 2012

³⁹ The Public Finance Management Act 2012

⁴⁰ Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, West Pokot, Wajir counties

⁴¹ Busia, Kajiado, Kilifi and Narok counties

⁴² Source: Office of the Controller of Budget

Results of Engagement in CBEFs



Public Participation in FCDC Counties

At inception of the project, none of the target counties had established mechanisms for citizen participation in county planning, implementation and reporting. The project sought to have at least 3 counties establish mechanisms for public participation, including policies, laws and public information units. UNDP, through the support of the Government of Norway, worked with CoG to support Mandera, Isiolo, Marsabit, Tana River and Turkana counties to develop public participation laws. In a bid to involve citizens to participate in the decision-making processes, Lamu County Government developed a Citizen Public Participation Policy. The policies and legislations provided comprehensive guidance on public participation and communications, and promoted access to information by youth, women, People with Disabilities (PWDs), marginalized communities and other special interest groups. UNDP supported the 10 target counties⁴³ to put in place public participation structures including Civic Education Units and Public Information Units. To enhance public participation at sub-county, ward and village levels, county governments utilized existing national government structures, including National Government Administrative Offices.

Frontier County Development Council Regional Economic Bloc

There is scope for supporting many counties to leverage economies of scale through REBs. These entities are increasingly recognized as an important mechanism for counties with similar interests to advance their developmental issues and to better realize economies of scale. FCDC counties share common development issues and social challenges, including low economic and human development exacerbated by poor public service delivery, low participatory governance, county level peace and security issues, sustainable environment and natural resource management, low resilience to environmental shocks and weak measures for climate change adaptation. Devolution opened up these counties, but a lot more needed to be done to bring the residents of these counties to the same level of development as the rest of Kenya. FCDC counties realized the need to accelerate their socio-

⁴³ Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, West Pokot, Wajir counties

economic development through regional integration⁴⁴, to leverage their comparative advantages, exploit their economies of scale to attract investment and trade, and forge a common front for addressing the social challenges facing them.

UNDP, have throughout the project period, supported the formation of the FCDC Regional Economic Bloc through the establishment of a legal framework and strengthening of the FCDC Secretariat. In collaboration with CoG, Kenya Law Reform Commission, FCDC Secretariat and Ministry of Devolution (MoD), UNDP supported Garissa, Isiolo, Lamu, Mandera, Marsabit, Samburu, Tana River, Turkana, Wajir and West Pokot counties to develop FCDC Bills. Mandera, Samburu, Isiolo, Turkana, Garissa and Marsabit counties enacted their FCDC Acts, meeting the threshold of 5 counties required for the bloc to be legally constituted. Lamu, Tana River, Wajir and West Pokot counties were sensitized to fast-track passage of their FCDC bills.

With the REB fully operational, the 10 member-counties embarked on targeted initiatives to promote peace, security, values, good governance and preventing violent extremism; pursue high, sustainable and equitable economic growth; undertake poverty reduction through employment generation and reduction of social vulnerability; protect the environment and promote climate-friendly technologies and sound agricultural practices; promote health care services; and transform technical, vocational and education to produce the right skills and expand access to technology, applications, innovation and networks. By mobilizing collective and coordinated efforts by all stakeholders and communities, the REB catalysed and facilitated member-counties to effectively contribute to and benefit from devolution's vast opportunities by enhancing peace and security, creating a business-friendly environment, and improving service delivery. The REB has also renewed the focus of member-counties on increasing people's access to essential services in agriculture, livestock, education, water, land, peace and cohesion, among other sectors.

Youth-Centric Development in FCDC Counties

Youth engagement in FCDC counties have historically been marginalized. The youth experience various challenges ranging from unemployment, low technical capacity, drugs and substance abuse, and violent extremism. They have also been left behind in county development initiatives, predisposing them to exploitation by politicians and other non-gainful engagement.

To gainfully exploit the demographic dividend of young people, UNDP worked with Kenya School of Government and the County Government of Isiolo to equip and launch the Isiolo Youth Empowerment and Innovation Centre (IYEIC). The centre provided a safe haven for young people in Isiolo County to develop their skills, networks and share issues affecting them. Through the Centre, more than 6,000 youth from Isiolo County were engaged with following results:

- *Empowered youths to participate in leadership:* 940 young people (379 female, 561 male) empowered through the coffee talks to
- *Talent support:* 150 youths (69 female, 81 male) equipped with different talents - dancing, football, Martial Arts and acting have been

⁴⁴ Other counties have coalesced around 7 regional economic blocks: Lake Region Economic Bloc (13 counties), North Rift Economic Bloc (10 counties), Central Kenya Economic Bloc (10 counties), Jumuiya ya Kaunti za Pwani (6 counties), Southeastern Kenya Economic Bloc (3 counties) and Frontier Counties Development Council (11 counties), Narok - Kajiado Economic Bloc (2 counties).

- participate in leadership programmes and activities.
- *Job opportunities:* 9 youth (3 female, 6 male) secured formal employment and 20 youth (3 female, 17 male) pursuing opportunities in business, videography, agriculture and saloon businesses.
 - *Reduced rates of drug abuse:* A youth-friendly peer-counselling unit also provides a space for youths to face their fears and find a way to cope with drug and substance addiction.
 - *Computer literacy among the youths:* 100 youth (45 female, 55 male) equipped with basic computer skills, improving their skills in use and application of technology. A further 25 youth are currently enrolled in various computer classes.
 - allocated coaches and trainers who support in harnessing their talents.
 - *Disciplined and empowered youths:* 940 youths (379 female, 561 male) empowered to have a focused life through guidance on the pursuit of visions and how to avoid distraction from peer pressure.
 - *Agribusiness ventures:* 164 youths (67 female, 97 male) equipped in agricultural-influenced businesses and income-generating activities, including aquaculture, beekeeping, hydroponic farming, and horticulture. This has led to the growth of self-employed groups who practice fish and beekeeping as a source of income.
 - *Information Dissemination:* 800 youth reached directly, and 4,000 youth reached indirectly with messaging on key county and centre events through bulk SMS platform.

IYEIC provided young people with skills to improve their employability and prevent them from engaging in radicalization, violent extremism or other criminal activities. This is evidenced by 9 youth (3 female, 6 male) securing formal employment with the County Government; 7 youth (3 female, 4 male) engaging in creative sector and photography; and 35 youth (20 female, 15 male) engaging in Income Generating Activities (IGAs) including poultry farming, dairy value addition and general trade. The low employment rates were attributed to limited formal employment opportunities and lack of capital to venture into informal IGAs. While formal employment is not a direct nor measured and accountable target of this output, this initiative is providing skills that will improve employability and help prevent movement of youth towards criminal and extremism activities.

Project Output 1.4: Strengthened coordination and oversight mechanism of multi-UN Agency initiatives established and operational for FCDC counties.				
Indicator	Baseline	Target	Achievement (2021)	Status
Essential coordination functions set up and operational.	1 (2018)	3	3 coordination mechanisms established (Integrated Area-Based Programme in Turkana, High-Level Mission to FCDC counties facilitated, Joint Monitoring of Turkana Water and Sanitation Programmes).	Achieved.
Essential coordination structures formalised and operational.	0 (2018)	2	3 forums in place for cross border initiatives for cross-section of stakeholders (national and county government, UN, INGOs and NGOs) established 1 national steering committee held to discuss progress of the project.	Achieved.

UN Joint Integrated Area-based Development in Turkana County

In advent of devolution, Turkana County witnessed an influx of donors from international organizations, UN agencies, CSOs and private sector. This led to competition between the partners, duplication of interventions and uncoordinated development in the county, with some sectors being

overfunded while others lacking basic resources. A more coordinated and coherent multi-level development approach aligned to the goals of the county government was needed. To enhance alignment and coordination of the support to Turkana County, the county government and the United Nations (UN) in Kenya implemented an Integrated Area-Based Programming under the Turkana Delivering as One (DaO) Office championed by the UN Resident Coordinator's Office (RCO). This resulted into greater efficiency, generated more impact and ensured sustainability of development results.

The DaO Office strengthened establishment of functional coordination structures within UN agencies and across government for resource mobilization and response to COVID19, locust invasion, cholera and floods. The DaO office gathered, synthesized and shared with government and non-government stakeholders information on response to COVID-19, including distribution of supplies, coverage of and gaps in response initiatives. This facilitated coordinated planning, soliciting, resource mobilization and implementation of interventions. It also enhanced transparency and accountability between the partners and government by informing areas which required more resources and reduced duplication of activities. It further helped the county government to track implementation of and report on its initiatives through a common framework coordinated by the County Secretary's office.

The DaO office coordinated the signing of the Kenya-Uganda Peace Agreement in September 2019, which culminated into the establishment of the Pilot Peace Dividend Water Project at Urum, funded by UNICEF (a solar driven borehole), UNDP (4.2 km water pipeline, 4 storage facilities, sanitation facilities and water access points), and Turkana County Government (technical support, capacity building of the water committees and kitchen gardens). The initiative provided water to 370 households (271 households were women-led) in conflict-prone Loima sub-county, reducing traditional resource-based conflict and cattle rustling in the area. This resulted in relative tranquillity and a return of households which had fled to neighbouring Uganda. Children, especially girls, also resumed schooling.

Through the DaO office, 3 thematic working groups reviewed progress in implementation of the Turkana CIDP priority areas of transformative governance, social sectors and Sustainable Economic Development. this enhanced collaborative efforts between the county government, UN agencies (e.g. World Food Programme) and non-governmental organizations (e.g. Concern Worldwide) in co-creation and co-funding development programmes. The thematic working groups improved results and accountability by aligning planning cycles with government financial years, harmonized operations, and improved results reporting in line with Turkana ADP. This resulted in improved accountability and identification of high impact low-cost macro-projects for joint resourcing and implementation and establishment of joint multi-stakeholder monitoring teams to conduct annual joint monitoring of projects.

The DaO office convened a multi stakeholder forum for youth empowerment in Turkana County. The participation was drawn from a multiplicity of stakeholders, including UN, national government officials, Turkana County Government, International NGOs, local NGOs, and youth representatives.

Through the forum, 79 youths (52 male and 27 female) were exposed to opportunities in government and NGOs, and 8 were facilitated with small grants under the Livestock Marketing Systems (LMS).

UNDP, UNICEF and MoD strengthened joint mechanisms for cross border peace building, community resilience, conflict prevention, management and resolution that culminated into the signing of a memorandum of understanding on Uganda-Kenya Peace and Sustainable Development Cross Border. This enhanced engagement of private sector, governments and NGOs in cross border trade and provided an avenue for governments to promote cross border trade in Turkana and the neighbouring Uganda, Ethiopia and South Sudan.

The DaO office influenced programming modalities, leading to more co-creation with government through established agreements, with 21 agreements being signed with different partners. Through these agreements, Turkana County programmes were aligned to its CIDP. Joint programming and collaborative co-creation of projects was enhanced between government, UN agencies and other NGOs, with the following results:

6. Together with county government and national government, UNICEF supported sustainable child responsive programming demonstrating novelty in areas of policy formulation, reduction of mortality and stunting, improved early learning and education and child protection.
7. Sustainable Food Systems Project co-created by the county government and World Food Programme (WFP) with a shared budget of 30%:70% respectively.
8. A partnership between WFP and County Government of Turkana built food security and resilience in communities through provision of beehives for honey production.
9. Partnership between WFP, Food and Agriculture Organization (FAO) and county government on mechanized ploughing of 900 out of target 1,020 hectares of land in rainfed and irrigated schemes.
10. A bolstered partnership between the county government and International Finance Corporation (IFC) in establishment of a multimillion one stop Biashara Centre at Kalobeyei – Kakuma.
11. Partnership with UNICEF, County Government of Turkana and Oxfam in rehabilitation of 5 water supplies, hygiene sanitation and hygiene promotion facilities for COVID-19 prevention; with a total of 28,500 (14,535 females, 13,965 males) benefited.
12. Partnership between County Government of Turkana, UNDP and National Disaster Management Authority (NDMA) established a tannery with a capacity to process 1,000 hides/skins/day to build resilience of drought of pastoralists through development of livestock value chains (Kshs. 45 million invested; Kshs. 26 million from UNDP and Kshs. 19 million from County Government of Turkana).

3. FCDC County COVID-19 Response

In the wake of the Corona Virus Disease (COVID-19) pandemic, the Government of Norway accorded UNDP and RCO an opportunity to support the FCDC counties to respond to the pandemic. The COVID-19 Response Programme was based on the UN-Wide Socio-Economic Response Plan (SERP) which sought to:

- i. Map out those most at risk of being left behind (who are they, why are they left behind, where they live and how they are being left behind).
- ii. Ensure that essential health services are available and protecting health system.
- iii. Protect people by strengthening social protection and support continuity in the provision of basic services.
- iv. Protect jobs, small and medium-sized enterprises, and the vulnerable workers in the informal sector through economic recovery, including enhancing social responsibility of business towards their labour force.
- v. Address development finance challenges, assisting the government at both national and county levels in reprioritizing the national/county SDG targets alongside national/county recovery and development targets, rebalancing public expenditures to address pre-existing inequalities.
- vi. Promote social cohesion and build trust through social dialogue and political engagement and invest in community-led resilience and response systems will be an important lens for all interventions.

Kenya recorded increasing number of COVID-19 cases raising, with 23,202 confirmed cases, 388 deaths and 9,327 recoveries in February 2020. COVID-19 in Kenya had profound effects on the social, political and economic paradigms in the immediate, medium term and longer term. COVID-19 was a multidimensional crisis whose impact transcended health, care, economic, governance, environment, and climate change. female-headed households and urban population in informal settlements plagued with inadequate access to water, poor sanitation services and cramped living conditions remained particularly at risk. The effect of COVID-19 in FCDC counties was exacerbated by chronic vulnerabilities and increased humanitarian needs as a result of back-to-back droughts, floods, outbreak of cholera and a locust upsurge. The pandemic overstretched an already fragile healthcare system and a strained financial system with little fiscal space at the national or county levels to divert resources to COVID-19. As a sequel to this, UNDP supported national and county governments to:

- a. Enhance communication and targeted messaging for improved public awareness about COVID 19 across demographic groups in Kenya
- b. Improve COVID-19 health responsiveness at national, county and sub county level
- c. Enhance COVID-19 gender responsiveness of FCDC counties
- d. Enhance human resources for improved responsiveness to COVID-19 at national, county and sub-county level.

The Government of Norway approved additional funding of US\$ 510,000 (Norwegian Kroner 2.5 million) towards COVID-19 response activities. The UNDP-RCO COVID-19 Response Programme ran from March – December 2020 and contributed to three outputs:

1. Improved Capacity of Turkana County Health Workers to Respond to COVID-19
2. Improved Capacity of Turkana County Stakeholders to Address COVID-19 Gender Issues
3. Gender Responsiveness COVID-19 Material Capacity Enhanced in Turkana County
4. FCDC Counties Responsiveness to COVID-19 Enhanced through Material Capacity
5. Improved Capacity of FCDC Member Counties Stakeholders to Address COVID-19 Gender Issues

Improved capacity of Turkana County healthcare workers to respond to COVID-19

To strengthen COVID-19 response capacity of Turkana County, the project provided capacity development to 1,298 health workers (584 male, 714 female) and 120 ToTs (57 male, 63 female). A total of 1,400 health workers (649 male, 751 female) were trained and deployed to sub-county health facilities. 57 male and 63 female ToTs were also trained. The ToTs coached county health officials on COVID-19 response while the healthcare workers strengthened the capacity of facilities to manage COVID-19 cases and disseminate COVID-19 mitigation protocols.

Improved Capacity of County Stakeholders to address COVID-19 Gender Issues

The project targeted to train Nyumba Kumi committees, Maendeleo ya Wanawake and paralegals on GBV and referral mechanisms to be the voice and support system for the women (including male gender champions); sensitize senior security officers on GBV survivors' rights and redress mechanisms; support paralegal officers to record cases and support survivors in accessing justice; and establish gender desks with trained officers at health facilities where Gender Violence Referral Centres (GVRC) did not exist and at police stations in all sub-counties.

65 female and 35 male members of Nyumba Kumi committees, Maendeleo ya Wanawake, Paralegals, Chiefs and Nyumba Kumi elders were trained. The trainees were supported to organize themselves into subcounty teams, they created platforms to enhance information sharing and updates from their sub counties. The Loima sub-county team identified and addressed 8 SGBV, Turkana South team has attended to 3 cases, Turkana Central has successfully attended to 1 while Turkana east team successfully addressed 4 cases. Maendeleo ya Wanawake and the paralegals worked closely with each other, and the chief has also included them in any cases brought to his office for redress.

The project supported training of security officers from the rank of County Commandant, investigation officers, Officers Commanding Police Divisions, Officer in Charge of Stations and National Security Intelligence Service. These trainings improved police and intelligence response to GBV and COVID-19 detection and response. It also occasioned attitudinal change of the officials as they handle clients. 7 Police stations established gender desks in their stations and appointed officers to manage them. This enhanced reporting, handling and follow up on GBV cases during COVID-19 pandemic period.

Turkana County established gender desks for reporting, documenting, and responding to GBV cases at the height of the COVID-19 pandemic. The project supported establishment of new gender desks in 5 sub-counties (Todonyang', Kibish, Lokitaung', Lokori and Lorugum sub counties) and 7 police

stations. These gender desks received, recorded and followed up 15 GBV cases: 8 were successfully dispensed with, 5 in Lodwar police station, 1 in Katilu and 2 in Lokori police station.

During the pandemic period, there was an unprecedented increase in cases of GBV, especially in FCDC counties. Resource-based conflicts also escalated. To promote access to justice for GBV victims during the pandemic period, the project engaged 6 CSOs, Supreme Council of Kenya Muslims (SUPKEM) in Garissa County, Kenya Community Support Centre (KECOSCE) in Tana River County, Muslims for Human Rights (MUHURI) in Lamu County, Alliance of Local Communities in Hardship Areas (ALCHA) in Marsabit County, Wajir Women for Peace (WWFP) in Wajir County, Nomadic Assistance for Peace and Development (NAPAD) in Mandera County.

Outputs of CSO Intervention during the COVID-19 Pandemic

County	CSO	Objective	Results
Tana River	KECOSCE	Enhancing access to justice for the poor and the marginalized in Tana River County	<ul style="list-style-type: none"> • 20 security officers (12 male, 8 female) sensitized on GBV • 10 GBV cases followed up by community leaders through 2 gender desks established at Garsen Police Station • 6 Nyumba Kumi elders (3 male, 3 female) worked with local champions to increase level of awareness at the community level. 2 champions identified and resettled 3 children living with an abusive parent, 1 survivor of child marriage • Community policing are now working with the local gender desk in Garsen to track reported cases and perpetrators. • 22 champions (11 male, 11 female), 3 youth CBOs and 4 women CBOs sensitized to monitor, report and provide services to GBV survivors. • 2 clinics supported to handle 14 GBV cases: 8 involving women, 6 involving men • Gender Technical Working Group established with 25 members (8 Male 17 Female), out which 10 were youth and 15 adults, 3 People living with Disability • 1 girl in Tana Delta rescued in the verge of childhood marriage and has been reinstated in school • 50,000 people in Tana Delta reached through radio talk shows with information on Building Community resilience to SGBV during the COVID 19 Pandemic; COVID 19 Mitigation measures and need for community compliance • 16 survivors affected during the COVID 19 Pandemic received legal advice from Advocates to pursuit justice.
LAMU	MUHURI	Improve access to justice and realization of human rights for the poor and marginalized groups in Lamu County within the framework of the Legal Aid Act 2016	<ul style="list-style-type: none"> • Nyumba Kumi, District peace committees, Leadership of women Community-Based Organizations (CBOs), Community Health Volunteers (CHVs), Networks for religious leaders, GBV Male champions, Grassroot Human Rights defenders and Community Paralegals on GBV reporting pathways to support victims/ survivors during COVID-19 pandemic. • Increase in number of cases reported to the police by the various SGBV networks formed. • 50 law enforcement officers (44 male, 6 female) sensitized on GBV and COVID-19 pandemic • information flow concerning child rights violations has been enhanced through links with Community Health Volunteers and Pre-Primary School teachers to enhance wider monitoring of this

County	CSO	Objective	Results
			challenge in the community forged by 51 paralegals (28 male, 23 female) trained.
Mandera	NAPAD	Justice for all in Khalalio, Libehia, Marothile and Girissa wards, Mandera North Sub County.	<ul style="list-style-type: none"> • GBV survivor-centred approach with a focus on the most vulnerable and affected community members promoted through training of 8 members of NAPAD (5 male, 3 female). • Challenges affecting women in Khalalio, Libehia, Marothile and Girissa identified through roundtables reaching 16 PWDs (10 male, 6 female). • Coordination and cooperation in prevention and response to GBV during COVID-19 enhanced through mapping and engagement of GBV stakeholders in Mandera County. • 6 community paralegals (3 male, 3 female), 4 Nyumba Kumi representatives (4 male, 1 female), 5 male religious leaders, 29 women representatives, 29 youth representatives (14 male, 15 female), 10 PWDs (7 male, 3 female), and 17 administration officials (15 male, 2 female) trained on Prevention of GBV, promoting access to GBV services during COVID-19 pandemic • Reporting, follow up and redress of GBV cases enhanced through their existing local structures that link the community with the local administration, security agencies, local health and psychosocial services.
Garissa County	SUPKEM	Promoting access to legal rights through increased demand for legal aid and assistance by the poor and marginalized in Garissa County	<ul style="list-style-type: none"> • COVID-19 awareness campaign undertaken in 3 sub-counties of Mandera County by 25 TWG members (22 male, 3 female) sensitized on effects of COVID 19 to girls and women • 33 community members (18 male, 15 female) and 12 male security officers engaged on the effect of COVID 19 and their role to safeguard the poor and marginalized during the pandemic. • 39 paralegals (25 male, 14 female) and 6 male chiefs from 3 sub counties capacity built on documentation of GBV during COVID-19 pandemic. This enhanced documentation and follow up of reported cases.
Wajir	WWFP	To increase access to legal aid and assistance for the poor and marginalized groups in Wajir East, Wajir West and Eldas sub-counties	<ul style="list-style-type: none"> • GBV case management during the pandemic period enhanced through a referral focal points (RFPs) system was developed at the County level, with 10 cases referred for management and further follow up in December 2020. • 55 Nyumba Kumi members (38 male, 27 female), 30 women CBOs and 30 male champions trained on GBV justice pathways during the COVID-19 pandemic • Identification, reporting and follow up on GBV cases enhanced through capacity building of 50 senior security officials (43 male, 7 female) • documentation and reporting of GBV cases improved through 15 paralegals (9 male, 6 female) and 5 community influencers (3 male, 2 female) trained on reporting of GBV cases at the community level.
Marsabit	ALCHA	Promoting access to legal aid and assistance for the poor and marginalized in marsabit county	<ul style="list-style-type: none"> • Timely response and assistance through 5 missions of Sexual and Gender-Based Violence (SGBV) survivors resulted to decline in reported cases • 8 SGBV survivors provided psychosocial support through 1 SGBV counsellor • Access to justice for SGBV victims, identification, reporting, recording and follow up of SGV cases improved through capacity building of 10 frontline SGBV law enforcement officials and 80 community champions (36 male, 44 female). • A juvenile cell for perpetrator and shelter for victim of SGBV established at Moyale Border Post.

County	CSO	Objective	Results
			<ul style="list-style-type: none"> Timely response and arrest of SGBV perpetrators and grassroots follow up by local administration.

County COVID-19 Response and Case Management

COVID-19 put pressure on the already overstretched healthcare systems of FCDC counties. With limited Intensive Care Units, the counties were in dire need of additional bed and isolation capacities. The project supported establishment of 6 isolation centres in each of the sub-counties in Turkana. The supplies included procurement and installation of 180 beds, 30 beds and mattresses for each isolation centre under a subcounty hospitals in the 6 sub-counties. The project also procured 5 isolation tents to be used together with these beds and 20 water tanks to improve water access for hygiene which was a crucial factor in COVID-19 prevention. This enables the County Health Services department to cater for over 1,720 cases of COVID-19 reported between November 2020 and December 2022⁴⁵.

The project also supported the establishment of a 100-bed COVID-19 Isolation Centre in Mandera South Sub-County Hospital in Elwak, Mandera County. The support involved erection of the isolation tent go down, soak-away pit, 3 pit latrines, fencing, gate and access road stabilization, and renovation of the office block. The isolation centre was further equipped with an oxygen machine. This enhanced the capacity of the county to respond to and manage COVID-19 cases.

Distribution of Personnel Protective Equipment for COVID-19 in FCDC Counties

The DaO office procured and distributed 50 full personnel protective equipment (PPEs), 200 packets of gloves, 200 pieces of hand sanitizers, 250 boxes of surgical masks and 200 sample collection kits for use by facilities in Turkana County. The project procured and distributed various PPEs for 9 FCDC counties⁴⁶. The identification of needs and distribution of PPEs to the 9 counties was supported through the FCDC Secretariat. This ensured that materials were reaching the furthest behind facilities and populations in the target counties. As part of their contribution, county governments provided transport to ferry the materials from Nairobi. The 9 counties were specifically targeted since Turkana County had been supported through RCO.

PPEs for 9 FCDC COUNTIES		Quantity	Remarks
1	Surgical gloves – medium size – boxes of 100 pcs each	800	89 boxes for each of the 9 counties
2	Full PPE kits with disposable gowns, a pair of gloves, shoe covers, N95 masks, face shield	1,400	155 kits for each of the 9 counties
3	Infrared thermometers	105	13 Infrared thermometers for each of the 9 counties
4	Pedal colour coded bins	140	15 pcs medium size pedal UNDP colour coded bins per county
5	Testing Kits and sample collection kits	1,900	299 kits per county

⁴⁵ Source: Turkana County Department of Health

⁴⁶ Garissa, Tana River, Lamu, Samburu, Isiolo, Marsabit, Wajir, Mandera, West Pokot counties

6	Ventilators	3	Distributed to 3 counties hardest hit by the pandemic
7	Dignity Kits (Toothpaste, Toothbrush, Petroleum Jelly, Face towel, 2 sanitary towels, 2 tissue papers)	6,000	666 Dignity kits for each county

4. Assessment of Project Performance

In 2020, an independent mid-term evaluation (MTE) was undertaken to assess the progress and achievements made against the intended results, document lessons learnt and make recommendations for the remaining period. The MTE also assessed the interventions under the RCO with its area-based development programme, the UN Delivering-as-One office in Lodwar, Turkana County. The findings of the MTE are summarized below.

Strategic Alignment

The project design and implementation were aligned to the United Nations Development Assistance Framework (UNDAF) whose development was guided by the Sustainable Development Goals (SDGs), MTPIII and the Big 4 Agenda. The project contributed to UNDAF Outcome 1.2 and UNDP Kenya CPD Outcome 1. The project interventions were implemented within the National Capacity Building Framework (NCBF) with interventions tailored to target county needs. The integrated area-based development programme in Turkana mirrored the UNDAF Theory of Change at the local level and was aligned to the Turkana County's 2nd Generation CIDP. The project was designed to support devolution, building on successive gains from previous UNDP devolution projects progressing from the national to the local level and targeted marginalized counties to ensure no one is left behind.

Relevance

The project targeted FCDC counties that have experienced historical marginalization and have continued to lag on key indicators of poverty, health, governance and economic performance. The project sought to address key obstacles to development in these counties include low participatory governance, county level peace and security issues, challenges, sustainable environment and natural resource management and resilience to shocks and climate change. The project was aligned to UNDAF 2018-2022, SDGs, MTPIII, the Big 4 Agenda and UNDP Kenya CPD 2018-2022. The project addressed the most needy and marginalized counties, aiming to improve governance and consequent service delivery to the citizens.

The project adopted a problem driven approach in its programming as demonstrated by various assessments conducted gain understanding of each county's needs prior to providing support such as audit assessments (September – October 2019) and M&E diagnostic assessment (2020). The project leveraged lessons from previous UNDP projects (e.g., Integrated Support Programme to the Devolution Process in Kenya) and other devolution projects such as the Kenya Devolution Support Program (KDSP) and AHADI/USAID. The project therefore remained nimble to emerging needs of targeted counties.

The DaO Office remained agile and enhanced coordination of UN agency responses to crises such as locusts, floods and the COVID-19 pandemic in Turkana and neighbouring counties. The project utilized new resources to support initiatives aimed at responding to the pandemic by the 10 target counties.

Social and Environmental Standards

The project posed minimal social and environmental risk.⁴⁷ The project maintained this rating with some improvements, especially regarding awareness and skills on climate change mitigation and Disaster Risk Reduction (DRR). Gender and youth were not explicit in the project design, hence not adequately funded. However, the project implemented strategies to enhance its responsiveness to gender equality and women empowerment, including using gender disaggregated data during reporting. UNDP's Environment and Resilience Unit facilitated development of spatial planning guidelines, which incorporated gender considerations. The project design was premised on 'Leave No One Behind' ensured that the project enhanced service delivery to the most vulnerable and shifted development to transform deep-rooted economic and political systems, governance structures and business models that drive socio-economic inequality in the target counties.

Management and Monitoring

The project was well structured in terms of management. An initial project appraisal committee meeting was held on the 23 November 2018 and thereafter annual review meetings were held with the technical team and the Royal Embassy of Norway to review progress. The project had an elaborate Results Framework which identified impact, outcome and output indicators that facilitated progress reporting. The results framework was updated following the MTE to include baselines data, key risks and assumptions. This simplified activity tracking and results reporting. The use of short-term technical assistance provided immediate surge capacity for implementation of project initiatives but did not build long-term capacity of implementing partners and responsible partners.

Efficiency

The project mobilized 37% of the US\$ 10 million required for its full implementation Resource mobilization for COVID-19 response was impressive. To enhance efficiency in terms of financial management, UNDP conducted risk assessments of the national implementing partners to assess their capacity to procure. The direct payment modality enhanced efficiency in procurement while managing the fiduciary risks to UNDP. The project enhanced value for money to achieve more results with the resources available by encouraging cost sharing with counties. Some of the measures included using venues central to counties to reduce travel costs, using government systems and technical staff from implementing partners and counties rather than consultants, enhancing synergies between UN agencies and using local champions. This also helped to address sustainability and build national ownership.

Effectiveness

The project was implemented using a National Implementation Modality (NIM). This modality was apt for programmes and projects that are intended to strengthen national capacities and expand the options and opportunities available to partners and beneficiaries in programme countries. The

⁴⁷ Findings of the social and environmental assessment undertaken in October 2019

project succeeded in reaching and strengthening the capacity of previously marginalized FCDC counties in performance management, M&E and data management, public finance management and citizen participation. This support strengthened county systems and processes, contributed to change in practice and improved reporting. Other results included institutionalization of performance management, reduction in audit queries and increase in OSR. The participatory and diagnostic approach in the capacity development process focussed support on critical gaps, enhancing effectiveness in the project. Innovative approaches such as use of PMS champions enhanced achievement of more results through more reach and ensured sustainability of the new initiatives.

The Integrated Area Based Approach in Turkana County under DaO was effective in bringing together different UN agencies, the county government and non-governmental organizations, reducing duplication of effort and wastage of resources, and maximizing comparative advantages of various UN agencies. DaO yielded meaningful advancements in health, water and sanitation, education, agriculture and food security, all targeted to achievement of SDGs. The importance of coordinated programming was more evident in the robust response and management of the triple disasters in Turkana County: floods, locusts and COVID-19. DaO succeeded in converging the efforts of Non-State Actors (NSAs) in social, leadership, economic thematic working groups and enhancing resource mobilization through the private sector. The Multi-Partner Trust Fund (MPTF) was not operationalized, undermining resource mobilization for development in key sectors in Turkana County.

Sustainability and National Ownership

The project worked through Government which is the most sustainable approach to public reform. The project contributed to institutional strengthening of targeted counties through individual capacity building, institutional and systems strengthening, and setting up of governance structures. The project contributed to capacity strengthening of county staff in departments key in supporting devolution such as Internal Audit, Finance, Accounts and Budgeting, Procurement, Administration, Debt Management, Human Resource Management, and Monitoring and Evaluation. The use of champions and Training of Trainers (TOTs) enhanced skills and technology transfer in areas such as GIS and spatial planning, leading to sustainability of interventions and ownership of results. County structures such as Audit Committees, Inter-Departmental M&E Committees, CBEF and Performance Management Secretariats were operationalized. These structures add to sustainability, quality and efficiency in county processes.

This phase of the project lapsed before the recommendations of the MTE were used to improve its implementation. However, the findings and recommendations of the MTE were used to improve implementation of the JDP, which also supported capacity strengthening of ASAL counties. A comprehensive status of the management response and the status of implementation of the recommendations of the MTE are provided in Annex II.

5. Gender Development Results

Gender results	Evidence
Enhanced gender responsive and social inclusion in the implementation of the project.	Gender Round Table meeting held with Implementing Partners to tease out the reasons for low female participation in programme initiatives.
Enhanced documentation and follow up of GBV cases during COVID-19 crisis	Gender desks established for reporting, documentation and follow up on GBV cases.
Gender responsive material capacity of FCDC Counties	Dignity kits distributed to 10 FCDC counties for use during the period of COVID-19 pandemic.

6. Targeting, sustainability of results, strengthening national capacities and South-South and Triangular Cooperation

6.1. Targeting

Target groups Women, Youth, PWDs	Needs addressed	Evidence
Youth	Economic empowerment, skills development, drug and substance abuse.	IYEIC improved employability of young people and enhanced their skills for IGAs Turkana and other cross border youth targeting to reduce cross border conflict.
County government leadership (CECs, CCOs, heads of departments and other senior officials)	Poor service delivery and follow-up mechanisms.	Reports on county PCs, PFM initiatives.
Members of the public	Inadequate representation of in county planning and budgeting.	Increased participation of CBEFs on county planning and budgeting.

6.2. Sustainability

Results achieved	Sustainability
1. Training of PMS ToTs.	By engaging the PMS ToTs, the facilitators were able to pass on information on the full cycle of Performance Contracting and Target setting, these ToTs will be able to train their colleagues which gives them ownership of the system and will take over when the project closes.
2. Targeted capacity building of counties on M&E.	By addressing the gaps identified in the M&E capacity assessment, counties will attain lasting capacity for implementation, tracking, review and reporting on results.
3. Use of national government institutions for county level support.	The programme taps the expertise of national government to support counties including monitoring and evaluation, public financial management, performance contracting. This will ensure that government capacity and ownership are enhanced.

6.3. Strengthening national (sub-national) capacities

Results achieved	Institution	National capacity strengthened
FCDC REB established through enactment of FCDC Acts.	FCDC counties	Collaboration and cooperation between FCDC counties enhanced
PC established and implemented in FCDC counties.	FCDC counties	Enhanced management accountability and public service delivery by county governments
Improved county audit performance	FCDC Counties	Strengthened county PFM capacities
Strengthened CBEFs	FCDC counties	Enhanced participation of women, youth, PWDs and other special interest groups in county planning, budgeting and programme implementation
Enhanced Communication and targeted messaging for improved awareness about COVID 19 across demographic groups in Kenya	FCDC Counties	Enhanced anticipation, preparedness and response of FCDC for pandemics and disasters
Improved COVID 19 Health Responsiveness at national, county and sub county level	FCDC Counties	Enhanced anticipation, preparedness and response of FCDC for pandemics and disasters
COVID 19 Gender Responsiveness enhanced	FCDC Counties	Enhanced anticipation, preparedness and response of FCDC for pandemics and disasters
Human Resources enhanced for improved responsiveness to COVID at national, county and sub-county level.	FCDC Counties	Enhanced anticipation, preparedness and response of FCDC for pandemics and disasters

7. Partnerships

1. County governments established partnerships in relevant sectors: Turkana County partnered with UNDP and CRA to assess the progress of the CBEFs; West Pokot County partnered with CoG, the Kenya Law Reform Commission and FCDC Secretariat to ensure the FCDC Bill was harmonised.
2. DaO partnered with different UN Agencies such as UNICEF, UNDP, and WFP to monitor the progress made on the 3 SRAs.

8. Monitoring and Evaluation

The main project Results Measurement Framework (RMF) had 2 outcome indicators and 6 output indicators while COVID-19 RMF had 21 Output indicators. The project M&E function used these indicators to track and report on implementation progress and results. The tables below show the indicators, baselines, and achievements against targets.

Strengthening Devolution in Kenya Project Results Matrix

Expected Result	Indicators	Baseline	Target 2019	Achievement 2019	Target 2020	Achievement 2021
Impact: A democratic political system that is issue-based, people centred, results oriented and accountable to the public. Targeting FCDC Counties.	Proportion of county services decentralized from county to sub-county, ward and sub ward levels	10% (2016/17)	30%	30%	60%	100%
CPD Outcome: By 2022 people in Kenya access high quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced and accountable	Percentage a) national and b) county government expenditures as a proportion of original approved budget by sector.	a) National = 80% b) County = 74% (2017/18)	a) National = 85% b) County = 80% (county)	National: 89% County: 78%	a) National = 85% b) County = 80%	a) National = 88.9% b) County = 85.2% ⁴⁸ .
Project Outcome: By 2022, people in FCDC Counties access high quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced and accountable.	Percentage of Kenyans who support devolution	88% (2017)	89%	88.5%	89%	89%
Output 1.1: Performance management, M&E, data management systems established and	Number of FCDC counties with operational performance management systems.	1 (2017/18)	2	8 counties adopt PCs	6	8 counties adopt PCs 3 counties fully operationalise PMS

⁴⁸ Source: Office of the Controller of Budget (OCOB), 2020

functioning in FCDC counties.						3 counties implement CIMES.
Output 1.2: Strengthened county-level planning & public financial management (PFM) systems.	Number of FCDC counties providing public budget information.	0 (2018)	4 counties	9 counties publish budget information	8 counties	9 counties publish budget information. 5 counties strengthen PFM Systems.
	Number of counties improve their own source revenue (OSR) by 20%.	0 counties (2018)	2 counties	2 counties enhance OSR: Turkana and Isiolo	2 counties	6 FCDC counties report more than increase in OSR. Wajir County record 9% improvement in OSR Samburu and Isiolo counties record decline in OSR.
Output 1.3: Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources.	Number of FCDC counties with mechanisms for inclusive public participation;	0 (2018)	4 counties	4 FCDC counties establish CBEFs	8 counties	10 FCDC counties establish CBEFs. 5 FCDC counties pass public participation bills and laws. FCDC REB established as per FCDC Agreement. IYEIC established.
Output 1.4: Strengthened coordination and oversight mechanism of multi-UN Agency initiatives established and operational for FCDC counties.	Number of essential coordination functions set up and operational.	1 (2018)	a) 1	3 coordination mechanisms established	3	3 coordination mechanisms established
	Number of essential coordination structures formalised and operational.	0 (2018)	b) 1	3 forums in place for cross border initiatives for cross-section of stakeholders	2	3 forums in place for cross border initiatives for cross-section of stakeholders.

COVID-19 Response Results Matrix

Output/ Activities	Indicators	Disagg.	Baseline (March 2020)	Target (December 2020)	Achievement (December 2020)
COVID-19 Response Output One: Improved Capacity of Turkana County Health Workers to Respond to COVID-19					
Activity 1.1: Training of Turkana County healthcare workers.	Indicator 1.1: Number of healthcare workers trained to respond to COVID-19	Total	738	1 298	1 400
		Male	332	584	649
		Female	406	714	751
	Indicator 1.2: Number of ToTs trained	Total	46	120	120
		Male	22	57	57

Output/ Activities	Indicators	Disagg.	Baseline (March 2020)	Target (December 2020)	Achievement (December 2020)
		Female	24	63	63
COVID-19 Response Output Two: Improved Capacity of Turkana County Stakeholders to Address COVID-19 Gender Issues					
Activity 2.1: Training of Nyumba Kumi committees and Maendeleo ya Wanawake and Paralegals on GBV and referral mechanisms to be the voice and support system for the women (incl. male champions).	Indicator 2.1.1: Number of Nyumba Kumi leaders trained (disaggregated to incl. male champions)	Female	0	15	65
		Male	0	25	35
	Indicator 2.1.2: Number ToT trainings undertaken	None	0	5	5
Activity 2.2: Sensitization of senior security officers on GBV survivors' rights and redress mechanisms.	Indicator 2.2: Number of senior security officers trained	Female	0	20	20
		Male	0	30	30
Activity 2.3: Support to Paralegal officers to record cases and support survivors in accessing justice.	Indicator 2.3.1: Number of Paralegals trained:	None	14	21	21
	Indicator 2.3.2: Number of GBV survivors supported to access justice	Female	0	10	10
		Male	0	5	5
Activity 2.4: Establish gender desks with trained officers at health facilities where GVRC doesn't exist and at Police stations in all sub-counties.	Indicator 2.4.1: Number of gender desks established	None	1	5 gender desks	5 gender desks in 5 sub counties and 7 police posts
	Indicator 2.4.2: Number of gender-based violence cases handled by the gender desks	None	0 new cases	6	25
COVID-19 Response Output Three: Gender Responsiveness COVID-19 Material Capacity Enhanced in Turkana County					
Activity 3.1: Supply dignity kits for women/girls and young boys (incl. PwDs)	Indicator 3.1: Number of dignity kits supplied (targeting sub-county hospitals (incl. LCRH) and 2 wellness centres (Kakuma and Lodwar)	None	0	800	900
Activity 3.2: Furnish the safe centers with essentials; beds/beds/ sheets/ LLTNs).	Indicator 3.2: Number of equipped isolated GBV survivor beds in sub-county hospitals	None	0	210	210 (30 in isolation centres)
Activity 3.3: Sanitary towels for isolation /quarantine centers and rechargeable lamps to be used at rural isolation facilities.	Indicator 3.3: Number of sanitary towels and rechargeable lamps supplied to 54 quarantine and 18 isolation centers	None	0	7 200	7 800
Activity 3.4: Hepatitis B vaccine for survivors.	Indicator 3.4: Number of Hepatitis B vaccines supplied to GBV rape and defilement survivors	None	0	100	100
COVID-19 Response Output Four: FCDC Counties Responsiveness to COVID-19 Enhanced through Material Capacity					

Output/ Activities	Indicators	Disagg.	Baseline (March 2020)	Target (December 2020)	Achievement (December 2020)
Activity 4.1: Personal Protective Equipment (PPE) Kits: Face masks; Goggles; Disposable gowns; Waterproof aprons; Gloves, Sanitizers; Soaps etc.) Other Equipment: Ventilators; Pedal color-coded bins; Infra thermometers; Testing kits	Indicator 4.1.1: Number of counties that have received PPE Kits	None	0	5	9
	Indicator 4.1.2: Number of COVID-19 related medical equipment supplied	None	0	2	3 ventilators 105 infrared thermometers
Activity 4.2: Establish Mobile Isolation Tents.	Indicator 4.2: Number of Mobile Isolation Tents established	None	0	2	6
COVID-19 Response Output Five: Improved Capacity of FCDC Member Counties Stakeholders to Address COVID-19 Gender Issues					
Activity 5.1: Supply dignity kits for women/girls and young boys.	Indicator 5.1: Number of dignity kits supplied	None	0	5,000	6,000
Activity 5.2: Training in Mandera, Garissa, Wajir of Nyumba Kumi committees and Maendeleo ya Wanawake and Paralegals, incl. ToTs, on GBV and referral mechanisms to be the voice and support system for the women.	Indicator 5.2.1: Number of Nyumba Kumi leaders and Paralegals trained (disaggregated to incl. male champions)	Female	0	50	4
		Male	0	50	13
	Indicator 5.2.2: Number of ToTs training	Female	0	20	69
		Male	0	20	72
Activity 5.3: Sensitization of senior security officers in Mandera, Garissa, Wajir on GBV survivors' rights and redress mechanisms.	Indicator 5.3: Number of senior security officers in Mandera, Garissa, Wajir trained	Female	0	32	23
		Male	0	40	126
Activity 5.4: Support to Paralegal officers to record cases and support survivors in accessing justice	Indicator 5.4.1: Number of Paralegal trained	Female	0	33	61
		Male	0	30	80
	Indicator 5.4.2: Number of GBV survivors supported to access justice	Female	0	100	16
		Male	0	50	8

9. Knowledge Management

Title, author, date	Author	Link
Diagnostic Assessment Report Developed in February and Finalised in August.	MED	https://monitoring.planning.go.ke/annual-progress-reports/
County COVID-19 Socio Economic Reengineering and Recovery Strategy	CoG	https://www.cog.go.ke/media-multimedia/reportss/category/112-county-covid-19-social-economic-re-engineering-recovery-strategy
Montage of Isiolo Youth Innovation and Empowerment Centre	CoG	Available in request

Isiolo Youth Innovation and Empowerment Centre Newsletter	CoG	Available on request
Isiolo Youth Innovation and Empowerment Centre Documentary	CoG	Available on request
Report of Mid Term Evaluation of Strengthening Devolved Governance in Kenya Project	UNDP	United Nations Development Program (UNDP) Strengthening Devolved Governance in Kenya Project Mid-Term Evaluation (sharepoint.com)

10. Implementation Challenges and Issues

While the project managed to maintain most programming and remain on track, some challenges were experienced due to a shifting of county funds and attention to their COVID-19 response initiatives which delayed implementation of project activities. These activities were continued and completed by December 2020. Further, national government implementing partners were affected by the lockdown in 2020 and partial restriction of movement and physical meetings in 2021, which slowed down implementation. The project responded to this challenge by holding virtual meetings. The project facilitated stakeholders to install meeting applications and procured airtime for use by stakeholders during virtual meetings.

Low knowledge of the situation on the ground, and within county government offices in particular, presents a challenge in understanding the needs of county government partners as well as assessing their priorities. The DaO office in Lodwar provided a solution to this challenge for Turkana County; however, gaining this intelligence in other counties was more difficult. More field visits to county government offices, developing deeper relationships with their staff, and placing programme staff in these offices were employed to mitigate this challenge.

Fiduciary control remained a challenge during the project period. UNDP undertook micro-assessments for its partners to assess their operational systems including HR, procurement, finance and programme management. Direct payment modality was used for low-risk partners while UNDP undertook both procurement and payments for high-risk partners. Spot checks were used to monitor the progress made by partners to strengthen their financial management systems, identify remedial measures to strengthen accounting practices and audit preparation. No cash advances were made to the partners, reducing the fiduciary risk exposure of the project and UNDP.

A key challenge the project had from the beginning was funding. The project was designed as a parallel project to the JDP, focusing on 15 counties. However, funding was only secured from Norway and UNDP, hence re-focusing the geographical scope to 10 FCDC counties. This left the other counties to be supported under JDP. The Norway support ended in December 2020. The signing of the new agreement did not materialize, leaving many initiatives planned under the project unimplemented.

The COVID-19 situation led to a slowdown of county government activity and reporting and presented a challenge to conducting programme M&E.

11. Lessons Learnt and Recommendations

Lessons Learnt

- The COVID-19 pandemic, or any other extraordinary major occurrence, may cause disruptions in the implementation of programming. Hence project teams must strategically and promptly respond by seizing opportunities such an occurrence provides. UNDP requested the Government of Norway to allow re-programming so that it may assist the government to respond to the COVID-19 pandemic.
- Peer learning continues to be an integral part of programming. For example, the Isiolo Youth Learning Centre generated a lot of interest among other counties. The catalytic role of UNDP was evident in this strategic intervention which provided an opportunity for engagement of a wide range of actors including the private sector, NGOs and local business communities to work together under the learning centre. This enhanced sustainability and facilitated support to other counties to establish a similar youth engagement facility.
- Better planning and prioritization of programme activities by government partners vis-à-vis their core mandate is needed including timing and sequencing of programme activities with government partners moving forward.
- The PFM Act requires that the government contributes counterpart funds to programmes amounting to at least 10% of the donor funds, but both the national and county governments have not fully adhered to this requirement. There is an opportunity to incentivize government cost-sharing. There is need to quantify in-kind contribution by national and county government counterparts.
- It is imperative for agencies supporting devolution to collaborate and deliver more comprehensive interventions instead of several stand-alone interventions. Support to devolution should better leverage partnerships beyond UN agencies to include the private sector, CSOs, international organizations, and the diaspora. The DaO office in Turkana County was successfully engaging in this; however, other counties need similar support, particularly where there is a large development partner presence.

Recommendations

County government structures and institutions are now established but the poverty rates remain above 80% in remote, arid and sparsely populated northern frontier counties and where poverty levels are also highly feminized, programming must increase attention to service delivery affecting human development.

The programme needs to continue its strong field presence in Turkana County but must work to establish better on the ground analysis and relationships in other counties and leverage other UN Agency and development partner support in these other counties and the FCDC regional bloc.

There may be a release of Equalization Fund monies soon that will target many of the affected counties. It will be important to follow and analyze this situation with respect to fiduciary risks and the development target sectors and geographic areas in the future.

12. Risks and Mitigation Measures

A set of project risks were identified during project design. These risks and assumptions were monitored on an ongoing basis and reviewed, updated, and modified if needed. Information gathered at UN Devolution Working Group, Devolution Donor Working Group, Devolution Sector Working Group and during monitoring missions informed updating of the risk register. Status of the risks identified at project design and results of mitigation measures employed are detailed in Annex I.

13. Project Financial Report, January 2019 – February 2022

	JANUARY 2019 - FEBRUARY 2022			
	UNDP TRAC	DFID	NORWAY	Total
Contributions				
Opening Balance	-			-
Allocation UNDP TRAC	282 610	-		282 610
Contributions from DFID		1 122 639		1 122 639
Contributions from Norway	-	-	2 733 055	2 733 055
Total Contributions	282 610	1 122 639	2 733 055	4 138 304
Expenditures				
Programme Cost				
Output 1.1: Performance management, M&E, data management systems established and functioning in FCDC counties	220 751,41	905 598	325 202	1 451 551
Output 1.2: Strengthened county-level planning & PFM systems	9 944,87	29 195	178 573	217 713
Output 1.3: Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources.	22 432,37	27 972	95 942	146 346
Output 1.4: Strengthened coordination and oversight mechanism of multi-UN agency initiatives established and operational for FCDC counties	4 346,93		823 814	828 161
Output 1.5: Improved Programme Management Support to the devolution programme	25 134	68 557	575 601	669 293
COVID-19 Response				
Turkana County COVID-19 response			55 526	55 526
FCDC Counties COVID-19 Response			465 435	465 435
Total Programme Costs	282 610	1 031 322	2 520 094	3 834 026
Indirect Support Costs (GMS)	-	82 243,58	208 828	291 072
Commitments and Undepreciated assets & Inventory			3 041	3 041
Total Expenditures	282 610	1 113 566	2 731 963	4 128 138
Balances as of 28th February 2022	-	9 073	1 092	10 165
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.				

Annex I: Project Risk Report

During the project design, 8 risks were identified. These were adequately managed during project implementation. Hence, they did not adversely affect implementation of the project or the success of its interventions. However, mitigation of these risks yielded positive results as elaborated in the risk report below:

#	Description	Date Identified	Type	Owner	Countermeasures/ Management Responses	Result
1	Weak collaborative mechanisms between key players on devolution matters	Aug. 2018	political/ strategic	Devolution Donor Working Group (DDWG) Chair	UNDP facilitated frequent round table consultative forums among the players. UNDP participated in DDWG and Devolution Sector Working Group (DSWG).	This strengthened collaboration between UNDP and other partners in the implementation of devolution.
2	Inter-County and Intra-County disputes especially over natural resources and county boundaries	Aug. 2018	political/ strategic	UNDP (via DDWG, Conflict Groups)	UNDP engaged with relevant actors to ensure that dispute resolution mechanisms are established at both national and county levels.	Support to Inter-Governmental Relations Technical Committee (IGRTC) to develop Water Sector Intergovernmental Framework enhanced collaboration between counties in the management and utilization of shared water resources.
3	Diversion of government funds and attention due to natural disasters, drought, flood, or humanitarian crisis.	Aug. 2018	operational/ institutional	UNDP	UNDP worked 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. At the wake of the COVID-19 pandemic, UNDP worked with the Embassy of Norway to allocate resources for response to the pandemic.	COVID-19 Isolation Centres established in Turkana and Mandera counties; safety of frontline personnel enhanced through PPEs.

4	Fiduciary: Weak transparency and accountability for use of resources	Aug. 2018	operational/ institutional	UNDP	The micro assessments ensured that project partners were low risk. The micro assessments and accompanying spot checks also helped to progressively build the fiduciary management capacities of partners. The direct payment modality employed in this project reduced the exposure of UNDP to financial impropriety by implementing partners (IPs) and responsible parties (RPs).	The project reported unqualified audit finding in the annual HACT audits.
5	Programming duplication by UN Agencies, Development Partners, GoK	Aug. 2018	operational/ institutional	UNDP	UN level: To be monitored through the UN Devolution Working Group. Development Partners & GoK level: To be monitored through the Devolution Donor Working Group and Devolution Sector Working Group.	Enhanced complementarities between the project and JDP to ensure continuity and sustainability of interventions, even after closure of the project.
6	Beneficiary institution capacity implementation limitations	Aug. 2018	operational/ institutional	UNDP	The project continually built the capacity of both national and county governments.	Accelerated implementation of project interventions.
7	Program design doesn't prove feasible (not flexible, fit for purpose, impacts not being realized, etc.)	Aug. 2018	operational/ institutional	UNDP	The project remained nimble and adapted to emerging priorities. A case in point was the re-programming of project funds to support county government response to COVID-19 pandemic.	Enhanced responsiveness of the project to emerging priorities.
8	Disagreement on the amount and timing of revenue to be allocated to counties	July 2019	political/ strategic	UNDP	Stalemate between Senate and National Assembly on the formular for revenue sharing resolved.	2020/21 budgets cleared and implemented.

Annex II: Implementation of MTE Recommendations

MID-TERM EVALUATION OF STRENGTHENING DEVOLUTION IN KENYA PROJECT

MANAGEMENT RESPONSE STATUS AS OF JULY 7, 2022

Evaluation recommendation 1: Enhance strategic engagements for more support of project activities at county level				
Management response: Partially Accepted. The CoG, County Secretary, Governors. The engagement will be enhanced.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
1.1 Hold strategic engagement meetings with FCDC County Leadership to get political buy-in for project activities and influence policy and budgeting for sustainability of activities after project ends.	30 June 2021	PIU	This was done in relation to COVID-19 programming support.	Completed.
Evaluation recommendation 2: Strengthen learning and coordination in the project				
Management response: Accepted. Learning is a key action for the project and will help to strengthen programme implementation and visibility of results. Coordination is required to bring together key actors, including national government, county governments, UN agencies and non-governments stakeholders in the implementation of the project.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
2.1 Hold annual meeting (online) with all National Implementing Partners for learning and reflections.	30 June 2021	PIU	Peer PMS learning meeting hosted by CoG under JP in April 2021. M&E training and reflection meeting held in May 2021 under JDP and a UNDP Country Office IPs meeting in June 2021.	Completed.
2.2 Developing tools for tracking (with milestones) co-ordination and collaboration to assess progress.	30 March 2021	M&E	Project came to an end. Structures to be established when new agreements are signed.	Completed.
2.3 Build capacity of IPs in collaborative delivery of key project outputs.	30 March 2021	PIU	IPs/RPs sensitized on key project indicators, monitoring, evaluation and reporting.	Completed.
2.4 Support joint county work planning lead by relevant IPs – elaborate.	31 January 2021	PIU	IP/RP workplans finalized. Counties develop workplans through relevant IPs/RPs.	Completed.
Evaluation recommendation 3: Strengthen M&E of the project				

Management response: Partially accepted. The project has a dedicated M&E Officer. Theory of Change, risks and assumptions were developed, discussed and agreed with key stakeholders at the design stage of the project and is clearly articulated in the project document.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
3.1 Develop a robust monitoring and evaluation framework that includes a clearly articulated Theory of Change and revised risks and assumptions of the project.	30 March 2021	M&E	M&E framework finalized; results framework revised and updated with baselines; risk log maintained and continuously updated.	Completed.
3.2 Revise output indicators that take long to be realized to ensure they are more measurable (milestone based) for ease and accuracy of tracking and reporting.	30 March 2021	M&E	No further action will be taken on this recommendation.	No due date.
3.3 Undertake a quick reconstruction of missing baseline data for the M&E framework to enable tracking of and reporting on progress.	30 March 2021	M&E	RMF reviewed with baselines, risks and assumptions.	Completed.
Evaluation recommendation 4: Strengthen M&E function in counties				
Management response: Accepted.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
4.1 Sensitize project implementing partners and responsible partners, including focus counties on results-based reporting	30 March 2021	M&E	IPs/RPs sensitized on key project indicators, monitoring, evaluation and reporting.	Completed.
4.2 Develop and share with relevant partners, including ICs, simplified but results-oriented data collection tools for tracking indicators, evaluation activities by counties and reporting on service delivery in counties	30 March 2021	M&E	Training of RPs/IPs identified the need to harmonize reporting tools and to track specific indicators for data-driven development. Simplified reporting tools developed and shared with IPs/RPs.	Completed.
4.3 Support counties to develop their own M&E policies. Fast tracking of enactment of national M&E policy, support CIMES roll out in project focus counties.	30 June 2021	MED	National M&E policy approved by the Cabinet. All FCDC counties developed M&E policies. Turkana, Tana River, Lamu have approved their M&E policies. CIMES adopted by all FCDC counties.	Completed.
Evaluation recommendation 5: Enhance and coordinate UN and IP support to counties				

Management response: Accepted				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
5.2 Consider having KSG play a more enhanced role in knowledge management as a key government capacity building agency.	30 June 2021	PIU, KSG	Devolution Resource Centre (Maarifa) hosted by CoG strengthened as a central knowledge repository for devolution.	Completed.
5.3 Strengthen the UN Joint Devolution Working Group for UN agencies to compare their activities on devolution.	30 June 2021	PIU	The project team continued to participate in DSWG and DDWG.	Continuous.
Evaluation recommendation 6: Enhance support for performance management				
Management response: Partially accepted. This is a programmatic issue which is being addressed by the State Department for Public Service and County Delivery Units. Review of PC indicators and cascading them to lower levels is an ongoing process through sub-departmental PCs and PAS.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
6.1 Develop a tool for tracking adoption and implementation of PCs at the county and sub-county level.	30 November 2021	CoG	Tools finalized in collaboration with CoG. Tool being used to track implementation of PCs.	Completed.
6.2 Review the PC indicators to incorporate aspects like DRR, CC and youth issues.	30 January 2021	M&E	PC guidelines reviewed to include youth and DRR. County Assembly PC guidelines developed and are being piloted in Turkana and Busia counties.	Completed.
6.3 Lobby counties to allocate budgets for Performance Management since this is currently under funded.	30 April 2021	CoG	CoG is already undertaking this.	Ongoing through in-county support provided through CoG.
6.4 Broaden the scope for capacity building by strengthening the capacity of various committees - Audit committees, CBEF's and M&E committees to enhance systems strengthening and transparency and accountability at different levels in the county.	30 June 2021	OAG, CRA, MED	CBEFs, Audit committees, County M&E committees strengthened through targeted support led by relevant national government partners.	Ongoing under Joint Devolution Programme.
Evaluation recommendation 7: Enhance efficiency in finance operations support				
Management response: Rejected – The project has already put in place measures proposed in the recommendation				

Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
7.1 Create structured regular engagement and communication to increase response rates between the UNDP and the IPs to address administrative bottlenecks and challenges (e.g. issues of requests and disbursements).	30 March 2021	PIU	Ongoing and undertake on a need-basis	No due date.
7.2 Recruit a substantive programme associate to buttress project operational, logistical and financial activities.	30 Mar 2021	PIU	Programme associate on board	Completed.
Evaluation recommendation 8: Enhance partnerships and sustainability				
Management response: Accepted				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
8.1 Consider a capacity building component for the national implementing partners to strengthen their capacity to deliver.	30 June 2021	PIU	See 2.3, 2.4 and 4.1	Completed.
Evaluation recommendation 9: Enhance County Level Planning and Public Finance Management				
Management response: Accepted				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
9.1 Continue Supporting counties on development of county spatial plans.	Continuous	CoG – CC/DDR	Support to counties for spatial planning is ongoing. Hazard atlases and disaster maps developed to inform contingency plans and response to the ongoing drought.	Completed.
9.3 Strengthening natural resource governance in counties using the ecosystem-based approach. The programme can identify and prioritize 5 – 7 ecosystems to support.	Continuous	CoG – CC/DDR	To be considered under the next funding.	Not undertaken.

9.4 Support counties to develop and update hazard maps taking in consideration the emerging issues such as droughts, increasing water levels in rivers and lakes, floods and natural resource degradation.	30 June 2021	CoG – CC/DRR	Hazard maps to be developed and finalized under JDP since the agreement ended in December 2020.	Completed.
9.5 Support counties to develop a disaster and pandemic risk management framework.	30 June 2021	PIU	Hazard atlases and disaster maps developed to inform contingency plans and response to the ongoing drought.	Completed.
9.6 Strengthen audit committees in counties to enhance accountability in use of devolved funds.	30 March 2021	OAG	Ongoing through the support of OAG. Tool for tracking and reporting on implementation of audit recommendations finalized and rolled out to counties.	Completed.
9.7 National Government should develop a system for automated revenue collection and share with counties for customization.	30 November 2021	CRA	Controller of Budget Management Information System developed with JDP support.	Completed.
Evaluation recommendation 10: Undertake documentation of good practices for sharing – strengthen project knowledge management				
Management response: Accepted – KM is a key weakness of the project and the JDP				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
10.1 Peer to peer learning for the programme – M&E (Turkana, Tana River), OSR (Isiolo and Turkana), Audit (Mandera).	30 June 2021	MED	Peer to peer learning on PMS undertaken in Makueni County. Peer learning on audit for Isiolo and Mandera counties undertaken to Kisumu; peer learning on youth by Busia County to Makueni and Isiolo counties undertaken.	Completed.
10.2 Document audit work in Mandera County	30 June 2021	OAG	Through the support of OAG. Tool for tracking and reporting on implementation of audit recommendations finalized and rolled out to counties.	Completed.
10.3 Document Data automation in Isiolo County (already using Kobo collect and ODK).	30 June 2021	MED	Ongoing. Final report of the assignment to be submitted by Kenya School of Government.	Completed.

10.4 Establish a central repository for knowledge products produced by the project.	30 Jun 2021	PIU	Established on SharePoint and is continuously being updated.	Completed.
10.5 Engage a short-term KM expert to support establishment of a knowledge portal.	30 Jun 2021	PIU	Recruitment of a Communications and Knowledge Management Officer done.	Completed.
Evaluation recommendation 11: Enhance DaO and funding partnerships in Turkana				
Management response: Partially accepted – Coordination should seek to strengthen UN presence on the ground and reduce transaction costs for UN agencies. The DaO Office can provide logistical and convening support to all UN agencies so that they do not all have to have a physical presence in Turkana.				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status
11.1 The UNRCO, Treasury and the Governor of Turkana need to convene a roundtable to discuss progress and jumpstart operationalization of the MPTF.	30 March 2021	RCO	MPTF not yet operationalized due to resource constraints. To follow up under the new agreement.	Not undertaken.
11.2 Develop an online M&E system and results dashboard for the integrated development programme to enable UN agencies, county officials and stakeholders enter data, view results and locations of interventions.	30 September 2021	RCO	Ongoing through UN INFO. RCO leads updating and reporting from UN INFO. Online dashboard for Turkana County not implemented.	Completed.
11.3 Provide UN DaO office in Turkana with communications and M&E capacity in order to support the county.	30 September 2021	RCO	Communications and M&E capacity of UNDP and other agencies used to cover the capacity gap.	Completed.
11.4 UN agencies without a presence in Turkana but with programmes in Turkana should consider placing staff in the DaO office to enhance their programming and integrated programming with the rest.	30 September 2021	RCO	The essence of coordination and the DaO office is so that not all agencies have to have a physical presence in Turkana.	No further action taken on this recommendation.
11.5 More joint fundraising efforts by UN agencies and designing projects focusing on wholistic needs of citizens to accelerate results.	30 September 2021	RCO	Resource mobilization for joint programmes, especially the Joint Devolution Programme undertaken.	Completed.
Evaluation recommendation 12: Enhance Gender and Youth focused activities				
Management response: Accepted				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments:	Status

12.1 Implement more gender focused activities in the project and provide a more substantive role for women especially participating in enhancing accountability in use of public resources for service delivery.	30 March 2021	PIU, CoG	UN Women leading gender aspects of Joint Devolution Programme, tracking and reporting is based on data disaggregated by gender, age, disability and other aspects.	Completed.
12.2 Capture, report on and disseminate gender and age disaggregated data.	31 Dec 2020	PIU	Youth policies for Busia and Tana River counties completed. These policies are aligned to Kenya Youth Development Policy.	Completed.
12.2 Disseminate the success story of the Isiolo youth Center for scale up in other counties.	30 April 2021	PIU, KSG	Documentary developed and disseminated in online platforms.	Completed.

Photo Gallery



Figure 2 the MSEA officer sharing opportunities with the Youths



Figure 3: HE Ambassador Elin Rognlie visiting a tannery in Turkana



Figure 4: UNDP RR, Devolution CS, Turkana Governor and other dignitaries during a visit to Turkana County



Figure 5: HE Ambassador Elin Rognlie meeting HE Nanok Edonga, Governor of Turkana County



Figure 6: A thematic working group in action



Figure 8: Multi stakeholder forum on Youth Empowerment



Figure 7: RC and other dignitaries visitign the Nanyee Irrigation Scheme