



Part 2 Evaluation Report

Visibility Openness and Integrity through Community Engagement (VOICE) Programme



“Usipoziba ufa, utajenga ukuta”

Kwale County, Kenya

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Abbreviations and Acronyms

ATI	Access To Information
BQs	Bills of Quantity
CDF	Constituency Development Fund
CDO	County Development Officer
CIB	Community Integrity Building
COVID - 19	Corona Virus Disease of 2019
CRA	Commission of Revenue Allocation
CSO	Civil Society Organization
ECDE	Early Childhood Development Education
ED	Executive Director
DevCheck	Development Check
FGD	Focus Group Discussions
JWG	Joint Working Group
KNBS	Kenya National Bureau of Statistics
KCNRN	Kwale County Natural Resources Network
KYGC	Kwale Youth Governance Consortium
MCAs	Members of the County Assembly (MCAs)
M&E	Monitoring and Evaluation
MPs	Members of Parliament
NG-CDF/ CDF	National Government- Constituency Development Fund
NHIF	National Hospital Insurance Fund
PICTURE	Precise, Inclusive, Credible, Triangulated, Usable, Results-focused, & Ethically analysed and used.
PIC	Project Implementation Committee
PMC	Project Management Committees
PWD	People with Disabilities
SOAK	Social Accountability programme in Kwale
UNDP	United Nations Development Programme
VAs	Village Administrators
VOICE	Visibility, Openness and Integrity through Community Engagement
Was	Ward Administrators

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Cover image: A crack in the wall at Dzivani Primary School, in a classroom not monitored by the VOICE programme (see case study on p16 for details). Credit: Beryl Consult

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Executive Summary

This is a report of the Part II evaluation of the VOICE programme in Kwale County. The evaluation was undertaken in the months of January to April 2022. Data collection for the study was undertaken from January 24th – February 4th, 2022.

The partners implementing the VOICE programme were Kwale Youth Governance Consortium (KYGC) and Kwale County Natural Resources Network (KCNRN). The stated goal of the VOICE programme was to contribute to “greater transparency, participation, accountability and overall performance of public services and infrastructure projects in Kwale benefitting all sectors of society, including the most marginalised.” An old Swahili adage goes as follows: *“usipoziba ufa, utajenga ukuta.”* (Loosely translated as: “If you don’t repair the crack, you may have to build a wall”). This adage is as true of the Integrity Action work as it is of all of life. Difficult as repairing cracks is, it takes more effort and resources to build a new wall. Enhancing greater transparency helps to surface cracks before we have to rebuild entire walls.

Integrity Action’s theory of change and the Citizens Integrity Building (CIB) approach holds that the pathways to creating change have three key features which reinforce each other: i) incentives to act with, and demand, integrity; ii) mutual trust between citizens and institutions; and iii) information that gives citizens leverage. In line with the theory of change, the objectives of the programme were set at three levels as follows:

- a) Citizens will be more informed, capable and motivated to follow up on the implementation of services and infrastructure in Kwale County;
- b) County authorities and other duty bearers in Kwale will have improved how they listen to and respond to citizens’ concerns on services and infrastructure;
- c) There will be greater opportunity for, and quality of, engagement between citizens and other stakeholders concerned with services and infrastructure in Kwale.

This second part of the evaluation explored the effectiveness of the programme in achieving the three objectives above. The evaluation sought to answer two research questions: a) Which elements of the CIB approach add most (and least) value to the experiences of programme stakeholders? And; b) How can these be best implemented to effectively achieve the desired objectives above? Below are the findings of the study at the three levels.

The evaluation noted that at citizen level the key elements of CIB that created incentives to act with and demand integrity was the initial engagement of monitors, and later PMCs that had been trained by the partners to act with and demand integrity in the actions of the contractors, and staying the course until the problems are fixed was a great incentive. Various examples are cited in the report where citizens (monitors and PMCs) got the courage to stand their grounds and demand answers, as well as seeking to participate in development planning through the window of public participation

At institutional level, there is evidence that the engagement of the monitors in particular and the two partner organizations with the county duty-bearers, while still in its nascent stage is beginning to bear fruit. While the results of their listening and response to citizens’ concerns was evident at infrastructure level, there was still ambivalence and stone-walling by government officers when it came to requests to engage in monitoring of service delivery. It was good to note that one of the two partner organizations had found a way to engage in policy influencing at the county legislative level,

although no laws had been passed during the life of the project, their participation in the creation of a Bill in the County Assembly is a good sign of things to come.

There is also evidence of growing trust between the citizens and the institutions of governance demonstrated by the institutions' willingness to share the Bills of Quantity for the projects, which could not happen in the past. The availing of this information gave the citizens great leverage in holding both the county institutions and contractors accountable. However, the evaluation noted that the VOICE programme missed the opportunity to mainstream the duty-bearers as users of DevCheck, a situation the evaluation team believes would have enhanced trust and between the citizens and duty-bearers in so far as sharing of monitoring information is concerned. How could this have been done better? Inclusion of duty bearers on DevCheck should have been planned into the VOICE from the onset.

Is there greater opportunity for and quality of engagement between citizens and other stakeholders? Yes, a number of duty-bearers interviewed expressed the desire to be trained by the partners on the use of the DevCheck and any other tools that could enhance their work. In addition, unexpected outcomes of the VOICE project were noted in spin-offs such as monitors being asked by their communities to run for political office while others suddenly saw the need to enhance their education levels. Further, the courage gathered by other offices working with and observing monitors engage made one village administrator begin very formal planning of development in his own village – appointing village teams that align to the county government departments to brainstorm every year and come up with priorities for development that they then present at the public participation forums.

Based on the findings above, the evaluation team made the following recommendations on how the findings be best implemented to effectively achieve the desired objectives of the programme.

First, according to the Partners, public participation is still ceremonial and tokenistic. Citizen engagement needs strengthening especially in terms of the notice before meetings; representation, co-option of public proposals into government projects, policies and problems resolution in project implementation and management. It is recommended that *IA advocates for the general improvement of the Public Participation process to improve its quality, level of engagement and deliverables.*

Secondly, to magnify the outcomes of the project, which are good for the community, the evaluation recommends that *the overall VOICE programme closure should have a public sensitisation focus.* Monitors can do targeted sensitisation to village elders and nyumba kumi leaders about its impact and the lessons from their own experience. This could bring in *Media Engagement where* partner organisations work with the monitors to share the lessons from their work with VAs and PMCs over the past three years. Radio is still king in conducting outreach to Kwale residents given the levels of literacy.

Thirdly, it was noted that capacities of the PMCs and even community members to engage duty-bearers is still relatively weak, in this regard, the evaluation recommends *capacity building for PMC members on BQs.* Awareness is still limited as it bears some technicalities and illiteracy is still relatively high. Further, there is also need for *community level training of trainers:* There is opportunity for the partners alongside monitors where possible to carry out a training of trainers regarding accountability.

Finally, advocate for laws to oversee project management process including allotments for PMCs: Recognizing that politicians at the county level - governor and Members of County Assemblies (MCAs) - make expedient decisions rather than practical ones that affect project sustainability, there is a need for KCNRN and KYGC to advocate for a policy and law to safeguard project implementation and management process. On the whole, the VOICE project provided an excellent start on citizen action for accountability. The CIB approach holds promise especially as the second cycle of county governments begin their terms in September following the 3rd elections cycle under the Constitution of Kenya 2010 that anchors devolution. It would be great if the lessons gathered in rolling out the VOICE project in Kwale can be replicated in other counties in Kenya where resources are being expended, and sometimes lost due to lack of accountability by the duty-bearers.

1.0. Background and Evaluation Objectives

In January 2021, Integrity Action (IA) commissioned Beryl Consult to undertake a two-part evaluation of the Visibility, Openness and Integrity through Community Engagement (VOICE) programme that had been running in Kwale County, Kenya from October 2019 and was set to end in March 2022. The partners implementing the VOICE programme were Kwale Youth Governance Consortium (KYGC) and Kwale County Natural Resources Network (KCNRN). The stated goal of the VOICE programme was to contribute to “greater transparency, participation, accountability and overall performance of public services and infrastructure projects in Kwale benefitting all sectors of society, including the most marginalised.”

VOICE programme is the second partnership between the three organisations. Previously, these organisations had jointly implemented the Social Accountability in Kwale (SOAK) programme using the Community Integrity Building (CIB) approach developed by Integrity Action.

The first part of the evaluation focused on “What is not working well according to different stakeholders so as to inform decisions and practices in the remainder of the programme.” The final report made various recommendations to the two partners and Integrity Action geared towards improving the remainder of the programme.

The objectives of the programme set at three levels were that:

- i. **Citizens:** Citizens will be more informed, capable and motivated to follow up on the implementation of services and infrastructure in Kwale County;
- ii. **Institutions:** County authorities and other duty bearers in Kwale will have improved how they listen to and respond to citizens’ concerns on services and infrastructure;
- iii. **Platforms:** There will be greater opportunity for, and quality of, engagement between citizens and other stakeholders concerned with services and infrastructure in Kwale.

This second part of the evaluation explored the effectiveness of the programme in achieving the objectives above. The evaluation sought to answer the following two research questions:

- a) Which elements of the CIB approach add most (and least) value to the experiences of programme stakeholders?
- b) How can these be best implemented to effectively achieve the desired objectives above?

Data collection for the study was undertaken from January 24th – February 4th, 2022.

The report has the following parts. Section 1 is the introduction and background of the project and the evaluation process. Section 2 covers the context of the project and the end evaluation study. Section 3 explains the Theory of Change and the CIB approach. Section 4 is the methodology while Section 5 presents the findings of the evaluation study. The last two sections 6 and 7 present lessons learned and Conclusions and Recommendations respectively.

2.0 Context: Project Implementation in Kwale County Government

Kwale County is one of the few in Kenya that have devolved government to the village level. Under this arrangement, the County has formed Village Units, headed by Village Administrators (VAs) whose mandate includes overseeing the implementation of county governments physical infrastructure projects. The village and ward administrators are local civil servants competitively recruited based on certain competencies through the County Public Service Board with a stipulation that they should be residents of the sub-counties they wish to work in as that knowledge is essential to their delivery.

The projects undertaken in each sub-county are in line with the County's 10 assigned functions¹ under the Constitution of Kenya 2010. The VAs mobilise citizens on behalf of the county government and sensitise them regarding upcoming projects and those underway. As grassroots government officials, they advise the public regarding the parameters for selecting Project Management Committees (PMCs) to oversee project implementation. The PMC selection criteria includes gender, youth, people with disabilities (PWDs) and relevant knowledge the potential members may already have. VAs also audit and manage county projects.

2.1. County Government Reporting System

- a) **Reporting via paper trail:** The VAs report to the hierarchy within the County Public Administration system starting with monthly reports about projects sent out to Ward Administrators (WAs) who compile projects from their jurisdiction and share with Sub-County Administrators. Monitoring and Evaluation (M&E) officers receive reports monthly and quarterly.

¹ The functions and powers of the county are— agriculture, health services, control of air and noise pollution, cultural activities, public entertainment and amenities, county transport, animal control and welfare, trade development and regulation, county planning and developments, pre-primary education, village polytechnics, home-craft centres and childcare facilities, natural resources and environmental conservation, county public works and services, control of drugs and pornography and lastly ensuring and coordinating the participation of communities & locations in governance.

Use of technology is limited to communication on WhatsApp groups for the VAs with the M&E team.

- b) **Reporting to the community:** Oral messaging is still most preferred in reporting to the community, PMCs and monitors through their regular meetings. Some message dissemination leverages on the already existing government platforms such as *'nyumba-kumi members.'* Community barazas organised by the chief are also an opportunity to brief the public. Nevertheless, most VAs interviewed reported they also communicate progress in projects to village elders in their unit via a WhatsApp group.
- c) **Public Participation is a key function of the county government.** Public participation happens throughout the project selection, prioritization and implementation stages including problems resolution. According to VAs allied to KCNRN, user departments are involved in project design and public participation offering technical support to the VAs. However, during the Covid-19 pandemic the restrictions imposed reduced the level of public participation. For that reason, the government largely pushed its own agenda and any community inclusion was tokenistic. For example, KYGC reported the county government called for memoranda on preferred development projects from the public yet they know the majority of the people do not have the capacity to write them.
- d) **Service delivery remains poor especially in the health sector.** The partners reported that over the last two years many dispensaries have been built yet the people still receive poor service. "People die in the waiting bay and humanness is lacking. Most of the health facilities do not have the requisite staff. At the same time, employment in the county is based on sycophancy rather than merit," said a Senior Partner Staffer. The study team could not confirm this claim as there is no data to support it but it is was the perception of some that generally, government goodwill for provision of quality health services is lacking.

In addition, the only Dispensary Health Committee to emerge from the community – in Gandini Ward in Kinango sub-county reported a number of challenges at the health facility including overcrowding due to having just one doctor and whenever he is absent, there are no services. However, the same committee reported that having the committee to monitor service delivery has greatly improved matters at the health facility including cleanliness of the facility, illegal charges that used to be levied have been removed, better gabbage disposal, and greater staff accountability for their actions.

- e) The **relationship** between the County Government of Kwale and the partners remains tenuous. Some officials are cooperative but quite a large number remain ambivalent. They do not like the transparency in reports and the general push for accountability. The governor, MCAs and County Executive Committee (CEC) members are politically aware and at least offer some level of cooperation as they care about their public reputation. Nonetheless, this reality easily shifts depending on what's politically expedient. On the other hand, the mid-level professionals running the County directorates have in some cases become the bottleneck to service delivery as they are immune to public scrutiny.

- f) Additionally, within the county government some rivalries have played out between different functions at times hindering project implementation and service delivery. A major one has been between MCAs and VAs especially as the latter were introduced in 2016 by the county executive to oversee the implementation of development projects in the village units. VAs the research team met through KCNRRN reported the relationship with MCAs has eased a bit with the introduction of their representatives in local committees such as the Agricultural, Fisheries and Livestock Committee; the Education bursary one and the Sports, Social and Cultural Services committee. Although the involvement of MCAs in execution would be largely illegal much like the participation of the MPs in CDF, the issue remains confusing as it definitely introduces conflict of roles between the executive and the legislature whose primary role should essentially remain law-making and oversight, not execution.

3.0. Theory of Change & the CIB Approach

3.1 Theory of Change

Integrity Action's theory of change holds that the pathways to creating change have three key features which reinforce each other:

a) Incentives to act with, and demand, integrity.

If it is materially and/or or socially rewarding for institutions to listen and respond to citizens' demands, and there are negative consequences if they do not, it is more likely institutions will act with integrity. Rules, laws and "enforcement" from above provide incentives alongside social, informal pressure from below.

Citizens also need incentives: if demands are rewarded, promptly, with better quality services, and raising their voices leads to increased personal agency and/or enhanced reputation within the community, it is more likely they will take action next time round. Conversely, if institutions repeatedly fail to respond, citizens are likely to disengage.

b) Mutual trust between citizens and institutions.

Communities who have lost faith in their institutions will be less inclined to make demands of them. Likewise, duty bearers are less likely to listen to citizens if they do not trust that their views are valid or informed.

IA believes that trust is more than just another incentive: it is essential for our goal. Other factors may be instrumental in bringing about change, but trust is an intrinsic part of the change we want to see. That's why in its approach, engagement between citizens and institutions is typically constructive, not antagonistic.

c) Information that gives citizens leverage.

It is easy to break – or forget – promises if nobody knows about them. We believe that as citizens learn more about their entitlements, and particularly if they have precise information on this, they are more likely to care about them being fulfilled, and will have greater power to demand they are honoured.

IA knows and holds, however, that information alone isn't sufficient to drive change. That's why the citizens they work with don't just report problems; they actively work with service providers to understand causes and seek solutions.

IA's theory of change informs the parameters of research in which:

- a) Citizens include groups such as migrants and refugees who may not legally have citizen-status;
- b) Institutions are defined as all duty bearers upon which citizens rely in order to enjoy their rights and entitlements;
- c) Platforms refer to spaces that exist, or that IA and its partners provide, through which citizens and institutions interact.

3.2 The CIB Approach

According to partners the CIB approach has been effective citing monitors empowerment and problems fix rate. The attained impact was also linked to the flexibility in use of resources offered by IA which ensured they were utilised where they were most needed, ensuring close proximity to the projects they oversee and the partner maintaining a dedicated team to the program. The Fix Rate of 80% for both partners was also quoted as an indications of effectiveness of the approach.

In the inception phase, a chance to engage with government officials at the beginning formally or informally would have fine-tuned the approach. The informal many times helps lay the groundwork for the formal. An interface with Public Administration informally would have advised on how to deal with the formal and how to best fine-tune the approach to suit local needs.

The partners' engagement with either the Monitoring and Evaluation department under the Governor's office or the Public Administration Directorate was very brief and formal only. It is noteworthy that it came after the approach to take had already been cast. Overall the partners (especially KYGCs) engagement with the higher echelon of the County Government appears not to have been smooth. KYGC acknowledged that they had not been sharing reports with the Chief Officers who are the accounting officers at County level.

Interviews with partner organisations reveal that one got government buy-in through the formal bureaucracy leveraging on personal networks, just before VOICE started, while the other pursued a political in-road to get buy-in from the government. Additionally, some Village and Ward administrators self reported that sensitisation at the beginning on the importance of access to information to service delivery and citizen engagement would have strengthened take off as they were initially cautious in dealing with the CSOs.

3.3 The Partners and Implementation

Kwale Youth and Governance Consortium

When the research team visited KYGC, the VOICE Programme staff reported they had added an additional member to their team - Justus Mwero - to assist with Monitoring and Evaluation (M&E). This raised the size of their programme team to 5 members. The organisation continues to run a sponsorship programme in collaboration with Plan International and has started two other programs focused on the mining sector in collaboration with Haki Jamii and Law Society of Kenya respectively.

In the last year of the VOICE programme, the initiative was implemented in 5 Village Units of Matuga Sub County - Ngombeni, Ngorini, Mkoyo, Magwasheni and Mlafyeni. In Kinango Sub-County the focus was in the following village units: Kasemeni, Dumbule, Kinango and Gandini. They had reported on the DevCheck platform 93 projects - 20 service projects that had not taken off and 73 infrastructure focused projects - 10 water related and 63 others - [education (46) and 17 roads].

Although services monitoring did not take off due to the Covid-19 pandemic, monitors and community members took the initiative to continue following up on health sector service commitments in collaboration with one Dispensary Health Committee (DHC). The case started in 2018 during the SOAK program. KYGC sought to get a letter from the department of health to engage health centre staff to monitor service delivery but was not granted permission and no reason was given. KYGC made the request to the department but the officers in charge kept asking for different documents each time and delaying the grant of permission, asking for the proposal that allowed them to work with county institutions etc. After a while it became evident that DoH was not interested in granting the permission so the organisation opted to work with the DHC which has an official mandate in law. [See case study later.]

A total of 81 monitors engaged in the programme but two died, and the case reported to Integrity Action in a telephone conversation. At the time of the evaluation, KYGC had 46 active monitors and 33 inactive. The reasons given for the inactive monitors follow. Some monitors had not been assigned a project to oversee since inception of the programme as resources from the county are not evenly distributed. Others dropped out due to personal business and other socio-economic challenges. Additionally, VAs don't always have on-going projects in their backyard every financial year.

Following the mid-term evaluation in February and March 2021, KYGC decided to operationalise one recommendation i.e. direct training of Project Management Committees (PMCs) to proactively engage the County government rather than second a monitor to work alongside them. A total of seven PMCs were directly trained: four in Kinango sub-county and three in Matuga.

The training of PMCs however faced some challenges. First the PMC members were lesstech savvy than the monitors and therefore could not use the DevCheck platform. Secondly, the PMCs were time conscious and not willing to participate in a full day training or consecutive sessions on several days. Thirdly, change of members' mindset was difficult as the majority of them are set in their ways.

KYGC reported that *although the PMCs engaged acknowledged gaps in know-how, they are compromised by the contractor using small cash allowances not to hold them to account.*

Consequently, they turn a blind eye to things in deference to the contractor and county engineer. Generally, contractors usually try to repress criticism.

On the other hand, KYGC reported the VAs were not very enthusiastic about the PMC training experience and only attended day one of the training.

Due to this move, the KYGC reported that they have been perceived by some VAs and community members as a troublemaker in society working against the duty bearers and PMCs.

Notwithstanding, KYGC celebrates the stretch and brand visibility the programme has afforded it. This partner's grassroot footprint has widened and trust from the community established considerably especially in Kinango that usually does not attract lots of civil society projects. The stretch/growth has helped the organization to transform its working approach from an agency run social audit to a community owned initiative. The organization has also acquired some civil engineering knowhow and their monitors are now referred to as "engineers without papers"

Kwale County Natural Resources Network (KCNRN)

On 31st January, 2022, the research team met KCNRN staffers late afternoon in a restaurant in Ukunda. The coordinator reported that their organisation had grown and was just about to start implementing a World Bank backed programme on Climate Change alongside the Institute of Law & Evaluation Governance (ILEG) and the Kwale county government. Under this programme, the staff team was going to hire an additional 11 staff members to support its work. Besides, the organisation's status had changed from a Community Based Organisation (CBO) to a Non-Governmental Organisation (NGO) serving the entire coastal region. Their name was set to change to Conservation Alive Kenya (CAK).

At the time of the evaluation, KCNRN had monitored 109 projects: 54 completed, 8 in-complete, 39 active and 8 approved but not started. Of the 39 active, 9 focused on services and 30 on infrastructure. The infrastructure projects focused on three sectors: education, health and water. The total number of monitors was 109. Of these monitors 32 had stopped work as their projects came to an end. Currently 50 monitors are active and the organisation in addition has 27 volunteer monitors whose use remains unclear. Only the 50 monitors receive a stipend. A cross cutting challenge reported is that monitors keep demanding for a bigger stipend and that the staff is very stretched due to several projects overlapping.

Following recommendations from the mid-term evaluation, KCNRN decided to change its monitor recruitment procedure. Monitors' roles and responsibilities were outlined and they no longer had to become KCNRN members. The upshot of this was the fact that the monitors' commitment to their work improved. Further, the CBO had developed a *monitors and PMCs training manual*. Further, under KCNRN's influence and with its support, the Marere Ward MCA had developed a County Assembly Bill - *Kwale County Project Implementation and Management Bill* - to strengthen the monitoring work in the county.

Surprisingly, KCNRN's Coordinator reported that their working relationship with the government is fragile, yet they reportedly were at the start of a collaboration on another program. According to the

staff team, the VAs and WAs see the organisation as a threat to their work in their push for transparency and accountability. Besides, contractors see the organisation as a hindrance to their project implementation linked to the monitoring work.

Internally, KCNRN has adopted an alternative tech tool - www.serenic.com/ourcustomers/ngos for managing their other programmes and for internal reporting on other projects but not to necessarily update the government. A new staffer, whose role was not disclosed to the evaluation team had recommended the new tool to the organisation.

4.0. Methodology and Structure of the Report

Fieldwork for Part II of the VOICE evaluation took place from 24th January to 4th February 2022 in Kwale County. The data collection exercise was conducted in collaboration with Kwale Youth Governance Consortium (KYGC) between 24th Jan and 28th January, 2022. Thereafter, community visits followed with the Kwale County Natural Resources Network (KCNRN) from 31st January to 4th February, 2022.

In undertaking the evaluation, the consultants reviewed the relevant data including reports of training as well as the mid-term evaluation report undertaken to establish what worked and what did not work through both outcome harvesting and other participatory methodologies such as focus group discussions (FGD), key informant interviews (KIIs) and physical observation of projects.

Overall, although the evaluation did not cover as broad a range of stakeholders as was desired, the range of level of duty bearers met and interviewed through KCNRN was higher and more representative than was the case during the mid-term evaluation. Credit for this goes to the partners who undertook the requisite mobilisation.

The level of conversations was deeper at all 3 levels of the evaluation objectives: citizens, institutions and platforms as shared in the terms of reference. KYGC provided notable case studies of monitors, duty bearers and formations taking action while KCNRN had made some significant in-roads in their attempts to indirectly influence government policy [Monitoring and Evaluation policy and a draft private member's bill to inform the Project Implementation process].

A glaring outlier noted in this evaluation exercise was the Community Development Officer (CDO) role within the villages and wards. The consultants met them while engaging duty bearers in the sub-counties managed by KCNRN. They were outlier because their role was surprising as they had not been previously mentioned by either partners or the VAs during the mid-term review. Although it was unclear where they fit in the county government system, the discussions revealed CDOs should be the natural counterpart to partners in conducting community sensitisation about various policies of the national and county government applicable in the local set up.

Of note also was the fact that the duty bearers' groups differed in their feedback regarding the VOICE program. KYGC allied duty bearers were very collaborative yet the KCNRN team were more

defensive and reluctant to mention any gains emanating from the initiative. From the discussions held with the duty bearers presented by KCNRN, one could tell that some had not worked with monitors at all. The consultants noted that even if the number of duty bearers in a meeting was large they kept deferring to one or two for comprehensive responses and the others offered perfunctory contributions. Despite the above observation, it cannot be said with any level of certainty that there was any incentive paid, other than the bus fare to get to the meeting point with the consultants, that we noted being reimbursed to nearly all interviewees by both partners. By the same token we cannot say with certainty that any of the partners undertook biased mobilization. It is noted though that KCNRN had four times more duty bearers than KYGC, a fact that could perhaps be explained by their closer working relations with the County Government as opposed to KYGC.

KYGC: Tables showing # participants for FGDs and KIIs conducted

Date	Place M- Matuga K- Kinango	Partner	Monitors	JWG/PMC	Duty Bearer	Beneficiaries	Others
24/01	Ukunda office	4 (3m, 1f)					
25/01	Kinango/K		5 (2f,3m)	6 (2f,4m)	1f Kinango		
26/01	Gombaumale/ K			3f,4m		5(2f,3m)	5 (2f,3m) (DHC) Gandini
26/01	Gombaumale/ K		4 (3m,1f)		1m Gandini		
27/01	Tsimbi/Golini/K			8 (3f,5m) Manjera	1m Mbuguni		
27/01	Gandini/K		3 (2f,1m) Gandini	5 (4m,1f) Mitangani			
28/01	Tiwi & Kubo South/M		4 (2m, 2f) Tiwi	6 (2f, 4m) Magwasheni	1m Magawani	4f Tiwi	
28/01	Tiwi/M		3 (2m, 1f) Tiwi				
Totals		4 (3m, 1f)	19 (11m, 8f)	32 (21m, 11f)	4 (3m, 1f)	9 (3m, 6f)	5 (3m,2f)

KCNRN: Tables showing # participants for FGDs and KIs conducted

Date	Place	Partner	Monitors	JWG/PMC	Duty Bearer	Beneficiaries
31/01	Restaurant in Ukunda	2m			2VA, 1 Com Dev Officer	
01/02	Ukunda & Kinondo/Ukunda,M		4 (3m,1f) Kinondo	6 (3f, 3m)		
02/02	Kinondo/Ukunda, M		3 (2f,1m)		2WA,1VA	2 (1f,1m)
03/02	Pongwe/Kikoneni,L		4(3f, 1m)	5 (4m, 1f)	1VA	2 (1f,1m)
03/02	Vanga, Lunga Lunga		2 (1f, 1m)	4 (3f, 1m)	4VA, 1WA	
04/02	Mwereni, Lunga Lunga		7 (4f,3m0)	8 (7m,1f)	3VA, 1 Com Dev Officer	
Totals		2m	20 (9m,11f)	23 (15m,8f)	16	4 (2m,2f)

5.0. Findings

The findings of this study are presented to answer the two research questions considering their impact on the three levels of programme objectives. The research questions were: Which elements of the CIB approach add most (and least) value to the experiences of programme stakeholders; and how can these be best implemented to effectively achieve the objectives of the programme?

5.1 Changes in Citizens including Monitors

5.1.1 Monitors

Personal growth - Monitors have become opinion shapers and leaders: The trained monitors reported that they have new positive self-esteem, confidence and boldness. Some have become leaders in other spaces where they could not have previously engaged. The capacity developed has helped some of them to gain work experience, showcase their abilities and find jobs. A few others have decided to further their education in order to pursue electoral positions.

Textbox 5.1. Monitor Case Study

Through Rama's monitoring work in one of the wards, his integrity shone through and he found work as a foreman by the contractor at Kiweke Ground. Moreover, he has become a leader and peer advisor on engaging government and general youth involvement in societal issues.

Rama was interested in vying for the MCA position but was limited by his level of education having dropped out of high school. Alive to this shortcoming, he has since found a donor to sponsor him to complete his high school studies for possible future engagement.

More trust in government: The training that the partners offered to monitors gave them a basic understanding of how government works, the responsibilities of each official and guided them on the right questions to ask their leaders. Since then, monitors have proactively reached out to government officials like the chief, village chairmen, village elders and “nyumba kumi” leaders - they previously would not have engaged. Seeing problems monitors identified resolved boosted their confidence to continue engaging government and exercising agency in their communities. The youthful monitors have encouraged their peers to ensure they obtain the national Identity (ID) cards in order to benefit from government processes and jobs.

Community and government resource persons: Partners and beneficiaries attested that the monitors enjoy an easy relationship with the community and have become a resource to local project management committees (PMCs) and village administrators (VAs). Individual monitors are considered to be ‘consultants’ or ‘project engineers’ by VAs and the public. Most monitors have earned the social license to undertake monitoring where they were considered rubble rousers before. VAs interviewed during the study see monitors as their hands and feet for mobilisation for public participation and greater citizen engagement in the development processes.

Quality Structures built up: Projects in regions where monitors are deployed have been effectively monitored and gaps addressed. Monitors ensure the quality of materials listed in the Bills of Quantities (BQs) are procured and adherence to the set building standards. In several villages visited there was evidence of better quality buildings delivered faster as long as they were supervised by monitors.

Textbox 5.2. Case Study: The case of two projects by the same contractor

In Dzivani, Kinango Sub County, where KYGC operates, two separate school building projects built by the same contractor one under the funding and supervision of the National Government Constituency Development Fund (NG-CDF) and the other by the Kwale County Government were of very different qualities. During a visit to the two projects, the evaluation team noted that Monitoring of the ECDE building work by the locally assigned monitors in collaboration with the PMC made the difference in terms of quality of materials used and workmanship employed.

On the other hand, the construction of a classroom under NG-CDF was substandard as the project unmonitored and the contractor took shortcuts in his work. At the same time, without the monitors, the community did not know what aspects they should have monitored and questions to ask the MP and his team. The walls were already cracking and the floor was so poorly done that hardly 3 months after opening for use there were already potholes.

(See report cover photo taken by evaluation team on 27th January 2022)

The difference in management of the county and CDF financed projects is absurdly different yet the kitty used is all from the public pot, generated from taxes. An established practice in CDF financed initiatives is that selection of projects and tendering is very political with limited public participation if any. Additionally, PMC members’ selection is not open and they are paid stipends sometimes by money hived off from the costs of the project. While this is not legal, the practice is so pervasive that the court system does not follow them up anymore.

Teamwork enhanced: Over time the monitors have come to value working as teams. In the face of challenges, monitors from various villages have met to brainstorm and consult to strengthen their advocacy. This initiative is also used to solve individual and community issues whenever they arise

Aspiration for higher community service: In Kinango, one monitor reported that he has been asked by the community and has decided to run for Member of County Assembly (MCA) office in the upcoming election in August 2022. This level of trust could easily translate to more “voice” and influence in the government for the community and the partner organisation.

Women monitors have had family challenges due to entrenched culture: The need for women leadership in the community has been highlighted through the fruitful work of monitors. Nevertheless, in some cases, married women monitors have faced family resistance as they work with men among PMCs and monitors. Their leadership and related work was counter-cultural and several of these women became inactive to assuage their husbands’ insecurities, or just comply with cultural practices.

Monitors can be dangerous powerbrokers: Despite the many positive points emerging from monitors influence after their training and general empowerment, they can individually and corporately become dangerous powerbrokers for both good and evil in the community. In addition, they can abuse the newly gained public trust to broker decisions for the community without them. For example: In Kasemeni, a woman monitor was compromised by the contractor. In Dzivani CDF project there was a woman monitor closely allied to the MP that blocked criticism of the project by others.

These examples were shared by partners. The risk is largely mitigated by having monitors work as a team of more than two people, ideally from different tribes. Overall, however, such malpractices cannot be totally ruled out but they can be mitigated by laws such as the County Assembly Bill sponsored by KCNRN on management of projects and by having more empowered community members. Ultimately the CIB approach is not about monitors but rather about empowered citizens. An empowered citizenry and tight corruption laws will not allow corrupt monitors just as they will not allow corrupt government officials to steal they tax money.

5.1.2 The General Public/Community Beneficiaries

A network of informed people has enlarged. The training offered to monitors and directly to PMCs has resulted in a network of people with the capacity to oversee project implementation, hold contractors to account thereby ensuring development of quality infrastructure. The community is now empowered where there were great awareness gaps about their own rights and responsibilities in project implementation.

Community ownership of projects has risen. Monitors have sensitised the public about the need to engage in project selection, planning and implementation as it is their own taxes used to build the structures. With this understanding, more people have proactively engaged in project implementation processes. VAs and beneficiaries shared the community have also learnt that projects are more important than a stipend/token ‘*mbomulo*.’ In Magawani village the VA now conducts his own consultations, develops his Village Development Plan and mobilizes resources to

ferry his constituents to the Ward public participation meetings to vote for projects that are close to their hearts.

Monitors have helped improve trust between VAs and the Public: Previously, communities complained their views were not considered or heard by the government officials, while government officials also complained that communities did not engage in development discussions, but now, monitors have helped raise the trust levels.. Key to the raising of trust levels has been the civic awareness about the role of VAs and their superiors in the County government bureaucracy and knowledge that a citizen could petition the government from the village level all the way to the county

Trust in CSOs has increased: The partner organisations have earned community trust. The work under this programme helped to empower the community on how to proactively engage government and consequently made it more accessible. The community has also garnered a level of understanding of government processes.

5.2. Changes in Institutions and Duty Bearers

Generally, the government respondents acknowledge monitors input in project implementation as useful in ensuring value for money spent on projects, timely information sharing on emerging problems and good service delivery. For instance: Monitors collaboration with the Dispensary Health Committee (DHC's) in Gandini has helped raise service delivery levels as well although there is still a lot of resistance by the government allowing CSOs to monitor service delivery especially in health facilities even if it is much needed as the case of the Gandini Dispensary DHC confirms. The challenges with DHCs begin right at the top with department of health at county level not allowing CSOs space to work in the health facilities. The work with both PMCs and DHCs need anchoring in the county laws as a first step, then initiatives like VOICE to pilot-test them for fit and adjustments.

Textbox 5.2 Case Study of Service Monitoring in Gandini Dispensary

In 2020 when Covid-19 came, the restrictions imposed made it difficult for monitors to continue visiting the facility and conduct community surveys. However, the monitors had managed to bring together the committee members and had started analysing the problems. A meeting that brought together DHC, monitors and KYGC, noted that the committee did not clearly understand their role and the strength they had in addressing the issues they faced though they had legal mandate.

At this particular dispensary, the nurse in charge was reporting late to work (sometimes as late as 11am) while patients were coming to the facility very early (from 7 am). Most times patients would be found lying down at the waiting bay since the seats available cannot accommodate all the patients patiently waiting for the nurse to arrive. Emergency cases would not be handled during the night and early morning hours since the nurses do not stay near the facility. The staffer's excuse was that the house which was constructed through CDF over five years ago was unfit to live in. There were always shortage of supplies and patients were being referred to a nearby shop to buy drugs. One of the male supporting staff was accused of peeping through the delivery room window whenever there was a woman giving birth. The DHC although involved in budgeting and withdrawal of funds was left in the dark during procurement. Some of the supplies budgeted for and money withdrawn to facilitate the purchase could not be accounted for.

After identifying the issues, a series of meetings were held to find and implement possible solutions. The committee was tasked to write to and visit the sub county public health office to table the concerns. The DHCs demanded for the person in charge to be transferred and the funds that had been withdrawn but not accounted for refunded. Auditors/ department officers were sent to the facility for a fact finding mission.

KYGC linked the DHC with 'Jicho Pevu', a sub county health advocacy team that operates within Kinango sub county. This was meant to serve as an alternative approach to solve the problem in case the health department does not act with speed.

The auditors confirmed most of the allegations made towards the nurse in charge and he was promptly sent on compulsory leave after which he was transferred to a facility in one of the remote areas of the Sub-County.

The DHC and community members are now attending public participation forums to ensure some of their needs are addressed. For example, they have made proposals for construction of a new staff house and maternity wing. These projects are in the pipeline while others have been approved and soon they construction will start.

The DHC members are now free to seek treatment at the facility. The DHC now understands better their role in managing the facility. The remaining staff at the facility are more alert since they have seen what their colleague went through. The nurse in charge was transferred to a remote area and his colleague is now in charge. The DHC confirmed that their working relationship with the new nurse in charge is good and they get answers to all their questions.

5.2.1 County Government and Village Administrators

The Village Administrators listed a number of challenges they face in the course of duty which include that:

- Contractors do not adhere to the material standards set in the Bill of Quantities (BQs);
- Some contractors who don't have working capital are dependent on office payment to roll out projects often leading to delays;
- Contractors of questionable integrity and that have previously used substandard materials own businesses with different company names to camouflage and evade blacklisting by the county government;
- Contract awarding parameters are not based on merit, or the quality of previous work, but are politically pushed leading to too many projects being awarded to one company who then sub-contracts.
- Contractors not giving in to corrupt deals are denied projects.
- Project oversight by all elected leaders is lacking.
- Members of the public do not participate in every part of the budget making process then complain that their priorities and expectations are not heard or respected.
- They have limited resources to be shared in vast region and the need to balance interests
- Lack of public ownership of projects which in turn affects their sustainability and overall maintenance.
- Sometimes, Members of County Assembly (MCAs) prioritise personal rather than community interests in project selection for implementation. Most of the choices focus on their political base interests.

- Tensions between the Chief and VAs sometimes arise due to mandate overlap and the public can still not fully distinguish roles.
- Illiteracy of mostly women and low girl-child education enforcement
- Low level of public protest due to limited civic awareness.

However, a number of positive changes were noted by the duty bearers as a result of the efforts from the project.

- Increased transparency and accountability with the involvement of monitors:** Government has become more transparent and accountable to the public about projects since monitors became involved in their implementation.
- VAs training strengthened:** The VAs training was strengthened as monitors were prepared for their task. The only training, they had received from the government was their induction that focused on general administration. The researchers noted there was a significant difference in how male and female VAs responded to the question about government training offered to them before their deployment to the field. Women VAs were more forthcoming that they had training gaps that the partners training filled. Reading and interpreting of the Bill of Quantities was particularly highlighted.
- More Stringent Project Monitoring:** Monitors have offered auxiliary support to VAs in project monitoring resulting in better problem resolution and raising quality of projects.
- Exposure to technology tools:** Through interaction with the monitors and the partner organisations, VA's were exposed to reporting technology and applications that sensitise the public regarding projects in an area.

5.2.2 Project Management Committee or Project Implementation Committee

Monitors build capacity PMCs: Although PMCs are vital to county project implementation, they actually do not have a mandate in law. Consequently, they exist at the pleasure or goodwill of the governor but have no set budget allocation to cater for their training and time spent on tasks. In the course of their collaboration with PMCs, monitors have informally trained them on reading and interpreting Bill of Quantities (BQs). This capacity has enabled these committees to hold the contractor to account and raise demands to the government officials overseeing the project.

PMCs that had been directly trained by KYGC without monitors involvement in discussions requested to have monitors seconded to them too to strengthen their capacity and voice beyond the formal capacity building offered to the committees. For sustainability of the program, a training of trainers – similar to monitors empowerment – in every village (at least two in each) is necessary. This should be done in villages that do not have any past monitors. In addition, working with monitors approach appears to be preferred compared to the formal training like was organized by KYGC and reported earlier. Capacity building should not always be seen in the form of classroom training but rather hand-holding, one-on-one mentorship especially where it involves passing on of skills.

Volunteering and PMC membership is a way forward for monitors: According to beneficiaries, the community is planning to select monitors as PMC members and others have been urged to run for office as Members of County Assembly (MCAs). Inactive monitors after their stint with partners, are increasingly volunteering to support their communities in project management for sustainability.

Mama Anna, the VA in Kinango describes them as ‘monitors wangu’ [*my monitors*] They are seen as a critical component in project management.

PMCs willing to exercise agency: After training and empowerment, PMCs members were able to engage government better, especially knowing how to prepare and present a case before government officials so you are not just given an answer to get you out of the office. Knowledge on how to read and interpret the BQs, and knowledge of good soils for foundations of buildings, played a big role in building their confidence to both engage the government as well as the communities to resolve issues that arise. The Manjera Village ECD committee acknowledged that they had learned the steps for engaging government as well as for participating in public forums

Collaboration with monitors assists PMCs express voice. PMCs as community representatives are empowered to speak with government. Relations with government have improved and explanations from government are more forthright. The community can also speak without intimidation.

5.3 Changes in Platforms

5.3.1 Public Participation Forums

Better Representation in Public Participation Forums: At the grassroot level, VAs mobilise and facilitate public participation forums as part of their county government public engagement mandate. However, a prevailing critique has been they cherry pick the community members that attend. The presence of the monitors has helped to improve its representativeness through their capacity to sensitise their community about its importance, necessity and mobilise.

Some VAs have not been left behind in providing solutions to the need for better representation in public participation forums. Interaction with the Magawani VA [see case study below] helped surface good practices that can be promoted to other VAs that have engaged in the VOICE programme and also the county government public engagement team about what is feasible. The VA actually worked with the monitors and KYGC office in organizing some of the forums for engagement with government in public participation.

Textbox 5.3: VAs Innovation to Facilitate Representative Public Participation

Ali Hindo, the VA Magawani has a good understanding of social accountability. He is among the youths who benefited from governance projects that were being implemented by Plan International in Kwale County in the past years. The skill sets he acquired back then have helped him ensure that communities participate by engaging government meaningfully.

In 2019, Ali has innovated an informal but structured way of ensuring that communities participate in planning and implementation of development projects within the village unit.

His innovation sought to address the tug of war that was common in project prioritization meetings, in which only rowdy and pushy persons got their way. He wanted to ensure balanced distribution of projects and representation of all voices whether present in the meeting or not.

His Village Development plan includes the formation of a 'cabinet' which is aligned to the county departments in each village under his jurisdiction. Through these 'village departments', he ensures that the community effectively participates in the budget making process.

Under each department, the community agrees on five priorities and then when they come together to the village meetings, they narrow down to three priorities and identify people who will travel to the venue where the public participation meetings are being held to submit their proposals. This approach has helped the village unit get projects that are a priority to them.

However, it was noted that political leaders have severally disregarded their list of priorities by having projects implemented in areas which suit their political interests. Another challenge is that being a member of that particular community, some people undermine his way of doing things.

Ali's Village public participation plan could be a model that can be promoted to other VAs that have engaged in the VOICE programme and also the county government public engagement team about what's feasible.

5.3.2 Joint Working Groups (JWG)

JWGs are important to problems resolution: This formation brings monitors, the particular PMC, the relevant VA and the contractor or his representative together to address problems arising during building of infrastructure. Monitor training emboldens them to ask the right questions of contractors and the duty bearers who keep them in check. Collaboration between the various parties assists them to resolve the problems conclusively ensuring quality structures.

However, a similar platform to the JWG used to be organised by VAs, alongside the PMCs and designated county engineers to resolve problems. The only difference was PMCs were not empowered and monitors were not present as under the VOICE programme.

Consequently, County Government public engagement platforms need to be resourced to sensitise and capacitate the public about their rights and responsibilities in project implementation like the monitors under the CIB Approach. Partner collaboration with the Community Development Officers (CDOs) could help strengthen local civil awareness.

5.3.3 DevCheck

Posts on DevCheck offer shadow reporting: Posts on DevCheck by the monitors and the partner organisation offer shadow reporting on projects carried out by the County Government in a Village Unit and Ward in a particular political area within a specific time frame. This information if made readily accessible would be useful to the communities as they assess what their future sector specific needs are.

6.0. Lessons

Public demand for transparency and accountability of government entities is enhanced through targeted training of pro-active members of the community by local CSOs.

Participation of the community in the selection of monitors built trust with the partner organisations and motivated the chosen participants to become committed watchdogs of the community projects.

Textbox 6.1. Case Study of a PMC taking action – Migundini ECDE

The laying of foundation was not well done. There is a type of rock that was not removed hence causing the wall to crack. The cracks started to develop when the building had reached the lintel stage. The crack became bigger with time making it impossible to continue with roofing.

The project committee and monitors complained about the foreman who was always drunk during the day. It was reported that sometimes he would disappear and not be seen at the site the whole day. He had identified a woman from the site who would update him on the number of people who have reported to work and also take stock of materials. The actual construction work was done without supervision by the foreman. The contractor was accused for being negligent by not supervising his own work.

The monitors held a meeting with the PMC and community to discuss how to fix the problem. The village administrator visited the site together with the monitors and verified the allegations were true. He contacted the contractor to visit the site and ensure the problems are fixed. The first two meetings did not provide solutions to the problems. However, the last meeting brought together all stakeholders - the monitors, community, the contractor, and various representatives from the County government including a representative from the CEC Education office. 75% of the problems were fixed and few months later the project was completed and handed over to the county government.

The community is happy a number of problems have been fixed as per their expectations and the structure looks better. Some of their expectations were not met. For instance, they expected the contractor to redo the foundation.

This has given the community a reason to unite. Initially the community was divided and the contractor took this to his advantage. They have come to understand that their actions will determine the quality of projects implemented in their area. They are now keen to follow up all projects in their area.

Monitors persistent follow up and use of evidence-based approach contributed to fixing of problems. The village administrator and the sub county administrator were also supportive in giving directions and listening to the monitors and community. It showed the urgency and need to address the problems at hand.

Initially the PMC were not willing to work with the monitors. They thought that there was an allocation for PMC and having monitors would mean that they also get a share. After being engaged by the monitors and seeing the role they played to identify and fix problems, a friendship was built and together they worked to ensure the project is completed.

Community ownership of projects goes hand in hand with understanding of their rights.

Through the sensitization offered under the VOICE program, the people have understood their rights and taken ownership of the public projects and indirectly public finance accountability. They have also understood the importance of documenting grievances and engaging the authorities on the same.

Monitoring is a key pathway for checking corruption loopholes. As monitors and PMCs have collaborated in monitoring project implementation, the loopholes (bribes and sub-standard materials) facilitating corruption have been blocked and value for money enhanced. The community is no longer vulnerable to the wiles of the contractor, engineer, county administrators or user officials like headmasters to allow corruption in the project, unless the monitors are corrupted as mentioned above.

Access to information contributes to transparency and accountability in community projects.

Community has voiced willingness to continue demanding for information regarding projects at their start and monitoring their implementation as they can see the impact of their work in the quality of project built.

Inclusion of women and youth as monitors affects community attitudes regarding in their leadership. Youthful monitors – men and women - have been co-opted into local leadership and committees they would not have been previously involved in. A number of them have also found jobs.

CSOs Proactively Engaging Government works: Partners proactively engaging the government and collaborating with VAs at the grassroot level has been a game changer. The VAs appreciated being engaged directly about the programme and involved in its roll-out. These officials admitted they earlier had a negative attitude toward civil society as they only expected criticism rather than collaboration. In the working relationship that has evolved, they felt listened to and heard, and appreciated the additional perspectives and support in carrying out their mandate more effectively.

CSOs direct advocacy outreach to government works: CSOs are important to project implementation. They can follow up relevant departments in case of problems and support VAs in influencing the government to change.

In future programs, proactively engage mid-level government officers from relevant user departments in conceptualising the baseline of a project in order to be responsive to their most urgent gaps and challenges in execution. This collaboration would also strengthen sustainability of the programme's contribution beyond the engagement.

MCAs offer project implementation and oversight bottlenecks. Although MCAs have the mandate to hold the county government to account in its oversight role, which includes public project implementation, they sometimes compromise the process by hindering project prioritization and budget within the County Assembly. They are not easily accessible to the public to air their grievances in case of project related hiccups and at times collude with the contractors for kickbacks. Their project prioritization is biased towards their political bases rather than where the needs are most felt.

A local power mapping of Chief Officers serving in the different County functions would be useful for the partners to leverage on in times of road-blocks. This was a lesson learnt from an ECDE project in Migundini. The project had stalled and the local VA had given up. Monitors and the PMC reached out to the Chief Officer - Public Administration because the project was from his home village, The Chief Officer took up the matter as he cared about his local social capital within the family and community. Within a short while, the contractor admitted that he had bribed the PMCs chairman and the roadblock was removed. An interesting angle to this story mentioned by a partner is that *'Professionals in the various county government sectors do not respect VAs'* thus a power mapping of who has influence on the mid-level staff in the bureaucracy would be useful to the partners.

Introduction of communication technology in public affairs should be cognisant of prevailing culture and the level where it would be most meaningful to the society. DevCheck could have been presented to the public administration and monitoring and evaluation senior officials from the beginning as a reporting platform with additional utility to the institution long term. In this way, greater partnership and conversation with duty bearers could have been documented on the platform. Monitor reporting on DevCheck could have been three-way - targeting both IA and the government mandate holder in addition to the partner implementing the programme.

7.0. Conclusions and Recommendations

Advocate for the general improvement of the Public Participation process to improve quality, engagement and deliverables. Partners mentioned that public participation is still ceremonial and tokenistic. Citizen engagement needs strengthening especially in terms of the notice before meetings; representation, co-option of public proposals into government projects, policies and problems resolution in project implementation and management. In addition, there is a need to consider the parameters informing MCAs prioritisation of public participation proposals.

The overall VOICE programme closure should have a public sensitisation focus. Monitors can do targeted sensitisation to village elders and nyumba kumi leaders about its impact and the lessons from their own experience.

Media engagement: The partner organisations can work with the monitors to share the lessons from their work with VAs and PMCs over the past three years. Radio is still king in conducting outreach to Kwale residents.

Even though VAs implement the County government functions in the grassroots they are gagged and cannot share with the media the positive and negative developments in their backyard. Protocol-wise only politicians can talk about projects. VAs appreciate the support monitors have been and would like them alongside PMC members to amplify their project work to the general public. Even though, some VAs were reluctant to affirm the impact of the VOICE programme on their work, most of those interviewed were happy to continue the collaboration as it improved their relations with communities, performance and track record.

At the same time, the monitors would share stories about the challenges PMCs face and the impact of their partnership in resolving problems facing projects. The media engagement would be an opportunity to advocate for the PMCs to get recognised in county law and be awarded an emolument, or facilitation for their contribution.

Capacity building for PMC members is necessary. BQs awareness is still limited as it bears some technicalities and illiteracy is still relatively high. PMCs are temporary and in the absence of a kitty to pay for their service, collusion with the contractor is a high possibility. Consequently, establishing the kitty for training, airtime, transport and lunch would offer double benefit - check against corruption and contribute high project quality.

Community level training of trainers: There is opportunity for the partners alongside monitors where possible to carry out a training of trainers regarding accountability. KYGC reported they have received requests from the communities to train them regarding BQs. This would be both a sustainability measure through strengthening the current monitor pool capacities and ensuring every village under a particular VA has several trained people to support overall community projects monitoring. VA Juma Shaban requested that KYGC considers help train at least two resource persons in each village unit.

Leverage on the bureaucrats' need for peak performance and politicians' need for social capital to position VOICE programme lessons and recommendations: Ahead of the election in

August 2022, the partners have an opportunity to engage the mid-level Public Administration bureaucrats with their findings to inform relevant policies and laws touching on implementation and management of public projects. This would give the friendly bureaucrats a chance to take ownership of the material, package it right and position themselves to influence the next government's policies and practises. The draft monitoring and evaluation policy, and Draft Project Implementation and Management Bill (attached) developed with KCNRRN input could be discussed and finalised in this way.

On the other hand, open-minded politicians at MCA level can use the draft legislation already prepared by the Public Administration department to gain social capital with the people by lobbying for the necessary law or legislation. Alternatively, a friendly MCA could also present the bill as a private members bill.

Advocate for law to oversee project management process including allotments for PMCs:

Recognizing that politicians at the county level - governor and Members of County Assemblies (MCAs) - make expedient decisions rather than practical ones that affect project sustainability, there is a need for KCNRRN and KYGC to advocate for a policy and law to safeguard project implementation and management process.

The law can encompass project management for sustainability. VA's can engage the MCAs to come to agreement regarding project repairs to ensure support. CECs can also engage governors on the same. Budget making process involves MCAs or their representatives or village units of interest to ensure their preferences are catered for. It was gratifying to note that out of their work, the partners have noted the challenges and have started on a journey to develop some of these (see draft Bill and Policy attached).

Dispensary Health Committees (DHC) offer an opportunity to improve service delivery in the health sector.

One PMC converted into a DHC on completion of the construction and has been able to demonstrate what can be done to improve service delivery in the health sector (See Case Study Textbox 5.2. above). KYGC sought to get a letter from the County department of health to engage health centre staff but has not been successful. However the case study proves that piloting monitoring of health services could provide a model that can escalate evidence to national level. A similar approach could be used with the various devolved services such as water, health, and even early childhood education.

Monitor training should include some livelihood focused capacity building for sustainability beyond the program.

Recognizing the high unemployment in the country and the youth bulge, the additional training can be linked to general life-skills and basic entrepreneurship skills. The basic information gathered from every monitor as they start their assignment could include - level of education, interests, hobbies and future plans to help IA and Partner to synthesise what training would be of greatest benefit to them.

Bolster partner capacity gaps: After at least one or two years of successful collaboration with the partner organisations, it is worthwhile to consider offering some programmatic staff training to close gaps within the organisation.

Annexes

Annex 1: Draft Bill

THE KWALE COUNTY GOVERNMENT PROJECTS IMPLEMENTATION AND MANAGEMENT BILL, 2021.

ARRANGEMENT OF CLAUSES

Clause

PART 1-PRELIMINARY

- 1- Short title.
- 2- Interpretation.
- 3- Object and purpose of the Act.
- 4- Principles of Project Management and development.

PART 2-ADMINISTRATION

- 5- Establishment of the county project management units.
- 6- Establishment of county project management committee
- 7- Election of special project management units.
- 8- Establishment of other county project committees.
- 9- Functions of Sub-locational project management committees.
- 10- Functions of county project management committee.
- 11- A m e n d i n g and variation of projects.

PART 3-GENERAL PROVISIONS

12-Approval of county project implementation plans.

13- County Integrated Development Plans

14- Regulations

15-Responsibility for liability.

16- Transitional Provisions

17- Oversight

18- Capacity building and allowances

19- Offenses

20- Offenses

21-Quarterly Reports

22-Regular Impact Assessment

23-Monitoring and evaluation.

First schedule.

**THE KWALE COUNTY PROJECTS
IMPLEMENTATION AND MANAGEMENT BILL,
2021**

A Bill for

An ACT of the County Assembly of KWALE to give effect to Article 176 (2) and 185 and Schedule IV of the Constitution and to provide for establishment of County Project Implementation and Management units and for connected purposes.

ENACTED by the County Assembly of
Kwale As follows-

PART I: PRELIMINARY

1. This Bill may be cited as the County Government of KWALE Project Implementation and Management Bill, 2021 and shall come into force on the date of assent.

2. In this Bill, unless the context otherwise requires-

“County Executive”- means a County Executive Committee Established in accordance with Article 179 of the Constitution of Kenya;

"Executive Member" means the Executive Committee Member of the specific devolved function which the project falls;

"Facility" means any development projects established under this Bill or determined by the County Government;

"Projects" means all such development undertakings undertaken on behalf of the County Government by committees established under this Bill;

“Project Management Units”- means Project Implementation Committee units or bodies established or designated under this Act to Include:

(i) Sub- Locational Management Committee; and

(ii) Project Management Committee.

“Sub- Locational Management Committee”- means a Management unit that is responsible for management of all County Projects within a Sub Location to be undertaken by the County Government;

“Project Management Committee” - means a project Management Unit that is responsible for a specific County Project under the Fourth Schedule – Part two of the Constitution of Kenya within a specific ward;

“Ward specific projects”- means projects found within an electoral ward;

“Ward” means an electoral Unit within a Constituency delimited in accordance with Article 89 of the Constitution and any other relevant law.

3. The object and purpose of this Bill is to provide for a legal framework for further devolution of the County Government functions, establishing project implementation and management committees, and to-

(a) Ensure harmony between County headquarters, Sub-County administration, Ward Administration, village administration, Member of County Assembly and Ward Project Management Units;

(b) Facilitate the participation of local communities in the implementation of county development projects.

(c) Ensure efficient and effective service delivery across the county;

(d) Provide a platform to harmonize and ensure equity in the implementation of county development projects and services;

(e) Ensure effective project implementation at integrated areas of economic and social activity;

(f) Provide for management of county projects in a manner that ensures reduction of bureaucracy in procurement and availability of funds;

(g) To further devolve the functions and resources of the County

Government and to ensure participation and involvement of the county citizenry in management of its affairs.

4. The principles of project implementation and management Act in the county shall be to-

(a) Integrate community, county and national values in all processes and concepts;

(b) Protect the right to self-fulfillment of the communities within the county and bear responsibility to future generations;

(c) Promote good corporate governance principles in all procurement and implementation of development projects;

(d) Ensure effective resource mobilization for sustainable development;

(e) Promote the pursuit of equity in resource allocation within the county;

(f) Provide a platform for unifying project management, budgeting, financing, programme implementation and performance review; and

- (g) Serve as a basis for engagement between county government and the citizenry and other stakeholders and interest groups through public participation.

PART II-ADMINISTRATION

5. (1) There is established such County Project Management and Implementation Units as shall be determined by the relevant County Executive Committee Member for each devolved function with the approval of the County Executive Committee.

(2) Every Sub locational Project Management Committee shall compose of at least five members but not exceeding seven to include the following-

(a) The Chairman who shall be elected from members of the community and appointed by the County Executive Member who is

- (i) A holder of minimum form four certificate;

- (ii) Respected community Leader;

- (iii) Be of good moral standing pursuant to the

provisions of Chapter six of Constitution of Kenya.

(b) Vice-Chairperson who shall have similar qualifications as the chairperson and shall be of opposite gender to that of the chairperson.

(c) The Secretary- who shall be the custodian of all the committee documents.

(d) The Project Treasurer who shall have basic knowledge in accounting.

(e) Three other members from the community who shall be elected in the same manner as the chairperson and appointed by the relevant County Executive Committee Member to represent either the Youth, Women or Persons Living with Disabilities and who shall be residents of that area of jurisdiction.

(f) There shall be a ward Administrator who shall be deputized by a village administrator and shall be an ex officio member.

(3) A member of the Committee shall, apart from the ex-officio, shall hold office for a period of three years, and if so willing may contest in a fresh election as per section 5(2) above.

6. Establishment of Project Management Committee.

(1) Every project management committee shall compose of at least three members but not exceeding seven to include the following-

a) The Chairperson who shall be elected from members of the community and appointed by the County Executive Member who is

i. Respected community Leader with experience of at least three (3) years in public management affairs and ;

ii. Be of good moral standing pursuant to the provisions of Chapter six of Constitution of Kenya.

b). A Vice-Chairperson who shall have similar qualifications as the chairperson and shall be of opposite gender to that of the chairperson.

c) The Secretary- who shall be a holder of form four certificate and shall be the custodian of all the committee documents.

d) The Project Treasurer who shall have basic knowledge in finance and administration matters.

e) There shall be a ward Administrator who shall be deputized by a village administrator and shall be an ex officio member.

(f) Three other members from the community who shall be elected in the same manner as the chairperson and appointed by the relevant County Executive Committee Member to represent either the Youth, Women or Persons Living with Disabilities and who shall be residents of that area of jurisdiction.

(2) A member of the Project Management Committee shall apart from the ex-officio members, hold office until the end of the project contractual period and shall cease to exist once such a project has been handed over to the community for use.

(3) The Committee shall meet on the projects site visits as per

approved project implementation plan but not exceeding six times within a project period and shall maintain a record of all deliberations provided that all extra sittings maybe allowed through a written permission by the relevant ward administrator.

- (4) The quorum of the committee shall be five of all the members.
- (5) That not more than two-thirds of the members of the Project Management Unit shall be of the same gender.
- (6) The Sub County Administrator to arbitrate on petition by the members of the public on any accused member of the committee and submit recommendation to the County Executive Committee Member for appropriate action on breach of Code of Conduct, ethics and moral standing required of his membership that makes him unsuitable to serve a public office.
7. (a) The County Executive Member shall two months before the lapse of time in office of the sub-locational development committee, issue a one month notice to the specific Community through the Sub County Administrator stating the venue and the date of election of the committee.
- (b)The notice in (a) above shall include the relevant qualifications required for all the candidates.
- (c)The Sub County Administrator or ward administrator shall preside over the Elections of the management unit and ensure that the same are conducted in a fair and just manner.
- (d)The County Executive Member shall appoint staff from the department who shall aid the Sub County Administrator, ward administrator and village administrator in presiding over the Elections.
8. The County Executive Member may determine such other committees as may be necessary for specified projects in terms of the provisions of section 5 of this Bill.
9. The functions of a Sub-Locational Project Committee shall be to-
- 1) Undertake management of specified development projects within a sub location.
 - 2) Ensure meaningful engagement of citizens in the project management process and in liaison with county administration.
 - 3) To actively participate in sub-locational development forums and document project proposals to be incorporated into county plans and budgeting.
 - 4) Report on quarterly basis all projects implementation progress in the prescribed format to the relevant Executive member through the Sub County Administrator and copied to Executive Member for Treasury.

10. The functions of a **Project Management Committee shall be to:-**

- 1) To undertake management of respective development projects;
- 2) To receive approved project implementation plans from the contractor during the site handing

Over for monitoring the progress of the project;

- 3) To assess works done as per the Bill of Quantities and approval of certificates of payment based on the contractual terms and the level of completion;

- 4) To oversee proper and factual reporting on real time project implementation progress in the prescribed format as per the County Integrated Monitoring and Evaluation Information System, (CIMEIS);

- 5). To monitor projects if undertaken in accordance with the work plan and report to the County Executive Committee Member in case of any delays through the Village administrator and the Ward Administrator;

- 6.) Ensuring linkages between county development plans and the project implementation and management units;

- 7.) Ensuring meaningful engagement of citizens in the project management process.

11. In any event that the Contractor intends to vary any of the projects or its implementation, the process of variation must be in conformity with Section 139 of the Public Procurement and Asset Disposal Act of 2015.

12. Every project implementation plan prepared by the Committee shall be approved by the Chief Officer for the respective department prior to commencement of implementation.

13. (a) All project management and implementation shall be undertaken in the context of the priorities Set by the County Integrated Development Plan based on availability of funds.

(b) All development projects shall be based on relevant county policies and priorities.

(c) County plans shall take due cognizance of the financial viability of development programmes.

(d) County project management shall provide for citizen participation.

(e) The Committee may co-opt with the approval of the line department any such persons with requisite skills and/or experience desired from time to time as they shall deem necessary.

14. The County Executive Member shall by gazette issue such regulations as may be necessary to give effect to this Act.

15. Any member of the project implementation committee may be held responsible for any acts done in bad faith in the implementation of the county projects.

16. All such development or facility and project implementation committees existing at the time of coming into force of this act may remain in office for a period of one year or stand dissolved at the completion of the project.

17. The member of the county assembly in conjunction with the citizens' shall provide oversight over every ward project.

18.(1) The County Public Service Management Department shall build capacity for all members of the project Management committee Units within one month of coming into force of this committee and develop such programs to ensure the members are adequately trained on Public finance Management, Procurement and Corporate Governance

(2) The Projects management Units may be paid such allowances and shall be managed by the County Treasury Department.

(3) The allowances should be derived from Provisional Sum of each Project of which 20% should be set aside to cater for the Project Management Unit. From the 20% provisional sum aforesaid, 15% should be set aside for the Project Management Committee while the remaining 5% should be set aside for the Sub-Locational Management Committee.

19. Any person who obstructs or prevents the operations of the committee commits an offence and shall be liable for a fine not exceeding fifty thousand shillings (Kes50, 000.00) or two months imprisonment or both

20. Any person who disrupts the elections, or tampers with the election materials commits an offence and shall be liable for a fine not exceeding thirty thousand shillings (Kes.30, 000.00) or two months imprisonment or both.

21. The Sub-County Administrator shall submit in the prescribed format quarterly reports of all projects disaggregated per ward to the relevant County Executive Members and copied to Executive Member for Treasury.

22. The County Executive Committee member responsible for a project shall ensure that all projects within sixty days of completion should submit a report on the impact of the project to the County Assembly and the people in the Ward.

23. All departments shall undertake regular monitoring and evaluation of all projects and issue reports to the County Executive Committee.

FIRST SCHEDULE

CERTIFICATE FOR PROJECT PAYMENT

KWALE COUNTY GOVERNMENT

CERTIFICATE FOR PROJECT PAYMENT

DEPARTMENT:

WAR.....

PROJECT

TITLE:..... **PROJECT**

CODE:

S/ N.	STATUS OF COMPLETION OF THE PROJECT	REMARKS

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CERTIFIED BY:

CHAIRMAN PMC:

NAME:.....SIGN.....DATE:.....

SECRETARY PMC:

NAME:SIGN:DATE: ...

WARD/VILLAGE ADMINISTRATOR:

NAME:..... SIGN:DATE:

PROJECT MANAGER:

NAME:..... SIGN.....DATE:

ACCOUNTING OFFICER:

NAME:..... SIGN..... DATE.....