

Annual Progress Report 2015



**The Integrated UNDP Support Programme
to the Devolution Process in Kenya**



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Abbreviations

AWP	Annual Work Plan
CEC	County Executive Committee
CIC	Commission on Implementation of the Constitution
CIDP	Country Integrated Development Plan
CoB	Controller of Budget
CoG	Council of Governors
CPD	Country Programme Document
CRA	Commission on Revenue Allocation
DaO	Delivering as One
DSWG	Devolution Sector Working Group
EALGF	East Africa Local Government Forum
GoK	Government of Kenya
IBEC	Intergovernmental Budget and Economic Council
IEC	Information, Education and Communication
IP	Implementing Partner
KIPPRA	Kenya Institute for Public Policy Research and Analysis
M&E	Monitoring and Evaluation
MCA	Member of County Assembly
MoDP	Ministry of Devolution and Planning
MPs	Members of Parliament
MTP	Medium Term Plan
NCBF	National Capacity Building Framework
NDOC	National Disaster Operations Centre
NEX	National Execution
NIM	National Implementation Modality
PFM	Public Finance Management
PMS	Performance Management Systems
PSC	Programme Steering Committee
SDGs	Sustainable Development Goals
SDU	Service Delivery Unit
TA	Transition Authority
TOC	Theory of Change
ToTs	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Emergency Fund
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers

Foreword



I am pleased to share with you the 2015 results of the Integrated UNDP Support to the evolution Process in Kenya. The year 2015 can be viewed as the year of consolidation for the devolution implementation in Kenya following the 4 March 2013 general elections. This is because of the robustness of Kenya's devolution process- from one centralized government to 47 semi-autonomous governments. This required re-thinking the governance operations and a

major mind-set change to support the new system. This takes time, and those of us who have been supporting the Government of Kenya can happily report that from 2015, we were only beginning to appreciate the enormous challenge that Kenya had ably overcome by this transition.

UNDP together with other development partners continued to partner with the Government of Kenya on key areas of devolution implementation as illustrated in this report. The policy and legislative framework for devolution are the foundations for effective functioning of devolved governance. In this regard, UNDP supported both national and county governments to ensure that sound policies and strong legislation were developed for devolution. The technical and financial support provided by UNDP ensured that model laws were developed that can easily be adapted to county contexts. This ensures that there is alignment with the national policy and legislative framework, and consistency across counties.

Human resources remain central to the functionality of any government system. UNDP provided both technical and financial support to the rollout of the medium term interventions of the National Capacity Building Framework in 2015. This included partnership with the Kenya School of Government to develop standardized demand driven curricula for training of county officials on core public service issues such as county planning and human resource management. Further, the project supported county governments to put in place performance management systems to ensure better service delivery to the people of Kenya.

UNDP is very pleased to continue supporting the Government of Kenya implement devolution. I am happy to report that with an expenditure of US\$ 4.8 million, this project was the largest in UNDP Kenya's portfolio in 2015. We know that the implementation of devolution is a process and will take time, but we are pleased of the results realized as demonstrated in this report. We acknowledge the transition challenges that the government is experiencing but are encouraged that we can all learn from them to make devolution work for the people of Kenya.

Siddharth Chatterjee

UN Resident Coordinator, UNDP Resident Representative

Executive Summary

The Integrated Support Programme to the Devolution Process Annual Report (2015) is a summary of the implementation of the AWP (2015), and an analysis of results towards achieving improved governance and socio-economic development in Kenya. The project agreement was signed in 2014 between the Kenyan Government and UNDP, with 2014 being the first year of implementation. Year 2015 was the second year of implementation, building on the experience gained and lessons learnt in the first year (2014). Implementing partners executed the project activities along five result areas or outputs. The results are presented and discussed in this report under the five outputs, whose achievements are summarised in this section.

Strengthened policy and legal framework for devolved governance:

Devolution is a process that will take time. Putting in place the policy and legal framework is still required both at national and county level to ensure that devolved institutions are functioning well and grounded on strong legal foundations. National level institutions have the responsibility to provide policy guidance that should be cascaded at the devolved units. The gap in these processes in 2015 was still evident. UNDP supported initiatives both at national and county levels through technical, policy advice and financial support to ensure that the policy gap is continuously being bridged. The following were some of the achievements of this result area.

The Transition Authority (TA) and the Commission on Revenue Allocation (CRA) finalized the costing of government functions; TA completed the inventory of assets and liabilities for the defunct Local Authorities; CRA developed the second generation revenue sharing formula; and Ministry of Devolution and Planning (MoDP) disseminated 14 county model laws to all 47 county governments and is currently developing the Devolution Policy. The Council of Governors (CoG) supported the development of five bills and two regulations in four counties (Kiambu, Kirinyaga, Kakamega and Nyamira), while staff from six counties i.e. Kilifi, Kitui, Nyeri, Taita Taveta, Samburu and Turkana were trained on legislative drafting. The Controller of Budget approved 46 County Budgets and CRA conducted training for Members of County Assemblies (MCAs) from all 47 counties on the budgeting process and adherence to the budget ceilings.

Strengthened and aligned capacities at national and county levels:

Capacity development is a process and takes time. Devolution is a major change process that requires continuous and targeted capacity support to people and systems. UNDP, as guided by the government's National Capacity Building Framework (NCBF), continues to support training especially skills transfer that address the capacity gaps identified by county governments. Going forward, UNDP's support will be targeted to the mid and lower cadres of the public service at county levels to ensure that the county public service is functional and adequately informed to support implementation of Devolution.

Some of the results achieved in 2015 through UNDP support include various capacity strengthening measures in terms of staff skills and systems. Kenya School of Government (KSG) finalized the development of five curricula under the NCBF and trained 208 ToTs (157 males and 51 females) on the curriculum components; human resources and skills audit and workload analysis in

Homa Bay County; development of a capacity building framework in Kwale; recruitment and placement of 39 United Nations Volunteers (UNVs) in 37 counties, training of 3,521 staff from various counties on legislative drafting, M&E, Performance Management Systems (PMS), leadership, record management, financial oversight, etc. Nine counties (Kisumu, Homa Bay, Kilifi, Bungoma, Turkana, Samburu, Kitui, Nyeri and Taita Taveta) were supported to develop performance contracts. The Intergovernmental Budget and Economic Council (IBEC) sensitized 37 County Executive Committees (CECs) on strengthening their role through the integration of various processes related to public finance management (PFM) at county level. Through this process, a forum was established for CECs in charge of finance to engage the National Treasury on matters related to finance.

Enhanced service delivery mechanisms and resilience for disaster risk management, peace building and conflict prevention:

Devolution presents a greater opportunity for county governments to address unique challenges that affect service delivery at local levels. Counties have a unique opportunity to identify and address these challenges given their proximity to the people. UNDP has identified issues of conflict, climate change and disaster risk management as areas that uniquely affect some parts of the countries and require these specific interventions. Leveraging on the internal UNDP capacity on peace building and disaster management, UNDP provided targeted support to county governments. Officers from five counties (Kisumu, Samburu, Taita Taveta, Turkana and Kilifi) were trained on collaborative leadership, peace building and conflict resolution; 929 officers from 24 risk counties were trained in disaster preparedness and response; and the National Disaster Operations Centre was supported to upgrade its emergency operation centre through provision of equipment and communication facilities to enable it provide effective national and county level response. Vihiga County developed a risk management tool and trained 45 officials (17 females and 28 males) on risk management, analysis and mitigation.

Strengthened citizen engagement in devolved governance: The engagement of citizens is important to governance processes in ensuring the

needs of the people are adequately addressed. However, there is still a gap on the level and quality of participation. To address this gap, UNDP has supported initiatives that will ensure that Kenyans at all levels are well informed and that they can effectively engage with their governments at both levels. The Transition Authority in partnership with MoDP developed a draft civic education framework (including a Civic Education Curriculum and Training Manual) to be finalized in 2016 with the technical and financial support from UNDP. MoDP also developed a draft Information Education Communication (IEC) Strategy which will be finalized in 2016. Select counties that developed civic education frameworks include Vihiga, Bungoma, Kitui and Kilifi.

Integrated service delivery demonstrated in select counties:

Through the UN Area Based Programmes, two counties (Turkana and Marsabit) were selected to offer demonstration effect in participatory planning, fiscal decentralisation, and local resource management through strengthening of county structures. Support given went towards organisation and delivery of the county investment conferences and trade fairs in Turkana County and review of the County Integrated Development Plans (CIDP) in Marsabit County. Through this support, Turkana County achieved the following: finalisation of a resource mapping; finalisation of a county investment plan; development of a county strategic plan, mid-term review of CIDP and training of staff on legislative drafting and policy formulation. The UN Area Based Programmes are modeled around the UN Delivering as One (DaO) model and led by the respective county governments. It is meant to leverage development interventions in the selected areas towards agreed upon government priorities and to improve coordination on development assistance.

Project Management: Six staff were recruited at the UNDP Project Support Unit to improve Project Management. These were: The Technical Advisor for the Devolution Programme, Project M&E Officer, Project Manager, Project Officer, Project Associate and a Procurement Officer. The Project Manager, Project Officer, Project Associate and Procurement Officer reported in 2016. The Devolution Sector Working Group (DSWG) was operationalised through the recruitment of the DSWG Project Manager and an M&E Officer.

Our Development Partners

The following donors supported the Programme in 2015: USAID, Sweden, DFID and Norway. Additionally, UNDP also contributed some core resources to the basket while UNICEF allowed the use of a balance of earlier contributions made in 2014. As at 31st December 2015, the Programme had spent USD 4,955,446 equivalent to KES 506,397,026.74.



Lollo Darin, Embassy of Sweden receives a County Publication, "Hidden Treasure" from the Taita Taveta Governor during a joint project monitoring visit.

Challenges and Lesson Learnt

The challenges experienced during the review period include inadequacy of Government of Kenya (GoK) counterpart funds, low human capacities at Implementing Partners (IPs), inadequacy of IPs in aligning procurement process with Programme delivery planning, inadequacy of clarity on roles and responsibilities around government functions at the county level, dichotomy of the understanding of transition and Devolution processes, mistrust between the two levels of government in some counties when undertaking activities that require synergy, and capacity constraint at the national level institutions in meeting the training demands of county governments. The challenge cutting across all counties being supported is putting mechanisms in place to ensure that transferred functions and resource allocation are commensurate.

Despite these challenges, the progress recorded indicates that the project is on course to achieve its targeted results. There is great optimism that Devolution will succeed. Addressing these challenges and development of systems and procedures down to sub-county and ward levels would enable grass-root realization of the fruits of Devolution. Finally, UNDP and

MoDP need to develop a functional M&E system for the Programme that would capture progress, provide reflection and learning opportunities and feedback into the implementation process.

Priorities for 2016: Priority outputs for 2016 include: finalisation of the Devolution policy and continued support of legislative drafting at national and county level; finalisation of M&E framework for Devolution sector; development of civic and public engagement systems; capacity development of county planning and budgeting officers on gender responsive budgeting; strengthened capacity for risk assessment and promoting risk informed development planning; establishment and rolling out of learning frameworks for County Spatial Plans that are sensitive to climate change adaptation and disaster risk reduction approaches to planning, gender mainstreaming in planning and budgeting, Sustainable Development Goals (SDGs) mainstreaming in national and county development plans and continued support to Turkana and Marsabit Counties in the implementation of the UN joint Programme. The project mid-term review will be undertaken in 2016 to inform future programming.

1.0

Country Context in Relation to Devolution

The adoption of the Constitution of Kenya 2010 followed by the March 4th, 2013 general elections brought about the devolved governance system. The system aims to further the cause of democratic governance from the national to local levels in the form of the 47 county governments and thereby improve local governance and service delivery through responsive institutions. If effectively implemented, the Constitution in general and Devolution in particular, should lead to a revolutionary transformation of Kenya and facilitate the achievement of the Kenya Vision 2030.

The United Nations Development Programme (UNDP) has positioned itself strategically to engage at both national and county levels, and work with development partners in supporting the effective implementation of Devolution. UNDP Kenya is supporting Devolution ***through the Integrated Support Programme to the Devolution Process in Kenya*** that is being implemented in collaboration with the Government of Kenya and other stakeholders. This support is done within the United Nations Development Assistance Framework-UNDAF (2014-2018) for Kenya, which is an expression of the UN's commitment to support the Kenyan people in their self-articulated development aspirations. The UNDAF has been developed according to the principles of UN DaO aimed at ensuring government ownership, and demonstrated through UNDAF's full alignment to Government priorities and planning cycles, as well as internal coherence among UN agencies and Programmes operating in Kenya¹.

At the national level, the MoDP has the mandate to coordinate Devolution activities and in particular, has the responsibility as provided for in the Fourth Schedule² of the Constitution to support County Governments to have the requisite capacities to undertake their mandates. The National Government committed to give priority to capacity development and alignment at both national and county levels as reflected in the National Capacity Building Framework. This was a significant project achievement in 2015. County Governments have played a key role in the planning and implementation of projects and programmes through County Integrated Development Plans (CIDP), leading to the realization of the Kenya Vision 2030. Other supporting institutions that played a role in supporting the Project in 2015 include the Transition Authority (TA), the Council of Governors (CoG), the Commission on Revenue Allocation (CRA), the Intergovernmental Budget and Economic Council (IBEC) and the Kenya School of Government (KSG).

Generally, the county has put in place frameworks for the implementation of Devolution. These include policies, laws and the institutional frameworks established under the Constitution and Acts of Parliament to facilitate implementation of the system of devolved government. Policies and laws have also been developed by county governments, as well as establishment of institutions at the county level to ensure the effective implementation of the system of devolved government.

Significant capacity challenges exist at county levels given that establishing effective and efficient County Government systems is still largely a completely new venture to all, and therefore the learning curve is very steep. The year 2015 has seen the rapid training and adjustment of both the County Assembly and Executive bodies. Whilst individual and organizational capacities and experience in managing government generally exist, the critical challenge is to make devolved counties work in line with the principles and provisions of the Constitution.

¹Kenya United Nations Development Assistance Framework (2014-2018)

²Section 32 "Capacity building and technical assistance to the counties"

2.0

An Overview of the Programme to the Devolution Process

The Integrated UNDP Support Programme to the Devolution Process in Kenya (2014-2018) is a four-year project designed to support the implementation of the system of devolved government to achieve improved governance and socio-economic development in Kenya. This intervention is derived from the UN DaO Strategy on Devolution and further guided by the Government's MTP II process. The Programme goal is to contribute to UNDAF Outcome 1.3 and CPD Outcome 2 on Devolution and accountability namely: By 2017, Kenya enjoys a participatory Devolution process that is well understood by stakeholders, adequately coordinated and equitably resourced for the delivery of accessible and quality services; devolved institutions are legally, financially and technically empowered, well managed, effective and accountable; and resource management is transparent, equitable, effective and efficient at all levels.

The project is organized around five result areas including:

- a. Strengthened policy and legal framework for devolved governance;
- b. Strengthened and aligned capacities at national and county levels;
- c. Enhanced service delivery mechanisms and resilience for disaster risk management,
- d. Peace building and conflict prevention;
- e. Strengthened citizen engagement in devolved governance; and
- f. Integrated service delivery demonstrated in select counties.

Each result area has been translated to one output:

i) policies, laws and institutional reforms for effective implementation of the Constitution at national and county levels are adopted; ii) strengthened institutional and human capacities at national and county level evident in supporting national and local development; iii) improved service delivery mechanisms and response to opportunities and threats of insecurity and disaster; iv) strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, and transparent and accountable use of resources; and v) an integrated service delivery framework pilot implemented, each aligned with a key result.

The Implementing Partner (IP) for the project is the Ministry of Devolution and Planning (MoDP) and the Responsible Partners are the Council of Governors (CoG), the Transition Authority (TA), the Commission on Revenue Allocation (CRA), the Intergovernmental

Budget and Economic Council (IBEC), and the Kenya School of Government (KSG). At the county level, responsible partners in 2015 included 13 county governments of Vihiga, Bungoma, Homa Bay, Laikipia, Samburu, Nyeri, Kitui, Taita Taveta, Kwale, Kilifi, Kisumu, Turkana and Marsabit. The last two (Turkana and Marsabit) counties are the select counties in which the UN is supporting Area Based Programmes.

The Programme is supported by development partners including the Government of Norway, DFID, USAID and the Government of Sweden through a basket fund modality managed by UNDP. A dedicated project support team manages the Programme on behalf of the Government of Kenya and UNDP.

3.0

Programme Objectives and Results for 2015

Year 2015 was the second implementation period of the Programme, building on the experience gained and lessons learnt in the first year (2014) which included the need for: (i) increased support to inter-governmental relations institutions to reduce the risk of politicising Devolution; (ii) recruitment of technical Programme staff to facilitate timely implementation and Programme assurance, and (iii) prioritisation of the support of civic education.

The review of four quarterly 2015 reports³ and the Annual Report (2014)⁴ shows that the Programme is achieving the key results as articulated in the Project Document⁵ (listed in 2.0 above). During the year 2015, counties were supported in various ways to strengthen Devolution. Policies, bills and regulations were developed at national and county level, and county government staff were trained on legislative drafting, development of performance contracting and performance management systems. Counties were also supported to include in their planning and budgeting responses on risk and disaster management strategies and their staff were trained on disaster preparedness and response. The National Disaster Operations Centre (NDOC) upgraded its emergency operation centre through provision of equipment and communication facilities.

To enhance participation of citizens in local development planning and financing, TA and MoDP developed a draft civic education framework (including a Civic Education Curriculum and Training Manual) and Information Education Communication (IEC) Strategy (by MoDP) both of which will be finalized in 2016.

Two counties (Turkana and Marsabit) were prioritised under the UN Area Based Programme, in which structures are being strengthened to offer demonstration effect in participatory planning, fiscal decentralisation, and local resource management. Turkana County was supported to hold international investment conferences and train 39 staff (36 men

and 3 women) on legislative drafting and policy formulation, while Marsabit was supported to review its CIDP and harmonise it with the current development trends.

Finally, to strengthen Programme management, Technical Advisor for Devolution Programme, Programme M&E Officer, Programme Manager, Project Officer, Procurement Officer and Programme Associate were recruited at UNDP. The latter 4 officers reported in 2016. UNVs were recruited and placed at county level.

Section 4.0 provides a detailed analysis of these results under respective five outputs. Annex 1 summarizes the results under outputs per defined indicators and Annex 2 details the achievements under planned activities during 2015 per outputs and components.



³January-March 2015, April-June, 2015, July-September, 2015 and October-December, 2015

⁴Annual Report 2014, An Integrated UNDP Support Programme for the Devolution Process in Kenya, Project No: 00083473

⁵Making Devolution Work: An Integrated UNDP Support Programme to the Devolution Process in Kenya – Project Document (2014-2018)

4.0

Implementation Status of Programme Outputs

The Programme implementing partner and responsible parties are responsible for seven components in the AWP (2015) organised as follows: (1) Ministry of Devolution and Planning, (2) Council of Governors, (3) Transition Authority, (4) Commission on Revenue Allocation, (5) Intergovernmental Budget and Economic Council, (6) Kenya School of Government (7) and Select County Governments (support to the implementation of the County Integrated Development Plans). The eighth component (Programme Management) targets to strengthen UNDP management of the project.

The components address the five outputs and also highlight the core business support areas of the UN and UNDP reflected in the UNDAF under the governance and service delivery areas. Each Implementing Partner is responsible for a set of specific outputs that collectively contribute to the Programme goal which is the UNDAF/CPD outcome. That is;

“By 2017, Kenya enjoys a participatory Devolution process that is well understood by stakeholders, adequately coordinated and equitably resourced for the delivery of accessible and quality services; devolved institutions are legally, financially and technically empowered, well managed, effective, and accountable; and resource management is transparent, equitable, effective and efficient at all levels”.

The following is the analysis of results achieved in 2015 under the outputs and the contributions the implementing partners made towards that output. For further details of achievements under each component, outputs and activities, refer to Annex 2.

4.1 Output 1: Policies, laws and institutional reforms for effective implementation of the Constitution at national and county levels are adopted

The Constitution envisaged that appropriate policies would be passed to give effect to the provisions on Devolution. The Fourth Schedule to the Constitution confers the national government with policy making and standard setting responsibilities in various sectors. The adoption of the Constitution and the advent of the system of devolved government call for review of policies that were in existence and the development of new ones, where necessary, to accommodate the new governance structure and principles of governance enshrined in the Constitution.

The Project therefore supports targeted institutions to strengthen policy and legal capacities and frameworks for devolved governance. This is geared towards harmonisation of policies, legislation and regulations with the Constitution, particularly legislation and regulations seeking to replace the previous hierarchical system of centralized governance, and strengthening county level legal policy framework development and implementation. The expected output in this area is adoption of policies, laws and institutional reforms for effective implementation of the Constitution at national and county levels. During the period under review, the following policies and laws were developed and/or reviewed.

1) Devolution Policy and Policy Consultations

Devolution Policy: It is a core principle of good governance that policy should precede legislation. The main framework currently underpinning implementation of Devolution are the 'Report of the Taskforce on Devolved Government'⁶ and 'Sessional Paper on Devolved Government in Kenya, 2011'. There was no policy developed by the national government prior to the enactment of Devolution laws required under Chapter 11 of the Constitution. The Ministry of Devolution and Planning is developing a national policy on Devolution. The overall goal of the policy is to promote involvement and public participation in decision making, strengthen accountability and effectiveness in the delivery of public service, and enhance the capacity of all levels of government to deliver on their mandate. Specific objectives are to:

- clarify the status, roles and relationships between the two levels of government and the different actors;
- strengthen the participation and contribution of non-state actors in governance;
- enable quality public service delivery;
- promote public participation and citizen engagement in governance; and
- encourage a rights-based orientation to development at all levels.

Performance Management System Policy:

Bungoma County government developed a Performance Management System (PMS) policy to guide the development of PMS. The policy will form the basis of aligning the annual implementation and development plans, key performance areas, indicators and targets of various sectors and departments of the Bungoma CIDP.

East African Local Government Forum Strategic Plan:

The MoDP in collaboration with the East African Local Government Forum (EALGF) developed the EALGF Strategic Plan, 2015-20. It has six strategic priority areas: support for the implementation of decentralization and local development in the Eastern African region; policy dialogue; communication of the needs of local governments in Eastern Africa through effective lobbying, advocacy and outreach; local economic development; local government financing; inclusive service delivery and; local democracy. The EALGF also developed an implementation framework for the strategic plan. If implemented, the plan will mainstream EALGF at the East Africa Community

Policy Organ that serves to establish policy dialogue on political links with the East Africa Community and strengthen institutional frameworks to ensure local/sub national governments are placed at the centre of development in East Africa. Further, it will provide the platform of bringing together key stakeholders from local/sub-national and national governments, towards strengthening good governance, advancing the harmonisation of national policies and ensuring the ability of local governments to meet their responsibilities.

Council of Governors Policy Consultations:

CoG convened a high level council meeting that affirmed Governors' priority of seeing the successful establishment of county governments against the objects envisaged in Article 174 of the Constitution of Kenya 2010. The Governors agreed to: provide essential services like affordable healthcare, clean water, sanitation services, and improved infrastructure at the lowest price level; make sure that financial and human resource systems in the counties are operational; ensure that the citizens can participate in governance, proactively contribute to legislation and policy; make sure that the marginalised groups including women, youth, marginalised communities and persons with disabilities participate in procurement of goods and services and; make sure that all duty bearers conduct their affairs openly, transparently and fairly.

Increased Intra-County Collaboration on Economic Matters:

While counties are emerging as key units of economic development, they stand to gain immensely by pooling resources for regional strategic initiatives. In this respect, the CoG endorsed the regional blocs concept and requested the remaining counties to join or initiate initiatives such as Jumuiya ya Pwani (for coastal counties), Mt. Kenya and Aberdare Region, North Rift Economic Bloc, Northern Bloc and Lake Basin Economic Bloc for better coordination and cooperation of development, and for enhanced gains associated with economies of scale such as bigger consumer markets and business opportunities.

2) Devolution Legislation and Model County Laws

The Constitution, under Chapter 11, requires the enactment of a number of laws to operationalise the system of devolved government. Most of these laws were required within a period between 18 months

⁶A Report on the Implementation of Devolved Government in Kenya, April 2011.



Implementing partners' staff pose for a group photo during a workshop

and 3 years⁷ from the date of the promulgation of the Constitution, to facilitate the transition from a centralized to a devolved system of government. Devolution laws enacted include: The County Governments Act 2012, The Transition to Devolved Government Act 2012, Urban Areas and Cities Act 2012, The Inter-Governmental Relations Act 2012 and The Public Finance Management Act 2012.

The project, through IPs, continued to support the development and dissemination of model county laws and Devolution legislation, including strengthening of capacities at the county level in legislative drafting and law enforcement.

County Model Laws: The CoG supported the county government's efforts in putting in place sectoral policies, laws and institutional reforms for effective implementation of Devolution. In the process, a total of fourteen model laws⁸ were developed and disseminated to 47 counties in 2014.

Legislative Drafting: The CoG strengthened county level capacities in legislative drafting. During the period under review, four counties (Kiambu, Kirinyaga, Kakamega and Nyamira) were supported to draft and develop legislation that addressed the changing demand of Devolution from the citizenry. Ten counties (Nyeri, Migori, Bomet, Kisii, Makueni, Elgeyo Marakwet, Marsabit, Turkana, Kilifi and Siaya) requested support on legislative drafting.

Kilifi County was supported to develop various bills and regulations to enhance its legal framework for the operationalisation of enacted county laws. The following bills and regulations were drafted during the period, which if enacted will promote public participation in decision making, strengthen accountability and effectiveness in the delivery of public service, and enhance service delivery standards.

- a. Regulation for Tax Waivers Administration Act;
- b. Regulation for Fund Acts (generic);
- c. Health Services Bill;
- d. Civic Education Bill;
- e. Bill on Fair Trading Practices (Anti-competition law);
- f. Physical Planning and Development Bill and;
- g. Agriculture Bill.

In addition, trainings on policy formulation and legislative drafting of bills and policies were conducted in five counties: Kilifi (55 MCAs, 10 CECs and 5 county staff); Kitui (23 MCAs, CECs and heads of departments); Nyeri (30 CECs and other senior officers); Taita Taveta (51 MCAs and staff of the County Assembly); Samburu (90 MCAs and senior staff) and Turkana (39 county officials) – See gender disaggregation in Annex 3.

County Courts: The Council of Governors has petitioned the Judiciary to establish county courts to replace the defunct Municipal Courts and City Courts, and help counties in enforcing laws passed by County Assemblies. This will mitigate the effect of the repeal of the Local Government Act, Cap 265 and gradually transition the functions to designated Magistrate Courts within the various counties, ensuring the accessibility of judicial services at the county level and the enforcement of county laws.

During its consultations with the CoG, the Judiciary proposed that, 'in order to safeguard the principal of separation of powers, judicial independence and professional integrity, county governments should support the initiative through provision or establishment of the physical infrastructures in their counties in terms of courts and residential houses for judicial officers and staff in their respective counties while the judiciary would maintain the substratum of its core mandate of staffing and dispensing justice'.

The Programme therefore, through the CoG, is supporting the process of transitioning the defunct municipal and city courts into county courts. Once established, the county courts will contribute to strengthening of the justice system by reducing the backlog of cases witnessed at the Judiciary.

⁷Fifth Schedule to the Constitution of Kenya 2010

⁸CoG 2014/2015 Annual Report: Model Livestock Bill; Model County Agricultural Licensing Bill; Model Coffee Bill; County Culture and Heritage Bill; Draft Public Participation Bill; County Sports Bill; Model County Childcare Facilities; Model County Control of Drugs and Substances; Model County Pre Primary and Early Childhood Education; Model County Law on Social Protection; Model County Law on Social Development Fund; Model County Law on Citizen Participation; Model County Law on Persons with Disability; Model County Tourism Bill

Review of National Government Bills: Through the CoG, the following National Government Bills were reviewed in line with the Fourth Schedule to the Constitution: Health Bill, 2015, Draft Land Bill, 2015, The Water Bill, 2014, and The Forest Conservation and Management Bill, 2014, to ensure that the bills reflect Schedule Four to the Constitution on functional assignment to the two levels of government.

Devolution Law Report and a Case Digest of Devolution Matters from 2010-2015: CoG in collaboration with the National Council on Law Reporting developed a compendium on Devolution Law Reports and a Case Digest on Devolution matters from 2010-2015. The reports will provide a knowledge database for benchmarking and cross exchange learning on the judgment of cases determined since the inception of the devolved system of governance. The reports also give a strong case on the need for Alternative Dispute Resolution Mechanisms. The publications draw comparative lessons from commonwealth jurisdictions, along seven key thematic areas: Public Service; Public Finance Management; Equity and Inclusivity; Removal from Office and Suspension of County Governments; Transition to Devolved Government and Transfer of Powers & Functions; Public Participation and Citizen Engagement and; Intergovernmental Relations.

The purpose of these publications is to serve as an introduction to key court judgments related to Devolution and particularly, the Case Digest Report aims at providing easy to understand information on judicial precedence on the devolved system of governance and its attendant laws, policies, administrative and political actions.

4.2 Output 2: Strengthened institutional and human capacities at national and county level evident in supporting national and local development

The Programme recognizes the need for capacity enhancement to handle the complex process of Devolution. This is the capacity building and capacity realignment of individuals, institutions and organizations. The skill mix and varied career levels of county government staff inherited from defunct local authorities, districts and new recruitments pose a challenge to the County Governments in ensuring that staff cadres adapt to the new institutions.

The Programme is therefore supporting capacity building and change management projects aimed at strengthening institutional and human capacities at national and county levels. During the period under review, a number of trainings were conducted and institutional strengthening carried out.

Streamlined Training Support through Kenya School of Government:

The Kenya School of Government (KSG) launched five curricula that covered: leadership and management, human resources management, performance management, county planning, and results based monitoring and evaluation. KSG also certified 220 county officials from 38 counties as trainers in the various areas.

Strengthening of CECs in charge of Finance:

37 out of the 47 CECs, through IBEC, held a meeting to discuss ways of strengthening their role through the integration of various processes related to PFM at county level. The meeting reached a number of agreements including: automation of systems for revenue collection; charging of uniform tariffs and/or rates in order to ease the cost of doing business in the counties; capping the amendments by MCAs to the county budget at not more than 5% by amending the PFM Act, 2012; establishment of a forum for CECs in-charge of finance and planning which would facilitate meetings with Cabinet Secretary for the National Treasury to discuss public finance management issues between the national and county governments; consultations and collaboration with the Controller of Budget and Auditor General on budget and economic matters with counties. This dialogue led the National Treasury to issue budget ceiling guidelines to county assemblies, requesting them to adhere to the budget ceilings set by the County Fiscal Strategy Paper.



Public participation exercise on the Annual Development Plan at Mutira ward, Kirinyaga County



Incoming Chairman of the CoG, Meru Governor, receiving the mantle of leadership from the outgoing Chairman, Bomet Governor, Isaac Ruto.

Human Resource Strengthening: The Implementing Partners put in place various capacity strengthening measures in terms of staff skills, systems, etc.

1) Human Resources and Skills Audit: Homa Bay County conducted a human resources and skills audit, which reviewed current practices, policies, procedures and systems put in place by the County Public Service Board. The audit report which was adopted by county executive committee, will help the board to clarify its roles and harmonise the decentralised human resource function in the county's ten departments, develop and implement relevant human resource policies; identify contribution of the board and county human resource unit to the growth and development of the county; ensure timely compliance with legal requirements; reduce human resource cost through more effective human

resource systems and procedures and; establish a County Human Resource Information System.

2) Workload Analysis: Homa Bay County undertook a workload analysis for five of the county's ten departments to ensure necessary staff levels and competencies are in place to carry out the county's missions. The workload analysis established a baseline against which any future requests for additional staff would be evaluated. Findings pointed out the inadequacy of clear structures, standards and absence of job description amongst county employees. Most of the departments surveyed did not have adequate skills required to implement departmental activities. Key recommendations of the report were adopted and approved for implementation by the CEC members.

3) Recruitment and Placement of Staff: Human resource capacities of implementing partners and select counties were strengthened through recruitment and placement of staff as summarised below:

(i) The placement of 39 (26 males and 13 females) UNVs in 37 counties during the period under review. The UNVs will support counties in M&E, statistics and public finance management. This technical assistance will contribute to improved monitoring and evaluation of county activities as envisioned in Part XI of County Governments Act 2012, County Integrated Development Plans (CIDP); enhanced public finance management as envisioned in the PFM Act 2012 and showcasing county statistics, as outlined in the Fourth Schedule of the CoK, to inform decision making. Also supported under the Programme was the placement of 3 UNVs (2 males, 1 female) at the MoDP to strengthen its human capacity in communication and coordination of Devolution matters.

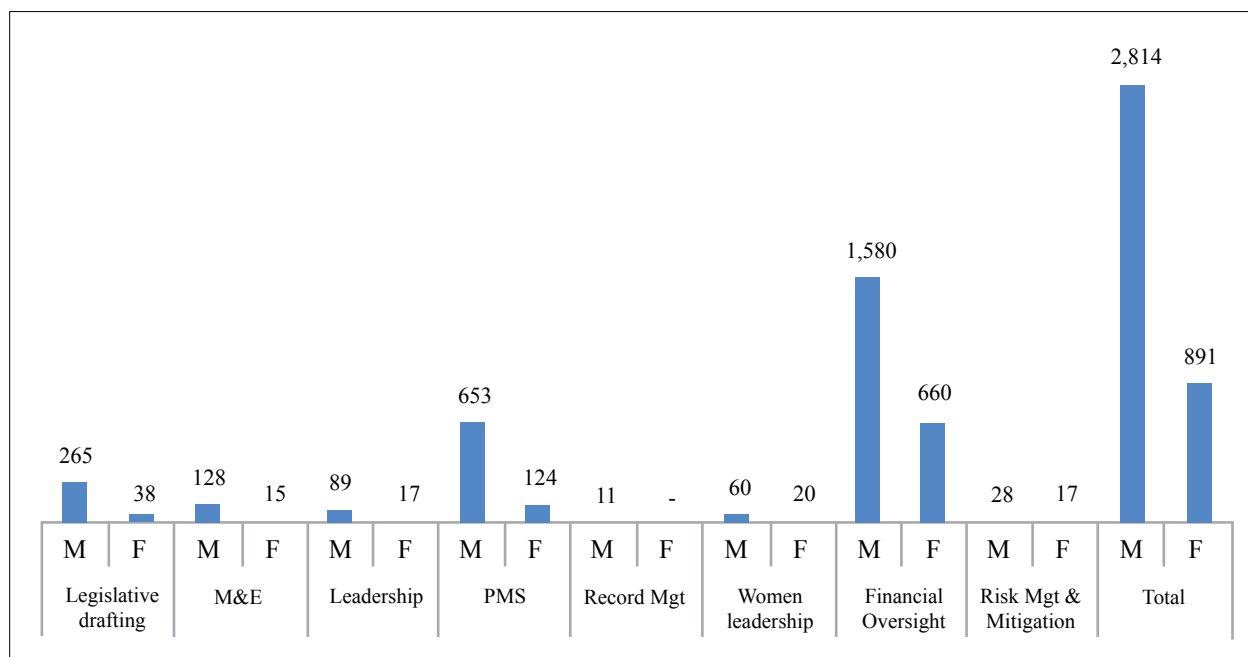
(ii) CoG was supported through placement of five staff, a director of Programmes and four project staff to ensure programmatic policies and guidelines are enhanced. Two Devolution advisors and three support staff were placed at MoDP and IBEC respectively.

4) Development of a Capacity Building Framework: Kwale County developed a capacity building framework to strengthen its functions of delivering quality services to the public. The framework identified the following thematic areas for strengthening and development: citizen participation; legal and regulatory reforms to align existing by-laws with the Devolution frameworks; county development planning and budgeting; financial management and accounting, frameworks on fiscal Devolution and revenues mobilisation; devolving sectors to the lower administrative units; infrastructure development and service provision; intergovernmental relations and monitoring and evaluation.

Training of County Staff in Various Areas: In Figures 1 and 2, a total of 3,705 staff (2,814 men and 891 women) from various counties were trained. This targeted CEC members, chief officers, directors, Public Service Board officers, heads of departments, sub-county administrators and other middle level officers. Annex 3 provides details of these numbers by counties. This technical support assisted the counties to improve their operations, monitoring and evaluation processes and tracking of the CIDP implementation.

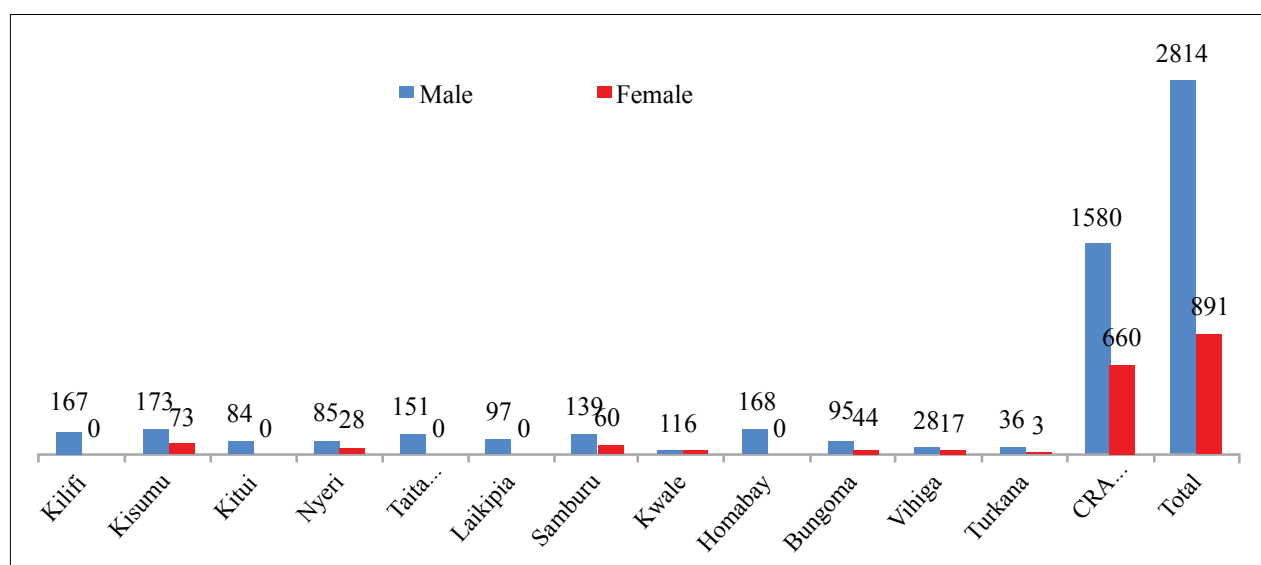


Figure 1: Total number of county staff trained in various areas



In Figure 1, CRA sensitized 2,240 MCAs (1,580 men and 660 women) in all the 47 county governments to strengthen their financial oversight in accordance with Article 185(3) of the Constitution. The following issues were noted as impacting on public financial management: inconsistency between planning documents (CIDP, County Budget Review and Outlook Paper, County Fiscal Strategy Paper and budget estimates); failure to adhere to the law (CoK, Public Finance Management Act, County Governments Act and other Acts and guidelines geared toward proper public financial management); shifts in priorities which are not approved by County Assemblies and the Controller of Budget; inequitable distribution of resources at the county level; ineffective public participation; procurement of goods, works and services not compliant with value for money; and inability to meet county revenue targets. These findings formed core strategies for CRA in its engagement with county governments in 2016.

Figure 2: Number of staff trained per county





Taita Taveta Governor Eng. John Mruttu hands a graduation certificate to a new female recruit as Mombasa Governor Joho Hassan looks on.

“You have now completed your one-month training and you will be critical in ensuring our laws are abided with fully. This will help us achieve our goals including collecting revenue to sustain our operations. Having these officers in place is crucial in building our institutional capacity, a move that will strengthen Devolution. This is therefore one of the indicators that Devolution is taking root and it will benefit the mwananchi at the grass root level.”

-Taita Taveta Governor Eng. John Mruttu

Training on Legislative Drafting and Policy Formulation:

Six counties (Kilifi, Kitui, Nyeri, Taita Taveta, Samburu and Turkana) trained relevant officials⁹ on legislative drafting and policy formulation to enhance their skills in legislation and policy formulation. The objective of the trainings, which were conducted by the Kenya Law Reform Commission, was to: ensure that the executive spearheads policy before legislation; ensure collaboration between the executive and county assembly in the formulation of policies; factor into the budget public participation activities; continue with legal education for the members of county assembly and; further collaboration with the Kenya Law Reform Commission especially with regard to review of county policies- and legislation. The participants agreed to anchor future legislation and policies on public participation and collaboration between the county executive and assembly.

Performance Management and Monitoring & Evaluation Systems:

A County's Performance Management System (PMS) is the primary mechanism to monitor, review and improve the implementation of its County Integrated Development Plan (CIDP), and to gauge the progress made in achieving the objectives, indicators and targets as

⁹See Annex 2 for specifics on each county.

set out in the CIDP. The Performance Management System will also assist to facilitate increased accountability, learning and improvement, provide early warning signals, and facilitate decision-making.

Performance management training was held in Bungoma County and attended by the Service Delivery Unit (SDU) and representatives from each sector¹⁰. The training targeted county government senior staff, sub county administrators and ward administrators. The objectives of the training were:

- i. To help the County Government staff gain an understanding of the importance and objectives of performance management for Counties;
- ii. To help the County Government staff to gain an understanding of the performance management process from target setting and vetting to evaluation; and
- iii. To familiarize the County Government staff on the performance management electronic system, e-Perform.

In addition, 62 staff signed performance contracts. The lesson learnt in this training (which would also apply to other trainings) was that training and capacity building in performance management is an on-going process. As part of change management, it is important to continuously provide training to County staff. The following areas were identified as requiring additional training:

- i. Portfolio of evidence: Preparation, utilisation and quality of the documentation for Portfolio of Evidence.
- ii. Roles and responsibilities of the Service Delivery Unit and sensitisation of county staff on the same.
- iii. Deepening performance management to sub-counties and wards. Specifically, performance management training for the sub-county administrators and ward administrators.
- iv. Further practical training on e-Perform.

Strengthening of the M&E system was very evident in Kilifi County. 2 UNVs were placed in Kilifi County to assist the county to improve its M&E processes and to track its CIDP implementation. 16 M&E focal staff were trained on project cycle and result based management, and 14 focal M&E county staff trained on web based M&E. Further, 17 M&E focal persons drawn from ten departments of the county

government were trained on Data Demand and Information Use, and eight in-house mentorship sessions for M&E focal staff conducted. County M&E framework (handbook) was developed with indicators for tracking the progress of implementation of the CIDP and its strategic plan.

Enhancing County Capacities with Office Equipment:

Nyeri County procured six laptops and furniture to strengthen and operationalise its county information centers and legal unit. The county also trained 11 senior officers from various departments on record management to ensure proper record management and to improve on the quality of information used for decision-making. Kisumu County procured 50 laptops to be used in PMS training.



4.3 Output 3: Improved service delivery mechanisms and response to opportunities and threats of insecurity and disaster

As noted in the Project Document, the services and infrastructure that citizens demand are seen as the “goods” that the State (government) delivers. This also includes improved resilience and capacities for disaster risk management, peace building and conflict prevention. Mechanisms for service delivery are therefore key to a successful Devolution outcome.

To contribute to this output, TA and CRA finalized the costing of government functions and produced the survey report that was validated by stakeholders in 2015. Key findings/recommendations from the report include: the costing of functions results be applied in resource allocation while taking cognizance of the available resources; reliable and massive data sets are required to undertake the costing of functions; norms and standards should be harmonised and published for all sectors in the economy to support the

¹⁰County Government of Bungoma Performance Management Training Report, April 2016

normative approach to costing of functions; the activity based costing approach is highly recommended for use by the two levels of government. The report further recommends that the results of the costing of government functions will provide clarity on the resources required to perform functions at both the national and county governments. The report's recommendations will support the CRA towards vertical equitable sharing of revenue. Further, the remaining sectors should be costed to realize the initial objectives of costing of government functions.

TA also carried out an assessment of the status of Devolution in Kenya¹¹ through technical assistance by Kenya Institute for Public Policy Research and Analysis (KIPPRA). The assessment covers the uptake and implementation of assigned functions to county governments as per the Fourth Schedule of the Constitution as well as the effectiveness of the national government in facilitating devolved functions. The assessment documented the challenges, capacity gaps and lessons learnt towards the realization of the devolved system of government to inform future interventions by the Intergovernmental Relations Technical Committee (IGRTC).

The CoG and the MoDP were supported in hosting the Second Annual Devolution Conference held in April 2015 under the theme of "Appreciating and Strengthening Devolved Governance; working together to realize the objectives of Devolution". The overall objective of the Conference was to create a platform of engagement for Devolution actors to address challenges and issues arising in the Devolution process and for networking and information exchange. It facilitated dialogue on arising issues of decentralisation and strengthening devolved governance systems; facilitated sharing and documenting experiences, best practices and standards on Devolution; and developed a Plan of Action and way forward on identified key areas. The support provided to CoG and MoDP was towards:

- a. A pre-Devolution conference for CECs that deliberated and made proposals for the main conference. The pre-Devolution conference brought together a total of 633 participants including 448 County Chief Executive Officers (151 women and 297 men), Devolution actors, CRA, CRA, Commission on Implementation of the Constitution (CIC), development partners,

- civil society organizations and other stakeholders.
- b. Hosting of the main conference which brought together a total of 4,760 participants who included 2,390 leaders consisting of 47 Governors (all males), 47 Deputy Governors (38 men and 9 women), 47 elected senators, 20 nominated senators (18 women and 2 men), seven Kisumu County MPs, 1,450 elected MCAs (1,370 men, 80 women), 772 nominated MCAs (97 men, 675 women) and 2,218 participants consisting of Devolution actors, development partners, civil society organizations, county representatives, private sector, and other stakeholders. There were also 152 exhibitors.
- c. Launch of the Lake Basin Economic Blue Print by thirteen counties¹² whose objective is to define a development pathway for the region by exploring the comparative advantages accruing in each county.
- d. Support of resource persons, moderators and rapporteurs to produce the conference report.
- e. Publication and dissemination of the Devolution at a Glance magazine which highlights the key achievements in the 14 devolved county functions.



Bomet County UNV and colleagues monitoring a school project

¹¹See also report on Assessment of Implementation of Devolved System of Government, "Devolution: Sustaining the Momentum", August 2015, by the Commission for Implementation of the Constitution.

¹²Kisumu, Siaya, Homa Bay, Migori, Kisii, Nyamira, Busia, Bungoma, Kakamega, Vihiga, Bomet, Kericho, and Trans-Nzoia



Machakos Governor, Dr. Alfred Mutua, when he visited the UN stand at the second Annual Devolution Conference held in Kisumu, April 2015.

Vihiga County strengthened its service delivery mechanisms through the development and validation of a risk management tool and training of 45 staff (28 men and 17 women) on risk management, analysis and mitigation. The tool will help the county to mitigate and reduce risks that may lead to low service delivery and have an impact on the development of the county.

The officers trained include; CEC members, Chief Officers, Directors, staff from the Governor's office, supply chain management and finance department. The trained officials are able to identify, assess and prioritise risk in their work place.

Four counties (Kilifi, Kitui, Kisumu and Vihiga) developed a popular version of their CIDPs, while Kilifi, Kitui and Vihiga Counties translated the documents from English to Kiswahili. The versions of their CIDPs will be used as resource material for civic engagement to enable respective county residents to understand, take part and appreciate the work of the county government toward their development.

Twenty-four counties¹³ benefitted from support given on training of staff in disaster preparedness and response, with a specific focus on effective El Nino preparedness. The counties were selected based on the traditional and emerging flood areas and existing vulnerabilities, including cholera outbreaks, history of landslides and counties with populations displaced by conflict. In total, 929 officers (610 males and 319 females) were trained in disaster preparedness and response. The NDOC was supported to upgrade its emergency operation centre through provision of equipment and communication facilities in order to enhance its efficiency in monitoring disasters and coordinating the management of disasters at both national and county level.

4.4 Output 4: Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, transparent and accountable use of resources

Devolution expands the space for participation of various interest groups (ethnic, political, economic, social and religious), thus promoting equitable development and minimising local conflicts and marginalisation. Indeed, Article 10 of the Constitution recognizes public participation as one of the country's national values. A well-informed public is a cardinal component of effective public participation. Consequently, Section 98 of

¹³Nairobi, Mombasa, Kwale, Kilifi, Tana River, Baringo, Machakos, Muranga, Nakuru, Migori, Turkana, Busia, Garissa, Wajir, Mandera, Marsabit, Taita Taveta, Kitui, Makueni, Bungoma, West Pokot, Narok, Homa Bay and Kisumu

the County Governments Act, 2012 sets out the principles of civic education intended to promote:

- a. Empowerment and enlightenment of citizens and government;
- b. Continual and systemic engagement of citizens and government; and
- c. Values and principles of Devolution in the Constitution.

Sections 99 to 101 of the County Governments Act, 2012 spell out the purpose and objectives of civic education, the design and implementation of civic education programmes, and the institutional framework for civic education. Civic education is aimed at having an informed citizenry that actively participates in governance affairs of the society on the basis of enhanced knowledge, understanding and ownership of the Constitution.

To support civic education programmes in the counties, the national government is required to design a framework of civic education to determine the contents of the curriculum in consultation with county governments, the public and institutional stakeholders. The county governments are therefore required to develop county legislation to provide the requisite institutional framework for purposes of facilitating and implementing civic education projects.

In the 2015 implementation period, the Transition Authority, in conjunction with the MoDP, facilitated and coordinated an Interagency Committee on Civic Education in the preparation of the Civic Education Curriculum and Training Manual, which was validated by stakeholders. The membership of the committee included the MoDP, Office of the Attorney General and Department of Justice, CIC and civil society organizations (Uraia Trust and Amkeni Wakenya). The counties in the Programme that have developed civic education



Taita Taveta County advocacy rally on women and leadership geared toward gender mainstreaming and women empowerment for inclusive growth, held on 25th November 2015.

frameworks include Vihiga, Bungoma, Kitui and Kilifi. These frameworks will guide the implementation of public participation in county affairs. The extent to which the county civic education and public participation frameworks are informed by the national civic education framework need to be established.

One of the indicators of this Programme under 'strengthening of citizen participation mechanisms and processes to ensure effective and equitable service delivery and people-centred devolved system of government' is the % of citizens satisfied with public service delivery by National and County Governments (disaggregated by County, sex, age, social group). The UNDP SIDA Report indicates, "An Infotrak survey released in April 2015 showing that 69.7 percent of Kenyans feel that things are better than before." "This optimism was further affirmed by an Ipsos Synovate study (April 2015), which indicated that 78 percent of Kenyans support Devolution. This is up from 66 percent in September 2014".

4.5 Output 5: An integrated service delivery framework pilot implemented, each aligned with a key result

Two counties (Turkana and Marsabit) were selected to be strengthened to offer demonstration effect in participatory planning, fiscal decentralisation, and local resource management through strengthening of county structures. Over a four-year period, this demonstration will engage county governments in learning by doing and also fostering cross-county learning. The output of the pilot will be strengthened counties to full local development cycle including participatory planning, budgeting (including gender budgeting), local level implementation capacities, performance and change management, monitoring and learning, so that the counties deliver equitable, high quality public services.

The support to the Turkana County Government, given through the UNDP Joint Programme, achieved the following:

Organisation and delivery of the inaugural Turkana County Investment Conference and Trade Fair which attracted potential investors and showcased investment and trade opportunities in Turkana County. The UNDP supported publicity and branding of the Investment Conference thereby marketing the county to potential investors.

Establishment of the resource potential for investment in Turkana County through undertaking and finalising a resource mapping exercise. The resource map will be used to establish sustainable exploitation mechanisms of the resources and attract investors.

Finalisation of an investment plan, thereby paving way for the investment policy and laws.

Improved service delivery mechanism through the e-performance system for Turkana County at an advanced stage of being finalised.

Strengthened strategic leadership in the county through development of strategic plans. The strategic plan for the Office of the Governor was finalised and highlights the key strategic direction the Office of the Governor will adopt in steering the County towards enhancing its service delivery.

Informed programming and decision making through the mid-term review of the County Integrated Development Plan (CIDP). The review will also inform the inclusion of the SDGs in the revised blue print for Turkana development.

Improved capacity for Turkana County on legislative drafting and policy formulation. The county officials were trained on the basic concepts of policy formulation, legislative drafting and the legislative process.

Marsabit County was supported to review its CIDP in alignment with its emerging priorities and SDGs along the UN Joint Programme.

4.6 Output 6: Strengthened Programme Management

This project is managed within the framework of National Execution (NEX) modality also known as National Implementation Modality (NIM). This refers to implementing partner and responsible partners from the national and county governments executing the project. The project's management includes Project Board (Project Steering Committee), Project Technical Committee and Project Support Team.

In 2015, two programme management meetings were held for IPs and the county governments. The meetings helped to strengthen project management capacities, effectiveness and efficiencies in monitoring and evaluation, and reporting.



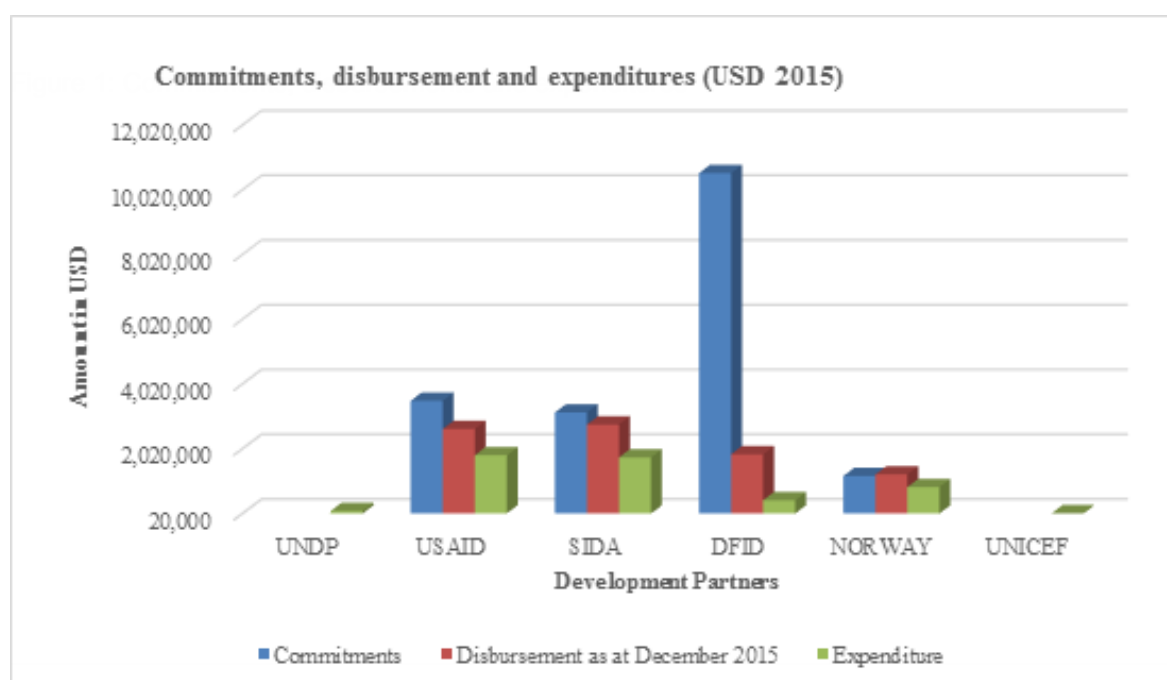
County focal points and UNDP staff in a project management workshop

Financial Management

As at 31st December 2015, the Programme had spent USD 4,955,446 equivalent to KES 506,397,026.74 in 2015, Table 1). These are preliminary figures as final figures will be provided through the Audited and Certified Financial Reports issued by the Comptroller's Division at UNDP Headquarters in New York by 30 June 2016.

Table 1: Commitments disbursed and expended (USD, 2015) per Development Partners

Development Partner	Commitments	Disbursement as at December 2015	Expenditure
UNDP			97,870
USAID	3,500,000	2,630,000	1,817,749
SIDA	3,139,168	2,767,744	1,750,299
DFID	10,532,920	1,848,547	429,511
NORWAY	1,178,607	1,227,107	833,242
UNICEF			26,775
Total	18,350,695	7,656,156	4,955,446



5.0

Risk Assessment

The Project Document identified ten emerging issues which if not dealt with, would slow down the gains of a devolved system of governance. These were: (i) concurrent functions that are likely to present conflicts in terms of interpretations of mandates; (ii) low levels of awareness of the devolved system of governance in both the public sector and the general public; (iii) weak or inadequate financial and performance management systems in counties; (iv) inadequate county profiling; (v) inadequate capacity for planning, implementation, monitoring and evaluation both at national and county level; (vi) inadequate and delayed release of resources leading to a disproportionate reform pace, inefficiencies and ineffectiveness in service delivery; (vii) weak inter and intra agency/sectoral collaboration and coordination; (viii) weak monitoring and evaluation critical to tracking performance and inform programming; (ix) human resource and management at both levels of governments; and (x) competition for resources and influence between Counties and National Government, leading to high demand for resources.

The effectiveness of the IPs can be measured by what steps were taken to ensure that these risk factors were mitigated for successful progress in the second year of implementation of the Project. The table below links some of the identified risks to possible mitigation factors that worked in 2015, and contributed to the Project's effectiveness.

Risk	Mitigation Factor
1. Conflicts in terms of interpretations of mandates and weak inter and intra agency/sectoral collaboration and coordination	Formation of strategic liaisons between implementing partners: Implementing Partners liaised with each other in various areas in 2015. The partnerships between the implementing partners built important synergies, thereby ensuring that the IPs drew from each other's strengths and avoided duplication of roles in the implementation of the Project. Examples of the liaisons between IPs during the period under review were: CRA & TA partnered in the costing of functions of the national and county governments; TA and MoDP partnered in the development of the civic education curriculum; CoG and MoDP partnered in the hosting of the Second Annual Devolution Conference; CoG partnered with the Kenya Law Reform Commission in the training of county government staff on policy and legislative development; KSG, MoDP and CoG partnered in the development of curriculum for County Planning; Monitoring and Evaluation; Human Resource Management; Performance Management; Leadership and Management; TA, MoDP and KSG partnered in the development of the Civic Education Curriculum and Training Manual.
2. Low levels of awareness of the devolved system of governance in both the public sector and the general public	Development of Civic Education Curricula: The KSG developed the Civic Education curriculum and training manuals (See Annex 1). A number of counties also engaged in civic education, to improve the people's awareness of the Constitution, Devolution and mechanisms for monitoring service delivery in the counties.

Risk	Mitigation Factor
3. Human resource and management at both levels of governments	<p>a) Strengthened Institutional Capacity: All IPs reported to have strengthened their human resource capacities through the recruitment or placement of staff to support the Project. The human resource capacity was further strengthened through trainings on legal drafting, M&E, PMS, records management, PFM, among others. KSG and CoG reviewed their strategic plans during the second year of implementation. Although the reported progress has been good in the human resource capacity level, for further effectiveness in the implementation of the program, there is need for counties just like Homa Bay County to carry out HR and Skills Audit and Workload analysis to assist in the clarification of roles and harmonisation of the decentralised HR function. Moreover, trainings should be geared towards aspects that will assist in the implementation of respective roles of given staff in the county governments.</p> <p>b) Strengthened policy and legal framework for devolved governance through relevant training: the second year of Project implementation saw the CoG, in conjunction with the Kenya Law Reform Commission, give effective training to relevant officials and staff in legislative drafting. A number of counties reported improved policies, laws and institutional reforms for the effective implementation of the Constitution at national and county levels through 14 model legislations that were developed for county governments, and technical support to the 47 fully fledged County Attorney offices (See Table 1).</p>
4. Weak or inadequate M&E and performance management systems in counties	<p>Robust M&E and Performance Management Systems: Proper monitoring and evaluation is necessary to identify successes and failures and, where necessary, to adjust procedures and mechanisms. A number of counties took key steps in the establishment of M&E, PMS and PAS systems, that will see the effective delivery of services to the counties (See Figures 1 & 2 and Annex 1). These measures will need to be rolled out to the remaining counties, so that the successes of Devolution can be felt across the country. To support county M&E and PM systems, the Programme should develop and implement a comprehensive M&E system that captures implementation progress by IPs more systematically.</p>





Kitui County UNV (GIS Specialist) and colleagues, during a resource mapping exercise.

Risk	Mitigation Factor
5. Weak or inadequate financial management systems	<p>Financial Management Systems in counties: Accountability and strong fiscal management are imperatives for prudent and effective use of limited resources. There is therefore need for clarified responsibilities and proper management of public resources for economic development throughout the country. IBEC supported the county governments through review of various county financial guidelines, and convening a meeting with CECs to assist in the integration of their role in the various processes of county PFM. CRA strengthened the capacity of CECs by conducting training of how they could improve their oversight role in the counties and also supported to review and comment on the plans and budgets of all 47 counties to align them with agreed ceilings and achieve balance between recurrent and development budgets.</p> <p>Unlike the M&E and PMS systems whose progress was adequately quantifiable at the departmental level of IPs and counties, neither the IPs nor the counties reported adequately on the progress made in the strengthening of their financial management systems to support Devolution. For example, the following outputs were not readily quantified in the second year of implementation: progress made by the MoDP to support C-IFMIS and IFMIS; MoDP support for the development of county revenue enhancement plans; and progress made by CRA in the review of the Marginalisation Policy to guide utilisation of Funds from the Equalisation Fund. Procurement systems also need to be strengthened for efficient and effective public finance management system in the counties.</p>
6. Inadequate county profiling	<p>Implementation of the UNDP Joint Programme in Turkana and Marsabit counties: These two counties were selected to be strengthened and offer demonstration effect in participatory planning, fiscal decentralisation, and local resource management through strengthening of county structures, tailor made to the local requirements of each county. The success of the project will inform implementation of similar projects in other counties.</p>

6.0

Theory of Change in Programme Implementation

The Programme design articulates the Theory of Change (TOC) in which higher results are linked to the key UN strategy documents including the UN Joint Strategy on Devolution (both the UNDAF and the UNDP CPD). These results are also aligned to the Second Medium Term Plan (MTP II) whose political pillar outlines measures to support Devolution (dubbed “Making Devolution Work”) and the legislation that will be enacted to implement it as required by the constitution.

The Programme TOC has outlined as interventions the legislative and policy framework, institutional and human capacities at national and county level, service delivery mechanisms and response to opportunities and threats of insecurity and disaster, citizens’ participation and processes to ensure effective and equitable service delivery, transparent and accountable use of resources, and integrated service delivery framework in pilot counties. During the 2015 implementation period, the IPs focused on delivering the five (5) outputs in the Theory of Change. In the Annual Plan (2015), outputs defined under each IP were also aligned to the related integrated Programme outputs, (see Annex 1). The alignment of outputs in the work plan with the design document reinforced the Programme’s Theory of Change. Interventions undertaken by each IP as discussed in previous sections are expected to lead to the high level results in the TOC.

While the results in the TOC (outputs, key results and pillars) all remain relevant, activities under outputs need to be reviewed to ensure that they remain relevant. For example, the CIC and TA have since been closed. Actually, this Programme never worked with CIC, and now that the TA has closed, the TOC needs revision to assign responsibilities to other implementing partners.

Politics in Kenya is quite dynamic. No doubt that members of county assemblies play an important role



in the implementation of Devolution. However, given that the country is approaching the 2017 elections, this raises concerns whether the Programme needs to devote resources towards training MCAs. The resources should be devoted to strengthen civil service sections and the devolved units such as wards and sub-counties.

There is need to review the TOC and the AWP to ensure that the proposed activities will really contribute to the higher Programme goal.

7.0

Challenges and Lessons

The implementation of this project has experienced a number of challenges as reported in the four quarterly reports ranging from inadequate counterpart budgetary allocation, weak county capacities in implementation, weak M&E, procurement, financial management, reporting and delays in recruiting of experts and consultants. These challenges can be looked at in terms of attitude, policy, institutional and transitional factors. Strong partnerships between the two levels of government, early planning of project activities, negotiation for more funding from the National Treasury and improved coordination by the Ministry of Devolution and Planning will enhance delivery of envisaged results. Table 5: provides a summary of these challenges and lessons.

Table 5: Summary of challenges and lessons

Challenge	Lessons Learnt and/or proposed solutions
1) Inadequate GoK counterpart funds which hamper the commencement of planned activities on a timely basis. This is also a threat to sustainability.	Adequate counterpart funds will increase the uptake of implementation. Hence, implementing agencies should: <ol style="list-style-type: none"> Negotiate for more funding from the National Treasury as counterpart funds during the preparation of budgets; Seek for more funding from other development partners.
2) Low human capacities of implementing partners leading to poor coordination of Programme activities and slow implementation of planned activities. This is coupled with weak capacity of county government officers to develop annual work plans, M&E plans, procurement plans and reports, leading to low absorption of budgeted funds.	<ol style="list-style-type: none"> Required capacity and skills in project management are important in project implementation. This calls for fast-tracking capacity building components of the Programme with IPs pushing for achieving required staffing levels in terms of numbers and skill mix. County governments need to partner with the national government in areas such as performance contracting, M&E and law reforms reporting in order to build county capacities for effective delivery of services.
3) Inadequacy of IPs in aligning procurement process with Programme delivery planning, which led to delays in the recruitment of experts and consultants to support implementing partners in various sectors.	<ol style="list-style-type: none"> Development of Terms of Reference for the various consultancies in good time to assist in the roll out of activities within annual work plans. Proper planning and adequate budgeting of activities can contribute immensely to the successful execution of various Projects for optimal output and sustainable outcomes.

Challenge	Lessons Learnt and/or proposed solutions
4) Inadequacy of clarity on roles and responsibilities around government functions at the county level leading to inadequate coordination among staff involved in execution of the Programme.	<ul style="list-style-type: none"> a) Implementing of activities in the annual work plan requires early planning in order to get maximum results. b) There is also need for implementation support to county governments to ensure that the Programme's processes are well understood by the teams.
5) Dichotomy of understanding the transition and Devolution processes – the inadequacy of clear interpretation of the devolved system of governance has hindered consensus building on major issues like the transfer of functions and human resources management.	More participants should be trained under the National Capacity Building Framework in order to build more capacity at national and county level.
6) Mistrust between the two levels of government when undertaking activities that require synergy. This means that there is inadequate sharing of information/data between national and county level, leading to delays in the uptake of activities that require data for informed decision making especially during the costing of government functions.	Better coordination by the MoDP to enhance the operationalisation of the Intergovernmental Technical Relations Committee and Sector Working Groups to address emerging issues between the two levels of government.
7) Relevant officers, both at the national and county levels, are not offered trainings relevant to their technical expertise. In most cases, officers attended training programmes not relevant to their day-to-day activities. This is complicated as officers who are friendly to the system are given first priority.	<ul style="list-style-type: none"> a) Recruitment of participants to attend training programmes should be done in such a way that they are relevant to their day-to-day activities. b) A follow up is needed to ensure that the participants are actually putting into practice the skills acquired for the benefit of their organisations and government. c) A training impact assessment should be carried out to measure the utility of this program.
8) Capacity constraint at national level institutions in meeting the demands of county government. For example, there is a high demand by counties for trainings offered by KSG and capacity building trainings on policy formulation and legislative development by the Kenya Law Reform Commission.	There is need to incorporate other partners to compliment the efforts of UNDP in training to meet the high demand.

8.0

Conclusions



Public participation exercise at Murinduko Ward, Kirinyaga County

The Programme is on course to achieve its targeted results as outlined in the project document and outlined in Table 1. Despite the reported transition challenges, there is great optimism that Devolution will succeed. Devolution is a process and will take some time to realise its full results. Its implementation continues to require strong institutions coupled with political commitment and active participation by citizens to ensure that the anticipated results are realised.

Experience gained by UNDP in engaging with all the implementing partners will be replicated in the next year of implementation. The lessons learnt will inform and improve on project execution and implementation in the next cycle. UNDP also expects to partner with other UN Agencies and eight additional counties to address key governance service delivery challenges experienced. The focus will also support the mainstreaming of climate change and gender issues in devolved governance.

UNDP will continue to improve implementation of the project by reviewing the Theory of Change and strengthening the capacities of national institutions as well as county governments in line with their mandates. Furthermore, a midterm review for the project will be undertaken later on in 2016 with the findings expected to further strengthen project implementation and bolster results.

9.0

Recommendations

The following global recommendations are made to ensure effective implementation of the project.

1. IPs and county governments should ensure the development of systems and procedures for sub-county and ward operations to enable grass-root realisation of the fruits of the implementation of Devolution.
2. There is need to further strengthen the financial management systems and procurement systems, both at the national and county levels of governance.
3. Enhanced coordination by MoDP to operationalise the Inter-Governmental Relations Technical Committee and sector working groups will better address emerging issues and harmonise the implementation of Devolution.
4. County government to continue with their commitment to improved service delivery to the people through professionalisation of their respective departments. This should take the form of continued strengthening of the following systems: monitoring and evaluation, public finance management, human resource management and performance contracting.
5. There should be continued strengthening of the capacity of county assemblies through training of legislative drafters to support the efforts of MCAs and consequently allow for the development of robust laws by county governments.
6. The national and county governments should strengthen mechanisms for disaster risk management and its integration into planning, which were not well spelt out in the second year of Project implementation. The recommendation of the Project Document on this aspect should be realised, i.e. Support is required to ensure that counties mainstream DRR issues in their county plans. At the national level, although the MoDP has been playing an active role, coordination with other key ministries such as the Ministry of Interior and National Coordination remains weak. Without a policy to set clear institutional responsibilities or leadership, mainstreaming DRR through the organisational sphere is limited.
7. There is need for more input into strengthening the decentralisation of county government services to the sub-counties, wards and villages. This may involve conducting capacity building exercises for the county staff in the decentralised units by enhancing the knowledge of the officials in the area of legal framework on Devolution of decentralised Government units; roles and functions of ward administrators; fostering good intergovernmental relations; alternative dispute resolution mechanisms available to devolved government units; public policy making process; fostering good interpersonal relations; designing feasible development projects; monitoring and evaluation of project performance; managing financial and human resources more effectively and; building responsive capacities of communities to cope with changing environment including disasters at the local level.

Broad activities to be supported in 2016 are highlighted below, under each key result area.

10

Key Priorities for 2016

- i. Policies, laws and institutional reforms for effective implementation of the CoK at national and county levels are adopted
 - a. Finalisation of the Devolution policy and continued support of legislative drafting at national and county level
- ii. Strengthened institutional and human capacities at national and county level evident in supporting national and local development
 - a. Development, publication and dissemination of policy reviews and reports
 - b. Institutional strengthening through equipment and human resource
 - c. Assessment of the implementation of the transition process and Devolution in Kenya
 - d. Consultative meetings with stakeholders (National Assembly, county governments, CSOs, etc.)
 - e. Curriculum development to support the National Capacity Building Framework, human resource management, performance management, county planning, leadership & management and Result-Based Monitoring and Evaluation
- iii. Improved service delivery mechanisms and response to opportunities and threats of insecurity and disaster
 - a. Finalise M & E framework for Devolution sector
 - b. Capacity development of county planning and budgeting officers on Gender Responsive Budgeting (GRB)
 - c. Adoption and compliance to GRB guidelines by select counties
 - d. Development of guidelines on the nexus between county spatial planning and CIDPs for improved evidence based planning, public finance management and participatory approaches
 - e. Strengthen capacity for risk assessment and promote risk informed development planning
 - f. Establish and roll out a learning framework for County Spatial Plans that are sensitive to Climate Change Adaptation (CCA)/Disaster Risk Reduction (DRR) approaches to planning
 - g. Mainstream DRR/CCA into key sectors focusing on Health, Water, Infrastructure and Agriculture
- iv. Strengthened citizen participation mechanisms and processes to ensure effective and equitable service delivery, and transparent and accountable use of resources
 - a. Launch and disseminate public participation guidelines and civic education curriculum
 - b. Finalise of the national civic education framework
 - c. Finalise IEC strategy for Devolution
- v. An integrated service delivery framework pilot implemented
 - a. Support Turkana and Marsabit Counties to implement the UN joint programme
- vi. Project Management
 - a. Recruit PST staff: Project Manager, Project Officer, Project Associate and Procurement Officer
 - b. Hold programme management meetings with IPs to fast-track implementation
 - c. Undertake the project mid-term review
 - d. Undertake monitoring and evaluation field visits

Annex

Annex 1: Summary progress towards achievement of project results

Pillar 1: Policy and Legal Framework

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 1: Policies, laws and institutional reforms for effective implementation of the CoK at national and county levels are adopted.	Indicator 1.1: Number of policies and laws adopted at the National level to support effective implementation of Devolution. Baseline: 10 (2013) Target: 15 (2018)	At national level 2 policies were developed; (1) finalisation of Devolution Policy, and (2) Generation Revenue Sharing Formula developed. Inventory of assets and liabilities for the defunct Local Authorities was finalised as well as the process of costing five government functions. One budget ceiling guideline issued by National Treasury to county assemblies on adherence to the budget ceilings set by the County Fiscal Strategy Paper.
	Indicator 1.2: Proportion of supported counties that have capacity to formulate laws that promote Devolution. Baseline: 0 (2013) Target: 80% of counties (2018)	MoDP disseminated county model laws to all 47 county governments. CoG established county courts. 5 Bills and 2 regulations were developed at county level. Staff from 6 out of 13 counties (46.2% in 2015): Kilifi, Nyeri, Kitui, Samburu, Turkana, and Taita Taveta) trained in legislative drafting.

Pillar 2: Capacity Building for Individuals and Institutions Supporting Devolution

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 2: Strengthened institutional and human capacities at national and county levels evident in supporting national and local development.	Indicator 2.1: Percentage of Supported Counties whose plans and budgets are approved by COB. Base Line: 40% Target: 80%	46 County Budgets (97.9%) were approved by Controller of Budgets. CRA supported the review of all 47 county budgets to align them with agreed ceilings and achieve balance between recurrent and development budgets. CRA conducted training to MCAs from all 47 counties on the budget process and adherence to the budget ceilings.
	Indicator 2.2: Number of Counties with performance management systems in place. Baseline: 0 (2013) Target: At least 10	9 counties (Kisumu, Homa Bay, Kilifi, Bungoma, Turkana, Samburu, Kitui, Nyeri and Taita Taveta) were supported to develop performance contracting.
	Indicator 2.3: Number of UNVs placed at the counties to support devolved governance.	39 (26 males and 13 females) UNVs placed in 37 counties and 3 (2 males and 1 female) UNVs placed at MoDP.
	Indicator 2.4: Number of counties that developed business models that are inclusive and sustainable. Baseline: 0 (2013) Target: At least 10 by 2018	2 counties (Turkana and Kwale).
	Indicator 2.5: MSE coordination mechanism in place. Baseline: 0 (2013) Target: At least 10 by 2018	Council of Governors supported to hold a conference for Jua Kali Sector to disseminate MSE practices across 47 Counties.



Pillar 3: Strengthened Service Delivery Mechanisms and Peaceful Co-Existence at County and Sub-County Levels

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 3: Evidence planning, budgeting for improved service delivery at County level in tandem with reduced security threats and improved response to risk and disaster in selected counties.	<p>Indicator 3.1: The existence of disaggregated data to inform socio-economic development.</p> <p>Baseline: National and county policies, plans, and strategies not informed by analytical studies and quality disaggregated data; no disaggregated data to monitor MDGs, human development issues; national and county development priorities; inadequate capacities at county level including on financial absorption.</p> <p>Target: At least 50% development policies and plans are informed by quality disaggregated data; system in place by 2016 to monitor MTP II implementation progress.</p>	<p>Information received from all 47 counties to inform the 2nd Generation Revenue Sharing Formula.</p> <p>Consultations held with all 47 Counties on budget making aligned to development objectives.</p> <p>TA (with technical assistance from KIPPRA) conducted assessment of Devolution and hosted a second consultative retreat with senators to report on the status in the implementation of Devolution in Kenya.</p> <p>TA developed a Survey Report emanating from the costing of functions and held a stakeholder validation of the report.</p> <p>TA also publicised the Inventory of Assets and Liabilities Report.</p>
	<p>Indicator 3.2: Number of Surveys, MDGs and HD reports, assessments, analytical works, policies, and advocacy papers conducted/prepared to inform development planning and management at national and county levels.</p> <p>Baseline: 0 (2013) Target: 4 (2018)</p>	<p>1 Sectoral Policy and Legislative Analysis undertaken. Homa Bay County undertook a workload analysis for five of the county's ten departments.</p>
	<p>Indicator 3.3: Number of Counties with strategies for peace building, community security and cohesion, integrated development plans and budgets, sector strategies and Programmes mainstreaming.</p> <p>Baseline: 0 (2013) Target: 10 (2018)</p>	<p>5 Counties (Kisumu, Samburu, Taita Taveta, Turkana and Kilifi) trained on collaborative leadership, peace building and conflict resolution.</p>
	<p>Indicator 3.4: Number of counties with DRR mainstreaming guidelines.</p>	<p>24 Counties mainstreamed DRR guidelines in planning. 929 officers drawn from 24 risk counties were trained in disaster preparedness and response. A series of rapid assessments conducted.</p> <p>The NDOC upgraded its emergency operation centre through provision of equipment and communication facilities. Vihiga County developed a risk management tool and officials trained on risk management, analysis and mitigation.</p>

Pillar 4: Citizen Empowerment in Local Development Planning and Financing

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 4: Citizen Participation mechanisms and processes strengthened to ensure effective and equitable service delivery and people-centred devolved system of government.	Indicator 4.1: % of citizens satisfied with public service delivery by national and county governments (disaggregated by county, sex, age, and social group). Baseline: 63.5% in 2009 Target: 75% in 2018	TA in partnership with MoDP developed a civic education framework, (including a Civic Education Curriculum and Training Manual), to be finalised in 2016. MoDP developed a draft Information Education Communication (IEC) Strategy, which will be finalised in 2016.

Pillar 5: Piloting County Demonstration Projects

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 5: Pilot testing of full local development cycle including participatory planning, budgeting (including gender budgeting), local level implementation capacities performance and change management, monitoring and learning.	Indicator 5.1: County governments capacitated to deliver equitable, high quality public services. Baseline: 0 in 2013 Target: At least 10 by 2018	2 counties (Turkana and Marsabit) prioritised for pilot testing. They were supported to hold international investment conferences. 39 county officials from Turkana trained on legislative drafting and policy formulation. 13 ¹⁴ counties were supported in various ways to strengthen Devolution (e.g. development and strengthening of M&E, PAS, CIDP, training of staff, MCAs and CECs, placement of UNVs etc.)

Project Management

Outputs	Indicators, Baseline and Targets (As per the Project Document)	Progress on Output
Output 6: Improved Programme Management Support to the Devolution Programme.	Indicator 6.1: Number of Staff engaged. Baseline: 1 (2013) Target: 7 (2018)	4 staff recruited: Technical Advisor, Project M&E officer, DSWG Project Manager and an M&E officer. Programme has a consultant to assist the IPs.
	Indicator 6.2: Unqualified Audit reports. Baseline: None	Unqualified 2015 audit for the Project.
	Indicator 6.3: Positive evaluation reports. Baseline: None Target: Positive 2018	One (1) evaluation was conducted in Kilifi, detailing achievements for 10 departments. A report developed and disseminated.

¹⁴Kilifi, Kitui, Kisumu, Nyeri, Taita Taveta, Laikipia, Samburu, Kwale, Homa Bay, Bungoma, Vihiga and Turkana

Annex 2: Annual Plan (2015); Planned Activities and Implementation Progress per Components

Component 1: Ministry of Devolution and Planning

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 1: Policies and laws developed Indicators: No. of policies and laws adopted Baseline: Targets:	Output 1: Strengthened policy and legal framework for Devolution	Validation of draft Devolution law	<ul style="list-style-type: none"> MoDP disseminated county model laws to all county governments. The Draft Devolution Policy is under development. The aim of the policy is to promote involvement and public participation in implementation of Devolution. Kilifi County Bills and Regulations developed: <ul style="list-style-type: none"> Regulation for Tax Waivers Administration Act; Regulation for Fund Acts (generic); Health Services Bill; Civic Education Bill; Bill on Fair Trading Practices (Anti-competition law); Physical Planning and Development Bill; and; Agriculture Bill
		Coordinate and support finalisation of public participation guidelines	
		Jointly coordinate and support development and dissemination of model county laws and Devolution legislation	
Output 2: Strengthened capacity of Devolution institutions and systems Indicators: Baseline: Targets:	Output 2: Capacity development	Support for intergovernmental sector forums	<ul style="list-style-type: none"> Discussions of the MoDP's County Performance Contracting Guidelines by 100 participants comprising of county secretaries and CECs in charge of public service from 38 counties; The Programme continued to support the strengthening of the human capacities at the MoDP - 3 Devolution advisors 3 UNVs placed in MoDP; Training of forty-seven (47) county directors/heads of communication on packaging, reporting and communication of development projects and provision of services. Training of 929 officers in disaster preparedness and response, with a specific focus on effective El Nino preparedness. The participants were drawn from 24¹⁵ priority counties and comprised of 610 males and 319 females. Towards this, a series of rapid assessments were conducted to establish the level of preparedness in terms of capacity of human and financial resources and whether county response plans and strategies were in place, and their adequacy. Support to the NDOC to upgrade its emergency operation centre through provision of equipment and communication facilities in order to enhance its efficiency in monitoring disasters and coordinating the management of disasters at both national and county level.
		Technical assistance to MoDP on Devolution, economic management, public sector management, communication, policy making processes, coordination, capacity building and intergovernmental relations	

¹⁵Nairobi, Mombasa, Kwale, Kilifi, Tana River, Baringo, Machakos, Muranga, Nakuru, Migori, Turkana, Busia, Garissa, Wajir, Mandera, Marsabit, Taita Taveta, Kitui, Makeni, Bungoma, West Pokot, Narok, Homa Bay and Kisumu.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 3: County government revenue enhanced Indicators: Baseline: Targets:	Output 3: Service delivery enhanced	Support development of county revenue enhancement plans Support the interface of CIFMIS and IFMIS	
Output 4: Strengthened capacities for Devolution Indicators: Baseline: Targets:	Output 2: Capacity development	Technical input and support training delivery on CIDP and M&E Technical input, support training delivery & TA on HRM (incl. IPPD), PST, performance management, project management and leadership and management Technical input, support training delivery & TA on Devolution, legislative development, public participation	<ul style="list-style-type: none"> The MoDP developed an M&E framework to strengthen its M&E function.
Output 5: Civic education Indicators: Baseline: Targets:	Output 4: Civic engagement	Baseline survey/ assessment of citizen understanding of Devolution Develop and implement civic education framework including content and curriculum, including stakeholder validation	<ul style="list-style-type: none"> TA facilitated and coordinated the preparation of Civic Education Curriculum and Training Manual; validated by stakeholders and presented to CIC for input and approval. MoDP developed a civic education framework, to be finalised in 2016.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 6: Knowledge management, learning and advocacy Indicators: Baseline: Targets:	Output 2: Capacity development	East Africa Local Government Forum – Event and follow-up activities	<ul style="list-style-type: none"> The MoDP developed an inception report and instruments for data collection on the implementation framework of local economic development, financing for local government and public participation in the spirit of south-south collaboration. 20 technical officers from member states representing ministries of local/sub-national governments, national associations of local governments and the East African Local Government Association adopted the report. A zero draft concept note on mainstreaming East African Local Government Forum in the East Africa Community Dialogue Framework was discussed by the Technical Committee members. The East African Local Government Forum Technical Committee collected data for the implementation framework of local economic development, financing for local government and public participation. The MoDP in collaboration with East African Local/Sub-National Government Forum (EALGF) developed the EALGF Strategic Plan (2015-20) with six strategic priority areas¹⁶. The EALGF developed an implementation framework for the strategic plan.
		Develop and implement M&E framework for Devolution	
		South to south learning – peer learning, study visits on Devolution, revenue enhancement, etc.	
		Concept and development of a projects portal/database	
Output 7: IEC on Devolution strengthened Indicators: Baseline: Targets:	Output 4: Civic engagement	Development of IEC strategy and plan for Devolution	<ul style="list-style-type: none"> MoDP developed an Information Education Communication (IEC) Strategy. IEC strategy will be finalised in 2016.
		Implementation and monitor IEC strategy	

¹⁶(1) Support for the implementation of decentralization and local development in the Eastern African region; (2) Policy dialogue; (3) Communication of the needs of local government in Eastern Africa through effective lobbying, advocacy and outreach; (4) Local economic development; (5) Local government financing; (6) Inclusive service delivery and local democracy

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 8: Devolution sector working group strengthened Indicators: Baseline: Targets:		DSWG Secretariat established – 1 Coordinator/Advisor and 1 project staff recruited; Technical assistance as required	<ul style="list-style-type: none"> Recruitment and continued support of two (2) staff, i.e. a program manager and program officer to support the DSWG.
		Operational support DSWG Secretariat and TWG, NSC	
		Coordination and support review of implementation of National Capacity Building Framework (NCBF)	
		Finalise project mapping process and development of Devolution project portal (ref. Devolution information system)	
		Coordination of donor provided technical assistance	
		Project coordination – field visits, joint missions	

Component 2: Council of Governors

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
<p>Output 1: Increased leadership capacity for Governors</p> <p>Baseline: unstructured capacity assessment</p> <p>Indicators: Reports Targets: capacity development report disseminated to counties by October 2014</p>	Output 2: Capacity Development	Leadership Capacity Assessment and Capacity Development Strategy and Plan developed, disseminated and implemented	<ul style="list-style-type: none"> CoG hired a Director of Programs to ensure enhancement of programmatic policies and guidelines. Support to Deputy Governors' Capacity Building Programme and the County First Ladies Association through Training of one hundred and fourteen (114) women from Coast and Western regions in gender mainstreaming in governance. Support in the development of the County First Ladies Association Strategic Plan (2015-2020). Support of three (3) governors and two (2) secretariat staff towards participation in the Commonwealth Local Government Conference, with the lessons learnt expected to improve service delivery in the counties. Support of the elections of new officials of the CoG and a restructuring of the council's operations from 20 to 14 committees to for enhanced efficiency and effectiveness.
		Good practices in leadership of Counties documented and disseminated	
		Leadership capacity development interventions planned and executed, capacity development plan cascaded to county executive committee members	
<p>Output 2: Knowledge management strategy developed, disseminated and implemented</p> <p>Baseline: To be determined</p> <p>Indicators: needs assessment report Targets: TORS developed by March 2014, Programme/ ICT officers recruited by 1st June 2014</p>	Output 2: Capacity Development	Recruit 2 officers (Programme and ICT) to work with the consultant and manage the process of establishment of the resource centre	<ul style="list-style-type: none"> A M&E Officer and a Documentation and Best Practice Officer were recruited to strengthen the CoG Best Practice Centre. CoG reviewed its corporate work plan, thereby strengthening institutional capacity and improving on internal communication and efficiency.
		Develop implementation plan and budget	

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 3: CoG strategically positioned as a custodian of Devolution Indicators: Baseline: Targets:	Output 4: Civic Engagement	Develop a communication strategy Document and disseminate successful county Devolution stories	<ul style="list-style-type: none"> CoG enhanced inter county collaboration through the Trade, Industry and Investment sector: endorsed the regional blocs initiatives such as Jumuiya ya Pwani (for coastal counties), Mt. Kenya and Aberdare Region, North Rift Economic Bloc, Northern Bloc and Lake Basin Economic Bloc; and requested the remaining counties to join or initiate such trading blocks. CoG provided input into the National Investment Policy, the Special Economic Zones Bill, 2015 and the Betting, Lotteries and Gaming (Amendment) Bill, 2015. CoG convened a high level council meeting that affirmed Governors' priority of seeing the successful establishment of county governments against the objects envisaged in Article 174 of the CoK.
Output 4: Legal capacities of counties enhanced Baseline: County Attorneys Indicators: No. of legal professionals per county Targets: Legal units established in Counties	Output 1: Policy and Legal Framework	Support the Council of Governors to develop a pool of expertise in legislative drafting Provide technical support to the County Executives to develop position papers and lobbying strategies	<ul style="list-style-type: none"> A consultant was procured to provide opinions on constitutional and Devolution aspects. A rapporteur was also recruited to support legislative drafting training for Counties. County Secretaries and CECs in charge of Public Administration were sensitized. A consultative meeting on County Tourism Bill between the CECs in charge of Tourism was supported. CoG worked with the Judiciary on mechanisms for the established county courts to fill the gap left behind by the defunct municipal courts and complement the existing judicial system thereby contributing to strengthened justice system by reducing the backlog of cases witnessed at the Judiciary. This process is ongoing. 4 counties¹⁷ supported to draft and develop legislation that addressed the changing demand of Devolution from the citizenry. 10 counties¹⁸ requested for support on legislative drafting. CoG reviewed and had their voices into crucial Bills¹⁹ that have impact on county operations and service delivery. CoG published the Legislative Baseline Report, 2015.
Output 5: Adequate capacity at CoG to undertake mandate Baseline: IGRA 2012 Indicators: CoG organizational structure Targets: Team established by June 2014 Optimal staffing level achieved by December 2014.	Output 2: Capacity Development	Recruit staff to support operations at the CoG secretariat Support the Monitoring and Evaluation Function of the Council of Governors	<ul style="list-style-type: none"> (Director of Programmes recruited under output 2 above). (M&E officer recruited under output 2 above). 4 project staff continued to be supported under the Programme. CoG in collaboration with the National Council on Law Reporting developed a Devolution Law Report and a Case Digest of Devolution matters from 2010-2015.

¹⁷Kiambu, Kirinyaga, Kakamega and Nyamira

¹⁸Nyeri, Migori, Bomet, Kisii, Makueni, Elgeyo Marakwet, Marsabit, Turkana, Kilifi and Siaya

¹⁹This included review of The Health Bill 2015, Draft Land Bill 2015, Water Bill 2014 and the Forest Conservation and Management Bill 2014; input of county voices in The Special Economic Zones Bill 2015, and The Betting, Lotteries and Gaming (Amendment) Bill 2015.

Component 3: Transition Authority

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
<p>Output 1: Consolidated legal and regulatory framework for transition to devolved Government</p> <p>Reports/ policies on tasks accomplished to support transition/ Devolution. Targets: All Counties and national governments.</p>	Output One: Policy and Legal Framework	Conduct a gap analysis in the existing legal framework for transition and propose necessary action	<ul style="list-style-type: none"> TA consolidated legal and Regulatory framework for transition to devolved government; costing of government functions and framework for concurrent functions; inventory, audit and transfer of assets and liabilities and; preparation and publications of TA statutory and thematic reports. Technical assistance provided to TA through the Kenya Institute for Public Policy Research and Analysis (KIPPRA) to undertake an assessment of the status of Devolution in Kenya. TA hosted of a second consultative retreat with senators to report on the status in the implementation of Devolution in Kenya. TA coordinated consultations between Parliament's Budget and Appropriations Committee, Speakers and Clerks of the county assemblies from 47 counties and the CEC members for Finance and Economic Planning of County Executives, which resulted in agreements on (i) adherence to the submission deadlines for financial policy documents; (ii) County assemblies' agreement to adhere to the budget ceilings set by the County Fiscal Strategy Paper; (iii) need for dialogue between the two arms of a county government.
		Support to drafting and review of regulations, administrative guidelines and Acts on transition to devolved Government Review of Urban Areas and Cities Act, 2011	
		Stakeholders' consultative meetings on emerging issues on transition to devolved government.	
<p>Output 2: Functional Analysis and competency assignments undertaken</p> <p>Indicators: Numbers of functions costed and transferred. Target: 40% by Dec 2014 Baseline: Initial historical data on costing of functions</p>	Output 1: Policy and legal Framework	Undertake costing of functions for the National and County Government	<ul style="list-style-type: none"> TA finalised the inventory of assets and liabilities for the defunct Local Authorities. Aspects that needed to be further interrogated for each defunct local authority clearly enumerated for the next phase that would involve the use of surveyors, forensic auditors, etc., before they are transferred to the appropriate level of government. Process of costing five government functions was finalized through a consultancy service conducted by University of Nairobi Enterprise Service (UNES). This is jointly supported under CRA & TA. <ul style="list-style-type: none"> First Phase: Health, Agriculture, Water and Sanitation, Transport and Infrastructure and Foreign Affairs
		Consultancy to undertake framework for implementation of concurrent functions.	

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 3: Inventory, audit and transfer of assets undertaken. Indicator: Mechanisms for transfer of public assets and liabilities between the two levels of Governments. Policy on management and transfer of public assets and liabilities during the transition period.	Output 1: Policy and legal Framework	Development of Hand Book on management and transfer of public assets and liabilities during the transition period	<ul style="list-style-type: none"> • Development of a Survey Report emanating from the costing exercise under output 2. • TA held a stakeholder validation of the report.
		Finalisation of the Framework (mechanism criteria) for transfer and sharing of public assets and liabilities between the two levels of government	
		Stakeholder's validation/ verification and publication of Assets and Liabilities of defunct LAs and MDAs	
		Facilitate closure and transfer of public records	
Output 4: Strengthened capacity of TA to undertake its functions Baseline: TA reports and publications Indicators: No of documentaries and papers prepared and published Target: Documentary Publications	Output 2: Capacity Development	Publication of statutory reports (Annual [1], quarterly [4])	Publication of Inventory of Assets and Liabilities Report (inventory report is available in TA for reference).
		Publication (book format) on Devolution in the making – focusing on the Transition Period (Key lessons, Challenges and Solutions)	
		Publications on TA thematic areas and proceedings/ feedback from workshops, conferences, and trainings	

Component 4: Commission on Revenue Allocation

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
<p>Output 1: Second generation revenue sharing formula for county governments</p> <p>Baseline: The first generation revenue sharing formula Indicators: County visit reports/Draft Reports/ Second generation formula. Targets: Submission of report to Senate by October 2014</p>	Output 1: Policy and Legal Framework	<p>County visits to review the first generation revenue sharing formula, stakeholder consultative meetings, comprehensive draft report, submission by experts, and draft report on revenue sharing formula</p> <p>Submission of recommendation to Parliament on the Second Generation Revenue Sharing Formula</p>	<ul style="list-style-type: none"> CRA discussed and agreed on budget ceiling at the county between county executive and their respective Assemblies. CRA supported to review and comment on the plans and budgets of all 47 counties to align them with agreed ceilings and achieve balance between recurrent and development budgets. 28 counties complied with the CRA's recommended budget ceilings. CRA engaged and reached a consensus with the Senate Committee on Devolution Affairs on the revenue formula. Support provided to CRA in the training of 2,240 MCAs (1,580 males and 660 females) in all the 47 county governments to strengthen their financial oversight in accordance with Article 185(3) of the Constitution.
<p>Output 2: CRA Recommendation on the Sharing of Revenue raised by the National Government between the national government and the county governments for Financial Year 2015/16</p> <p>Indicators: Number of workshops held; Recommendation Report. Baseline: IBEC Recommendation for Financial Year 2014/15 Target: Submission of CRA recommendation to National Assembly by Dec 2014</p>	Output 1: Policy and legal Framework	Dispatch 3,000 copies of the CRA recommendation on the sharing and launch of revenue raised by the National Government between the national government and county governments	Dispatch process of 3,000 copies of the CRA recommendation on the sharing of revenue raised nationally between the national and county governments for the Financial Year 2016/2017 was between being printed and distributed to the national government and county governments.
<p>Output 3: Review the Marginalisation Policy to guide utilisation of Funds from the Equalisation Fund.</p> <p>Baseline: CRA First marginalisation Policy Indicator: Number of workshops held; Marginalisation Policy Document. Target: Submission of Marginalisation Policy to Parliament by May 2015</p>		<p>Undertake county visits to collect information on marginalised areas</p> <p>Hold a two-day technical forum with experts to discuss draft report on Marginalisation in Kenya – and revised the draft report</p> <p>Hold a one day stakeholders' consultative forum with the county governments to review the draft Marginalisation Policy</p> <p>Hold a half day meeting with the media to Launch the policy on Marginalisation</p>	

Component 5: Intergovernmental Budget and Economic Council

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output 1: IBEC Policy briefs and reports prepared Baseline: Indicator: Target:	Output 1: Policy and legal Framework	<p>Technical support to the three IBEC Committees to deliver on their mandate</p> <p>Publishing of IBEC resolutions for presentation to Senate and distribution to the public.</p>	<ul style="list-style-type: none"> • IBEC constituted the Loans and Grants Committee. Members were inducted on their mandate. • IBEC successfully conducted activities that mainly focused on building relationship between the County Assemblies Forum, Council of Governors and the Senate. • IBEC convened a meeting of thirty-seven (37) CECs in charge of finance and planning to discuss ways of strengthening their role through the integration of the various processes related to public finance management at county level. • IBEC organized a retreat for the CoG, Senate and CAF in Mombasa to support and strengthen Devolution through Legislation. • IBEC reviewed and made recommendations on the following: <ul style="list-style-type: none"> • Framework for Domestic and External Borrowing by county governments, restricting short-term borrowing to the Central Bank. • The second generation sharing formula developed by CRA to be used in sharing national revenue. • The county governments' guidelines on; funds flow of county government entities and banking arrangements, cash disbursement schedule, and actual disbursement schedule and challenges faced by county governments. • Proposed amendments to the PFM Act, 2012 to align it with the devolved framework. • IBEC developed a National Policy on county own sources of revenue through drafting of the following thematic papers: <ul style="list-style-type: none"> • Property Tax, Single Business Permits/ Double Charges/ Taxation, Other County Taxes, fees and charges, National and County Policy and Legislation; ICT systems; HR systems, and Citizen Engagement/ Public Participation guidelines. • The National Treasury on behalf of the IBEC organised a four-day national conference on County Own Source Revenue Enhancement. The National Treasury hosted the conference in collaboration with UNDP, International Monetary Fund (IMF) and the World Bank.
Output 2: Equipped IBEC with the necessary capacity to carry out its mandate Baseline: Indicator: Target:	Output 2: Capacity Development	Hire two support staff to work under the Intergovernmental Affairs Office	<ul style="list-style-type: none"> • 3 officers (2 males and 1 female) recruited to strengthen IBEC secretariat. The officers are based at the Office of the Deputy President.

Component 6: Support to the Kenya School of Government

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
<p>Output 1: Strengthened capacity of the Kenya School of Government including Centre for Devolution Studies (CDS)</p> <p>Baseline: 2 Staff; ICT equipment &</p> <p>Indicators: Number of Personnel; Level of Funding.</p> <p>Targets:</p>	Output 2: Capacity Development	Recruit staff and consultants as required	<ul style="list-style-type: none"> KSG recruited consultants to develop the five (5) curricula on: County Planning; M&E; Human Resource Management; Performance Management; Leadership and Management. KSG held 2 curriculum development workshops, to assess progress of the development of the 5 curricula. The 5 modules/curricula were finalised and launched in second quarter of the reporting period. KSG developed 4 other new curricula: <ul style="list-style-type: none"> National Leadership Development Programme; Women Executive Leadership Development Programme; Ethics and Integrity Leadership Development Programme and; Public Service Ethics and Integrity Development Program. Further, KSG reviewed existing curricula of Strategic Leadership Development Programme and Senior Management Course. KSG also reviewed and developed its Strategic Plan through internal interviews and data collection. Recruitment of two (2) senior officers to strengthen and support the capacity of the Centre for Devolution Studies.
		Procure equipment and office furnishings for KSG campuses and CDS and PFM centre	
		Strategic plan implementation	
<p>Output 2: Increased knowledge and skills for training Programmes under the NCBF</p> <p>Baseline: Zero</p> <p>Indicators: Modules developed, Number of Staff trained in 5 counties</p> <p>Targets: 20% of all staff cadres in targeted counties trained by the end of the 2014/2015 financial year</p>	Output 2: Capacity Development	Support Curriculum Development for core government courses: PFM, HRM, PST, Leadership, CIDP, M&E, Project management	<ul style="list-style-type: none"> KSG completed the State of Public Service in Africa research project. The project was framed by the AU to improve the quality of governance and public administration in Africa. KSG revised, finalised and published the 5 training manuals for the curricula. KSG conducted training for 208 ToTs (157 males and 51 females) drawn from 38 counties to strengthen institutional and human capacities to support national and local development toward devolved governance.
		Training delivery on core government courses	
		Monitoring of Devolution training programmes (Training Impact Assessment) on core government courses	

Component 7: Support to the Implementation of the County Integrated Development Plans

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
<p>Capacity support provided to select counties to perform the devolved functions.</p> <p>Baseline: Counties have developed initial CIDPs as per legal requirement but plans may not be comprehensive and fully aligned to national and county priorities. Counties do not have performance management systems.</p> <p>Indicators: Number of the targeted counties with comprehensive plans and budgets that are aligned to National and County priorities (measured by comparing county plans vs. the MTP (for national priorities) and budgets vs. the priorities set in the county plans/ profiles)</p> <p>Number of Counties with performance management systems</p> <p>Targets: 3 counties</p>	<p>Output 2: Capacity Development</p> <p>Output 3: Service Delivery Enhanced</p> <p>Output 4: Civic Engagement</p>	<p>Capacity and TA support on CIDP, M&E, PFM, HRM to select counties</p> <ul style="list-style-type: none"> Review and alignment of CIDPs to county and national priorities Technical assistance 	<p><u>Support to Kilifi county:</u></p> <ul style="list-style-type: none"> Strengthening of the M&E system of Kilifi county government as follows. 16 M&E focal staff trained on project cycle and result based management. 14 focal M&E County staff trained on web based M&E. Seventeen (17) M&E focal persons (16 males & 1 female) drawn across the ten departments of the county government trained on Data Demand and Information Use. 8 in-house mentorship sessions for M&E focal staff conducted. 1 evaluation report developed and disseminated. A booklet of achievements for 10 departments in the county was produced and disseminated. County M&E framework (handbook) developed with indicators for tracking the progress of implementation of the CIDP and its strategic plan. Continued support of 2 UNVs in Kilifi County. Strengthening of Performance Contracting in Kilifi County as follows. 2 secretariats; County and departmental secretariats were formed to be in charge of performance contracting. 67 directors and secretariat members were trained/sensitised on performance contract management. Sensitised 45 county staff on Performance Appraisal System (PAS). Developed a PMS and trained 8 CEC members, 9 county chief officers and 4 other staff members on performance management. A training on development and implementation of citizen service delivery charter conducted for all county departments. External evaluation, moderation and ranking of county departments on overall performance contracts was conducted for financial year 2014/2015. One evaluation report produced and disseminated; and service delivery unit established. A Training Needs Assessment for all county staff in the ten departments targeting 2,200 member of staff conducted. 55 MCAs, 10 CEC members and 5 county staff trained on formulation and drafting of bills and policies, so as to enhance their contribution to policies, laws and institutional reforms for the effective implementation of the Constitution. Support of citizen empowerment in Kilifi County as follows: A civic education framework and public participation guidelines were developed.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
			<ul style="list-style-type: none"> The popular version of the Kilifi CIDP was finalised, to be used as a resource material in civic engagement. Guidelines to enhance gender mainstreaming in the public sector were prepared. <p><u>Support to Kitui County:</u></p> <ul style="list-style-type: none"> Training of 23 MCAs, CECs and heads of departments on legislative drafting and policy formulation. Development of Public Service Charters for county ministries assisted by PricewaterhouseCoopers (PwC) Limited. Training of 33 senior county staff on performance contracting. Training of 28 county staff on monitoring and evaluation. Development of a County Civic Education Framework and production of civic education materials. Translation of the CIDP popular version from English to Swahili. Development a Public Service Charter to inform its citizenry on the services offered. <p><u>Support to Kisumu County:</u></p> <ul style="list-style-type: none"> Trained 246 staff officers (173 males, 73 females) in Performance Management System (PMS) and Change Management. Contracted PricewaterhouseCoopers (PwC) Limited to develop PMS for the county. The contract included the support of a bench-marking visit of five (5) county officials to South Africa's Medical Local Municipality and Govan Mbeki Municipality in April 2015. Developed and published of a popular version of the Kisumu County Development Integrated Plan (CIDP). Formulated County Annual Development and Implementation Plan. <p><u>Support to Nyeri County:</u></p> <ul style="list-style-type: none"> 45 (15 females and 30 males) senior officers from all county departments were trained on M&E, performance contracting and management, and appraisal systems. 27 (7 females and 20 males) executives & chief officers were trained in PMS. A UN volunteer was recruited to provide technical expertise and assistance on monitoring and evaluation activities. 30 CEC members and other senior officers (24 males and 6 females) were trained on legal drafting through a technical assistance from Kenya Law Reform Commission. 11 senior officers from various county departments were trained on record management.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
			<ul style="list-style-type: none"> Civic engagement framework and public participation policy were developed to enhance public participation mechanism in Nyeri. The county also conducted public forums on Devolution and stakeholders' validation forums on the framework and policy. 6 laptops and furniture procured to strengthen and operationalize Nyeri County's information centers and legal unit. <p><u>Support to Taita Taveta County</u></p> <ul style="list-style-type: none"> 51 MCAs and staff of the County Assembly were trained on legislative drafting. 60 ToTs trained on women and leadership to strengthen gender mainstreaming for inclusive growth. 30 law enforcement recruits trained on the county government laws and other relevant acts enforcement. A transformative leadership and change management training was conducted for 40 county officers drawn from CEC members, Governor's Advisors, County Public Service Board members and the chief officers. Development of county and departmental customer service delivery charters. Development of a PMS and establishment of processes for its full functionality that will improve performance management and service delivery. Development of an M&E policy and establishment of an M&E System. The Taita Taveta county government held an advocacy rally on women and leadership in order to mainstream gender for inclusive growth. <p><u>Support to Laikipia County</u></p> <ul style="list-style-type: none"> 8 PCs developed and signed between the Governor and 8 CEC members. 8 PCs signed between the CEC members and their respective chief officers. Developed a mechanism for all the other officers to sign performance appraisal forms. Reviewed and published the CIDP and Strategic Plan. Enhanced the filing and data archiving through the purchase of mobile shelves and IT equipment. Trained 45 county top level management and 52 sub county heads on result based management and PAS. Supported the conduct of Devolution sensitization and public participation forums across 15 wards of Laikipia County, where 11,820 participants took part. Provided mobile shelves units, IT equipment and training of record officers to enable improved records management.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
			<p><u>Support to Samburu County</u></p> <ul style="list-style-type: none"> Developed a performance management framework. 40 officers trained on performance management comprising of 8 CECs, 9 chief officers, 7 county Public Service Board officers, 9 heads of departments, 3 sub-county administrators and 4 middle level officers. Training of 90 officers comprising of CEC members and MCAs and other senior county officials (61 males and 29 females) on the legislative process. Training of 49 Samburu county officials (38 males and 11 females) in collaborative leadership, peace building and conflict resolution. The training resulted in development and adoption of a roadmap for peace and social cohesion in the county. <p><u>Support to Kwale County</u></p> <ul style="list-style-type: none"> Trained 17 (11 males and 6 females) county executives on transformative leadership and change management. Developed a capacity building framework to strengthen institutional and human capacities within the county. Developed a popular version of the County Integrated Development Plan (CIDP) and printed 3000 copies for dissemination. Developed a County performance management system. Trained 24 County staff on performance management. <p><u>Support to Homa Bay County</u></p> <ul style="list-style-type: none"> Trained 40 county officials including CEC members, chief officers and senior staff in the Governor's office on performance management and contracting. Trained 40 departmental directors on performance monitoring and evaluation. Trained 40 members of the County's Performance Contracting Secretariat on performance monitoring and evaluation. Trained 48 sub-county and ward administrators on performance management/contracting to enhance service delivery at the county. Homa Bay County developed its Performance Monitoring and Evaluation System. Homa Bay County finalised and vetted its performance contracts. Homa Bay County conducted countywide human resources and skills audit to strengthen its human resource functions, the report discussed by the county executive committee and key recommendations adopted and approved for implementation.

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
			<ul style="list-style-type: none"> Homa Bay County undertook a workload analysis for five of the county's ten departments. Analysis Report was discussed by the county executive committee and key recommendations adopted and approved for implementation. <p><u>Support to Bungoma County</u></p> <ul style="list-style-type: none"> Bungoma County developed its PMS policy to guide the development and installation of a PMS system. Senior management officials of the county government were sensitized on the need for monitoring performance and the signing of performance contracts. Bungoma County developed Public Participation Handbook and Framework. Bungoma County embarked on the translation of the Handbook from English into Swahili, to be finalized within the first quarter of 2016. Support was given towards the development of the Bungoma County citizen's service delivery charter. Bungoma County held a public participation workshop whose objective was to make the participants understand the role of public participation in Devolution and the linkage of public participation and performance management. Performance management training was held in Bungoma County and attended by the Service Delivery Unit (SDU) and representatives from each sector. Bungoma County developed a PMS policy to guide the development of PMS. <p><u>Support to Vihiga County</u></p> <ul style="list-style-type: none"> Vihiga County Developed a risk management tool. Vihiga County officials were trained on risk management, analysis and mitigation. Targeted staff included CEC members, chief officers, staff from Governor's office and the supply chain management and finance department, who were then able to identify, assess and prioritise risk in their work place. Support was given towards the development of a popular version of the Vihiga CIDP, as well as its translation from English to Kiswahili. Support was given towards the development of the Vihiga County civic education framework. <p><u>Support to Turkana County</u></p> <ul style="list-style-type: none"> 39 county officials (36 males and 3 females) on legislative drafting and policy formulation.
		Support development and implementation of Performance Management System	

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
		Provide technical support on Devolution to the counties; <ul style="list-style-type: none"> Support development of short-term technical assistance to select counties 	

Component 8: Programme Management

Expected outputs	Related integrated Programme output	Planned Activities	Implementation progress
Output: Improved Programme Management Support to the Devolution Programme Baseline: 1 Programme Officer in place Indicator: No. of staff engaged Baseline: 1(2013) Target: At least 7 (2018) Indicator: Unqualified Audit reports Baseline: None Target: All Indicator: Positive Evaluation reports Baseline: None(2013) Target: Positive (2018)		Staffing: 1 Technical Advisor, 1 Project Manager, 1 Project Officer, 1 M&E Specialist, 1 Procurement officer, 1 Project Assistant Programme Monitoring Annual Programme Review/Evaluation Programme Audit	<ul style="list-style-type: none"> Technical Advisor and the Project M&E officer are in place. The Programme has a Programme consultant to assist the IPs to develop and deliver on the signed AWP. The Devolution Sector Working Group (DSWG) was operationalised through the recruitment of the DSWG project manager and an M&E officer. A 4-day management retreat conducted for IPs to take stock of the implementation of the signed AWP 2015 and discuss the Harmonized Approach to Cash Transfer (HACT) procedures. The meeting was also used to plan for the development of the 2016 AWP.

Annex 3: Various trainings conducted at the counties

Training	Policy & Bills Formulation and Drafting		M&E		Leadership		Performance Mgt System		Record Mgt		Women Leadership Training		Financial Oversight		Risk Mgt & Mitigation		Total (Gender)		Total Trained
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
Gender																			
Kilifi	70		30				67										167	0	167
Kisumu							173	73									173	73	246
Kitui	23		28				33										84	0	84
Nyeri	24	6	30	15			20	7	11								85	28	113
Taita Taveta	51				40						60						151	0	151
Lalkipia							97										97	0	97
Samburu	61	29			38	11	40					20					139	60	199
Kwale					11	6											11	6	17
Homa Bay			40				128										168	0	168
Bungoma							95	44									95	44	139
Vihiga															28	17	28	17	45
Turkana	36	3															36	3	39
CRA Trained													1580	660			1580	660	2240
Total	265	38	128	15	89	17	653	124	11		60	20	1580	660	28	17	2814	891	3705

References

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- 5) Monitoring Transition to Devolved Government, Final Report, Patrick O. Onyango-Paddy, November 2014
- 6) The Programme ANNUAL WORK PLAN, Year: 2014/15
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OUR PARTNERS

Implementing partners

- Ministry of Devolution and Planning
- Council of Governors
- Kenya School of Government
- Commission for Revenue Allocation
- Intergovernmental Budget and Economic Council
- Transition Authority (Up to March 2016)
- 21 counties - Bungoma, Busia, Elgeyo Marakwet, Embu, Homa Bay, Kajiado, Kericho, Kilifi, Kirinyaga, Kisumu, Kitui, Kwale, Laikipia, Marsabit, Nakuru, Narok, Nyeri, Samburu, Taita Taveta, Turkana, Vihiga

Development Partners

- Government of United Kingdom through DFID
- Government of United States of America through USAID
- Government of Sweden through Sida
- Royal Government of the Kingdom of Norway through Norwegian Embassy in Kenya



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