



Republic of Kenya

UGATUZI BRIEF



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UNDP, in collaboration with national and county governments, UN Women, and UN Volunteers is implementing the Integrated Programme to Support Devolution (2014-2018) project.

The project is anchored on the National Capacity Building Framework (NCBF) and organized around five pillars with the following outputs:

- 1) Policies, laws and institutional reforms at national and county levels;
- 2) Strengthened institutional and human capacities at national and county levels;
- 3) Improved service delivery mechanisms and response to opportunities and threats of insecurity and disaster;
- 4) Strengthened citizen participation mechanisms for effective and equitable service delivery and transparent and accountable use of resources;
- 5) An integrated service delivery framework pilot implemented.

County Performance Management Systems

Citizens demand and deserve quality services from their county governments. One of devolution's greatest challenges is developing county capacity to deliver services, track implementation, and continually improve delivery. Adopting a performance management approach to governance is a requirement for effective county management and better service delivery.

Performance management is the alignment of resources, processes, systems and people to the vision, strategic objectives, and priorities of the county government. The evidence of effective performance management in a county is indicated by improved service delivery and, ultimately, greater human development.

It is fundamentally about planning and prioritizing from available resources, target setting, driving and monitoring results, reporting and continually improving in all areas related to performance. The Council of Governors has adopted a County Performance Management Framework that incorporates all of these factors (see box one).

"Kisumu County has become the regional hub on PMS, where other counties come to learn and benchmark on performance management, thanks to the UNDP support. The South to South Cooperation of the visit to SA to benchmark on PMS made us the first county in Kenya to implement performance management, which is now bearing fruits."

Deputy Governor, Kisumu County

A Performance Management System (PMS) is the primary mechanism to implement, monitor, review, and improve the implementation of the County Integrated Development Plans (CIDP) and track progress made to achieve this. Performance management has the following objectives:

- **Facilitate increased accountability:** The Performance Management System should provide a mechanism for ensuring increased accountability for results between the local community, politicians, the county government and the county public service.
- **Facilitate learning and improvement:** The Performance Management System should facilitate continuous learning in order to enable the county to improve service delivery.
- **Provide early warning signals:** It is important that the Performance Management System provides an early warning with regards to risk and underperformance for the decision makers to allow them to institute timely corrective measures, if required.
- **Facilitate decision-making:** The Performance Management System has reporting as a key pillar which should provide vital information to county management and leadership that will allow for efficient, effective and informed decision-making, particularly on the prioritization and allocation of resources.



“To work effectively as counties we must listen to our citizens and we must use the tools of performance management for top-to-bottom alignment in delivery of our visions as expressed through the CIDPs.”

H.E. Peter Munya
Chairman, Council of Governors

CIDPs are an integral part of the overall performance management system. CIDPs provide a framework for strategic decision making and resource allocation of what the county plans to achieve over a period of five years. CIDPs must contain credible content to enable creation of Annual Development Plans with SMART (Specific, Measureable, Attainable, Realistic, Timely) indicators and targets to track, monitor, evaluate and re-evaluate performance.

A Performance Management System enhances accountability through performance contracting and performance appraisal process. During the performance contract vetting process the indicators and targets can be confirmed. At this point an electronic performance application can come into play. This electronic system with data input from the ward levels upwards and a results dashboard at the county headquarters is a useful management tool.

Performance management systems require commitment and often attitude and culture change. Commitment must come from top leadership and extend to all actors in the system. Also, as with any management solution, performance management systems require tailoring to the unique circumstances of each county.

Devolution brings the management of services closer to the people, it allows for a demand-driven approach whereby public servants implement activities in the communities that they themselves live in.

A well designed and implemented Performance Management System gives county leadership and public servants a valuable tool to improve delivery of services and improve the lives of citizens. UNDP is supporting a number of counties to develop and implement Performance Management Systems as well as inter-county learning on the systems to share experiences and develop best practices.

“Staff take Performance Contracting seriously and no one wants to be left behind. Officers are struggling to achieve their set targets and provide evidence of their achievements. This is improving individual performance thus improving service delivery to the people. The PMS has touched all the top leadership in the county as everyone has realised that business is unusual.”

County Officer, Bungoma County.



Engaging citizens on the ground and bringing governance closer to the people. Conducting citizen focus group discussions in Mbale Ward, Wundanyi Sub County, Taita Taveta.

Council of Governors County Performance Management Framework (CPMF)

Box One



The County Delivery System is a performance management system for implementing CIDP priority projects and for driving service delivery. The performance contracting system focuses on staff performance and links key CIDP targets to individual performance contracts of senior county staff.

The County Delivery System implements the County Performance Management Plan as required by CGA 2012, Section 47. The County Integrated Monitoring and Evaluation System Guidelines provides county staff at all levels with guidance on how to build and run an effective M&E system to monitor and evaluate CIDP implementation.

Performance Management as described in this handbook provides the basis for turning Performance Management Plans and Policies of the county into results that citizens can feel. The electronic PMS provides progress dashboards for tracking County Integrated Development Plan (CIDP) implementation, policy implementation needs assessments and stakeholder engagement processes in real time.

Source: County Performance Management System and Stakeholder Engagement Handbook, Council of Governors, Version 1, 2016



Measuring performance on the ground. County M&E visit of the Kuruma Bridge, Bomet County.

County Integrated Development Plans: Time for Review and Reflection

The county planning process is an integral and critical part of the development process. The County Integrated Development Plan (CIDP) is the central piece of the county planning puzzle. It is a five year plan that informs the county's Annual Development Plan and its budget.

Three years after the Ministry of Devolution and Planning issued the first CIDP planning guidelines, the time is ripe to learn from the experience and benefit from lessons learned.

Recently, the Ministry issued guidelines for mid-term reviews of CIDP aimed at:

- Fast-tracking implementation of county investment plans;
- Addressing shortfalls or gaps during initial CIDP implementation;
- Creating a platform to capture the post-2015 development agenda, including the UN Sustainable Development Goals and the Sendai Framework for Disaster Risk Reduction;
- Examining challenges and lessons learned while developing and implementing CIDPs.

With forty-seven CIDP reviews to be conducted, an efficient process needs to be established that will build county capacity to conduct reviews themselves and develop stronger and more effective second generation CIDPs.

CoG in collaboration with UNDP and other stakeholders is working towards a harmonized approach to CIDP review.

UNDP has worked with other UN Agencies and development partners assisting several counties in their CIDP mid-term reviews by providing technical and planning advice. Emerging lessons in these reviews include:

- Better linkages and timings between CIDPs and other planning and budget processes is needed;
- The need to better incorporate the Sustainable Development Goals, climate change, gender, youth and take a human rights based approach to planning;

- A systemic and well-timed CIDP review process should be institutionalized;
- Ensuring county CIDP ownership while incorporating national plans (e.g. MTPs, Vision 2030) needs careful and coordinated management between all stakeholders;
- Meaningful citizen participation in CIDP development and review is challenging but critical;
- Improving county capacity in planning, budgeting, monitoring and evaluation is required.

The County Governments Act, 2012

Types and purposes of county plans:

107 (1) To guide, harmonize and facilitate development within each county there shall be the following plans: (a) county integrated development plan; (b) county sectoral plans; (c) county spatial plan; and (d) cities and urban areas plans as provided for under the Urban Areas and Cities Act. (2) The County plans shall be the basis for all budgeting and spending in a county.

County integrated development plan:

108 (1) There shall be a five year county integrated development plan for each county which shall have: (a) clear goals and objectives; (b) an implementation plan with clear outcomes; (c) provisions for monitoring and evaluation; and (d) clear reporting mechanisms.



H.E. Governor Amb. Ukur Yatani addresses a CIDP training session.

H.E. Governor Amb. Ukur Yatani noted that: "Marsabit is the most expansive in the country with limited infrastructure, education and water. It has 14 ethnic groups, good CIDPs are important to help us plan carefully. This planning will help with equitable poverty reduction efforts, allow clean energy development focusing on windmills, target health issues, especially maternal and child mortality, and partnership with the private sector."

United Nations Kenya Volunteers: Helping Devolution Succeed

Recognizing the weak capacity of newly formed counties to deliver services to their citizens and in light of the limited resources, UNDP chose to engage UN National Volunteers (UNVs) to support counties with vital skills by offering expertise in M&E, statistics, public finance management, governance, human resource and geographical information systems.



We are inspiration in action

The United Nations Volunteers (UNV) programme supports sustainable human development through the promotion of volunteerism, including the mobilization of volunteers.

UNV partners with civil society, UN entities, governments and the private sector to integrate volunteerism into development planning. UNV mobilizes over 6,800 UN Volunteers each year nationally and internationally.

They come from 159 countries to serve in 127 countries in over 100 professional categories. Over two thirds of these volunteers come from developing countries, and more than 30 per cent volunteer within their own countries.

In Kenya, UNV engages with 11 UN agencies and government partners to deploy over 200 national and international UN Volunteers. UNVs support programs in devolution, peace building, environment, and refugee related activities.

In Kitui County, UNV is providing a human resources specialist, Rose Chelule, and a spatial planning expert, Raphael Mutitui. According to the Deputy Director of Human Resources:

“The HR Officer has assisted the Ministries to develop their respective organograms and job descriptions, which has been consolidated and approved by the Public Service Board. She has done wonders, something we thought would take a long time”.

Also, the Minister for Environment remarked that:

“The county needed an expert in spatial planning and GIS, one of his first tasks was to lead the county in conducting a baseline survey for mineral resources, the expert led the team to map the resources using GIS”.

The use of Kenyan UNVs has a twin-advantage: utilization of local capacities/skills that are well versed in devolution and governance issues; also, this contributes to youth employment where young professionals are engaged in gainful employment enabling professional development and career growth.

With 40 National UNVs in 34 counties and 2 national institutions, and with a modest amount of resources, the project has demonstrated that a significant impact can be made with the right UNV strategy and focus. Through this innovative approach to capacity strengthening, the UNVs have become key drivers of transformation and change in counties.

UNVs: Linking Performance Management Systems to the Field.

One of the roles of UNVs has been to help counties in their development and use of statistics and M&E to improve planning, this is a critical factor in a performance management system. Below are two stories that demonstrate this support in action.

By Patrick Ngatia - UNV Programme Assistant - M&E, Embu County

“While applying for the volunteer position, I was motivated by the desire to contribute to social need, build up skills and connect with others.

My previous working experiences were with various non-profit organizations in different capacities. Working with government was a totally new experience which has made me understand that volunteering has an important economic impact. I have learnt that volunteering can make a difference to beneficiaries and the wider communities as well.

I arrived in Embu on December 2nd 2015 to take up my new position supporting and building capacity of the county M&E structures. M&E was previously viewed as an audit exercise and a witch-hunt, this has changed and 5 months down the line, we have done two quarterly Monitoring and Evaluation Reports of County Projects to ensure that projects achieve their intended outcomes.

These reports have been tabled in Cabinet and key decisions affecting County Projects have come out from areas of concern derived from the reports. The county’s M&E function has greatly improved with an M&E policy developed and structures in place.

Being involved in all these processes has made me realize that volunteering is relevant to all spheres of life and volunteers are making a positive impact on economic, social, cultural and environmental issues. Volunteering is about empowering people and communities to fulfil their potential and contributing to social change. More importantly, UNVs are contributing to and are ambassadors of Devolution in Kenya.”



County Project Management Committee members in Uasin Gishu assessing progress of laying down water pipes for a community water project.



M&E visit observing stalled works in Ainabkoi Ward, Uasin Gishu. M&E visit recommended to CECs the need to prioritise funding towards full completion of this cattle dip.

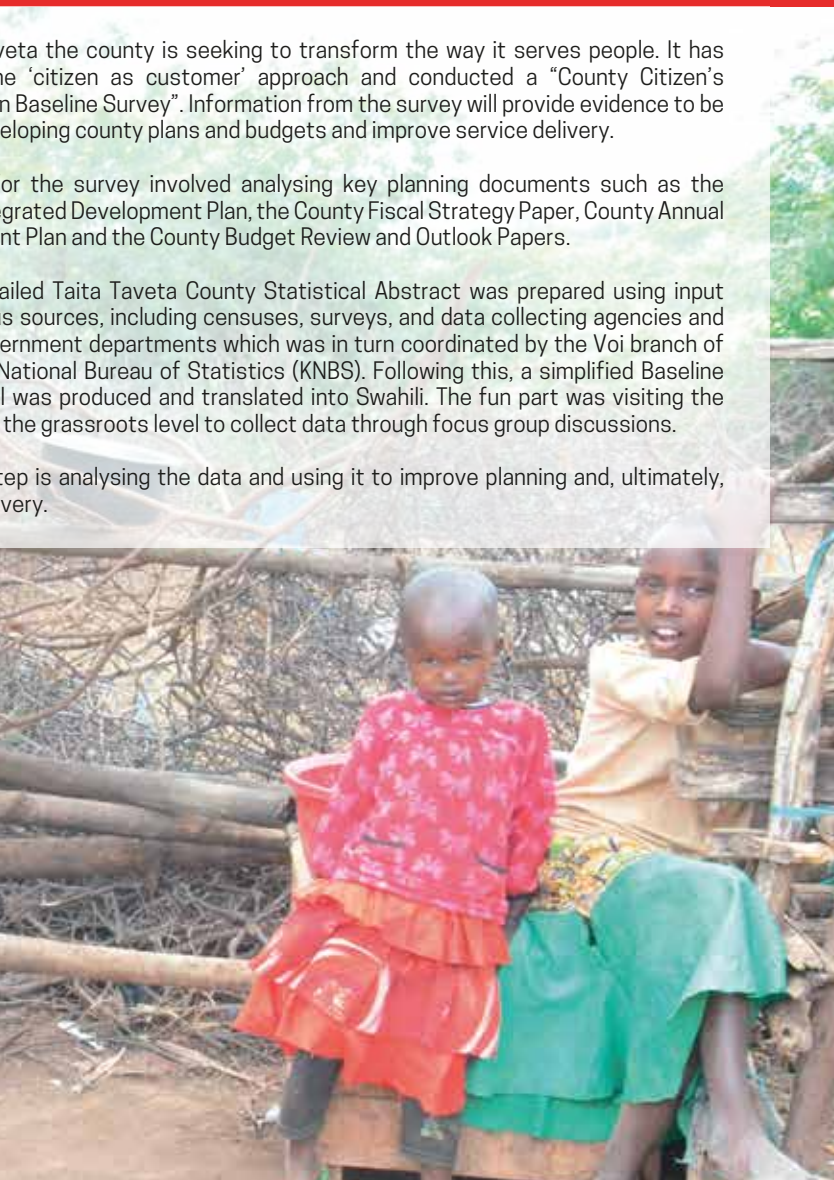


In Taita Taveta the county is seeking to transform the way it serves people. It has adopted the 'citizen as customer' approach and conducted a "County Citizen's Satisfaction Baseline Survey". Information from the survey will provide evidence to be used in developing county plans and budgets and improve service delivery.

Preparing for the survey involved analysing key planning documents such as the County Integrated Development Plan, the County Fiscal Strategy Paper, County Annual Development Plan and the County Budget Review and Outlook Papers.

Also, a detailed Taita Taveta County Statistical Abstract was prepared using input from various sources, including censuses, surveys, and data collecting agencies and county government departments which was in turn coordinated by the Voi branch of the Kenya National Bureau of Statistics (KNBS). Following this, a simplified Baseline Survey Tool was produced and translated into Swahili. The fun part was visiting the citizenry at the grassroots level to collect data through focus group discussions.

The next step is analysing the data and using it to improve planning and, ultimately, service delivery.



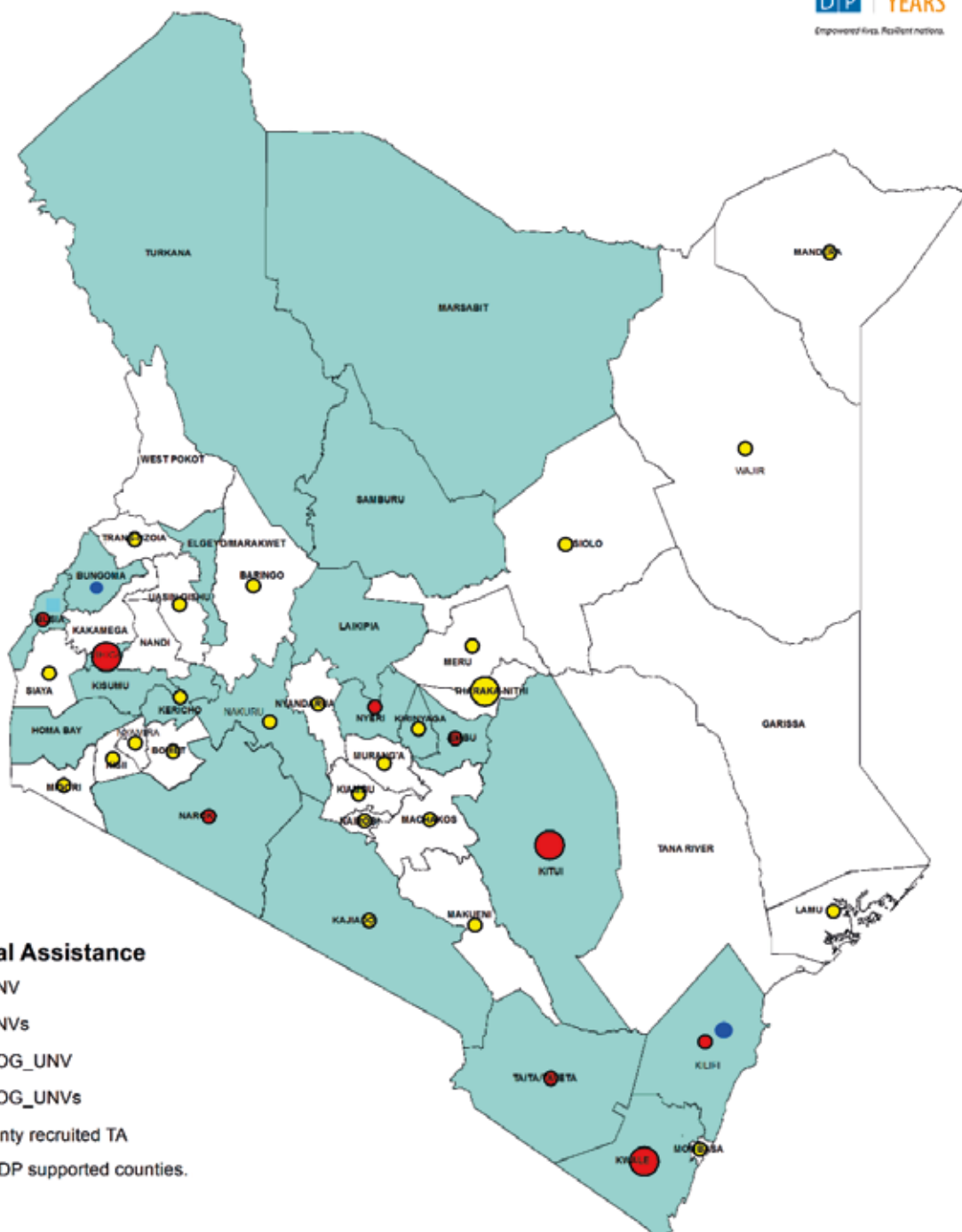
UNV Ken Kioi conducting a household listing exercise in Taveta Sub County, Mbogholi Location, Kitobo Sub Location

Integrated UNDP support project to devolution process in Kenya



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