



CONSOLIDATING GAINS AND DEEPENING DEVOLUTION IN KENYA

Programme Bi-Annual Progress Report January 1 – June 30, 2021

Project Summary	Country:	Kenya	
	Project Duration:	2019 – 2022	
	Budget and Donors:	Total programme budget	= US\$ 32,480,932
		Total resources mobilized	= US\$ 18,962,471
		Sweden	= US\$ 8,319,441
		Finland	= US\$ 5,725,484
		Italy	= US\$ 441,501
		Government contribution	= US\$ 3,276,045
		Contribution by UN agencies	= US\$ 1,200,000
	Annual Budget for 2021:	Total Programme Budget	= US\$ 4,098,946
Cumulative expenditure:	Total Programme Expenditure	= US\$ 1,600,654	
	Government cost sharing	= US\$ 401,802	
Contact Persons:	Dan Juma Team Leader – Governance and Inclusive Growth UNDP Kenya dan.juma@undp.org		
	Mary Njoroge Programme Manager – Devolution UNDP Kenya mary.njoroge@undp.org		

Collaborating Partners:

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



Acronyms

ADP:	Annual Development Plan
ASAL:	Arid and Semi-Arid Lands
AWP:	Annual Work Plan
CAF:	County Assemblies Forum
CBEF:	County Budget and Economic Forum
CBROP:	County Budget Review Outlook Paper
CEC:	County Executive Committee
CECM:	County Executive Committee Member
CIDP:	County Integrated Development Plan
CIMES:	County Integrated Monitoring and Evaluation System
COBS:	County Open Budget Survey
COG:	Council of Governors
COVID-19:	Coronavirus Disease
CP:	Child Protection
CPiE:	Child Protection in Emergencies
CPIMS:	Child Protection Information Management System
CRA:	Commission on Revenue Allocation
CSOs:	Civil Society Organizations
DDWG:	Devolution Donor Working Group
DEF:	Devolved Environmental Functions
DP:	Development Partner
DRM:	Disaster Risk Management
DRR:	Disaster Risk Response
e-CIMES:	Electronic County Integrated Monitoring and Evaluation System
e-NIMES:	Electronic National Integrated Monitoring and Evaluation System
FCDC:	Frontier Counties Development Council
FGM:	Female Genital Mutilation
FY:	Fiscal/Financial Year
GBV:	Gender-Based Violence
GEWE:	Gender Equality and Women Empowerment
GMS:	General Management Services
GRB:	Gender Responsive Budgeting
HR:	Human Resources
IFMIS:	Integrated Financial Management Information Systems
KIPPRA:	Kenya Institute for Policy Analysis and Research
KNBS:	Kenya National Bureau of Statistics
KSG:	Kenya School of Government
M&E:	Monitoring and Evaluation
MCA:	Member of County Assembly

MDAs:	Ministries, Departments and Agencies
MED:	Monitoring and Evaluation Directorate
MoU:	Memorandum of Understanding
MPTF:	Multi Partner Trust Fund
MTP:	Medium Term Plan
NDMA:	National Drought Management Authority
NDRM:	National Disaster Risk Management
NG:	National Government
NIMES:	National Integrated Monitoring and Evaluation System
OBS:	Open Budget Survey
OCOB:	Office of the Controller of Budget
OSR:	Own-Source Revenue
PC:	Performance Contracting
PF ₄ C:	Public Finance for Children
PFM:	Public Financial Management
PFMA:	Public Finance Management Act
PFM DPG:	PFM Development Partner Group
PIU:	Programme Implementation Unity
PMS:	Performance Management System
PUNO:	Participating United Nations Organization
PWD:	People with Disability
SCOA:	Standard Chart of Accounts
SDGs:	Sustainable Development Goals
SERP:	Socio-Economic Response Plan
SIDA:	Swedish International Development Cooperation Agency
SOCATT:	Society of Clerks at the Table
SIR:	Social Intelligence Report
TA:	Technical Assistance
TNT:	The National Treasury
ToT:	Training of Trainers
UN:	United Nations
UNCDF:	United Nations Capital Development Fund
UNDAF:	United Nations Development Assistance Framework
UNDP:	United Nations Development Programme
UNICEF:	United Nations Children Fund
UN Women:	United National Entity for Gender Equality and Empowerment of Women
USAID:	United States Agency for International Development
VAC:	Violence Against Children

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I. Executive Summary

The Joint Programme addresses outcome 1.2. **under the political pillar of the United Nations Development Assistance Framework (UNDAF 2018 – 2022): By 2022 people in Kenya access high quality services at devolved level that are well coordinated, integrated, transparent, equitably resourced and accountable.** The programme contributes to the following Joint Devolution Programme (JDP) Outputs:

1. Government has strengthened policy, legal and institutional mechanisms for coordinated, inclusive and effective service delivery.
2. Public finance management institutions have strengthened processes and systems for equitable, efficient and accountable service delivery.
3. County level institutions have strengthened capacity for evidence-based planning, budgeting, implementation, monitoring and evaluation for accountable service delivery.
4. People in Kenya have capacity to engage, deepen accountability and transparency in devolution, especially women, youth and persons with disability.

This report provides a status update on each of these outputs for the period January – June 2021.

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

National and county governments have strengthened inter and intra-governmental structures: The Joint Devolution Programme purposed to establish mechanisms for partnership and collaboration between national and county governments, county assemblies and county executives; and strengthen county assemblies and the Senate for effective oversight and accountability. As part of these envisaged partnerships, the JDP supported: a water sector consultative forum; finalization of National Policy on Gender and Development; monitoring and reporting on Kenya’s global commitments on gender equality; domestication of the Model County Assemblies Gender Policy by Busia and Kilifi county assemblies; and alignment of the Turkana County Child Care Services Bill and Social Assistance Bill with Children’s Act, 2001.

Governments have harmonized governance policy, legal and institutional frameworks to support devolution: The JDP targeted to develop, review and harmonize devolved governance’s policy and legal frameworks including Regional Economic Blocks (REBs); build county-level capacity for implementation of Disaster Risk Management (DRM) Legislation and policies for effective response and preparedness for disasters in Kilifi and Kwale; and support to a National State of County Capacities for Delivering on Devolved Environmental Survey, Development Multi-hazard county profiles for West Pokot,

Improved county capacities for effective implementation of child protection services and gender-based violence (GBV): The programme supported Turkana, West Pokot, Garissa, Isiolo, Marsabit, Tana River and Kilifi counties to coordinate child protection services. The National Guidelines for Child

Protection Case Management and Referral Operational Guidelines for Child Protection (CP) in Emergencies was finalized and training of the 7 counties undertaken using the guidelines and other CP documents. The programme supported the development of county GBV policies and establishment of a CP framework. The programme, in partnership with Action Aid, supported roll out of the **CampusMeToo** campaign in Turkana and Garissa counties. Turkana and Garissa counties implemented alternative care programmes and plans for CP and GBV.

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

Output 1.2.1: County capacities strengthened for equitable and inclusive budgeting: To ensure that resources are directed to planned interventions and priorities, the JDP purposed, through consultatively formulated and validated Annual Development Plans (ADPs) and county budget cycles, to strengthen the role of County Budget and Economic Forums in county planning and budgeting and strengthen public entities to develop and implement the Access to Government Procurement Opportunities (AGPO) procurement plans. To ensure alignment of county budgets and plans to their County Integrated Development Plans (CIDPs), the programme supported Mandera, West Pokot and Busia county assemblies to review their County Fiscal Strategy Papers (CFSPs). Through JDP support to implementation and monitoring of audit findings, there was significant improvement in accounting and finance management processes for Mandera, Garissa and Tana River counties.

The programme supported development of 47 county policy briefs on health, nutrition, education, and water, sanitation safety and hygiene (WASH) sectors to advocate for adequate, efficient and equitable investments for children, youth and women. Further support went to the alignment of the priorities of children, youth and women in CFSPs to County Post COVID-19 Socioeconomic Reengineering Recovery Strategies. Further support was directed to the completion and implementation of AGPO procurement plans for Kilifi County and capacity building of women and youth to trade with county governments.

County capacities improved for revenue projection, generation, collection and reporting: To improve county capacities for revenue projection, generation, collection and reporting, the JDP supported mapping of existing revenue streams and collection mechanisms, automation and generation of revenue from new revenue streams for Busia, Isiolo, Lamu and Garissa counties. The programme, in collaboration with United Nations Capital Development Fund (UNCDF), African Tax Administration Forum (ATAF) and International Monetary Fund (IMF), supported a Tax Administration Diagnostic Assessment (TADA) for Busia, Isiolo, Lamu and Garissa counties.

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

Counties have strengthened planning and service delivery mechanisms: The JDP supported operationalization of Performance Management Systems (PMS) in Samburu, Isiolo, West Pokot and Busia counties. The programme supported county peer-to-peer learning mission to Makueni County which identified top leadership commitment as a key success factor for PMS implementation. The programme supported Busia, Isiolo, West Pokot, Samburu and Tana River¹ counties to vet, negotiate and sign PCs. The significant improvement in adoption and implementation of PCs in these counties was attributed to JDP support through technical assistance to the Council of Governors (CoG) and county leadership commitment to PC adoption.

The programme supported development of Sustainable Development Goals (SDGs) Accelerated Action Plans and institutional framework for their coordination, which were used to localize SDGs at the county level and enhance county Voluntary Local Reporting (VLR). Makueni County has been identified as leading in domestication of SDGs. Its SDG model informed development of a framework for mainstreaming and tracking localization of SDGs and VLR. Project support was further directed to CoG to review and validate its staff compliment and job descriptions. The new compliment will strengthen CoG Secretariat to effectively support its committees.

National and County governments have strengthened monitoring, evaluation, reporting systems: Based on the lessons learned from implementation of County Integrated Monitoring and Evaluation Systems (CIMES) in 2020, the programme supported the Monitoring and Evaluation Directorate (MED) to undertake a diagnostic assessment of Narok, Kajiado, Kilifi, Samburu, Busia and West Pokot counties. The findings of this diagnostic informed identification of areas of support for operationalization of CIMES. To assess the impact of devolution on women and girls in social sectors, the programme supported implementation of County Budget Briefs, which were developed in 2020 via the support of JDP.

National and County systems improved for the generation of disaggregated data for evidence-based decision making at both levels of government: The programme provided technical assistance to the National Treasury for roll out of the Standard Chart of Accounts (SCOA) to Ministries, Departments and Agencies (MDAs) and county governments. In partnership with IMF, the SCOA Technical Working Group developed a draft SCOA implementation roadmap. The programme supported the Office of the Controller of Budget (OCoB) and the National Treasury to enhance programme-based reporting, implement an electronic data portal, and enhance capture of budget and financial information.

National and County governments have strengthened capacity for risk-informed development planning and budgeting: The programme supported development of child-focused county risk profiles for Turkana, West Pokot, Samburu, Mandera, Marsabit, Wajir, Isiolo, Garissa, Tana River, Kilifi and Lamu counties. The risk profiles provided evidence base for risk-informed child-focussed programming. The

¹ Through the JDP support, Tana River signed the PCs for the first time.

programme engaged county peace and security policy leaders on Gender Sensitive Conflict and Disaster Analysis to inform policies and programmes and advocate for the full implementation of Kenya National Action Plan (KNAP). KNAP was localized in Marsabit County to secure participation of women in disaster risk management and resilience. The programme further engaged with the National Drought Management Authority (NDMA) to support drought preparedness; with National Disaster Operations Centre (NDOC) to support county-level disaster preparedness; with Inter-Governmental Technical Relations Committee (IGTRC) to support unbundling of government Disaster Risk Management (DRM) functions; and with FCDC to support multi-stakeholder engagement for flood response.

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

County governments have established public participation policy, legislation and frameworks: The JDP directed support to county governments to establish and operationalize public participation mechanisms. The County Assemblies Forum (CAF) was supported to review public participation budget and expenditure for both county assemblies and executives, and county assemblies' access to information protocols. The review established that counties have no substantive vote heads for public participation. This occasions shortage of public participation budgets and poor coordination of citizens to provide feedback to county processes.

County governments have established and operationalized inclusive citizen engagement and accountability mechanisms: The programme supported International Budget Partnership to finalize the 2020 County Budget Transparency Survey. The findings of the survey will inform intervention towards enhancing public engagement in county planning, budgeting and programme implementation.

Increased capacity of CSOs to engage county governments on planning, budgeting and service delivery: The programme connected 130 micro, small and medium enterprises (MSMEs) (65 women-owned) to private financial institutions. A mission was supported to Tana River County on Tana River Youth Innovation and Empowerment Centre. Tana River County Government has provided the premises for the centre while Kenya School of Government (KSG), through the JDP support, will procure ICT equipment for the centre.

Financial Report

During the reporting period, the programme utilized US\$ 1,199,961 which included US\$ 401,802 government counterpart contribution. This represents 29.27% of the US\$ 4,098,946 budgeted for the year 2021. The low delivery is as a result of late commencement of implementation due to delayed finalization of implementing partner and responsible parties 2021 annual workplans.

II. Programme Results and Achievements

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

Output	Target	Baseline	Achievement	Status
Output 1.1.1: National and county governments have strengthened inter and intra-governmental structures	2 new issues addressed by national and county government coordination and/or dialogue forums	2 issues (2020)	5 issues	Ongoing

Collaboration between governments at the national and county levels is imperative for effective functioning of counties, equitable delivery of services, effective oversight and enhanced accountability for results. The Constitution of Kenya 2010² and several statutes³ provide the framework for consultation and cooperation between counties and the national government. Good intra-county relations between county executives and county assemblies are critical for the smooth running of devolved governance structures. Key intergovernmental structures include National and County Government Coordinating Summit, Intergovernmental Relations Technical Committee (IGRTC), Sectoral Working Groups (SWGs) or Committees, County Assemblies Forum (CAF) and Council of Governors (CoG).

The JDP strengthened capacity of CoG, State Department for Gender Affairs (SDGA), IGRTC, and CAF to address through coordinating and dialogue forums the following 5 issues:

- i) **Gender and Development:** The National Policy on Gender and Development (NPGD) was finalized and launched to guide national and county institutions on gender mainstreaming. Its implementation is led by CoG and SDGA. Under the leadership of CAF, a model County Assemblies Gender Policy was domesticated and adopted by Busia and Kilifi counties. Tana River and Kajiado are in the process of drafting and domesticating the county model gender policy.
- ii) **Governance of Transboundary Water Resources:** IGRTC led the establishment of a Multi-Stakeholder Water Sector Consultative Forum to coordinate provision of water and resolution of inter-county conflicts arising from utilization of shared water resources. The forum identified key policy and legal issues affecting the management of water, including the need to align the Water Act, 2016 with the Constitution of Kenya 2010. The forum developed a Water Sector Framework for coordination between national and county governments in the management and equitable delivery of water services. In partnership

² Articles 1, 6, 174, 186, 187 and 189

³ County Governments Act, 2012; Inter-Governmental Relations Act, 2012; Public Finance Management Act, 2012 and Urban Areas and Cities Act, 2012

- with the National Environmental Management Authority (NEMA) and the CoG, UNDP prepared the county State of Environment Report.
- iii) **Civic Education and Public Participation:** Wajir and Marsabit counties started the development of their civic education and public participation bills. The draft bills are currently undergoing public participation and are 40% complete⁴.
 - iv) **Data and Knowledge Exchange:** Budget analysis and briefs produced in 2020 were posted disseminated via the Maarifa Platform hosted by CoG for access by all counties and members of the general public. This enhanced information sharing and county peer-to-peer learning.
 - v) **Child Protection:** County child protection policy and legal frameworks report for West Pokot and Isiolo counties were completed. The frameworks promote coherence between national and county governments during allocation of resources for children’s services. Turkana County aligned its Child Care Services Bill and Social Assistance Bill to the Children’s Act, 2001. Isiolo County developed an Action-Plan for Children with the development of a Gender Policy ongoing.
 - vi) **Coordination of Development Partners Support to Devolution:** JDP enhanced harmony and reduced duplication of development partner initiatives seeking to strengthen devolution through the revitalization of the Devolution Sector Working Group under Ministry of Devolution and ASALs (MoDA).

Output	Target	Baseline	Achievement	Status
Output 1.1.2: Governments have harmonized governance policy, legal and institutional frameworks to support devolution	8 counties develop policies, bills and regulations in line with devolved functions	0 (2018)	13 counties	Ongoing

The previous devolution programmes under UNDP, World Bank and USAID-AHADI had supported policies and legislations to support devolution. However, at the inception of the JDP, there were still gaps in policies necessary to support devolution. To address this challenge, the JDP sought to: develop, review and harmonize devolved governance’s policy and legal frameworks including Regional Economic Blocs (REBs); build county-level capacity for implementation of Disaster Risk Management (DRM) policies for effective response and preparedness for disasters; and support to a National State of County Capacities for Delivering on Devolved Environmental Survey. Some of the key results include:

- Frontier Counties Development Council (FCDC) Regional Economic Bloc (REB) now properly constituted after 8 counties enacted their FCDC Acts.

⁴ JDP tracks development of policies and legislation based on a continuum with the following stages: policy or legislation identified as a priority (10%); supporting analysis completed (30%); drafting and revision (40%); stakeholders consulted (50%); policy/legislation revised based on stakeholder input (70%); policy or legislation approved (100%).

- Review of the Lake Region Economic Bloc Blueprint to align with the COVID 19 Socio- Economic Re-engineering Recovery Strategy
- Jumuiya ya Kaunti za Pwani commenced review of its blueprint to align with the County Post COVID-19 Socio-economic Reengineering Recovery Strategy.
- MoDA led the review of the National Policy on Devolved System of Government, Intergovernmental Relations Act, 2012 and development of Alternative Dispute Resolution (ADR) Regulations. This was in line with the 5th Summit Resolution of February 11, 2016. The ADR is a mechanism for addressing inter-county disputes that are withdrawn from the courts and has since been disseminated to all County Attorneys.
- Development strategies and policies within the Arid and Semi-Arid Lands (ASAL) region were strengthened and ASAL county governments were supported to fast-track key development projects and incorporate climate change, gender and other key issues in their planning frameworks.
- 13 JDP counties developed budgets for Disaster Risk Management (DRM).
- County gender, conflict and disaster analysis informed support was provided to Marsabit, Wajir and Kilifi counties to integrate gender equality and social inclusion in their DRM frameworks. Kilifi County finalized its County Disaster Contingency Plan and subjected its Disaster Risk Reduction (DRR) policy to public participation. Draft policies for Wajir and Marsabit based on this support are now undergoing validation.
- State of county environment survey was conducted in the 14 JDP counties. Results of the survey will enhance county capacities for delivering on devolved environmental functions. The 14 JDP counties developed and implemented disaster risk profiles.
- Capacity of Members of County Assemblies (MCAs) and County Executive Committees (CECs) from Garissa, Kilifi and Tana River counties developed on risk-informed planning and budgeting for DRM. As a result, the counties integrated gender in their DRM policies. JDP enabled national government institutions in providing technical support to counties in the development of these policies. These national institutions include Kenya Law Reform Commission, NDOC and NDMA.
- Manual and curriculum on devolved environment functions finalized in collaboration with CoG. This has facilitated the NEMA to commence the process of unbundling the devolved environment functions and develop capacity of county governments for uptake of these functions. The manual and curriculum will steer the rollout of the devolved environment functions.

Output	Target	Baseline	Achievement	Status
Output 1.1.3: Improved county capacities for effective implementation of child protection services and GBV	5 child protection committees capacitated to plan and implement child protection policies and Violence Against Women and Girls	5 child protection committees (2019)	5 CP committees	Ongoing

	1 county has capacity to assess, plan and budget for GBV and Child Protection	0 (2018)	2 counties	Ongoing
	1 standard county-level framework for child protection legal and policy documents in place	0 (2019)	2 frameworks, 1 Technical Working Group	Ongoing
	2 counties implementing alternative care programme/ plans	1 county	2 counties Garissa and Turkana counties implementing alternative care program	Ongoing

Counties, being centres for service delivery, provide a unique opportunity to promote child protection and stem Gender-Based Violence (GBV). However, implementation of devolved governance paid little attention to CP and GBV. Reducing inequality strengthens economies and builds stable, resilient societies that give all individuals – including boys, girls, women and men – the opportunity to fulfil their potential. The JDP worked with county governments to ensure that CP and GBV are adequately addressed in policies, legislation and service delivery.

The National Care Reform Programme was completed and used to support Turkana and Garissa counties to implement the care reform programme to follow up with children who left under residential care during COVID-19 pandemic to ensure they remained within families. Using Kisumu County as a benchmark, the Care Reform Strategy provided cash transfers to caregivers of 1,415 children (Turkana County – 100 Boys, 169 Girls, Garissa County – 962 Boys, 184 Girls).

The National Guidelines for Child Protection Case Management and Referral and Operational Guidelines for Child Protection in Emergencies was finalized. The guidelines enhanced implementation and coordination of CP services in Turkana, West Pokot, Garissa, Isiolo, Marsabit, Tana River and Kilifi counties. CP Technical Working Groups (TWGs) were revitalized in Wajir, Garissa, Tana River, Samburu, Kajiado, West Pokot, Isiolo, Mandera and Marsabit counties. The TWGs supported county departments for children services to identify, prevent and respond to child protection issues. Advocacy meetings were held which led to the Cabinet Secretary of Labour and Social Development approving the management structures to oversee and coordinate the implementation of care reform strategy at national and county levels. The strategy is expected to be completed in July 2021. This will guide planned countrywide roll out of care reform programme. In collaboration with CoG and Kenya Institute of Policy Analysis and Research (KIPPRA), JDP supported finalization of the National CP Costing Model. The model was adapted by Turkana and Garissa counties in the completion of their County Investment Cases for CP. The JDP worked with KSG to develop a training module on CP costing and budgeting. Through this, the JDP influenced inclusion of priorities of children, women and girls into the county plans and budgets.

The programme, in partnership with Action Aid implemented the **CampusMeToo**⁵ campaign, which empowered 180 students (105 male, 75 female) from Kenyatta University, University of Nairobi and the Technical University of Kenya to protect themselves and their colleagues from sexual harassment through creative student-led activism. 16 **CampusMeToo** student ambassadors (7 male, 9 female) led advocacy for more action by University of Nairobi management to prevent sexual harassment of students by university staff and inform students on sexual harassment. A committee comprising 28 University staff and 2 **CampusMeToo** student ambassadors (15 male, 15 female) from the Technical University of Kenya developed the university's sexual harassment policy following the directive issued by the Ministry of Education⁶. As a sequel of targeted awareness creation, distribution of online information material, and creative student-led activism, there was an increased demand for accountability and action against sexual harassment in institutions of higher learning. For example, University of Nairobi launched the Gender Policy that aims to address sexual harassment within the university.

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

Output	Target	Baseline	Achievement	Status
Output 1.2.1: County capacities strengthened for equitable and inclusive budgeting	30% (5 counties) of county budgets aligned to CIDPs and ADPs	29% (2017)	100% (all JDP counties) develop County Fiscal Strategy Papers ⁷ (CFSPs) aligned to CIDP and ADPs	Ongoing
	6 counties with County Economic and Budget Forums (CBEFs) active in the budget process	4 counties (2018)	14 counties CBEFs engaged in the development of CFSPs	Ongoing
	Capacity of 10 public entities strengthened to develop and implement AGPO procurement plans	0 new counties (2020)	1 county (Kilifi County) supply chain officers trained on AGPO, issues on implementation of AGPO identified and addressed	Ongoing

In order to improve overall public financial management planning, the JDP supported the following: alignment of county budgets and plans to CIDPs through consultatively formulated and validated Annual

⁵ CampusMeToo campaign advocates against sexual harassment in higher learning institutions by petitioning for policies against sexual harassment against both students and staff in higher learning institutions.

⁶ The directive was issued by the Ministry of Education to all public and private universities to implement the student-led demands after the CampusMeToo student ambassadors handed over a memorandum to the Ministry.

⁷ CFSP provides a forecast for the economy and a basis for expectations about revenues and expenditures in the coming year. It sets the final budget sector ceilings for the next three financial years upon approval by the county assembly.

Development Plans (ADPs) and county budget cycles; strengthening of the role of County Budget and Economic Forums in county planning and budgeting; and strengthening of public entities to develop and implement Access to Government Procurement Opportunities (AGPO)⁸ procurement plans. Recommendations of the county budget and poverty briefs developed in 2020 informed the development of 39 policies and bills on Health, Early Childhood Development Education (ECDE), Water Sanitation and Hygiene sectors in Busia, Turkana, West Pokot, Marsabit, Samburu, Isiolo, Wajir, Mandera, Lamu, Tana River, Kilifi and Garissa counties. The policies and bills will ensure sustainability in budget allocations to children, youth, and women priorities over time. 14 JDP county governments integrated evidence on the needs of children, youth, and women into policies, plans and budgets through training, analysis of ADPs and support to review of 2021/22 CFSPs. Other than Mandera, 13 JDP counties reviewed their 2021/22 ADPs to enhance budget allocations for social sectors and reporting on expenditure sub-programmes. Samburu County enacted a County Health Service Act, 2021 to enhance provision of County Health Services, including nomination of Community Health Volunteers.

The programme, in collaboration with CAF, supported Mandera, West Pokot and Busia county assemblies to review their CFSPs. This improved the understanding of the role of MCAs in the CFSP; aligned national and county priorities for integrated development and service delivery; and entrenched county assembly oversight of the budget process. As a follow up, each county prepared a plan for engagement of county departments for finance and sectoral committees to continuously monitor budget implementation for improved service delivery. The Most counties had significant challenges in Public Finance Management (PFM) as revealed by various audits undertaken by the Office of the Auditor General (OAG). The programme supported OAG to monitor and guide counties in the implementation of audit recommendations in Wajir, Mandera, Garissa, Garissa, Tana River Isiolo, Lamu, Turkana and Marsabit counties. The OAG worked with each of the counties through coaching and in-county support to enhance their capacity on key aspects of PFM including budgeting, internal audit reporting, establishment of internal audit committees, work planning, entry into cashbooks, preparation of payment vouchers, accounting for travel expenses and procurement. As a result, 5 counties⁹ improved their audit rating, 2 counties¹⁰ maintained opinions while 1 county (Isiolo County) declined in its rating.

Audit Performance of JDP Counties

County	Audit Opinion			Remarks
	2016/2017	2017/2018	2018/2019	
Wajir	Qualified	Disclaimer	Qualified	Improved
Mandera	Qualified	Qualified	Qualified	Retained
Garissa	Adverse	Qualified	Qualified	Improved
Tana River	Disclaimer	Disclaimer	Qualified	Improved

⁸ AGPO is an affirmative action aimed at empowering youth, women and persons with disability-owned enterprises by giving them more opportunities to do business with Government. This is made possible through implementation of the Presidential Directive that 30% of all government procurement opportunities be set aside for these enterprises.

⁹ Wajir, Garissa, Tana River, Lamu and Turkana counties

¹⁰ Mandera and Marsabit counties

Isiolo	Adverse	Qualified	Adverse	Decline
Lamu	Disclaimer	Disclaimer	Qualified	Improved
Turkana	Adverse	Qualified	Qualified	Improved
Marsabit	Qualified	Qualified	Qualified	Retained

A budget analysis on children, youth and women related issues across the health, nutrition, education, and WASH sectors revealed minimal budget allocation to the three groups and poor execution of the allocated amounts. The JDP addressed this challenge by supporting 23 counties to align their 2021/22 CFSPs to CIDPs; include priorities of children and women in their CFSPs; and align the CFSPs to County Post COVID-19 Socioeconomic Reengineering Recovery Strategies. JDP provided on-job training to Directors of Budget and County Planning Officers from the 23 counties on implementation of County Budget Briefs and CIDP mid-term evaluations. County Assemblies Gender Responsive Oversight Checklist for Emergencies, Gender Responsive CBEF Training Tool and Gender Responsive County Revenue Assessment Tool were developed in collaboration with Society of Clerks at the Table (SOCATT). The tools were used to train 200 county staff on social planning and budgeting. As a result, Mandera, Wajir, Garissa, Samburu, Busia, Narok, Kajiado, Tana River, Isiolo and Turkana counties committed to enhancing inclusion of children, youth and women in their budgets and programmes. The County Assemblies Gender Responsive Oversight Checklist for Emergencies will strengthen planning, budgeting, programme implementation and effective budget oversight with a gender lens during emergencies.

Following the completion of the revision of the SCOA, the programme supported training of trainers (ToTs) in ministries and counties. The trainers supported the establishment of new SCOA champions to support SCOA users to maximize the full benefits of the revised chart. SCOA, being the main framework for effective budget cycle management, will enable disaggregated reporting of revenue, allocation, and expenditure to social sectors for greater transparency and monitoring of social spending. The programme supported AGPO onsite monitoring mission to Kilifi County to assess progress following 2018/2019 training of supply chain officers. As a sequel to this mission, AGPO procurement plans were completed and are being implemented. These procurement plans will ensure that youth and women enterprises get an equitable share of all government procurements, eventually building the capacity of women and youth to trade with county governments.

Output	Target	Baseline	Achievement	Status
Output 1.2.2: County capacities improved for revenue projection, generation, collection, and reporting	Gap between potential and actual Own Source Revenue (OSR) through realistic projection for all streams reduced from 47% to 40%.	47% (2017/18)	35% in OSR shortfall	Ongoing
	14 counties with harmonized codes	0 (2018)	SCOA finalized, Awaiting cabinet	Ongoing

	between the revenue generation systems and the proposed Standard Chart of Account (SCOA) for all streams for ease of reporting.		approval for official roll-out to counties and MDAs.	
	1 county OSR increased between fiscal years	0 (2018)	6 counties (Mandera, Tana River, Marsabit, Garissa, Turkana and Wajir) increased their OSR. 3 counties undergo Tax Administration Diagnostic Assessment	Ongoing

To have a sustainable resource base in accordance with Public Finance Management Act 2012, county governments are required to generate their Own Source Revenue (OSR) to complement transfers from the National Treasury. Most counties, especially FCDC counties, have generally lower than planned OSR levels. To improve county capacities for OSR projection, generation, collection, and reporting, the JDP supported counties to reduce the gap between projected and actual revenues from 47% in 2017/18 to 40% in 2022/23; harmonize codes between the revenue generation systems and Standard Chart of Accounts (SCOA) for all streams for ease of reporting; and enhance the capacity of counties to increase OSR.

The programme supported mapping of existing revenue streams and collection mechanisms, and identification, automation, and generation of revenue from new revenue streams for Busia, Isiolo, Lamu, Kilifi and Garissa counties. The programme, in collaboration with United Nations Capital Development Fund (UNCDF), the African Tax Administration Forum (ATAF) and the International Monetary Fund, supported a Tax Administration Diagnostic Assessment (TADA) training for Busia, Isiolo, Lamu, Kilifi and Garissa counties. The training was extended to Kisumu County at no additional cost to the programme. The assessments established strengths and weaknesses in revenue administration to guide their reform agenda. The findings will guide counties towards enhanced own source revenue collection and accountability to achieve their development objectives.

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

Output	Target	Baseline	Achievement	Status
Output 1.3.1: Counties have strengthened	10 counties have (a) established and (b) operational	(a) 6 (2018) (b) 6 (2018)	(a) 13 counties adopt PMS but at various	Ongoing

planning and service delivery mechanisms	performance management systems (PMS) in line with CIDPs/ADPs		stages of implementation (b) 6 counties sign performance contracts	
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Following the resolution of the 2015 Annual Devolution Conference and Council of Governors Resolution of August 2018, county governments adopted Performance Management Systems (PMS) to improve their efficiency and overall effectiveness. The counties are still at distinct stages of implementing PMS, with service delivery gains unevenly documented. The JDP purposed to support establishment and operationalization of PMSs in focus counties in line with their CIDPs. Key components of PMS implemented by counties include Performance Contracts (PCs), Citizen Service Delivery Charters, Results-Based Management, Rapid Results Initiatives and Staff Performance Appraisal System (SPAS).

The programme, working with CoG, developed an index for tracking the status of implementation of PCs in counties. The programme supported a learning mission to Makueni County on experiences of implementing PMS using the Makueni County methodology. Some key lessons from Makueni County include: top leadership commitment; need for PC champions to steer the process and mentor their organizations to implement PCs; clear interlinkage between PCs and SDGs, Vision 2030, Big 4 Agenda, African Union Agenda 2063, etc; tracking of all aspects of service delivery, not just the few areas which are included in PCs; establishment of a reward scheme to appreciate outstanding officers; linking SPAS to payroll to identify any payments to people who have not signed PCs; and having a PC coordinator in all the departments and a departmental committee has ensured all officers attend the training even when held inside the county. This method of county-to-county peer learning from established best practices has proven to be cost effective and provides relevant, sustainable solutions.

The programme provided in-county support to Busia, West Pokot, Isiolo, Narok and Samburu counties on PMS. In Busia and Narok counties, members of the CEC, County Chief Officers (CCOs) and directors were sensitized on PCs and Citizen Service Delivery Charters. Sample PCs were developed for adoption by the county governments. Isiolo County vetted their PCs, while West Pokot and Samburu counties signed their 2021/22 PCs. To further entrench PMS, the JDP supported finalization of National Performance Management Policy, review of National Performance Contracting Guidelines and review of County Performance Contracting Guidelines.

The programme provided in-county support in development of SDGs Accelerated Action Plans and institutional framework for their coordination. The institutional framework and Accelerated Action Plans will be used to localize SDGs at the county and enhance county voluntary local reporting on SDGs. To enhance peer-to-peer learning among counties, a mission to document best practices in SDGs localization was undertaken in Makueni County. Key lessons and best practices were identified. Agriculture, food security, health and water were prioritized by the county and now the county is enjoying the dividends. This is demonstrated by the modern Makueni Mother and Child Hospital, whose standards compares with top Kenyan hospitals; Kwa Mbila Earth Dam that was built with only Kes 4

million and is managed by the local community to provide water to more than 5,000 families; and the complete Makueni Green Park to allow residents a place for relaxation. From this exercise, a framework for mainstreaming of SDGs in counties was developed to track localization of SDGs and VLR.

The programme supported CoG to review, document and validate the approved jobs to ensure relevance and alignment to CoG’s mandate. The new human resource compliment once fully staffed will strengthen CoG’s internal processes, systems, and capacity to support COG’s committees, which require a strong internal system to function effectively and efficiently.

The programme provided technical assistance on fiscal issues and processing of bills to the Parliamentary Budget Office (PBO). This enhanced the capacity of the Parliamentary Budget Office on fiscal issues and bills processing through technical assistance.

Output	Target	Baseline	Achievement	Status
Output 1.3.2: National and County governments have strengthened monitoring, evaluation, reporting systems	11 counties with operational CIMES for reporting CIDP targets and SDGs.	2 (2019)	11 counties have implemented CIMES, but CAPR is still weak	Ongoing

Counties have experienced challenges in implementation of County Integrated Monitoring and Evaluation Systems (CIMES). An initial CIMES Diagnostic Assessment of 8 counties¹¹ was undertaken by the Monitoring and Evaluation Directorate (MED) in 2020, which was followed by M&E capacity building in Lamu, Tana River and Garissa counties to address the identified gaps. This resulted in strengthening of county M&E in target counties. For instance, Tana River County already established and trained CIMES committees at the sub-county and ward levels. During the reporting period a second diagnostic assessment was conducted for the remaining 6 JDP counties.¹² The diagnostic established capacity gaps in the operationalization of CIMES in the counties. Mandera and Marsabit counties used the findings of the diagnostic to initiate training of their CECMs and CCOs on M&E. The status of county M&E capacity for JDP counties is summarised below:

Status of County M&E Capacity

County	M&E Policy	CIMES Structures	County Annual Progress Reporting	M&E Financing
Phase 1 CIMES Diagnostic Assessment				
1. Wajir	Draft policy	None	None	Yes
2. Turkana	Yes, bill in CA	M&E Unit, Committees	Yes	Yes
3. Mandera	Draft policy	None	No	None

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

¹² Narok, Kajiado, Kilifi, Samburu, Busia, West Pokot counties.

4. Tana River	Yes, Bill not yet	M&E Unit, Committees	Yes	Yes
5. Marsabit	Draft policy	M&E Unit, Committees	Yes	Yes
6. Lamu	Draft policy	M&E Unit	Yes	Yes
7. Isiolo	Draft policy	M&E Unit, Committees	Yes	Yes
8. Garissa	Draft policy	None	Yes	Yes
Phase 2 CIMES Diagnostic Assessment				
9. West Pokot	Draft policy	M&E Unit	Yes	No
10. Busia	Yes, in CA	M&E Unit	Yes	No
11. Kajiado	Draft policy	M&E Unit, Committees	Yes	Yes
12. Samburu	Draft policy	M&E Unit	Yes	No
13. Narok	No	M&E Unit	No	No
14. Kilifi	Draft policy	M&E Unit	Yes	No

- **M&E Policies:** Turkana, Busia and Tana River counties have finalized their M&E policies. Wajir, Mandera, Marsabit, Lamu, Isiolo, Garissa, West Pokot, Kajiado, Samburu and Kilifi counties have developed draft policies which are undergoing review and approval by the CEC.
- **CIMES Structures:** All the JDP counties except Wajir and Mandera have established M&E units. 5 counties¹³ have established county M&E committees (COMECs), with Tana River and Kajiado counties cascading the COMECs to sub-county levels.
- **County Annual Progress Reporting:** All JDP counties except Mandera and Narok undertake County Annual Progress Reporting (CAPR). Tana River County has fully embraced eCIMES and is using it to generate comprehensive CAPRs.
- **M&E Financing:** 8 JDP counties¹⁴ have budget provisions for M&E while 6 counties¹⁵ do not. All the counties with M&E budget provisions reported inadequacy of budget as the key factor hindering effective implementation of M&E plans and activities.

The JDP, in collaboration with the State Department for Planning, MED and the Evaluation Society of Kenya hosted the 9th M&E Week, 2021. The virtual conference brought together 699 participants from National and County Governments; Civil Society Organizations; Private Sector; Development Partners; Academia and Professional Bodies in Kenya and beyond, to deliberate on perspectives, practices, and evidence of M&E within the context of COVID-19 pandemic. Through the conference, the stakeholders made the following recommendations:

- The National M&E Policy had been approved by the Cabinet. This provides an opportunity for UNDP and other UN agencies to work together to support its implementation and domestication by county governments.
- Open/big data has become an imperative for development tracking and reporting. There is need for national and county governments to leverage on technology to harness the power of open/big data especially in restrictive environments, like the one occasioned by COVID-19 pandemic.

¹³ Turkana, Tana River, Marsabit, Isiolo and Kajiado counties.

¹⁴ Wajir, Turkana, Tana River, Isiolo, Marsabit, Garissa, Lamu, Kajiado counties

¹⁵ Mandera, West Pokot, Busia, Samburu, Narok, Kilifi counties

- There is need to strengthen integrated knowledge management, community participation, accelerated evidence and development of M&E norms and standards.
- The existing M&E systems supported tracking and reporting of COVID-19 responses. A few gaps persist and require robust M&E tools to accommodate new methods which incorporate M&E in crisis environments.
- There is need to enhance County M&E Capacity by deepening CIMES and eCIMES. There is also need for technical capacity building and county peer-to-peer learning to deepen M&E practice.
- Engagement of M&E stakeholders is still weak. This calls for mapping of the stakeholders, expanding the network of partners to include international organizations and including experiences of all demographics, including youth, children, women, People living with Disabilities (PWDs) and other Special Interest Groups (SIGs).

JDP supported automation of Office of Controller of Budget Information Management system (CoBMIS) which is in progress. CoBMIS will improve tracking of 2021/2022 budget and expenditure by sub-programme relevant to children, Youth and Women. To assess the impact of devolution on women and girls in social sectors within select counties to inform county plans and budgets, the programme supported continued advocacy and technical support for inclusive planning and budgeting through on-the-job support to implementation of County Budget Briefs, which were developed in 2020 via the support of JDP. automation of the Controller of Budget reporting system will result in more efficient release of resources to spending units as well as reporting on resources utilization, with disaggregated expenditure reporting.

Output	Target	Baseline	Achievement	Status
Output 1.3.3: National and County systems improved for the generation of disaggregated data (GBV, FGM, VAC, child marriages and marginalized populations including PWDs at county level, including a joint baseline study) for evidence-based decision making at both levels of government	3 county data sheets produced to collect disaggregated data on target sectors/groups.	0 (2018)	Inequality analysis undertaken for 47 ¹⁶ counties	Ongoing

¹⁶ Through the use of KNBS, the support was extended to all the 47 counties without occasioning additional expenditure on programme resources.

The programme provided technical assistance to the National Treasury for finalization and roll out of SCOA developed with support of JDP in 2020 to Ministries, Departments and Agencies (MDAs) and county governments. In partnership with International Monetary Fund, the SCOA TWG was revived, and a draft SCOA implementation roadmap developed. The programme supported implementation of an electronic data portal at the Office of the Controller of Budget (OCOB) to enhance capture and reporting of budget and financial information. The programme also supported design of an electronic data capture and reporting system for OCOB to monitor budget implications for children, women and PWDs.

The JDP through UN Women supported the development of 2021 Kenya Demographic Health Survey (KDHS) indicators, methodology, manual, and questionnaires. Through this representation: Domestic Violence indicators were revised and aligned to the SDGs and Women Empowerment Index 2020 recommendations; GBV module has been included in the KDHS 2021 as a core deliverable given in the President’s commitment in the Generation Equality Action Coalition commitments that Kenya launched. The JDP participated in the validation of 10 monographs analyzing the 2020 census data. The evidence from the monographs will inform planning and implementation of initiatives to promote social inclusion and employment; the 4th Medium Term Plan (MTP IV) process; development and implementation of sectoral plans; baseline information for key SDGs targets; and development of 3rd generation CIDPs.

Output	Target	Baseline	Achievement	Status
1.3.4. National and County governments have strengthened capacity for risk-informed development planning and budgeting.	14 counties have increased budget allocation for disaster prevention and preparedness interventions.	0 (2019)	13 counties made local budgetary allocations for DRM	Ongoing
	12 climate and disaster early warning products developed.	8 (2018)	14 counties developed and are implementing disaster risk profiles	Ongoing
	8 counties have functional and inclusive disaster and emergency coordination mechanisms.	0 (2018)	14 counties established disaster and emergency coordination mechanisms	Ongoing
	10 counties with operational CC/DRM legal frameworks.	8 (2018)	4 counties (Tana River, Kilifi, Kwale and Garissa) developed DRM Bills	Ongoing

The advent of county governments led to the rapid expansion of physical and service delivery infrastructure at the county level. This has led to populations and economic assets being in exposed geographic areas; accumulation of risk in urban areas due to rapid and unplanned developments; excessive strains on natural resources and ecosystems; and exacerbation of social inequalities for

children, youth, women, and persons with disabilities. To address these challenges, the JDP complements county-level development of risk reduction strategies by strengthening the capacity for risk development planning and budgeting. The interventions include: support for generation of critical evidence, data and statistics for GBV, FGM, VAC, child marriages and marginalized populations including PWDs at the county level; county capacity for risk assessment, hazard mapping; county contingency planning and risk-informed ADPs aligned to national emergency and resilience policies and strategic plans; and building capacity of county governments, national government and key stakeholders in disaster management to prevent, prepare and respond to disasters and emergencies.

The programme provided technical support through a consultancy with CIMA Foundation to develop child-focused county risk profiles in Turkana, West Pokot, Samburu, Mandera, Marsabit, Wajir, Isiolo, Garissa, Tana River, Kilifi and Lamu counties, with a special focus on the impact of drought and floods on child wellbeing. The child risk profiles will be disseminated to counties and sub-counties to provide evidence-based risk analysis to improve risk-informed programming. The programme also supported gender sensitive conflict and disaster analysis to inform policies and programmes and advocate for the full implementation of Kenya National Action Plan (KNAP). Through Implementing Partners, county peace and security policy leaders were engaged to secure buy-in for KNAP localization in Marsabit County to secure participation of women in disaster risk management and resilience process. The KNAP localization agenda was launched and a detailed localization plan rolled out towards fully domestication of the UNSCR 1325 and KNAP in Marsabit county. The programme, through UNICEF Zonal offices, provided technical support to counties to develop flood and drought contingency plans.

The programme supported training of sub-county women and youth leaders (Saku, Laisamis, North Horr, and Moyale) on Gender Equality and Women Empowerment (GEWE) and global, regional, sub regional and national frameworks on the role of women in peace and security and disaster risk governance processes. Women, youth and PWDs leaders from Saku, Laisamis, North Horr, and Moyale were trained on conflict prevention, peacebuilding, and Disaster Risk Reduction (DRR) to enable them to engage in the county mechanisms. Support was also directed towards increasing access to DRR and humanitarian services by women and girls, and mainstream gender in policies, plans and DRR programming targeting Wajir county government. The programme further engaged with the National Disaster Management Authority (NDMA) to support drought preparedness and with the National Disaster Operations Centre (NDOC) to support county-level disaster preparedness. Also, IGTRC was supported in the unbundling of government Disaster Risk Management (DRM) functions while FCDC was supported in multi-stakeholder engagement for flood response. UNICEF and IOM together supported the government to develop longer-term shelter/floods response strategy.

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

Output	Target	Baseline	Achievement	Status
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Output 1.4.1: County governments have established public participation policy, legislation, and frameworks	14 counties have public participation budget allocations and expenditure (county assembly and executive).	0 (2019)	14 county assemblies engage citizens in county budgeting processes	Ongoing
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Public participation is one of the national values and principles of governance in Article 10 of the Constitution of Kenya, 2010. One of the objects of devolution is to give powers of self-governance to the people and enhance their participation in the exercise of the powers of the state and in making decisions affecting them. The County Government Act, 2012 requires all counties to establish appropriate structures for public participation. To actualize this, county governments must create mechanisms of engagement by ensuring and coordinating the participation of communities and locations in governance; and building capacity by assisting communities and locations to develop the administrative capacity for the effective exercise of the functions and powers. Effective participation by members of the public in county governance processes strengthens democracy and governance; increases accountability of county officials; improves process quality and results in better decisions; helps manage social conflicts and enhances process legitimacy. The JDP sought to support county governments to establish and operationalize public participation mechanisms.

The programme worked with CAF and CoG to review the extent to which county assemblies and executives allocate public participation budgets and how these resources are expended, respectively. The review established that all programme counties undertake public participation. Only 5 counties¹⁷ have standalone budget lines for public participation while 5 counties¹⁸ have enacted public participation legislations. The lack of dedicated vote heads for public participation occasioned a shortage in budgets because of competing interests. It further found that due to lack of proper public participation, citizens are not well coordinated to provide meaningful feedback during public participation exercises. To enhance public participation and the participation of women in county assembly affairs, the programme supported county assemblies to adhere to access to information protocols, including deployment of technology to aid public participation.

¹⁷ Busia, Mandera, Marsabit, Samburu and Turkana counties.

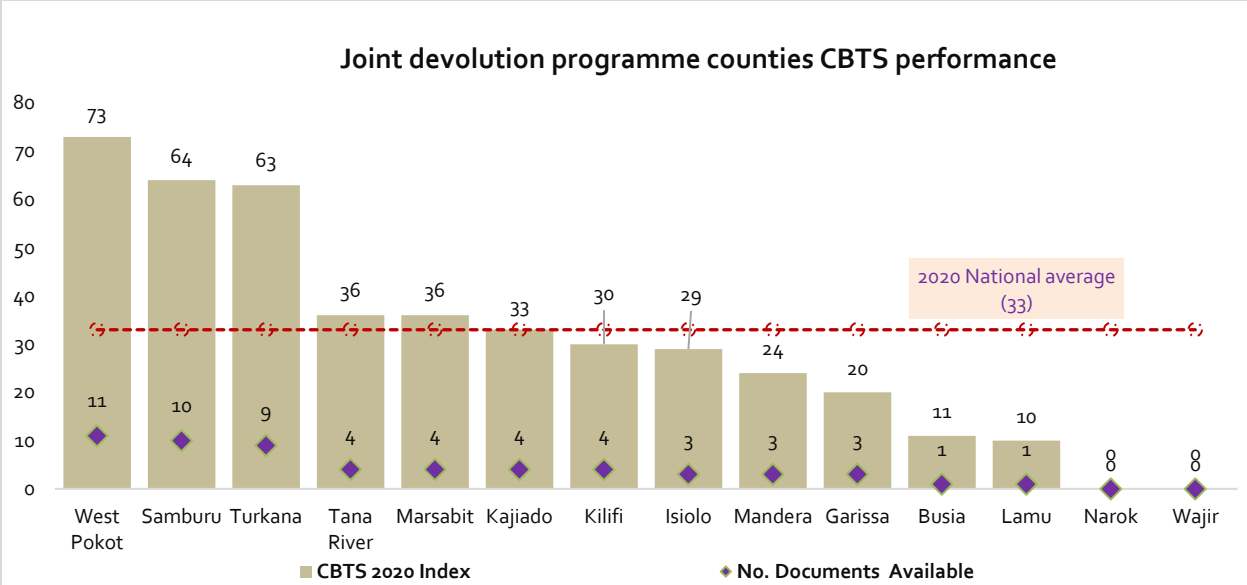
¹⁸ Mandera, Isiolo, Kilifi, Marsabit, Turkana counties.



The programme supported the Isiolo Youth Empowerment and Innovation Centre.

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

The programme supported International Budget Partnership to finalize the 2020 County Budget Transparency Survey. During the quarter, the programme supported IBP to develop the report of the survey, which will be released in the next quarter. The survey findings will inform initiatives towards enhancing budget transparency by county governments to increase public engagement in county planning, budgeting, and programme implementation.



West Pokot, Samburu, Turkana, Tana River, Marsabit and Kajiado counties scored above the national average (33%) for budget transparency. Narok and Wajir counties did not publish any documents on online public spaces for scrutiny by members of the public.

Output	Target	Baseline	Achievement	Status
Output 1.4.3: Increased capacity of CSOs to engage county governments on planning, budgeting and service delivery	6 initiatives by supported NSAs in target counties influencing the county planning and budgeting processes.	0 (2018)	7 CSOs supported to influence county planning, budgeting, and response to COVID-19 pandemic	Ongoing
	100 women and youth entrepreneurs in target counties linked to trade finance and markets opportunities.	0 (2018)	59 women and 30 youth reached through buyer-seller forums	Ongoing
	25 women benefiting from company policies and initiatives stemming from WEPs.	0 new beneficiaries	32 companies have signed WEPs. That is, an additional 2 companies in 2020. These are Bamburi and Coca Cola	Ongoing

The programme supported finalization of the MSME agribusiness training manual. Further, the programme supported 130 MSMEs (65 women-owned) to come together through a buyer-seller forum

that linked them to private financial institutions (Equity Bank, Equity Foundation, ABSA, KCB); United SACCO; and Agricultural Finance Corporation (AFC).

The programme supported a mission to Tana River County to assess progress in implementation of the action plan for establishment of the Tana River Youth Innovation and Empowerment Centre in January 2021. The mission established and reinforced the commitment of Tana River County Government through its allocation of a budget of Kes 10 million towards establishment of the centre. This practice of government cost sharing will help with sustainability, as the County Government has further availed and is refurbishing the premises where the Centre will be housed. UNDP and Kenya School of Government (KSG), through the JDP, will provide the ICT equipment and furniture for the centre. Tana River learning Centre will be the second after Isiolo youth learning and Innovation centre which is operational.

The programme supported CoG to finalise a simplified bidders' handbook for AGPO. This handbook will be disseminated for awareness creation to expand uptake of AGPO by women led MSMEs and youth enterprises.

III. Knowledge Management

The Joint Programme adopted a strategic approach to knowledge management to aid continuous learning and knowledge sharing.

Output	Knowledge Product	Author	Link (location)
COVID-19 Output 4	COVID-19 Documentary	County Assemblies Forum	https://www.youtube.com/watch?v=B1g5SiArc8s
COVID-19 Output 3	UN Volunteer Health workers support Kenya's COVID-19 response	UNDP	https://www.youtube.com/watch?v=DH83BsOLp4o
Output 1.3.3	Gender Responsive CBEF Training Tool	CRA	https://www.bing.com/search?q=commission+on+revenue+allocation&cvid=1a94f6ba585e44d68c021497a9f166f4&qs=edge..69i57.7375joj1&pglt=43&FORM=ANSAB1&PC=LCTS
	Gender responsive Revenue Assessment tool	CRA	https://www.bing.com/search?q=commission+on+revenue+allocation&cvid=1a94f6ba585e44d68c021497a9f166f4&qs=edge..69i57.7375joj1&pglt=43&FORM=ANSAB1&PC=LCTS
	OSR Training Guidelines	CRA	https://www.bing.com/search?q=commission+on+revenue+allocation&cvid=1a94f6ba585e44d68c021497a9f166f4&qs=edge..69i57.7375joj1&pglt=43&FORM=ANSAB1&PC=LCTS
	CBEF Training Guidelines	CRA	https://www.bing.com/search?q=commission+on+revenue+allocation&cvid=1a94f6ba585e44d68c021497a9f166f4&qs=edge..69i57.7375joj1&pglt=43&FORM=ANSAB1&PC=LCTS
	COVID-19 Gender Responsive Checklist for County Legislatures	SOCATT	http://www.socattkenya.org/wp-content/uploads/2020/11/County-Assemblies-Gender-Responsive-Oversight-Checklist-Final-21.10.20-pdf.pdf

IV. Risks and Issues

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

#	Description	Date Identified	Type	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of June 30, 2021
1	Overlapping mandates of institutions to support devolution.	Sept. 2018	political/ strategic	P=2 I=3	<ul style="list-style-type: none"> Joint Programme engaged the state and other stakeholders with a view to ensuring transformative implementation of devolution in line with the Constitution of Kenya 2010. Joint Programme's capacity development interventions at both national and county levels strengthened devolution institutions and legal frameworks. 	National/ county gov.	<ul style="list-style-type: none"> This was monitored with CoG and MoDA. No instances of overlap that affected the programme were reported in the period. However, it is noted that in some sectors (e.g., health, agriculture) there remain some challenges. The programme supports an interface and cascading of national to county level of policy development and implementation (e.g., DRM, youth, gender, public participation, audit, etc.) which helps clarify mandates as well as strengthening devolution institutions and legal frameworks.
2	Weak collaborative mechanisms between key players on devolution, incl. programming duplication by UN Agencies, Development Partners, GoK entities.	Sept. 2018	political/ strategic	P=2 I=3	<ul style="list-style-type: none"> UN level: To be monitored through the UN Devolution Working Group and UNCT. DP & GoK level: To be monitored through the Devolution Donor Working Group (DDWG) and Devolution Sector Working Group. Joint Programme facilitated frequent round table consultative forums among the players. 	UNDP UNICEF UN Women (via Sector/DP Groups)	<ul style="list-style-type: none"> The programme has continued to participate in the DDWG and UNDWG to promote collaboration and prevent duplication. DSWG was revived and a programme coordinator recruited by MoDA to support.
3	Poor cooperation between leaders (incl. Executive-Assembly)	Sept. 2018	political/ strategic	P=4 I=4	<ul style="list-style-type: none"> Joint Programme engaged GoK stakeholders state and development partners in 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> There remains very good support for devolution from county executives, county assemblies and national government stakeholders. The

#	Description	Date Identified	Type	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of June 30, 2021
	hampers implementation.				<p>marshalling political support to fully implement devolution.</p> <ul style="list-style-type: none"> JDP worked with county executives and county assemblies of Samburu County to improve working relationship between the two arms of the county government. The Samburu County Assembly and County executive identified solution to bottlenecks to budget implementation¹⁹. The UN agencies continued to leverage own existing partnerships to strengthen dialogue 		relationship between county executives and county assemblies has improved. The programme supported this by incorporating county assemblies directly in programming and through CAF when programming with the executive and county public service.
4	Inter-County, Intra-County, Cross-Border disputes (incl. natural resources and county boundaries).	Sept. 2018	political/ strategic	P=3 I=3	<ul style="list-style-type: none"> Joint Programme engaged with relevant actors to assess risk and where needed support appropriate dispute resolution mechanisms at both national and county levels. Joint programme supported establishment of FCDC regional bloc. 	UNDP UNICEF UN Women (via DDWG, Conflict Groups)	<ul style="list-style-type: none"> There have been numerous instances of intra-county and cross-border disputes in target counties. This risk has not notably affected programming, but this requires attention from the county governments and diverts time and human resources to issues of peace and security vs. development. The programme has supported enactment of legislation to actualize the FCDC regional bloc which will be a focal point on peace and security and is already developing a peace and security bill for all its members.

¹⁹ Delayed disbursement of resources from the National; County doesn't submit complete documents; Poor follow up and coordination;

#	Description	Date Identified	Type	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of June 30, 2021
5	Beneficiary institution capacity implementation limitations, incl. for peer learning.	Sept. 2018	operational/institutional	P=2 I=3	<ul style="list-style-type: none"> Assessed through monitoring and evaluation as per M&E frameworks and addressed at DDWG and DSWG. Capacity support for peer-learning institutions e.g., KSG, CoG/Maarifa Centre considered. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> A county M&E diagnostic was undertaken. These noted M&E limitations and informed interventions to strengthen M&E capacity of counties. CRA, MED, KSG, CoG and CAF have been undertaking capacity building of county governments on OSR, audit, M&E, planning and budgeting and utilizing peer to peer learning. More engagement with CoG's Maarifa Centre is needed.
6	Joint programme scope too broad and/or creeps.	Sept. 2018	operational/institutional	P=3 I=3	<ul style="list-style-type: none"> PSC used objective criteria to determine limits to geographic and sectoral/sub-sectoral programme scope. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> The programme's scope remains limited to 14 counties as selected in the project document using the objective criteria. Requests from other institutions for support are referred to work with existing established partners (e.g., CoG).
7	National to county financial transfer reductions impact county ability to implement joint programme.	Sept. 2018	operational/institutional	P=2 I=2	<ul style="list-style-type: none"> Ongoing monitoring of national debt and potential impact on national to county financial transfers; consultation with Commission on Revenue Allocation. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> This risk did not materialize during the quarter.
8	Weak transparency and accountability for use of programme resources.	Sept. 2018	operational/institutional	P=4 I=4	<ul style="list-style-type: none"> Ongoing M&E; Spot Audits; procurement via DEX as needed; strengthen county procurement and PFM capacity; upfront initial visits/training to lps/recipients re. fiduciary risks and controls. Use of UN Agency's common HACT approach. Regular UN audit process used. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> HACT assessments undertaken for all programme responsible partners and implementing partners and HACT spot checks are performed on select partners by an outside firm (e.g., PwC) RPs and IPs trained on HACT to enhance financial reporting.

#	Description	Date Identified	Type	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of June 30, 2021
							<ul style="list-style-type: none"> Programme holds monthly technical meeting to review progress on the use of programme resources.
9	Program design doesn't prove feasible (not flexible, fit for purpose, results not being realized, etc.).	Sept. 2018	operational/institutional	P=2 I=3	<ul style="list-style-type: none"> Ongoing M&E; peer review via DDWG and DSWG; PSC to receive mid-term evaluation. Create off-ramps. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> The programme remained agile and responsive to developments affecting the devolution sector. Monthly internal programme meetings were held with the three Agencies to discuss progress towards results and evolving partner needs and context.
10	Inadequate funding for the project.	Sept. 2018	funding	P=3 I=3	<ul style="list-style-type: none"> Joint Programme will work with national and county governments to expand resource mobilization base and work with development partners to ensure that resources mobilized are used prudently for intended results. Phased approach to implementation utilized, esp. in first year. The programme initiated negotiations with FCDO and other DPs for additional resources. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> The programme has developed a tool for tracking and reporting government counterpart funding. PSC sitting on June 29, 2021, directed development of a concept note for extension of JDP to 2025 and approaching new donors to the programme
11	Gender equality and women empowerment issues receive less attention in policy, planning and budgeting.	Sept. 2018	operational/funding	P=4 I=4	<ul style="list-style-type: none"> Joint programme to emphasize GEWE capacity, and resource allocation Gender advisor to support all programme to support full integration of GEWE issues 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> An assessment of the level of participation of women in programme supported activities was done which showed a low rate and this is being proactively addressed with partners.

#	Description	Date Identified	Type	Impact (I) & Probability (P)	Countermeasures/ Mitigation Management Responses	Owner	Status as of June 30, 2021
12	General Elections 2022 and the ongoing Building Bridges Initiative (BBI) led call for referendum to amend the Constitution of Kenya 2010	Sept. 2018	political/ strategic	P=5 I=4	<ul style="list-style-type: none"> As election approaches, a set of project guidelines (re. elections risk) will be developed and circulated. The project will identify and attempt to primarily target government officers who will remain in their positions after the 2022 election (not incl. MCAs targeted for training). Timing: Approx. six months before election implementing partners will be distracted by the election. The project will use this period to focus on: gathering/sharing lessons learned; conduct monitoring and evaluation activities; spending will be reduced during this period. The project ensured that project activities and equipment are not used, or perceived to be used, for political gains. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> The programme monitored development around the BBI-led call for a referendum and will engage technical level officials with a higher likelihood not to be affected by regime changes arising out of electoral processes.
13	Environmental/ climate-related shocks that affect county resources	March 2019	Environmental	P=2 I=3	<ul style="list-style-type: none"> Joint Programme continuously monitored environmental climate-related risks and engage with relevant actors to support counties undertake contingency and risk mitigation measures. 	UNDP UNICEF UN Women	<ul style="list-style-type: none"> The programme supported target counties to develop climate change and climate change adaptation policies.

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

6.1 Targeting

Target groups	Needs addressed	Evidence
National and county government social sector planning and economic officers	<ul style="list-style-type: none"> – Evidence/data generation – Training on social sector sensitive planning and budget 	<ul style="list-style-type: none"> ▪ 47 county budget briefs produced. ▪ 47 county poverty profiles produced ▪ Training of social sector planning and economic officer in all 47 counties in 8 clusters. ▪ SOCATT tool mentioned above
Intergovernmental agencies (OCOB, CRA, IGRTC, MoDA)	Automation of the OCOB budget reporting system	<ul style="list-style-type: none"> ▪ Controller of Budget Management Information System (COBMIS) to help in automation of MDAs and county quarterly budget implementation reporting system being finalised.
	Identification and strengthening of county OSR	<ul style="list-style-type: none"> ▪ Assessment of county OSR finalized to inform identification and development of OSR streams ▪ CRA – OSR tracking tool, OSR training guidelines ▪ All OSR streams correctly mapped and coded in the revised standard chart of account
	Policy dialogues on devolution	<ul style="list-style-type: none"> ▪ Policy dialogue publication produced. The publication will inform debate on devolved governance in Kenya and provide reference material for policy makers, implementers, and academia.
	Development of national policy on devolution	<ul style="list-style-type: none"> ▪ The policy will provide overall guidance on implementation of devolved system of government in Kenya.
Women, youth, PWDs at county level	Meaningful participation in county budgeting and planning processes	<ul style="list-style-type: none"> ▪ CBEFs have representation of women, youth, PWDs as required by the law.
Civil society	Strengthen voice in local and county governance	<ul style="list-style-type: none"> ▪ County response to COVID-19 GBV issues enhanced.

6.2 Sustainability

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

6.3 Strengthening National Capacities

Results achieved	Institution	National capacity strengthened
Automation of the budget reporting systems.	OCOB	MDAs and County government quarterly budget implementation reporting system.
Monitoring and Evaluation Dashboards.	State Department for Planning, TNT	MDAs and County government National and County Integrated Monitoring and Evaluation System strengthened.
Gender mainstreaming guideline in revenue administration.	CRA	Incorporation of gender in training of CBEFs CRA staff capacity on GRB strengthened.
Citizens and key stakeholders engaged in county planning, budgeting, monitoring, evaluation and reporting processes.	CRA	47 counties governments establish CBEFS.

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

VI. Coordination and Partnerships

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

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

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

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

VII. Lessons Learned and Recommendations

- Working with national government partners extended the reach of initiatives to beyond the 14 programme counties without substantial additional cost. This will enhance the long-term sustainability of programme results.
- Collaboration between the three UN agencies has enhanced achievements of solutions to address counties challenges as they tap into their organizational strengths and mandates and partnerships with stakeholders including the government partners.
- Programme counties are heterogenous in their levels of development and adoption of various devolution related frameworks. This calls for tailor-made, demand-driven approaches for sustainably introducing and institutionalizing PMS, PFM, M&E, KM and public participation structures and systems.
- Top leadership buy-in and goodwill are pre-requisites for implementation of PMS and M&E systems. There is therefore need for continuous, targeted sensitization of county leadership to champion PMS and M&E.
- With the advent of COVID-19 containment measures including travel and meeting restrictions, there is need to embrace a mix of methods for county/public engagement. These may include remote monitoring, joint activity design and implementation, joint evaluations and strengthening digital solutions for business continuity.

VIII. Financial Report

2021 SEMI-ANNUAL FINANCIAL REPORT
PROJECT TITLE: UNDP-UNICEF-UN WOMEN JOINT DEVOLUTION PROGRAMME
UNDP PROJECT NUMBER: 00117973

Programme Output	2021 Budget (US\$)	Expenditure to June 2021 (US\$)	Variance (US\$)	Government cost sharing (US%)	Delivery (%)
Output 1.1.1: National and county governments have strengthened select inter and intra-governmental coordination mechanism	451,856	306,280	145,576	88,189	67.78%
Output 1.1.2: Governments have harmonized governance policy, legal and institutional frameworks to support devolution	477,648	154,190	323,458	71,020	32.28%
Output 1.1.3: Improved county capacities for effective implementation of child protection services	197,001	64,895	132,106	-	32.94%
Output 1.2.1: County capacities strengthened for equitable and inclusive budgeting	561,234	183,271	377,963	39,434	32.65%
Output 1.2.2: County capacities improved for revenue projection, generation, collection and reporting	166,000	15,216	150,784	-	9.17%
Output 1.3.1: Counties have strengthened planning and service delivery mechanisms.	265,725	16,310	249,415	63,070	6.14%
Output 1.3.2: National and County governments have strengthened monitoring, evaluation, reporting systems.	184,810	309,201	(124,391)	180.00	167.31%
Output 1.3.3: National and County systems improved for the generation of disaggregated data (GBV, FGM, VAC, child marriages and marginalized populations including PWDs at county level, including a joint baseline study) for evidence-based decision making at both levels of government.	260,346	3,874	256,472	0.00	1.49%
Output 1.3.4: National and County governments have strengthened capacity for risk-informed development planning and budgeting.	276,444	142,002	134,442	26,250.00	51.37%
Output 1.4.1: County governments have established public participation policy, legislation and frameworks.	120,000	9,273	110,727	53,556	7.73%
Output 1.4.2: County governments have established and operationalized inclusive citizen engagement and accountability mechanisms.	240,000	37,411	202,589	3,363	15.59%

Output 1.4.3: Increased capacity of CSOs to engage county governments on planning, budgeting and service delivery.	213,623	14,628	198,995	56,741	6.85%
PIU & Coordination: Improved Programme Management Support to the devolution programme	575,915	300,361	300,361		52.15%
Indirect Support Costs (GMS)	122,846	122,846	(79,105)	-	100.00%
Commitments and Undepreciated assets & Inventory	308,344	(79,105)	65,413	-	-25.65%
Total Expenditures	4,098,946	1,600,654	2,444,805	401,802	39.05%

IX. Monitoring and Evaluation

Monitoring and Evaluation Activity	Key Outcome/Observation	Recommendation	Action Taken
CIMES capacity diagnostic assessment of 6 counties	Counties are not aware of various projects being supported by UNDP. Counties have not developed an M&E policy, has not developed an indicator handbook, and have a newly created M&E Unit. Uncoordinated approach to supporting counties, especially led by national government partners of JDP.	<ul style="list-style-type: none"> ▪ Sensitization of programme counties on JDP and its implementation modalities. ▪ Strengthen alignment of the M&E Unit and GDU in tracking and reporting on results and projects. 	<ul style="list-style-type: none"> ▪ Roll out the action plans for county M&E/CIMES capacity building.
PMS preparedness evaluation and scoping mission to Tana River County	UNDP and KSG evaluated the preparedness of the county for the Youth learning centre. Findings – well prepared with a GoK allocation of Kes 10million and premises for the centre	<ul style="list-style-type: none"> ▪ The planned support to be rolled out 	<ul style="list-style-type: none"> ▪ Implementation of the AWP has commenced
M&E Visit to Isiolo County on PMS	The mission observed improved skills in PC implementation following the trainings that have been taking place. During the mission, PCs for the county’s eight sectors that constitute the executive arm of the County Government were vetted and signed. PC process has entrenched a culture of performance and accountability in the County.	<ul style="list-style-type: none"> ▪ Follow-up with the county for end of PC evaluation 	<ul style="list-style-type: none"> ▪ Support for end of PC evaluation

Annex I – Photo Gallery



Makueni County Governor, HE Kivutha Kibwana, with officials from CoG, UNDP and the county during the peer-to-peer learning in the County.



Review of county PMS guidelines



JDP supported sensitization of Narok County officials on PMS