

Evaluation of Commonwealth Secretariat Support to Kenya 2008-12

December 2013



The Commonwealth

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Abbreviations and Acronyms

ACP	African, Caribbean & Pacific Group of States
AfDB	African Development Bank Group
AML	Anti-Money Laundering
APTOC	African Pro-Poor Tourism Development Centre
ARTEMIS	Activity Results Tracking and Expenditure Management Information System
AU	African Union
BPR	Business Process Re-Engineering
BTOR	Secretariat's Back-to-Office Report
CBT	Community Based Tourism
CFNHRI	Commonwealth Forum of National Human Rights Institutions
CFT	Countering Financing on Terrorism
CFTC	Commonwealth Fund for Technical Co-operation
COMESA	Common Market for Eastern and Southern Africa
COL	Commonwealth of Learning
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CTRP	Commonwealth Teacher Recruitment Protocol
CYMM	Commonwealth Youth Ministers Meeting
DAC	Development Assistance Committee of the OECD
DNFBP	Designated Non-Financial Businesses and Professions
DSA	Debt Sustainability Analysis
EAC	East African Community
EC	European Commission
ECS	Extended Continental Shelf
ECSA	East, Central and Southern Africa
EFA	Education for All
EPC	Export Promotion Council of Kenya
ESAAMLG	Eastern and Southern Africa Anti-Money Laundering Group
FATF	Financial Action Plan Task Force
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GIDD	Governance & Institutional Development Division
HRU	Human Rights Unit
IBRU	International Boundaries Research Unit (Durham University)
IFAD	International Fund for Agricultural Development
IIEC	Independent Interim Election Commission



IMF	International Monetary Fund
JCCP	Japan Centre for Conflict Prevention
JEP	Jurisprudence of Equality Programme
KEBS	Kenya Bureau of Standards
KENTRADE	Kenya Trade Network Agency
KPA	Kenya Ports Authority
KRA	Kenya Revenue Association
KSMS	Kenya School of Monetary Studies
KWJA	Kenya Women Judges Association
KNCGD	Kenya National Commission on Gender and Development
LCAD	Legal and Constitutional Affairs Division
NHRI	National Human Rights Institution
ODA	Official Development Assistance
ODM	Orange Democratic Movement
ODSG	Office of the Deputy Secretary-General
OECD	Organisation for Economic Co-operation and Development
PAD	Political Affairs Division
PAYE	Plan of Action for Youth Empowerment
PCR	Project Completion Report
PIMS	Project Information Management System
PNU	Party of National Unity
PPP	Public Private Partnership
RAB	Regional Advisory Board
RIPA	Regulation of Investigative Powers Act
RYC	Regional Youth Caucus
SASD	Special Advisory Services Division
SMEs	Small and Medium Enterprises
TCSRG	Technical Cooperation and Strategic Response Group
TRAC	Trademark East Africa Challenge Fund
TVET	Technical and Vocational Education and Training
UAE	United Arab Emirates
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNWTO	United Nations World Tourism Organization
UPR	Universal Periodic Review
WB	World Bank
WCO	World Customs Organization
WHO	World Health Organization
WTO	World Trade Organization
YDI	Youth Development Index



Executive Summary

This evaluation of the Commonwealth Secretariat's programme of assistance in Kenya, covering the period 2007/08 – 2012/13, is one in a series of country evaluations being undertaken by the Secretariat. The study's primary aim was to assess whether projects met their objectives and, more importantly, whether they created any impact or made a difference. In addition, the study sought to identify lessons that can be drawn upon to improve the design and delivery of future Secretariat assistance to its members.

Methodology and Approach

The evaluation adopted a phased approach to collect information for this study. Projects were assessed according to the standard OECD DAC evaluation criteria covering relevance, effectiveness, efficiency, impact and sustainability. Data was collected using a systemic review of reports and existing evidence. This was supplemented with primary research consisting of semi-structured in-depth interviews and focus group discussions with the Secretariat staff, senior officials from various Ministries and Departments and key stakeholders and beneficiaries engaged with the Secretariat projects during field visit to Kenya. Some of the stakeholders and CFTC long-term consultants, who could not be contacted directly, were approached through a series of survey questionnaires and telephone discussions.

Findings

Approximately £1.1 million of Commonwealth Secretariat assistance, excluding training and in-house advisory services expenditure as well as other expenditure charged through regional and pan-Commonwealth projects, was provided to Kenya over the evaluation period.

All African member states benefit from the Secretariat's regional programme of assistance, valued at over £2 million per annum and the pan-Commonwealth programme worth about £15 million per annum. Assistance to Kenya represents about 8 per cent of total Secretariat individual country assistance to the Africa region.

The programme of assistance included activities in the following strategic programme/thematic areas: Economic Development (trade, debt management and natural resources management), Rule of Law (legislative drafting), Democracy & Consensus-Building (election observation missions and peace building), Public Sector Development, Human Development (education, youth and gender) and Human Rights.

Regarding their relevance, most projects, if not all, appeared relevant as they fitted in, without much difficulty, with the Secretariat's Strategic Plan and the overall development plans of the Government of Kenya. Again, as documented before in other studies, the Secretariat's Strategic Plans have been quite inclusive in nature, allowing for the accommodation of most project requests, though the recently developed new Strategic Plan (2013/14 – 2016/17) aims to be more narrowly and tightly focused than previous plans. However, though clearly important, relevance alone does not necessarily constitute the success of a project as conditions relating to efficiency, effectiveness, sustainability and impact have to be fulfilled.

Overall, however, it can be concluded that the Secretariat's operations in Kenya have been very effective, insofar as output objectives were achieved, and there are several instances where the assistance has made a difference. There were also cases where the Secretariat would have hoped that more and quicker follow-up work was added to the 'building blocks' it laid. However,

there have been clear success stories, comprising of work connected with trade facilitation, debt management, SMEs, legislative drafting (to an extent), peace building and improved legal rights for women, especially with regard to land. These were all projects where it was possible to note change. Other projects, such as those related to e-health, e-banking, community-based tourism and export of professional services would have required more resources and political commitment to achieve more.

Recommendations and Lessons Learned

Going forward, it is recommended that the Secretariat should:

- i. Continue and increase attempts to partner with other funding organisations in delivering assistance to Kenya, and member states as a whole. However, that such partnerships are definite and will materialize, should be established at an early stage in project planning. In other words, situations should be avoided where a project has been started and there is still uncertainty as to the involvement of other funders or stakeholders. This should be known and confirmed at an early stage during project planning and design to ensure that when the Secretariat's inputs come to an end other stakeholders can take the 'baton' and allow the project to move forward.
- ii. Counterpart training is still considered an informal way of transferring know-how from consultant to local staff. To be more effective, the training of counterparts needs to be undertaken on a more formalised basis. Special guidelines for counterpart training should be introduced as part of a framework for counterpart attachments. The long term effect of this is that it will help to enhance project sustainability.
- iii. Consider increasing the preparatory and relocation time needed by consultants to clear their personal effects from their home country, find new accommodation and deal with other administrative

procedures. Time employed for dealing with such matters should not be part of the overall time apportioned for actual project implementation. It is important that this demarcation in time allocation is stated at the outset.

- iv. The timing of the commencement of Secretariat projects should take cognizance of the prevailing socio-political environment in the recipient country, example: elections can cause certain bureaucratic delays and project implementation time may in reality take more time than originally envisaged.
- v. Undertake, where possible, preliminary scoping missions to minimize risks by establishing a better understanding of the proposed project and its implications; the type of assistance involved; establishing any key outstanding issues that remained to be addressed; and clarifying with the government requirements for potential follow-up work.

In some ways the recommendations expressed above and lessons to be learnt in the delivery of future Secretariat assistance are linked. For example, one lesson relates to the importance of defining actual project implementation time at the beginning of a project and distinguishing this from time used by consultants for implementing certain unavoidable personal administrative procedures. Doing this at an early stage will avoid confusion arising in the future regarding project duration. Another useful lesson is the need to undertake scoping missions to establish what a project can deliver, clarification of the respective roles of the stakeholders involved as well as the nature of the assistance being proposed. One final, but key lesson, though it can be argued that this is already being taken on board, is that strategic partnerships are crucial for the Secretariat in helping the organisation and its projects achieve more than output objectives, but ones that lead to real change.

1. Introduction

1.1 Background

This is the report of an evaluation study of Commonwealth Secretariat (hereafter called the Secretariat) assistance to Kenya. The study is one in a series of country evaluations being undertaken by the Secretariat across all four Commonwealth regions, and covers the financial years 2007/08 to 2012/13¹. The choice of Kenya for this evaluation study was guided by several factors, chiefly among them were the resources disbursed by the Secretariat in Kenya through various country, regional and pan- Commonwealth projects and the diversity of the portfolio of projects implemented in Kenya over the evaluation period.



Source: CIA World Factbook.

1.2 Objectives of the Evaluation

This evaluation had two broad objectives, which were to provide an account of the performance of the programme of assistance in Kenya over the period 2007/08 to 2012/13; and to derive lessons for the Secretariat in Kenya and elsewhere in Commonwealth member countries.

Specifically, and using standard OECD DAC evaluation criteria, the main objectives of the study were to review the relevance, efficiency and effectiveness of the projects implemented in Kenya, as well as to identify evidence of impact and sustainability of the assistance provided. The study will therefore touch on various elements of the results chain, from inputs and outputs to outcomes and final impacts. The main focus, however, will be on the latter, that is, determining where the Secretariat's assistance has made a difference. The study also sought to ascertain lessons to be learnt in the design and delivery of future assistance and recommend any strategic or operational changes that may be required by the Secretariat to make the delivery more focused, relevant and sustainable.

1.3 Methodology

Evidence for this study was collected from three main sources: (a) reviews of file correspondence, Project Completion Reports (PCRs), Back to Office Reports (BTORs) and project documents from PIMS (Project Management Information System) and ARTEMIS; (b) interviews with Secretariat staff; and (c) consultations with officials in the government of Kenya and CFTC consultants based in Kenya (**Annex 3**). Examination of all sources of information was structured by use of an evaluation framework/matrix (**Annex 1**). This matrix was critical in establishing the basis for responding to the

¹ The Commonwealth Secretariat Financial Year runs from 1 July to 30 June.

crucial questions that defined how the evaluation was carried out. The five headings and some of the associated questions in the matrix are:

- **Relevance:** To what extent was Secretariat assistance suited to the priorities and policies of Kenya's needs and did this assistance fit in with the Secretariat's Strategic Plan?
- **Effectiveness:** To what extent has the programme of assistance to Kenya achieved its objectives?
- **Efficiency:** To what extent has the assistance achieved its objectives on time and were actual expenditure levels in line with planned expenditure?
- **Impact/Outcomes:** Has Secretariat assistance made a difference and has there been any identifiable change, or what contribution has its assistance made towards long-term outcomes?
- **Sustainability:** To what extent did the benefits accruing from Secretariat projects continued after Secretariat support ceased?

1.4 Structure of Report

The remainder of this report is structured as follows: Section 2 sets out the country context (politically, socially and economically) within which the programme of assistance was developed. Sections 3 and 4 address respectively the nature of the assistance provided and its effectiveness, efficiency, impact and sustainability. The final Section provides the conclusions and suggested recommendations for the way forward, as well as some lessons to be drawn from the evaluation.

2. Country Context

The start of this study's evaluation period, 2007/08, coincided with Kenya's general election of December 2007, an election that resulted in a major political, economic and social crisis. The Secretariat, through its Good Offices role and using an integrated approach, played an important role in resolving the crisis by being the first to engage all stakeholders to promote dialogue, reconciliation and healing, and generally backstopping the negotiations headed by the UN to ensure a peaceful resolution to the crisis.

The power sharing accord that resulted from the negotiations included a broad reform agenda, the centrepiece of which was constitutional reform. In August 2010, the electorate overwhelmingly adopted a new constitution in a national referendum. The new constitution introduced additional checks and balances to executive power and significant devolution of power and resources to 47 newly created counties. It also eliminated the position of prime minister following the first presidential election under the new constitution, which occurred on March 4, 2013. Uhuru Kenyatta, the son of founding President Jomo Kenyatta, won the March elections in the first round by a close margin and was sworn into office on 9 April 2013. Kenya now has a new system of government, a bicameral parliament, also a product of the new constitution and consisting of two houses: Senate (upper house) and The National Assembly (lower house).

Kenya is a member of several regional, sub-regional and international organisations. These include: the African, Caribbean and Pacific Group of States (ACP), African Union (AU), Common Market for Eastern and Southern Africa (COMESA), East African Community (EAC), Indian Ocean Rim Association for Regional Cooperation, Non-Aligned Movement, United Nations and World Trade Organisation. Kenya

has several multilateral development partners that include: African Development Bank Group (AfDB), European Union (EU), International Fund for Agricultural Development (IFAD), United Nations Development Programme (UNDP) (Kenya also hosts the headquarters of the United Nations Environment Programme in Nairobi), World Bank (WB), World Food Programme (WFP) and World Health Organization (WHO). Bilaterally, Kenya is also in partnership with several bilateral donors.

A UNDP Country Programme Action Plan, directly based on the third United Nations Development Assistance Framework (UNDAF), was signed between the Government of Kenya and the UNDP in 2009 covering programme assistance from the period 1 January 2009 to 31 December 2013. Aligned to the three key pillars – economic, social and political – of the Government plan Vision 2030², the UNDP is implementing projects in the five priority areas of governance, peace building and conflict prevention, disaster risk reduction and recovery, poverty reduction and energy and climate change. UNDP allocated a minimum of US\$20 million for the Country Programme. Overall, approximately US\$ 635 million will be allocated over the five year period (2009-2013) to achieve the intended six UNDAF outcomes.

Economically, agriculture (notably tea and coffee production and horticulture) and tourism have traditionally been the mainstay of the economy, which averaged annual growth of around 5% in the late 1980s. However, poor harvests, political uncertainty and a foreign exchange crisis resulting from the withholding of aid by donors, slowed growth in the early 1990s. After 1993 the

2 Kenya Vision 2030 is the country's development programme covering the period 2008 to 2030. It was launched on 10 June 2008.

government took steps to liberalise the economy through the removal of import licensing, price and foreign-exchange controls, and reducing the public sector by privatisation of state enterprises and cutting the civil service. This resulted in a period of lower inflation and positive growth in real GDP.

The 2000s opened with very slow growth, but the economy had recovered by the mid-2000s, when it grew by at least 5% per annum. Significantly, IMF support had resumed in August 2000 after its suspension in 1997, and the new government in 2002 committed itself to structural adjustment, including privatisation of Kenya Commercial Bank, Telkom Kenya and Kenya Railways. Anti-corruption legislation was also enacted a poverty reduction and growth facility was concluded with the IMF. Support by other multilateral and bilateral donors soon followed, along with a new round of debt-rescheduling. However, the impact of drought and the global recession slowed growth sharply (growing by only 1.5% in 2008 and not helped by the 2007/08 post-election violence), recovering in 2009 (2.7%) and growing vigorously in 2010 (5.8%), 2011 (4.4%) and 2012 (almost 5%).

The Vision 2030 is Kenya's current development blue-print for the future of economic growth, covering the period 2008-2030. The long-term objective of this vision is to create a prosperous, and globally competitive nation and transform Kenya into a "middle-income country providing a high quality life to all its citizens by the year 2030". The vision is based on three different pillars: economic, social, and political governance.

The Economic Pillar seeks to achieve growth in GDP of 10 per cent per annum beginning in 2012. The economic areas that the Vision 2030 is targeting are: tourism, agriculture, wholesale/retail trade, manufacturing, IT enabled services, and Financial Services.

The Social Pillar of Vision 2030 has the objective of improving the quality of life for all Kenyans. It aims to do this by targeting human and social welfare programs, specifically: education and training, health, environment, housing and urbanization, children and social development, and youth and sports.

The Political Pillar of Vision 2030 objective is to move to the future as one nation and envisions a democratic system that is issue based, people centered, results oriented, and is accountable to the public. It targets five main areas: the rule of law, electoral and political processes, democracy and public service delivery, transparency and accountability, and security, peace building and conflict management.

Economic Profile

GDP (at constant prices):

US\$25.6 billion (2012)

GDP per capita (at constant prices):

US\$593 (2012)

GDP real growth: 4.3% (2012)

GDP by sector (2012):

- Agriculture: 24.2% (tea, coffee, corn, wheat, sugar cane, dairy products, fruit and vegetables)
- Industry: 14.8% (plastic, furniture, textiles, clothing, aluminium, lead and cement, tourism)
- Services: 61.0% (wholesale and retail trade, transport, government, financial, tourism, professional and personal services)

Main exports: Tea, horticultural products, coffee, petroleum products, fish, cement.

Export partners: Uganda (10.5%), Tanzania (10.2%), Netherlands (7.1%), UK (6.7%), US (5.8%), Egypt (5.2%) and Democratic Republic of the Congo (4.5%)

Main imports: Machinery and transport equipment, petroleum products, motor vehicles, iron and steel, resins and plastics.

Import partners: India (20.7%), China (15.3%), UAE (9.5%) and Saudi Arabia (6.7%)

Total external debt: US\$10.3 billion (2011)

Total Debt Service as % of exports of goods, services and primary income: 4.2% (2011)

Inflation rate: 9.4% (2012)

Sources: The World Bank DataBank:

<http://databank.worldbank.org/data/home.aspx>

CIA: World Factbook, September, 2013

3. Overview of Secretariat Assistance to Kenya

Secretariat assistance to member countries is guided by the Strategic Plan. The Plan sets out the overall strategic focus, objectives and expected results of the organisation, as well as the modes of delivery. The Plan has two on-going and interlinked Goals for the Secretariat reflecting the two broad pillars of its work – Democracy and Development – under which the Secretariat's Programmes are structured (Table 1 below). The assistance, which this evaluation reviews, spans two strategic plan periods: 2004/05-2007/08 (which consisted of 13 programmes) and 2008/09-2011/12 (which saw a reduction in the number of programmes to eight)³.

Between 2007/08 – 2011/12, Secretariat direct national development assistance to Kenya was valued at approximately £1.1 million, excluding

training, in-house advisory services expenditure and other expenditure charged through regional and pan-Commonwealth projects (all African member states benefit from the Secretariat's regional programme of assistance, valued at over £2 million per annum and the pan-Commonwealth programme worth about £15 million per annum).

Assistance to Kenya over the period represented about 8 per cent of total Secretariat individual country assistance to the Africa region. Table 2 below shows the level of this assistance for each of the five years, while Figure 1 provides a distribution of total assistance to each member country in the region over the period. The programme of assistance in Kenya included activities in the following strategic programme/ work areas: Economic Development (trade

Table 1: Secretariat Programmes per Strategic Plan Period

2004/05-2007/08	2008/09-2011/12
1. Good Offices for Peace	1. Good Offices for Peace
2. Democracy & Consensus Building	2. Democracy & Consensus Building
3. Rule of Law	3. Rule of Law
4. Human Rights	4. Human Rights
5. International Trade	5. Public Sector Development
6. Investment	6. Economic Development
7. Finance & Debt	7. Environmentally Sustainable Development
8. Public Sector Development	8. Human Development
9. Environmentally Sustainable Development	
10. Small States	
11. Education	
12. Health	
13. Young People	

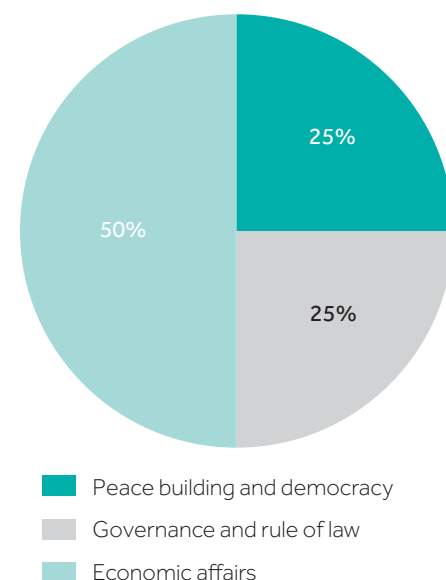
³ It should be noted that the Secretariat is shortly to embark on a new Strategic Plan for 2013/14 – 2016/17, which aims to be more narrowly focused than previous plans.

promotion and facilitation, community-based tourism, debt management, maritime boundaries delimitation and natural resources management), Rule of Law (legislative drafting and work on constitutional and related reforms within Kenya), Democracy & Consensus-Building (election observation missions and post-2007 election support), Public Sector Development (strengthening of public service through capacity building via regional and in-country training, placement of short and long term- experts and Secretariat in-house advisory services), Human Development (education, youth and gender) and Human Rights. Thematically, Figure 2 broadly illustrates where the magnitude of assistance was most significant.

Table 2: Value of Secretariat Direct Assistance to Kenya, 2007/08- 2011/12

Year	£000
2007/08	378.1
2008/09	192.6
2009/10	104.7
2010/11	167.4
2011/12	236.4
Total	1,079.2

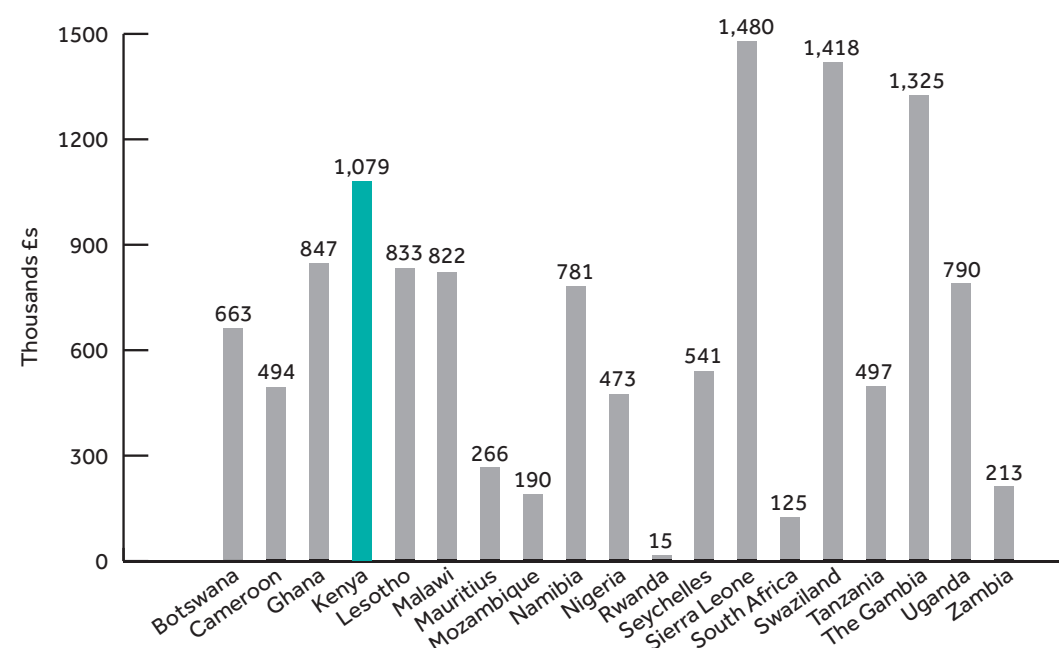
Figure 2: Broad Thematic Composition of Secretariat Direct Expenditure in Kenya 2007/08- 2011/12



Economic Affairs Theme

This broad thematic area of assistance essentially seeks to strengthen policies and systems that build resilience and support inclusive and sustainable economic growth in member states. About 50 per cent (£0.6 million) of Secretariat funds expended in Kenya were on projects falling within this sphere of its operations.

Figure 1: Distribution of Secretariat Direct Country Assistance to Africa, 2007/08 - 2011/12 (excludes regional & pan-Commonwealth assistance)



Projects, as seen in the box below, ranged from natural resources management to debt management, export generating activities, support for SMEs and trade facilitation. The box also includes some regional projects from which Kenya also benefited.

Box 2: Projects Falling Under Economic Affairs Theme⁴

Assistance on Mineral Policy and Legislation for Kenya, PXKEN013

Expenditure: £129,940

Kenya Community Based Tourism Programme, PXKEN054

Expenditure: £60,472

Product Innovation Support for SMEs in the Kenyan Commercial Craft Sector, PXKEN052

Expenditure: £63,190

Development of the Export of the Services Sector, PXKEN051

Expenditure: £65,250

Kenya Maritime Boundaries, PXKEN050

Expenditure: £104,075)

Support for Trade Facilitation Activities, PXKEN030

Expenditure: £82,116

Strengthen Debt Management and Debt Markets, PXKEN049

Expenditure: £28,070

Assisting Kenya's Exporting Processing Zone Business Incubator, PXKEN053

Expenditure: £68,676

Promotion of Trade programmes and Techniques, PGKEN075

Expenditure: £125,117

Improvement of Dairy Farming – Gacharage, PGKEN004V

Expenditure: £121,833

Continued...

Private Equity Workshop for Pension Fund Trustees in Kenya, March 2011

Strengthening Regional Trade and Development in COMESA, PGCES005

Implementation of COMESA POA for Development of the Pharmaceutical Industry, PXCOM026

Improving Trade Flows in and from the East African Community, PXAFR016

Strengthening Debt Management Capacity in the Southern and Eastern African Region, PXAFR014.

Assistance on Mineral Policy and Legislation for Kenya, PXKEN013

This complex project dated back to September 2000 but was completed during the evaluation period. It provided legal, policy and technical advice to Kenya to reform and modernise the legal and fiscal framework governing minerals and mining activity in the country, which until the Secretariat's involvement, had remained largely unchanged for over 50 years. The focus of the project, therefore, was to develop new policy and legislative proposals, principally in the form of a draft national mining policy and a bill for a new mining law, and consequently to ensure the new laws and policies would attract foreign mining investment and provide a secure basis for the sustainable development of the country's mineral endowment.

A national mining policy was prepared by the Secretariat and adopted by the then Government, and a new and comprehensive mining law was also approved by the Cabinet for submission to parliament for enactment. According to Kenya Chamber of Mines, Kenya now has 300 local and foreign firms prospecting for minerals or producing on a small scale, up from less than 30, two years ago. Kenya has proven deposits of titanium, gold and coal and

⁴ Project expenditure is for the life of the project and not just for the evaluation period.

is also estimated to hold large deposits of copper, niobium, manganese and rare earth minerals. Figures estimate that exports of minerals could become the country's fourth highest revenue earner. It can be concluded that government endorsement of the new mining policy and the Cabinet's consideration of a new mining law established the building blocks for increasing mining's contribution to the economy.

Kenya Community Based Tourism Programme, PXKEN054

This Community Based Tourism (CBT) project, which originated from a request from the Ministry of Tourism and Wildlife⁵, commenced in the 2007/08 financial year. CBT is generally defined as the participation of local/indigenous communities of a host destination in the value chain of the commercial activities of tourism. This is through the community providing services or goods which are consumed by tourists. The aim of the project was twofold:

- To develop a national framework for Community Based Tourism (CBT) that would assist in creating an enabling environment for growth.
- To undertake community capacity building for community representatives on tourism business principles and investor-community relations.

A Framework was finalised and submitted in November 2009, designed to link into the overall National Tourism Policy⁶ and the country's economic blueprint, Vision 2030 (launched in 2008). Both the Policy and Vision 2030 foresaw a diversified and enhanced tourism product embracing CBT (including a target of 1,000 homestays⁷ to be registered by 2012 and

agro-tourism⁸). The development of the Framework involved extensive consultations that included nine workshops held at tourism hubs across the country in September/October 2009, as well as a national workshop held in Nairobi in November 2009 on the direction and conclusions of the draft framework. Interestingly, however, it was decided not to hold the capacity building workshops (one of the two aims of the project), but that consultative sessions would be more appropriate. It was felt that a considerable amount of capacity building had already taken place on CBT in Kenya, that it would be difficult to provide effective training in the short time that was available, and that it was more important to use the time to give local representatives an opportunity to make their inputs into the finalisation of the framework.

The National Community Based Tourism Framework was seen therefore as an important roadmap to provide the way forward in respect of the development of community tourism in Kenya. Implementation of the Framework has been slow due, it is understood, to political and financial reasons. The Secretariat had also hoped that another development agency, such as the United Nations World Tourism Organisation (UNWTO), might have taken the 'baton' to help with implementation. Nevertheless, feedback has suggested that the Framework is 'workable' and that many aspects of its recommendations have been factored into the new Tourism Policy and Tourism Act 2011 (Kenya's first Tourism Act since its independence). Examples include:

- The provision for resource mobilization to support Tourism Sector activities through the Tourism Fund and Tourism Finance Corporation. Additionally, the Tourist Finance Corporation will be required to develop mechanisms to support Small and Medium Enterprises (SME's) as well as Community-based tourist facilities.

5 No longer a standalone Ministry. Now combined with East African Affairs and Commerce.

6 Approved by Cabinet in August 2009.

7 A homestay is a non-commercialized, private residence with paying guests who enjoy staying in the comfort and security of a family home.

8 A form of tourism involving visits to farms and participation in various farm activities in a sustainable manner for leisure, learning and mutual benefits to the host and the tourist.

- A focal point/dedicated officer for community-based tourism appointed within the Ministry of Tourism.
- Homestays are now governed by the new Tourism Act and should therefore be more regulated. Identification of Homestay units will be carried out by the Ministry of Tourism in collaboration with the Kenya Community Based Tourism Network for the purpose of accreditation, approval and licensing based on categorization into types of Homestays namely Community Homestays, Farmstays and Modern urban private homes. The registration of homestays in operation will be based on the facilities and quality of the accommodation provided.
- Training and capacity building for the sector will be handled by Kenya Utalii College while the Tourism Finance Corporation is mandated to fund other training institutions envisaged to be developed in future and includes Ronald Ngala Utalii College in the Coast.
- Maasai Mara projects have been informed by aspects of the Community Based Tourism Framework.

In conclusion, the Framework has, above all, provided an opportunity for all stakeholders to work together, though assistance is still needed in taking it forward. There are calls for more capacity building and training for homestay operators and others involved in community-based projects. Community investors, easier access to financing (particularly soft loans) and branding and marketing of community-based tourism as a product also remain issues to be addressed.

Development of the Export of the Services Sector, P XKEN051 (Expenditure: £65,250)

Request for this assistance came through the Export Promotion Council of Kenya (EPC), and the focus was on developing a Strategic Programme for the Export of Professional Services⁹ in Kenya.

Started in 2007, the project's long-term goal was to help Kenya improve its export competitiveness by diversifying and expanding its export base from traditional products to include the professional services sector.

The project's main output¹⁰ – a Strategy for the Promotion of the Export of Professional Services from Kenya (2009) – was certainly achieved, though the study cautioned that the absence of reliable statistics and baseline data on the services sector was a serious limitation to the study, on which the strategy is based. The Government, however, commented on its determination to implement the Strategy through a concerted effort of the private and public sector stakeholders, including development partners, and called upon key institutions, of which the EPC is the main one, to come up with modalities to implement the strategy.

The EPC has indicated its satisfaction with the Strategy, but added importantly that there were still constraints hindering the Strategy's implementation, such as the fact that current structures do not enable a market for professional services. The Association of Professional Services Society has also cited other existing problems, namely:

- A general lack of knowledge about exports markets
- A lack of appropriate policy to develop the sector in a coordinated manner
- Complex licensing procedures
- Complicated market entry requirement, including minimum financial requirements
- Limited access to finance by SMEs to fund exports
- A disjointed sector

Both Secretariat and World Bank Reports, however, did project high growth potential for Kenya's professional services (particularly in IT-enabled services, non-banking financial services

⁹ Professional services defined as business services provided by qualified individuals, usually accredited by a professional body.

¹⁰ Around the time of the Secretariat's study, the World Bank also produced a study on the supply potential of selected professional services in Kenya.

and business services), and the EPC recently requested further support from the Secretariat, identifying two areas that required strengthening for the country to reach its potential in exporting services. These areas being: association strengthening and supporting service providers develop a systematic approach to accessing markets. This will entail a) export profiling of 4 priority sectors to be identified and developing appropriate marketing plans for them b) support to undertake selected market development activity to kick start implementation c) Support the EPC to build consensus among stakeholders on the establishment of an umbrella body for the services sector (such as a Coalition of Services Industries), sharing international experience and preparing a roadmap for its establishment. The Secretariat is currently in the process of granting this assistance.

Product Innovation Support for SMEs in the Kenyan Commercial Craft Sector, PXKEN052 (Expenditure: £63,190)

The purpose of this project, which commenced in 2007/08 and cost an estimated £63,190, stemmed from a request from the Export Promotion Council (EPC) of Kenya to strengthen the capacity of commercial craft-producing SMEs in product design and development to enable them to gain access to domestic and international markets. The ultimate goal was to enhance the competitiveness of these SMEs so that they could create jobs and provide income to alleviate poverty. The project entailed the holding of practical training workshops and test marketing of newly designed crafts in international trade shows. The Kenya Government's contribution, through the EPC, involved facilitating the training workshops and mounting trade exhibitions in Nairobi for the SMEs that participated in this project. The project focused on two main craft categories:

1. Weavings, textiles and accessories (carpets, wall decorations handloom and jewellery).
2. Sculptures (soapstone, crafts, ceramic and stoneware pottery and tableware, metal and woodwork).

One of the workshops was a four-day training event entitled the 'Export Business and Marketing Management for Women Entrepreneurs in the Handicrafts sector'. The training took place in 2008 with the main objective of providing learning experiences that would equip women owners of small and medium enterprise (SME) to improve their business operations and/or provide advice and training to others. It was also aimed at further improving the competitiveness and strengthening the long-term viability of women-owned businesses. Specifically, the workshop intended to enable the participants to expand their knowledge of:

- business management and problem-solving skills; and
- financial planning required in operating a successful business enterprise.

Feedback has suggested that this project has had some impact: a common web portal for all SMEs has been developed (www.buyfromKenya.com) enabling products to be showcased for potential buyers; skills have been enhanced in product design and development; some of the SMEs are now exporting (one is exporting to the US market) and have become bigger enterprises as a result of the portal; and spinoffs have also resulted from the Secretariat's intervention in the form of DANIDA which provided assistance for training.

Kenya Maritime Boundaries, PXKEN050

Since 2006/07, legal and technical assistance has been provided to the Government Taskforce to prepare Kenya's submission to the UN Commission on the Limits of the Continental Shelf¹¹ concerning the outer limits of the continental shelf of Kenya, in accordance with the requirements of the 1982 UN Convention on the Law of the Sea. The submission was made in May 2009 and covers an area of over

11 The continental shelf of a coastal state comprises the seabed and subsoil of the submarine areas that extend beyond its territorial sea throughout the natural prolongation of its land territory to the outer edge of the continental margin, or to a distance of 200 nautical miles from the baselines from which the breadth of the territorial sea is measured where the outer edge of the continental margin does not extend up to that distance.

50,000 sq. kilometres that is highly prospective for petroleum resources. Assistance will be provided to support the government in defending the submission before the UN – a process that is expected to commence in late 2014 and may continue for a period of 12-18 months.

Legal and technical assistance was also provided in 2010/11 concerning the delimitation of the unresolved maritime boundary between Kenya and Somalia (an idea mooted in an evaluation study that was conducted specifically on the Secretariat's assistance to member countries in the area of maritime boundary delimitation¹²). The main focus of the advisory assistance entailed sensitization and technical workshops and preparing technical and legal reports to position the Government to develop a negotiating strategy.

At the date of this report, boundary discussions between Kenya and Somalia had not been commenced, due in very large part to persisting governance problems in Somalia. It is hoped that a boundary agreement with Somalia will provide certainty to the scope of Kenya's sovereign jurisdiction in the boundary area and this will impact on the country's fishing and territorial integrity interests. Delimitation would also be relevant to the exploration and exploitation of any oil and gas deposits existing in the boundary zone. A decision on this is being awaited.

Strengthen Debt Management and Debt Markets PXKEN049 & other Debt management Assistance

The Secretariat's debt management relationship with Kenya is longstanding, dating back to 1985 (See Figure 3) when the Secretariat in conjunction with the Swedish International Development Agency (SIDA) supported Kenya's initial debt management effort. It was during this decade that many countries suffered debt crises, and the Secretariat was mandated by Commonwealth Finance Ministers to assist member countries

with debt management. This initial support to Kenya was aimed at and designed to facilitate capacity building in sovereign debt management within the aegis of the Ministry of Finance. Consequently, a Debt Management Division (DMD) was established in 1987 as part of the Fiscal and Monetary Affairs Department. It was in this year that Kenya commenced using the CS-DRMS software.

Over the years Kenya has benefited from installation of updated versions of the CS-DRMS and its associated training plus advisory services spread across a range of issues from institutional arrangements for debt management to recording aid flows. Kenya has profited from Secretariat assistance at the country, regional and pan-Commonwealth levels through a series of workshops designed to build capacity for effective debt management. Kenya has also been assisted in building comprehensive, accurate and up to date public debt databases, resulting in timely debt-servicing and significant savings on penalties previously associated with late debt servicing due to lack of accurate information on debt. The Secretariat has also assisted Kenya to develop local technical capacity for designing debt management strategy and more recently assisted the Ministry of Finance review institutional arrangements for public debt management and provided advice on strengthening the middle office of the Debt Management Department in the Ministry of Finance. The Secretariat also cooperated with the World Bank on a Front- Middle-Back office structure for the Debt Department in the Ministry of Finance. This has now been regarded as having been a successful cooperative venture both with the government and the World Bank.

A Joint World Bank/ IMF Sustainability Analysis (DSA) published in 2011 concluded that Kenya had managed its debt relatively well and had regularly met its obligations. The latest Ministry of Finance Annual Public Debt Report¹³ indicated that Kenya's debt has and continues to be sustainable in the medium term, which is in line

¹² *Evaluation of Commonwealth Secretariat Programme of Technical Assistance on Maritime Boundary Delimitation, 2003/04 2008/09*, Jonathan McCue (Atkins Ltd) & Martin Pratt (IBRU), June 2010.

¹³ *Annual Public Debt Report, 2011-2012*, Ministry of Finance, Republic of Kenya, December 2012.

with the Millennium Development Goal 8, target 8D on debt sustainability and the country's Vision 2030 under the Economic Pillar.

Figure 3: History of Secretariat Involvement in Debt Management in Kenya (1985 – 2013)



A more recent World Bank/IMF Report¹⁴ also indicated that Kenya's public debt is sustainable relative to the total size and productivity of the economy.

Overall, the Secretariat's debt management engagement with Kenya has been considered to be highly successful, and is contributing to the sustainable development of the Kenya economy through prudent public debt management. Feedback from debt management officials in Kenya has suggested that the programme of assistance is meeting the needs of the country, and that significantly backup support on matters relating to CS-DRMS is always available when required. A senior debt management official succinctly noted, 'Our overall engagement with the Secretariat has been a success'. Another important finding is that other Commonwealth countries within the African region (The Gambia and Zimbabwe) have come to Kenya for support on debt management issues, which again is testimony to the Secretariat's debt management success in that country. Going forward, Kenya also now stands to benefit from the Secretariat's new public debt analytical tool – Horizon – and recently participated in a launch workshop in South Africa.

Improvement of Dairy Farming – Gacharage, PGKEN004V

Technical support, worth over £120,000, has been provided by this project, which was designed to strengthen the capacity of farmers who were members of the Gacharage Self Help Group (based in the Muranga South District, Central Kenya). The local representative of Africa Now, a UK-based Charity, was engaged to provide technical and capacity building support in such areas as identification of new and emerging technologies and related training; and support to develop the Group's marketing and training centre. It is understood that through the facility, over 150 self-help groups have received training on dairy management, business enterprise

development, dairy goat keeping, farming techniques and seed processing among other benefits. It is understood that the newly acquired farming methods and techniques have led to increased milk production.

Support for Trade Facilitation Activities, PXKEN030

This intervention, which was based on overall budget of £180,000, was initiated by a case study that was undertaken as far back as 2002/03. The study, commissioned on behalf of the Government of Kenya by the Secretariat, was carried out to assess Kenya's ability to effectively participate in WTO negotiations, and generally improve its trade competitiveness. The study report identified various administrative and bureaucratic bottlenecks hampering trade and investment that needed to be addressed urgently. These major trade facilitation concerns included:

- Excessive documentation requirements;
- Lack of automation and insufficient use of information technology;
- Lack of transparency, unclear and unspecified import and export requirements;
- Inadequate procedures, especially lack of audit-based controls and risk management techniques;
- Lack of cooperation between government agencies, which thwarted efforts to deal effectively with increased trade flows.

The study made a series of short, medium and long-term recommendations, one of which led to the development of the Trade Facilitation Project in Kenya in May 2004 to address the above major constraints. The main aim of this Project was to develop and present a trade facilitation strategy and framework to the government on mechanisms to create a more efficient approvals system for the goods-clearing process and a more effective means of facilitating trade. Other outputs included a model for 'a one-stop shop' operation, a handbook on importing and exporting to Kenya and a capacity building programme for members of the trade, including

¹⁴ Fifth Review under the Three-Year Arrangement – Debt Sustainability Analysis: Prepared by the Staffs of the IMF and the World Bank, April 2013.

the Kenya Freight Forwarders' Association, the Kenya Chamber of Commerce and others.

The Project, which was completed in 2006, acted as a catalyst for other donor interests in trade and transport infrastructure support in Kenya, as shown by the World Bank's intervention in assisting with the development of the SIMBA community based clearing of goods system at the Port of Mombasa. The World Customs Organisation (WCO) also intervened with a diagnostic review and integrity development programme for the Kenya Revenue Association (KRA) drawing on WCO tools.

However, the most significant development emanating from the Secretariat's initial

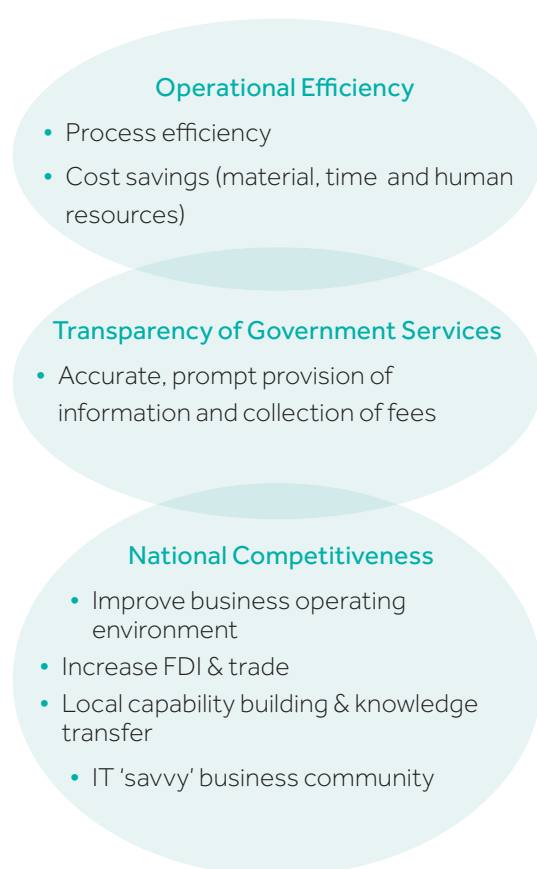
involvement, has been the Kenya National Electronic Single Window System, which is now being implemented by the Kenya Trade Network Agency (KENTRADE) on behalf of the government, in collaboration with the Government of Singapore which is supplying the software - highlighting a South/South cooperation that was initiated by the Secretariat. The System, due to be rolled out in October 2013 and classified as an enabler project under the Economic Pillar of Kenya's Vision 2030, will integrate the electronic systems of stakeholders involved in the cargo clearance process including Kenya Revenue Authority (KRA), Kenya Bureau of Standards (KEBS), Kenya Ports Authority (KPA), Port Health and many others. It is also expected

Figure 4: Secretariat's Intervention in Trade Facilitation in Kenya



that cargo dwell times will be reduced substantially (sea freight from eight days to a maximum of three days; freight by air from five days to one day and by road from two days to one hour). It is forecast that the Kenya National Electronic Single Window is expected to realise national savings in Kenya of around US\$300 million per annum. Indications, therefore, are that this project has made a difference. Its history and achievements are captured in Figures 4 and 5 respectively. Figure 4 charts an account of the Secretariat's intervention, while Figure 5 highlights the wider benefits the System is expected to provide.

Figure 5: Projected Benefits of Single Window System



Source: Kenya Trade Network Agency (KenTrade)

Governance and Rule of Law Theme

This thematic area aims to improve the culture and quality of the political /administration interface, and strengthen the capacity and working culture of public administration. In addition a focus of this theme is strengthening institutions of the judiciary to achieve in-country capacity, advancing anti-corruption measures and supporting advocacy and capacity building for the rule of law. Country national assistance comprising this theme in Kenya totalled approximately £0.3 million¹⁵ (25 per cent of the total) during the evaluation period, though as mentioned before, it should be borne in mind that additional assistance was provided through regional and pan-Commonwealth programmes, for which costing is not available. However, some of these projects, along with country projects, are listed below.

Box 2: Projects/Activities Falling Under Governance and Rule of Law Theme

Strengthening the Capacity of the Office of the Attorney-General and the Law Reform Commission, PGKEN0354

Institutional Strengthening of the Kenya School of Monetary Studies, PGKEN077

Strengthening the Legislative Drafting Capacity of Commonwealth African Member States, Ghana Law School, PGAFR239

In-country Performance Management Systems Programme for Kenya Public Service, April 2009

Trainers Programme on Strategic Negotiations for East Africa Region, March 2010

Commonwealth Executive Programme in Public Management

Continued overleaf...

¹⁵ Figure excludes expenditure on workshops, seminars, attachments and other training activities that were held nationally, regionally and pan-Commonwealth.

Continued...

Learning Visit/Study Tour for Rural Electrification Authority to Malaysia, April 2010

Kenya in-country workshops on business process re-engineering (BPR), September 2011

Attendance at a workshop for Kenya Ministry of Finance official – 'Governance, MTEF and NPM', Malaysia, August 2012

Public Financial Management training at RIPA for an official from the Kenya Anti-Corruption Commission.

Support for Heads of African Public Services to attend Forum of Heads of African Public Service: 2008- 2011

Mapping Exercise on Business Process Re-engineering in the Kenya Public Services

Legal Adviser to the Eastern & Southern Africa Anti-Money Laundering Group (ESAAMLG), PGESM004.

PPP Policy Setting and Implementation Training Programme

Talent Management /Peer Mentoring Programme

Promoting Decentralisation in East African States

Malta/Commonwealth Third Country Training Programmes

Singapore/ Commonwealth Third Country Training Programmes

**Strengthening the Capacity of the Office of the Attorney-General and the Law Reform Commission, PGKEN0354
(Expenditure: £188,565)**

The purpose of this project is to strengthen the capacity of the Attorney General's Office and the Kenya Law Reform Commission with regard to drafting the legislation required to implement

the provisions of the new constitution of the Republic of Kenya. The new constitution provides that over a period of five years from the date of the constitution coming into force (27 August 2010) that legislation in 49 subject areas shall be enacted.

Secretariat support, in the form of the provision of experts, started in April 2011 with the posting of two legislative drafters based at the Law Reform Commission but under the supervision of the Chief Parliamentary Counsel, in the Attorney-General's Office. Two further drafters were placed in April 2012. Activities undertaken by the drafters have related to the implementation of the new constitution, principally dealing with legislation in key areas including public finance, land and devolved government. It is understood that the Secretariat had initially planned to collaborate with UNDP in implementing this project, in the form of UNDP funding two of the four drafters or providing logistical support. This arrangement, however, did not materialize and has consequently necessitated an extension to the project by the Secretariat in early 2013. The World Bank also provided support to the Office of the Chief Parliamentary Counsel to assist with drafting policy, though it is believed this assistance was solely in the area of commercial law.

Feedback has suggested that so far the Secretariat's assistance has been effective in that it has successfully led to almost all priority legislation being drafted within the two-year time frame (that is, by 27 August, 2012), as enlisted in the Fifth Schedule to the new Constitution, thereby allowing the Government to accomplish its agenda of enacting these legislation by the given date. Key pieces of legislation enacted included:

- Land Registration Bill 2012
- National Land Commission Bill 2012
- The County Governments Act 2012
- The Urban Areas and Cities Act 2011
- The Intergovernmental Relations Act 2012
- The transition to Devolved Government Act 2012

- The Public Financial Management Act 2012
- Kenya Defense Forces Act 2012
- National Intelligence Service Act 2012
- National Security Council Act 2012
- Petition to Parliament (Procedure) Act 2012
- Petition to County Assembly Act 2012
- Leadership and Integrity Act 2012
- Breastmilk Substitute (Regulation and Control) Act 2012
- Agriculture, Livestock, Fisheries and Food Authority Bill 2012
- The Crops Bill 2012
- Kenya Agricultural Research Bill 2012
- The Fisheries Bill 2012
- Land Bill 2012.

An important output/activity expected from this project is training and mentoring of staff in the Attorney General's Office and Law Reform Commission in legislative drafting. One of the experts reported a counterpart had been assigned to her for a period of time and that the attachment had proved quite useful. One, however, got the impression that a more formalised approach and framework, with specific guidelines for counterpart training, should be put in place to ensure a more effective transfer of expertise and knowledge from expert to counterpart. The Legal Department of the Attorney General's Office, however, did secure formal training for nine junior drafters to attend the diploma level drafting course at the Ghana Law School¹⁶. An interesting development has been the planned inclusion of a legislative drafting programme at the Kenya Law School.

This programme is due to commence in September 2013, and it is understood that the Secretariat will be approached for assistance with the establishment of this programme. The hope is that this course at the Kenya Law School will help to address the perennial shortage of skilled drafters in Kenya in the long term.

As mentioned earlier, the Secretariat has granted an extension to this project, allowing support to be continued until August 2015, which is the date the Constitution has set for completion of all required legislation. The plan also is that drafters within the Office of the Attorney -General will benefit from mentoring and training by the experts and that the Kenya Law School course, as it develops, will lead to more qualified drafters at the disposal of the Government. The continuing problem, however, is that after receiving training qualified drafters tend to 'move on fast' and retaining them remains as problematic as it did many years ago. It is an outstanding issue that the Secretariat and member governments must address urgently¹⁷. Legislative drafting is therefore still an important area for Secretariat support, as many member countries (and Kenya as we see is not an exception) continue to experience an acute shortage of qualified drafters. The Secretariat is also recognised as having a comparative advantage in providing legislative drafters and experience in constitutional issues.

Legal Adviser to the Eastern and Southern Africa Anti-Money Laundering Group (ESAAMLG), PGESM004

This regional project, which commenced in 2007/08 and is based at the ESAAMLG Secretariat in Tanzania, has been assisting member states in Eastern and Southern Africa in the development and enactment of anti-money laundering (AML) and combating financing of terrorism (CFT) laws and regulations that comply with the required international standards. The role of ESAAMLG is to promote cooperation in the region in order to combat money laundering and financing of terrorism through implementation of the FATF 40+9 recommendations. This project's assistance, which is being provided through the placement of an expert at the ESAAMLG, has also focused

¹⁶ Support provided under the project: Strengthening the Legislative Drafting Capacity of Commonwealth African Member States, Ghana Law School, PGAFR239.

¹⁷ It is understood that a full evaluation of the Secretariat's portfolio of work in the area of legislative drafting is to be undertaken with a view to determining the best approach for future Secretariat assistance and finding a sustainable solution.

on building the requisite legal expertise at the Secretariat and equipping assessors with the capacity to evaluate compliance with the Financial Action Plan Task Forces (FATF) 40+9 recommendations in ESAAMLG member states.

Kenya was the subject of a mutual evaluation conducted by ESAAMLG in September 2011. The ESAAMLG team, (comprising ESAAMLG experts in criminal law, law enforcement and regulatory issues, reviewed Kenya's institutional framework, relevant AML/CFT laws, regulations, guidelines, and the regulatory and other systems in place to deter money laundering (ML) and the financing of terrorism (FT) through financial institutions and Designated Non-Financial Businesses and Professions (DNFBP). The capacity, implementation and the effectiveness of all these systems was also examined.

The evaluation report, which is available online, noted AML/CFT measures in place in Kenya, and concluded that its AML system was still at an early stage of development and that much work needed to be done with regard to the implementation of the AML measures, capacity building and awareness-raising within the reporting community and the general public. Kenya's levels of compliance with the FATF 40+9 Recommendations were also set out in the report. The report provided a list of recommendations on how certain aspects of the system could be strengthened, and it is understood that Kenya has taken steps towards improving its AML/CFT regime, including the issuance of AML regulations and the Money Remittance Regulations, which address deficiencies regarding preventive measures and supervision. The usefulness of Secretariat support for this project is therefore evident.

Institutional Strengthening of the Kenya School of Monetary Studies, PGKEN077

The Government of Kenya made a request for technical assistance to support the Kenya School of Monetary Studies (KSMS) develop its e-banking training capability. KSMS is a corporate body with the Central Bank of

Kenya as its principal shareholder (99%). The primary objective of the school is to provide capacity building for economists, bankers and financial experts to meet the human resources requirements for sound economic management and stability of the financial sector in Kenya and the region. In February 2012, a CFTC E-banking Adviser was deployed to KSMS for a two year-period. It is expected that the adviser will undertake the following activities:

- Support the School to design a curriculum for e-banking;
- Initiate a training programme on e-banking;
- Support & create a linkage between the school and private financial;
- institutions on appropriate e-banking technology;
- Explore and strengthen linkages between the Kenya School of Monetary Studies and other internationally renowned schools from around the Commonwealth offering e-banking programmes;
- Develop and support the implementation of an e-banking training platform within KSMS for the benefit of Kenyan banking sector.

Through these activities it is expected that the project will have the following outputs:

- E-banking master systems plan designed, developed and implemented;
- International standard curriculum on e-banking developed and established at KSMS;
- KSMS staff trained on delivery of e-banking curriculum;
- Linkages with appropriate Commonwealth e-banking institutions established;
- eBanking research and development Programme.

The hope is that this project will result in KSMS being able to offer a relevant, high quality e-banking training to the banking sector which in turn will lead to improved e-banking services to the citizens of Kenya.

Some interesting feedback has emerged from this project. It seems to have much relevance to Kenya's Vision 2030, as e-banking has been identified as a national development pillar which will promote financial inclusion, and the creation of a vibrant and competitive financial sector that will create jobs and also promote high levels of savings to finance Kenya's overall investment needs. It has also been described as a 'bold flagship project which will revolutionise the societal impact on the use of mobile money in Commonwealth Africa'. However, the feeling appears to be that the project lacks urgent budgetary support to facilitate stakeholder building and that resource mobilisation has limited its implementation. It has also been suggested that the allocated time frame of two years to achieve the project's objectives is not long enough, given that it took six months for the Adviser to settle in the job as there were lengthy delays in clearing personal effects from the consultant's home country. This, it is believed, meant that more than ¼ of the allocated project time was spent on managing migration, customs clearance and other administrative procedures.

Two of the critical objectives of this project: *"Establish international standard curriculum on eBanking"* and *"eBanking Research and Development Programme"* are dependent on academic calendars from Research and Academic Institutions whose time frames were not taken account of when this project commenced in February 2012. It is only in 2013 that academic and research boards are meeting to consider the development and incorporation of an eBanking curriculum into the qualification frameworks which once approved will enable the delivery of eBanking based qualification in banking and finance from April 2014, which is clearly outside the scope of the timeframes of this project.

However, despite the slow implementation of this project, it is believed that some eBanking capacity has been established within the Research Department of the Kenya School of Monetary Studies, which has provided counterpart support to this intervention. Nevertheless, the feeling

is that two years will not be sufficient to build viable capacity, given that it is a new area of study and operation. Also, as mentioned earlier, eBanking capacity is yet to be established within the Academic Programmes and Management Development Centre of the School. This is being championed through local institutions. There will therefore be a need to extend the tenure of this project in order to see courses like the MBA eBanking and MSc Finance and Banking being offered at the Kenya School of Monetary Studies.

Under this **Governance and Rule of Law theme**, Kenya has also received assistance through the Secretariat's 'specific training programmes and scholarships for public sector development in priority areas', though it is understood that scholarships have now been discontinued unless they have been built into a broader comprehensive package of capacity development assistance. These training programmes and courses, which have been provided in-country, regionally and on a pan-Commonwealth basis, aimed at contributing towards improving management systems, policies and programmes, leadership and management competences in public sector institutions for enhanced performance and service delivery.

Most of the training for Kenyan nationals has been delivered in-country, through local training centres (Kenya Institute of Administration (KIA) and the Kenya School of Monetary Studies) with support from external facilitators. KIA provides a range of training for the government sector and was described as the 'training arm' of the Ministry of State HRM department. In-country training programmes have included:

- Performance Management Systems (PMS)
- Managing Organisational Change for Senior and Middle level managers in the Civil Service
- Strategic Negotiation in the Public Service
- Internal Controls
- Better Governance: Issues and challenges in corruption control for senior policy makers
- Gender and Law

Pan-Commonwealth courses attended by Kenyans have included the Third Country Training Programmes (TCTP) in Singapore and Malta and the Public Finance Management course in Canada. On a regional basis, thirteen Kenyans have so far attended the legislative drafting course at the Ghana Law School.

Training as an effective mode of delivery by the Secretariat was the subject of a recent evaluation study¹⁸. This study, which featured Kenya as one of its case studies, provided a detailed examination of the Secretariat's training programmes, looking particularly at their effectiveness, impact and relevance as a means of development. The main findings of this study, with regard to Kenya, included the following:

- Training in Organisational Change was felt to be very supportive of the needs of managers to lead the reform process in their department; also Performance Management which was being introduced across government. The TCTP in Malta was identified as problematic because of the difficulty of securing a visa.
- Participants in training and Ministry of State HR staff believed the right participants were selected for training. This was borne out by colleges in Singapore who felt that generally participants were at an appropriately high level to lead change in their workplace. The majority of training that had taken place was for government officers working at a senior level of government, and most of those interviewed had senior positions in the Human Resource Department and many were promoted following the training. The Gender and Law participants were people who were responsible for or influential in resolution of land disputes.
- All participants felt the training was of a high standard and used appropriate methodologies. Participants described 'interactive lectures' where there would be presentation with plenary discussion followed

by group tasks and group feedback or plenary discussion. They felt that 'interactive lectures' took up about 25% of the time. The Public Finance Management (PFM) training programme in Canada provided an opportunity for an attachment and this was found to be extremely valuable. Case studies were a popular tool, and often these were developed from the context of the facilitators, e.g. of Singapore, Malaysia, Botswana but in all cases participants were asked to reflect on their relevance to Kenya and their own work. A common complaint, however, was that the workshops were too short to cover all the areas introduced.

- The majority of participants indicated that they had to produce an Action Plan either during or after their training for post training implementation. These ranged from detailed plans with objectives, timelines, responsibilities etc. to bullet points of interventions. However, most said they were unable to complete their Action Plans once back in their workplace due to no further contact to support implementation of their plans, 'too busy', colleagues who were resistant to change, etc. Participants, however, valued the quality of the training provided and felt it contributed to improved personal understanding of the area of work they were involved in.
- The KIA was found to have excellent training facilities and accommodation. In most cases external facilitators carried out most of the training with support from national facilitators and the Secretariat adviser. KIA has used the opportunity to build the capacity of their own staff through 'self-funding' a number of staff to attend each workshop. This has meant they have been able to offer training for Ministries when requested. It is also understood that the KIA model of training has been successfully transferred to other countries, such as Uganda.
- With regard to support materials for training, the KIA provided all training materials and a flash drive of materials as a package for participants. One common complaint of the

¹⁸ *Evaluation of Commonwealth Training Programmes*, September 2010: Centre for International Development & Training, University of Wolverhampton

TCTP in Singapore was the limited access to electronic versions of training materials (e.g. power point presentations) that were made available to participants. The Gender and Law training provided participants with a range of appropriate background reading to support their ongoing work.

- The Canada PFM programme resulted in the publication of a book using materials developed by participants – 'Transforming Public Finance Management in Africa'. Part of the training included the development of a self-assessment tool for PFM that countries could use to gather their own evidence about their level of PFM effectiveness rather than depend on the IMF PEFA tool which is used by external evaluators. The development of this tool was seen as giving countries greater independence and ownership in the evaluation of their PFM systems which better enabled them to implement change.
- The study found that neither Points of Contact (POC) nor participants were aware of how the Secretariat was structured or of the range of advisers/divisions/sections for specialist areas; they were also unaware that they could request training.
- The Kenyan Public Sector Reform Strategy identified a move away from a process approach to Results Based Management. Key areas requiring support to spearhead the reform were identified as: Human Resource Management Systems; Procurement Management Systems; Management Information Systems; Participatory Programme/Project formulation and Implementation; Crosscutting issues such as HIV/AIDs, Gender and Environment Management. A major part of the reform process was the development of a Performance Management System (PMS).
- No follow up to training takes place and no post evaluation of impact. Participants felt strongly about the lack of follow-up, "Why do they take our email addresses if they don't follow up?" and also a feeling that "There is no use of people who have been trained" as a resource for others.

- The cost of different training programmes varied enormously and there appeared to be no measures of cost effectiveness or efficiency. In addition, in costing out programmes, Commonwealth Secretariat Advisers' time was not taken into account. However, the study found that 'per person per day' cost in Kenya of £174 was considerably below that of Singapore during the same period and similar to lower cost courses in Malta. Therefore, it appears that there is an economic advantage to holding courses regionally; and a professional advantage would be the opportunity to build local capacity.

Overall, and with regard to impact, the study concluded that a general lack of understanding of best practice approaches in capacity development was preventing the Secretariat's training activities from having a sustainable impact. There were very few mechanisms for sustainability built into Secretariat training programmes. Sustainability or the ability for learning and development to continue without external support is crucial if training activities are to lead to continued improvement and capacity building. Reasons for lack of sustainable impacts included absence of enabling environments, lack of a critical mass of people with shared understanding; and limited post-training support.

The study added that if institutional change is to be effective, appropriate policies and strategies need to be in place to support the change. While training may be effective at the level of improved competencies - if the relevant policies and strategies are not in place it may be very difficult to achieve the changes desired. Stakeholders at all levels need to play a greater role in the deciding what training should take place or what other forms of support can be provided. Only in a small number of cases is the engagement of stakeholders explicit in the capacity development approach taken.

Peace Building and Democracy Theme

Under the Peace Building and Democracy theme, which accounted for £0.3 million (25 per cent) of Secretariat country expenditure in Kenya, work has essentially focused on supporting democratic processes and institutions. The Secretariat's work during the evaluation period contributed to the resolution of tensions and conflict that had broken out in Kenya following the national elections in late 2007. Active collaboration with the UN and other international partners helped to settle the dispute and finalise a political settlement. Prior to the elections and following an invitation from Kenya to constitute a Commonwealth Observer Group (COG), the Secretariat sent a three-person Assessment Mission to Kenya in October 2007 to determine with the major stakeholders in the Kenyan political environment whether there was broad support for the Commonwealth to observe the elections and to explore logistical arrangements for the COG. The mission concluded that there was broad support for the presence of Commonwealth Observers and that the Group would be able to fulfil its mandate freely. Accordingly, an observer group was constituted, which included thirteen Commonwealth eminent persons supported by six Secretariat staff members.

The Group made several recommendations directed towards further strengthening the democratic culture of the country, and which support an electoral process that would enable the conduct of elections that meet acceptable international standards. These recommendations were on issues relating to: the strengthening of the Electoral Commission of Kenya, a better system for voter registration, the immediate Political Parties Act of 2007, limits on expenditure the media could incur during an election campaign, training of Domestic Observers, an amendment in the law on the settlement of post-election disputes, a set deadline be introduced for a legal challenge to a result be made before the inauguration of newly-elected

officials and the fostering of an environment that is more conducive to the participation of women and youth.

In the aftermath of the Kenyan elections in 2007, which saw the country experiencing unprecedented levels of violence following the declaration of the presidential election results, the Secretariat's good offices work came to the fore. It consulted with key stakeholders to promote dialogue and reconciliation, and backstopped the negotiations headed by former UN Secretary-General Kofi Annan. The Secretariat also signed a Memorandum of Understanding (MOU) with UNDP to support the government of Kenya address long term issues concerning constitutional and electoral reforms, and technical institutional development support to work towards addressing historical inequalities.

In 2010 the Secretariat deployed an Assessment Mission to Kenya in response to an invitation from the Independent Interim Election Commission (IIEC) to observe the constitutional referendum held in August 2010. This observer team was to verify that the referendum took place in conformity with national laws and internationally accepted standards. The referendum was to determine whether to adopt a proposed new constitution passed by the Kenyan parliament on 1 April 2010. The new constitution was seen as a vital step to avoid a repetition of the violent outbursts after the 2007 presidential election.

Kenya has also participated in the activities of the Commonwealth Electoral Network, which was established at the 2010 Conference of Commonwealth Election Management Bodies held in Ghana. The CEN seeks to facilitate experience sharing, create support mechanisms, promote good practices and facilitate opportunities for peer support across the Commonwealth. Kenya attended the first Working Group Meeting of CEN Voter's Education and Electoral Participation in India in 2011 and the first Biennial Conference of the CEN held in Toronto in June 2012. This Conference saw the launch of the Commonwealth Electoral Network online collaboration workspace (Connects), designed to allow members to continue

deliberations between their biennial meetings. Kenya was elected on the new CEN Steering Committee for the period 2012 – 14.

In addition to the above, Kenya was also a participant at the Government and Opposition Workshop for East Africa, held in Tanzania in May 2012. This workshop was designed to facilitate discussion regarding the relationship between government and opposition parties in parliament and beyond, and their contribution to the democratic process.

Box 3: Projects Falling Under Peace Building and Democracy Theme

Assessment Mission for Commonwealth Observer Group to 2007 Kenya Elections, PPKEN131

Expenditure: £14,295

Commonwealth Observer Group to 2007 Kenya Elections, PPKEN132

Expenditure: £193,490

Assessment of Kenya 2010 Constitutional Referendum, PPKEN282

Expenditure: £21,086

Needs Assessment of Interim Independent Election Commission of Kenya (2010), PPKEN133 **Expenditure: £4,097**

Secretary-General's Good Office in Kenya, PPKEN001

Expenditure: £34,376

Commonwealth Electoral Network of Election Management Bodies: PPCWG0485

Expenditure: £288,169

Social Development Theme

Activities under the Social Development theme seek to support Commonwealth countries to develop strategies and tools, and to use their public sector professionals more effectively, for human development. Box 4 below highlights the type of social/human development assistance the Secretariat provided to Kenya during

the evaluation period. Again, it needs to be mentioned that Kenya has had access to other regional and pan-Commonwealth programmes/activities in the social development area. These included projects such as: Support to Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa, Enhancing the Capacity to Reduce Maternal/Neonatal Morbidity and Mortality in the East Africa Region, Youth Enterprise/Sustainable Livelihoods, Equitable Development and Women's Empowerment and Promoting Inclusive Education for Sustainable Development.

Box 4: Projects/Activities Falling Under Social Development Theme

Assistance with the Development of an E-health Assessment Tool and a Methodology for an E-health Strategy

Training of Trainers for Midwives in East, Central and Southern Africa (ECSA) Region

Review of Pre-service Teacher Education Curriculum for HIV/AIDS

Peace Education Programme in Kenya

International Task Force on Teachers for Education for All (EFA) and International Conference on Teachers for EFA in Africa, Kenya, 2011

Technical and Vocational Education & Training research and framework 2011-2012

The Commonwealth Teacher Recruitment Protocol

Refugee teachers in emergencies research and policy brief 2012

Flexible education/curriculum modalities for Nomadic population 2012

Guidebook to Education in the Commonwealth 2012

Commonwealth Guide to Implementing Inclusive Education focusing on Article 24 research and policy brief 2012

Continued overleaf...

Continued...

Research Symposium on Teacher Mobility, Recruitment and Migration 2011

Sponsored to attend two meetings of the Inter-agency Network for Education in Emergencies (INEE) Working Group on Education and Fragility, in New York in October 2012 and Paris in April 2013

Member of the Commonwealth Ministerial Working Group on the Post-2015 Development Framework for Education, London, December 2012 & September 2013

Commonwealth Southern and East Africa Colloquium on Gender, Culture and the Law, Namibia, May 2008

Umoja Uaso Women Group on Women's Rights workshops, August, September & October 2009

Colloquium on Gender, Culture and the Law, Kenya, May 2010

Strengthening the Kenya Women Judges Association Jurisprudence of Equality: Protecting Human Rights Structuring Effective Judicial Remedies, March 2009 – February 2010

Training Samburu Women in Legal Literacy and facilitating Registration of Land Titles in their Names.

Youth Enterprise Financing

Assistance with the Development of an E-health Assessment Tool and a Methodology for an E-Health Strategy

Commonwealth Health Ministers at their meeting in May 2008 mandated the Secretariat to advocate and promote e-health in developing member states. E-health dialogues subsequently followed in three regions, amongst them East Africa, as well as direct support to three

countries, one of which was Kenya. The World Health Organization (WHO) defines e-health as 'the combined use of electronic communication and information technology in the health sector.' The Secretariat has sought to contribute towards this goal in Kenya through the holding of two national e-health workshops and several meetings leading to the development of a methodology, an assessment/survey tool, templates and guidelines as the basis for moving forward in the pursuit of a national e-health strategy. Thus, the Secretariat's input entailed equipping Kenya to leverage further support from the bigger agencies to complete the process of developing the Kenya National E-Health Strategy, 2011-2017 launched in August 2011. Other agencies involved included the World Bank, World Health Organization (WHO), the International Finance Corporation (IFC), DFID and the Multilateral Investment Agency (MIGA). This Strategy has provided a framework for the development and implementation of e-health technologies with a focus on telemedicine, health information systems, health education, mHealth, and e-learning. However, implementation of the Strategy remains the biggest challenge and it seems that certain hurdles still remain and need to be overcome – particularly coordination between different stakeholders, funding, building capacity of planners and users, governance and management structures and creating awareness and educating people (some health professional still feel threatened and feel that their jobs will be taken over).

The Commonwealth Teacher Recruitment Protocol (CTRP)

Kenya's has adopted this Protocol, which was agreed by Commonwealth Education Ministers in 2004. It provides a framework for managing teacher migration to maximise mutual benefits to countries and minimise negative effects, and has been useful in promoting the concept that managing migration can be helpful to both source and destination countries. As a result of its adoption, Kenya was provided with a negotiating tool to manage the supply of teachers to Rwanda.

Peace Education Programme in Kenya

The Secretariat's contribution to this Programme entailed primarily the sponsorship of the Coordinator of the Peace Education Unit in the Ministry of Education to participate in the Inter-agency Network for Education in Emergencies Group on Education and Fragility in October. The experiences of the 2007/2008 post-election violence in Kenya prompted the initiation of a Peace Education Programme in learning institutions by the Ministry of Education in collaboration with UNICEF and UNHCR. With time other partners came on board including NPI-Africa, UNESCO, the Japan Center for Conflict Prevention (JCCP), and the Inter-Governmental Authority for Development (IGAD).

The objectives of the programme are to:

- Create awareness among learners on the causes of conflicts and how to resolve them amicably
- Prepare learners to become good citizens in the communities, the nation and the world
- Use the classroom as a springboard through which values of positive interdependence, social justice and participation in decision-making processes are learnt and practiced
- Foster respect for cultural diversity

There is no doubt that learning institutions are a critical entry point for interventions aimed at promoting peace and that children and young people have powerful messages on peace that need to be given expression. This was highlighted in the report of the Commonwealth Commission on Respect and Understand: *Civil Paths to Peace*¹⁹.

Kenya was one of the study countries (the others being South Africa, South Sudan and Uganda) that participated in the research resulting in the publication *Educators in Exile: The Role and Status of Refugee Teachers*. This book was the product of field research that explicitly focused on refugee teachers in Kenya. The book was commissioned

by the Secretariat "to explore issues affecting refugee teachers in selected Commonwealth countries", and was aimed at answering two research questions:

- What are the issues affecting refugee teachers?
- What policies are necessary to ensure the welfare of refugee teachers and to create an enabling environment for them to teach?

The study's recommendations will form the basis of technical assistance to countries to improve the institutional environment affecting refugee teachers. The study will also assist governments to develop contingency planning policies which encourage the retention of forced migrant teachers in the teaching profession.

The Secretariat also prepared Guidelines for Provision of Quality Education to Nomadic Populations in Africa whose aim is to advise government on the development of policy for the delivery of quality education to nomadic populations. It is hoped that these guidelines can also be utilised by education stakeholders in Africa to provide quality basic education as it offers a roadmap for policy and programming based on the experiences of nomadic educationalists from various Commonwealth countries including Kenya.

Another education intervention involved the holding of a workshop in Kenya to validate the research information and outline the structure of the framework in May 2012 on *Technical and Vocational Education and Training (TVET)*. This workshop was convened to facilitate the sharing of initial research findings on TVET from five countries (Kenya, The Gambia, Papua New Guinea, Bangladesh and Jamaica). As well as sharing current policy and program initiatives in each of the five countries, delegates identified key challenges, issues and priorities for their respective countries. A draft report was submitted to the Secretariat and contributed to briefings and reports submitted to the Conference of Commonwealth Education Ministers in August 2012. The Commonwealth of Learning (COL) and UNESCO have also been involved in this area of work in Kenya.

¹⁹ *Civil Paths to Peace*: Report of the Commonwealth Commission on Respect and Understanding, Commonwealth Secretariat 2007; republished in *Peace and Democratic Society*, edited by Amartya Sen, Commonwealth Secretariat 2011.

Commonwealth Southern and East Africa Colloquium on Gender, Culture and the Law, Namibia, May 2008

This regional event, which was held within the context of implementation of the Commonwealth Plan of Action for Gender Equality 2005-2015, was significant in that it was a starting point to develop policy advocacy and other project-related work on women's rights, culture and the law in Southern and East Africa. The issues of domestic violence against women and women's access and legal rights to land emerged from the colloquium as areas that needed addressing urgently, leading subsequently to the Secretariat undertaking the following initiatives in Kenya:

- Working with 'Kenyan Women Judges' Association' (KWJA) in 2009/2010 to strengthen their Jurisprudence of Equality Programme (JEP). The JEP is an innovative judicial programme addressing women's human rights. It aims at equipping judges and magistrates with the knowledge and skills needed to resolve cases arising in their courts which involve discrimination and/or violence against women, in accordance with the principles enshrined in international and regional human rights treaties. It also trained the traditional chiefs, provincial officers, land disputes tribunal board members and magistrates on the implementation of the Land Disputes Act, in order to facilitate the safeguarding of women's rights to land in Nakuru, Kenya.
- In order to promote legal literacy and facilitate women's access to land through the registration of land titles in their names, the Secretariat provided training to Samburu women, in conjunction with the Umoja Uaso Women's Group²⁰. Training was also provided

in the production and marketing of indigenous crafts to enable women to achieve equitable and sustainable livelihoods.

Overall, it can be said that the above assistance has contributed to stronger and more gender-responsive judicial processes in Kenya. Kenya's new constitution, which was signed into law in 2010, now has a new set of land rights for women within its broader remit to address both land rights security and gender equality. Example, the Kenya National Commission on Gender and Development (KNCGD) was one of the new institutions established by Parliament. As a result, Kenya is now at the forefront of the movement in sub-Saharan Africa to mainstream gender concerns. Under the new constitution, its women, by law, are now able to own and inherit land and are guaranteed equal treatment to men under the law.

In the area of *Youth Development*, the Secretariat's limited, but important contribution, appeared to be in the area of peace, conflict management and national healing through the Africa Regional Youth Caucus (RYC) thematic committee on Respect and Understanding and Peace Building. This assistance was provided in April 2012 through support of £5,000 of the Commonwealth East Africa Peace Programme that was an exchange programme among all the four Commonwealth East African countries but spearheaded by the Kenyan youth representative. This activity was very relevant in the backdrop of the 2013 elections that were approaching and the lessons that could be drawn from other countries to ensure a peaceful election. This was a successful engagement. Kenya was engaged in shaping the activity through the Commonwealth Youth Representatives of the four countries who designed and delivered the project. The feeling though is that support to healing and reconciliation needs to be scaled up since this is a major national issue. Currently the programme that was initiated in 2012, as mentioned above, is still continuing, though lack of funding has been cited as a concern. The new Cabinet structure in Kenya has seen the replacement of the Ministry of Youth Affairs and Sports by the Sports, Culture

²⁰ The Umoja Uaso Women's Group is an organisation and a community of indigenous Samburu women formed in 1990 by fifteen women who were rejected by their husbands and forced out of their homes after being abused. These women founded Umoja as a safe community for survivors of gender-based violence.

and the Arts Ministry - a development that it is understood has created some concern.

Besides its youth and peace building work, the Secretariat also indirectly made a contribution in the progress the Government has made in advancing the key results programme areas and mandates identified in the 2007 RAB, 2008 CYMM as well as the Plan of Action for Youth Empowerment (PAYE) 2007-2015. These areas included youth mainstreaming, respect and understanding, policy and action plan development, youth employment and professionalization of youth work. A National Youth Policy has also been developed.

The Secretariat, in association with the Central Bank of India, launched the Youth Enterprise Financing Programme in four districts of India. This programme was also being piloted in Kenya in partnership with the PK Munga Foundation.

In September 2013, the Commonwealth Youth Programme launched the Youth Development Index (YDI), which is an index measuring the development and empowerment of young people in countries worldwide. The YDI offers an inter-country comparison of the environment for young people across five key areas (Education, Health, Employment, Political participation and Civic participation). The Commonwealth Countries YDI ranks Kenya 43rd out of the 51 Commonwealth countries rated in the Index (its Global Countries YDI ranking is 139th), with an overall YDI score of 0.42 and a Youth Development Category classification of 'Medium' (almost 70% of countries in the Commonwealth were classified as having medium Youth Development).

Human Rights Theme

The Human Rights Programme's objective is to engage with member states and partners to strengthen the respect, protection and promotion of human rights in the Commonwealth. The Secretariat aims to increase awareness of and respect for human rights in the Commonwealth. In Kenya, the Secretariat

provided advice regarding the New Constitution and the integration of human rights. The Secretariat supported the UN's peace initiatives and the Panel of African Eminent Personalities, working closely with the Kenyan Government, AU and the UN to support Commissions focusing on post-electoral violence, and the truth, justice and reconciliation process through nomination of Commonwealth judges and experts.

Secretariat engagement with Kenya also included a seminar on Universal Periodic Review preparation, held at the end of September 2009 in Lilongwe, Malawi. Kenya's first UPR was submitted in 2010 after this seminar. Kenya is a member of the Commonwealth Forum of National Human Rights Institutions (CFNHRI) and participated in the last CFNHRI Biennial Meeting in May 2013, Geneva. More recently, Kenya also participated in a training programme for senior prisons officials in Maputo, Mozambique.

4. Findings and Results

In this Section the results of the evaluation study are reviewed, based on findings of document review and interviews in country and within the Secretariat. In the preceding Section results of the study have been described. These are now discussed according to the objectives of the study and the headings included in the evaluation matrix.

4.1 Relevance against Secretariat Strategic Objectives and Kenya's Needs

The term relevance was referred to earlier as the extent to which Secretariat assistance fitted in with the Strategic Plan and, more importantly, whether it matched the priorities and policies of member countries' needs. The Secretariat's portfolio of assistance to Kenya over the evaluation period appeared to be consistent with the programmes defined under the two Strategic Plans (2004/08 & 2008/12), and can thus be deemed to be relevant against the organisation's strategic objectives. Almost sixty per cent of project expenditure related to the second Secretariat strategic goal: supporting pro-poor policies for economic growth and sustainable development in member countries. However, as is now recognized, thematic areas in the previous Strategic Plans were quite broad and most project requests could be justified. With regard to projects having relevance to Kenya, evidence by stakeholders in Kenya suggested that generally most projects, if not all, did fit in with Kenya's development plans and priorities. Such alignment can be seen in Kenya Vision 2030²¹. There is also the argument that the demand-led nature of many Secretariat activities, initiated through

formal requests by countries, ensures some degree of linkage to member countries' needs.

There was perhaps once the perception by some member states that the Secretariat/CFTC was largely a responsive programme that did not operate within a framework of priorities or central goals, and that the characteristic of "being responsive" to member needs implied that ad hoc and individual requests should be considered by the Secretariat and approved²². However, in the case of Kenya, it was quite clear that projects in the areas of election observation and peace building (in view of the events that followed the 2007 disputed presidential election), legislative drafting (assisting with Kenya's new constitution), debt management (the need to assist Kenya in managing its debt sustainably), maritime boundary delimitation, women's equal rights to land and the law, and trade promotion (especially the trade facilitation project) undoubtedly had and continue to have much relevance to Kenya's priority needs.

4.2 Effectiveness

Effectiveness is measured by the extent to which projects produced their expected outputs and therefore their intended objectives. Most, if not all, of the projects reviewed were assessed to have met their output objectives (or their level one objectives), which were set out in their project documentation. Whether these lower level objectives have led to the achievement of higher ones, or made an identifiable difference, will be examined shortly. However, for the moment, it can be said that the following projects, as examples, were judged to have achieved, as a minimum, their output objectives:

²¹ Kenya Vision 2030 is the country's development programme covering the period 2008 to 2030.

²² Evaluation of the Commonwealth Fund for Technical Cooperation, 2008.

1. *Kenya Community Based Tourism Programme, PXKEN054* (this project did lead to the development of a National Community Based Tourism Framework which was supposed to guide the development of community based tourism).
2. *Development of the Export of the Services Sector, PXKEN051* (a strategy for developing the export of professional services was the foremost output resulting from this project).
3. *Strengthening the Capacity of the Office of the Attorney-General and the Law Reform Commission, PGKEN0354* (main outputs achieved here included draft legislation for the implementation of various provisions of the new constitution; existing laws and regulations reviewed and amended as necessary; some training and mentoring of staff in legislative drafting in the Attorney General's Office and Law Reform Commission).
4. *Support for Trade Facilitation Activities, PXKEN030* (critical outputs included a study on the administrative barriers to and impediments to free flow of trade in Kenya; the development of a framework/model for a 'one- stop shop for the goods clearing process; a handbook on importing and exporting to Kenya; a training manual on trade facilitation issues for various sectors).
5. *Kenya Maritime Boundaries, PXKEN050* (outputs realised here consisted of preparation of technical and legal reports, and the holding of technical workshops; as well as a submission to the UN Commission on the Limits of the Continental Shelf concerning the outer limits of the continental shelf of Kenya).
6. *Strengthening the Kenya Women Judges Association Jurisprudence of Equality* (outputs achieved were related to trained traditional chiefs, provincial officers, land disputes tribunal board members and magistrates on the implementation of the Land Disputes Act).
7. *Strengthen Debt Management and Debt Markets PXKEN049 and other Debt Management Assistance* (crucial outputs arising from these debt management interventions have included the establishment of a Debt Management Division, installation of the CS-DRMS software, trained staff in use of CS-DRMS software, formulation of debt strategies, strengthened back and front offices).
8. *Commonwealth Observer Group to 2007 Kenya Election plus post-election support & Assessment of Kenya 2010 Constitutional Referendum* (main outputs were submission of reports to the Secretary-General on the outcomes of the 2007 presidential election and 2010 constitutional referendum, as well as engagement with key parties and stakeholders to backstop negotiations by the UN in resolving post-2007 election problems).
9. *Assistance with the Development of an E-health Assessment Tool and a Methodology for an E-health Strategy* (Development of Kenya National eHealth Strategy).
10. *Legal Adviser to the Eastern & Southern Africa Anti-Money Laundering Group (ESAAMLG), PGESM004* (the foremost output from this regional project, as far as Kenya is concerned, has been the evaluation by ESAAMLG on Kenya's performance against the Financial Action Task Force (FATF) 40+9 recommendations. A report resulted from this evaluation and included, among other things, recommendations on how certain aspects of Kenya's AML/CFT laws could be strengthened).

The above examples therefore represented a cross section of projects where project outputs, as defined in project design documents (logframes, etc.), have been achieved. Shortly, one will examine what these outputs have led to vis-à-vis higher ranked objectives and the kind of difference they have made.

4.3 Efficiency

Assessing the efficiency of an organisation can be challenging due to the lack of a clear

comparator. However, based on anecdotal evidence, it would appear that the Secretariat operates with a reasonable degree of efficiency. As one of its modes of delivery, the Secretariat uses a wide range of consultants to support its projects and activities, and the daily fee rates paid by the Secretariat for consultants continue to be generally lower than those paid by other bigger institutions, suggesting that there is no problem with inefficiency in terms of cost effectiveness. Furthermore, it should also be pointed out that the Secretariat uses its own in-house staff to implement some activities, such as the technical and legal assistance for the projects regarding maritime boundaries delimitation and mineral policy and legislation. It is understood such work would be far more costly if it was totally sourced from outside the Secretariat. The e-learning debt management course, which Kenya has participated in, has also proved to be a cost effective means of delivering support.

There were instances of effective collaboration internally between Secretariat Divisions. One clear example being the partnership between the Governance and Institutional Development Division (GIDD) and the Legal and Constitutional Affairs Division (LCAD) regarding the project in the area of Rule of Law (Strengthening the Capacity of the Office of the Attorney-General and the Law Reform Commission, PGKEN0354). For this project GIDD, through the Technical Cooperation and Strategic Response Group (TCSR), provided the necessary project management functions in the form of project preparation and design, coordination and review, while LCAD's Justice Section accounted for the technical inputs.

One issue worth taking note of is the use of consultant time. One consultant expressed concern at the lengthy delays it took in clearing personal effects from their home country – time which it is believed was actually part of the allocation for project implementation. It is understood that for this particular project the time spent dealing with administrative matters amounted to more than ¼ of the allocated project duration, necessitating a request for

project extension. Overall, however, inputs for most projects were deemed efficient by Kenyan stakeholders.

4.4 Impact

As alluded to earlier in this report, determining impact or change attributable to a particular intervention is not straightforward. However, some of the assistance provided by the Secretariat has certainly made a difference. This is evidenced by projects like the *Support for Trade Facilitation Activities* which, though it has taken long, will now lead to Kenya adopting a National Electronic Single Window System. This project, which commenced as far back as 2002 and was initiated through a study, will integrate the electronic systems of stakeholders involved in the cargo clearance process including Kenya Revenue Authority (KRA), Kenya Bureau of Standards (KEBS), Kenya Ports Authority (KPA), Port Health and many others. It is also expected that cargo dwell times will be reduced substantially (sea freight from eight days to a maximum of three days; freight by air from five days to one day and by road from two days to one hour). It is forecast that the Kenya National Electronic Single Window is expected to realise national savings in Kenya of around US\$300 million per annum.

The CS-DRMS debt management software and associated training provided by SASD has become an invaluable tool to the operations of the Central Bank and Ministry of Finance (MOF) in recording and reporting Kenya's debt. The Secretariat has been instrumental in contributing to Kenya's sustainable debt management capacity, resulting in timely debt-servicing and significant savings on penalties previously associated with late debt servicing due to lack of accurate information on debt. This debt management capability has been as a result of Secretariat assistance in building comprehensive, accurate and up to date public debt databases, as well as providing advisory support on debt strategies and institutional aspects.

In the area of rule of law, the project: Strengthening the Capacity of the Office of the Attorney-General and the Law Reform Commission has led, through the drafting of legislation, to important laws being enacted in key areas like land reform, public financial management, women's rights and devolution. These new laws needed urgently to be implemented under the provisions of the new constitution of the Republic of Kenya.

The assistance accorded to the SME sector, through the: *Product Innovation Support for SMEs in the Kenyan Commercial Craft Sector*, also led to change, as seen by some SMEs' increased access to domestic and export markets brought about by the enhancement of skills in product design and marketing, and the development of a common web portal (www.buyfromkenya.com), which has enabled products to be showcased for potential buyers, and helped some SMEs become bigger enterprises.

The Secretariat's work in the area of *Peace Building and Democracy* was invaluable in contributing to the resolution of tensions and conflict that had broken out in Kenya following the national elections in late 2007. Active collaboration with the UN and other international partners helped to settle the dispute and finalise a political settlement. The Secretariat's good offices role through consultations with key stakeholders helped to promote dialogue and reconciliation. Also, the Secretariat's assistance in coordinating the observation of the crucial constitutional referendum in August 2010 helped to verify that the referendum took place in conformity with national laws and internationally accepted standards. This eventually led to the adoption of the proposed new constitution passed by the Kenyan parliament on 1 April 2010. The new constitution was seen as a vital step to avoid a repetition of the violence after the 2007 presidential election.

In May 2009, based on the Secretariat's legal and technical assistance on the Extended Continental Shelf (ECS), Kenya was able to prepare and lodge a claim to the United Nations Commission on the Limits of the Continental Shelf for an area

of ECS covering over 50,000 square km. The ECS submission is in a queue awaiting formal examination, which is likely to commence in late 2014. However, if successful, this can lead to Kenya securing exclusive access and jurisdictional certainty to the potentially lucrative resources of the seabed such as oil, gas, minerals and living marine organisms, thereby contributing to the sustainable economic development of Kenya. In addition, the legal and technical assistance that was provided in 2010/11, concerning the delimitation of the unresolved maritime boundary between Kenya and Somalia, enabled Kenya to be in position to develop a negotiating strategy.

Other projects, though providing valuable outputs, will need more time, support and enabling environments to generate bigger benefits or cause change. For example, the *Community-based Tourism* project has successfully provided a National Community Based Tourism Framework, but its implementation has been slow, though it should be added that some aspects of the recommendations arising from the study have been factored into Kenya's new Tourism Policy and Tourism Act. Likewise, under the *Development of the Export of the Services Sector* project, the Secretariat effectively assisted in developing a Strategy for the Promotion of the Export of Professional Services from Kenya (2009). The Secretariat is currently in the process of providing further assistance in two areas identified by the Export Promotion Council: association strengthening and supporting service providers develop a systematic approach to accessing markets.

The eBanking project is relatively new and despite its slow implementation, it is believed that some eBanking capacity has been established within the Research Department of the Kenya School of Monetary Studies. However, the feeling is that two years will not be sufficient to build viable capacity, given that it is a new area of study and operation.

The Secretariat also effectively helped Kenya in the Development of an *E-health Assessment Tool and a Methodology for an E-health Strategy*.

However, implementation of the Strategy remains a challenge and it seems that certain hurdles still remain and need to be overcome – particularly funding, coordination between different stakeholders, building capacity of planners and users, governance and management structures and creating awareness.

4.5 Sustainability

The issue of sustainability is a difficult and complex one, due mainly to its multi-dimensional nature. Sustainability-related questions tend to feature issues like whether benefits arising from assistance failed to continue once that assistance came to an end? Or were there instances where projects were replicated elsewhere? And, were there any multiplier effects through efforts to improve or build upon initial outcomes? Answering these questions is not an easy task when assessing Secretariat assistance due to the nature of the assistance provided – particularly its size and relatively short-term duration which tend to be restricted in scope to activities and outputs. This, however, does not mean the assistance is not of value but that, to achieve results beyond outputs, additional and greater contributions are expected from the recipient member country or from agencies that are much better endowed. Nevertheless, it can be argued that Secretariat projects associated with debt management and trade in particular will prove sustainable, owing to the priority attached to these important sectors, thus attracting support from the government and international community. The trade facilitation project is also a project that has had multiplier effects, in that, as seen earlier, initial efforts by the Secretariat have clearly been built upon.

5. Conclusions, Recommendations and Lessons Learned

Overall, it can be concluded that the Secretariat's operations in Kenya have been effective and there are several instances where it has made a difference. Of course, there are cases where the Secretariat would have hoped that more and quicker follow-up work could have been added to the 'building blocks' laid, though as seen, efforts are now being made to do so – examples being Community-based tourism and Development of the Export of the Services Sector. However, there have been clear success stories, comprising of work connected with trade facilitation, debt management, SMEs, legislative drafting (to an extent), peace building and improved rights for women. These were all projects where it was possible to note change. Others such as e-health, e-banking, community-based tourism and export of professional services will need more resources and political commitment to achieve more.

With regard to relevance, most projects, if not all, appeared relevant as they fitted in, without much difficulty, with the Secretariat's Strategic Plan and the overall economic development plans of the Government of Kenya. Again, as documented before in other studies, the Secretariat's Strategic Plans are quite inclusive in nature, allowing for the accommodation of most requests. However, though clearly important, relevance alone does not necessarily constitute the success of a project as conditions relating to efficiency effectiveness and impact have to be fulfilled.

Based on the above and elsewhere in this report, it is recommended that the Secretariat should in future:

- i. Continue and increase attempts to partner with other funding organisations in delivering assistance to member countries. However, that such partnerships are definite and will materialise, should be established at an early

stage in project planning. In other words, situations should be avoided where a project has been started and there is still uncertainty as to the involvement of other funders or stakeholders. This should be known and confirmed at an early stage during project planning and design to ensure that when the Secretariat's inputs come to an end other stakeholders can take the 'baton' and allow the project to move forward.

- ii. Counterpart training is still considered an informal way of transferring know-how from consultant to local staff. To be more effective, the training of counterparts needs to be undertaken on a more formalised basis. Special guidelines for counterpart training should be introduced as part of a framework for counterpart attachments. The long term effect of this is that it will help to enhance project sustainability.
- iii. Consider removing consultants' relocation time from time prescribed for project implementation. Time apportioned for project implementation should not be part of the time employed for clearing personal effects from the consultant's home country and dealing with other administrative procedures. It is important that this demarcation in time allocation is stated at the outset.
- iv. The timing of the commencement of Secretariat projects should take cognizance of the prevailing socio-political environment in the recipient country, example: elections can cause certain bureaucratic delays and project implementation time may in reality take more time than originally envisaged.

- v. Undertake, where possible, preliminary scoping missions to minimize risks by establishing a better understanding of the proposed project and its implications; the type of assistance involved; establishing any key outstanding issues that remained to be addressed; and clarifying with the government requirements for potential follow-up work.

In some ways the recommendations expressed above and lessons to be learnt in the delivery of future Secretariat assistance are linked. For example, one lesson relates to the importance of defining actual project implementation time at the beginning of a project and distinguishing this from time used by consultants for implementing certain unavoidable personal administrative procedures. Doing this at an early stage will avoid confusion arising in the future regarding project duration. Another useful lesson is the need to undertake scoping missions to establish what a project can deliver, clarification of the respective roles of the stakeholders involved as well as the nature of the assistance being proposed. One final, but key lesson, though it can be argued that this is already being taken on board, is that strategic partnerships are crucial for the Secretariat in helping the organisation and its projects achieve more than output objectives, but ones that lead to real change.

Appendices

Appendix 1	Evaluation Framework/Matrix
Appendix 2:	Evaluation Interview Questions
Appendix 3:	People Interviewed
Appendix 4:	References

Appendix 1:

Evaluation Framework/Matrix

Evaluation Criteria/Issues	Questions	Information Sources and Methods/Tools
Relevance		
(The extent to which the assistance was suited to the priorities and policies of the target group).	<ul style="list-style-type: none"> What are the objectives of the programmes/ projects being implemented by Divisions and are they relevant to the needs and priorities of member countries? What is the relevance of the assistance against the Secretariat's Strategic Plan, as well as the development policy of the member country? Did the Secretariat 'do the right things?' To what extent have member countries/partners been involved in shaping project activities to meet their needs? Are other agencies providing similar services adequate enough to cover member countries? In which areas does/might the Secretariat have a comparative advantage? 	Project documents Secretariat staff Secretariat Strategic Plan Country Plans of selected countries Country visits Stakeholder interviews
Effectiveness		
(A measure of the extent to which an activity attains its objectives).	<ul style="list-style-type: none"> To what extent have Secretariat projects achieved their objectives? What were the factors that hindered or facilitated realisation and achievement of these objectives? What could have been done differently to improve implementation? How effective has the relationship between Secretariat divisions in delivery of programme results? Analysis of project documents 	Country visits Stakeholder interviews Interviews within ComSec

Evaluation Criteria/Issues	Questions	Information Sources and Methods/Tools
Efficiency		
(Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs).	<ul style="list-style-type: none"> • Were objectives achieved on time? • Were actual expenditure levels in line with planned expenditure? Were there any significant changes or delays? • Has the assistance been delivered in ways that avoided and minimized duplication, bureaucracy and complexity? • How well has the Secretariat collaborated with partner agencies? Are there other possible collaborations which it should have considered? 	Project documents Country visits Stakeholder interviews Interviews within ComSec
Outcomes/Impact		
(The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended).	<ul style="list-style-type: none"> • Has Secretariat assistance made a difference and has there been any identifiable change? What has happened as a result of the programme or project and what is the evidence of this change? • What would have happened without the Secretariat's involvement? • To what extent has Secretariat assistance contributed towards capacity development, strengthening of institutions and poverty reduction? • What positive and negative effects are resulting from Secretariat assistance? Is it demonstrable that the positive effects will outweigh the negative ones? 	Project documents Country visits Stakeholder interviews Interviews within ComSec
Approach to cross-cutting themes		
	<ul style="list-style-type: none"> • Were issues relating to gender, human rights and youth integrated in the design and delivery of Secretariat's efforts? What difference has this made? 	Project documents Secretariat staff and other stakeholder interviews Country visits

Evaluation Criteria/Issues	Questions	Information Sources and Methods/Tools
Sustainability		
(Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after funding has ceased).	<ul style="list-style-type: none"> To what extent did the benefits accruing from Secretariat interventions continued after the funding ceased? What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project? 	<p>Project documents</p> <p>Country visits</p> <p>Stakeholder interviews</p>
Forward looking analysis		
	<ul style="list-style-type: none"> In future, what should be the focus of the programme of assistance? How can the Secretariat ensure that its assistance will yield demonstrable results? What lessons are to be learnt in the design and delivery of future assistance? Should the Secretariat do things differently to order to be more effective? 	<p>Recommendations based on analysis of "relevance" issues</p> <p>Country visits and documents</p> <p>Stakeholder interviews</p>

Appendix 2: Evaluation Interview Questions

Part A: External Stakeholders

The questions below are set to serve as a guide and will be used as the basis for data collection during external stakeholder interviews and the analysis of information. Supplementary snowball questions will be added as the interview progresses as well to obtain country specific information. The questions do not necessarily need to be asked in the given order. Separate questions will be used for interviews within the Secretariat to look at the coherence of the assistance with the strategic plan objectives.

Relevance

1. Over the last 5 years, your country has received a diverse range of assistance from the Secretariat on (list the broad area of assistance by category for each country, specify the particular assistance when speaking to specific sectors).
2. How does the Secretariat's work coincide with the national development priorities and visions?
3. How relevant and coherent do you think this assistance has been to the needs and priorities of your country?
4. Were you and your partners engaged in shaping the Secretariat project activities to meet your country needs? What was the nature of this engagement?
5. Are there other agencies providing similar development support to address your country priorities and needs? If yes, who these are and what is the nature of support.
6. Given the nature of assistance provided is very small in size, still there is a huge demand for the assistance from the Secretariat, what

do you think is the reason and how does this add value? (This question is designed to gauge our comparative advantage, without spelling it out)

Effectiveness

7. Coming back to the Secretariat projects, to what extent do you think the Secretariat projects were effective in achieving their project objectives?
8. Was the coordination of Secretariat operations effective or could it have been better focussed and integrated?
9. Has the Secretariat made a distinctive contribution to meeting your country needs by working to its strengths, and did it take the activities of other international organisations into account? Are there other possible collaborations which it should have considered or consider in future?
10. How effective, do you think, were the programme of activities in articulating/ mainstreaming gender, human rights and youth perspectives? Is there any evidence of impact?
11. Do you think the Secretariat can do certain things differently to improve the implementation of its projects in future?

Efficiency

12. Looking back, and given your experience with the Secretariat projects, how would you rate the efficiency of Secretariat projects- both in terms of timeliness of response and value for money? Do you think this can be improved?

Outcomes/Impact

13. What difference do you think the Secretariat's assistance has made in addressing the development issues in your country (make this specific to the specific area of assistance when speaking to specific sectoral stakeholders). Has there been any identifiable change? Is there any (qualitative or quantitative) evidence of this change?
14. If trainings/ workshops were the main modes of technical assistance provided by the Secretariat, please use Questions 22-25 to assess the impact.
15. To what extent has Secretariat assistance contributed towards capacity development, strengthening of institutions and policy development? Is there a direct evidence of this change?
16. What do you think would have happened without the Secretariat's involvement?

Sustainability

17. Do you think the benefits (if any) from the Secretariat's assistance are continuing to yield results even after the completion of the project?
18. Was there any follow-up from the Secretariat to ensure sustainability of efforts? OR did you request any follow-up assistance from the Secretariat to support sustainability? OR did your government put in place any mechanisms to sustain the impact of Secretariat's assistance? (Question as applicable)

Looking forward

19. What, in your opinion, should be the focus of Secretariat's assistance in future?
20. How can the Secretariat ensure that its assistance will yield demonstrable results?
21. Can the Secretariat do things differently to order to be more effective?
22. Are there any lessons to be learnt?

Relevance and Impact of training (where workshops/ trainings were the main modes of TA)

23. What was the main reason for your government's decision to approach the Secretariat for training rather than other agencies? (Quick response and flexibility/ specialisation/ sensitivity to government constraints/ no vested interest/ expertise not available locally/ assistance not available from other agencies)
24. How relevant do you think was the training organised by the Secretariat to your country needs (Highly effective/ effective to some extent/ out of context)? Why?
25. How effective do you think the training was in building capacity/ sharing experience/ increasing awareness? Give examples?
26. What, in your opinion, has been the impact of training provided by the Secretariat? Has it made any difference in the ways of working/ contributed to institutional reforms/ led to policy decisions/ any other change? Please explain with examples.

Part B: Internal Stakeholders (ComSec Divisions)

The questions below are set to serve as a guide and will be used as the basis for data collection during interviews with ComSec staff and for analysis of information. Supplementary snowball questions will be added as the interview progresses as well to obtain specific country information. The questions do not necessarily follow any given order.

Relevance

1. Over the last 5 years, your Section/ Division has provided (name the type of assistance) in country (name the country) through (name the projects). How do you think this assistance conforms to the Secretariat's strategic plan priorities and the national development priorities, country needs and visions?

2. How was this project conceived? Did you receive a request from the member government? What were the steps taken to develop the project? Was a situational analysis undertaken to identify project objectives, outcomes, outputs and indicators? Were you and your partners engaged in shaping the Secretariat project activities to meet their country needs? What was the nature of this engagement?
3. Are there other agencies in (name country) providing similar development support to address their country priorities and needs? If yes, who these are and what is the nature of support they provide? Were they also engaged in the project development stage? What was the nature of their engagement?

Effectiveness

4. Given the assistance provided to (name country) in (name specific area) to what extent do you think the Secretariat projects were effective in achieving their project objectives?
5. What do you think has been Secretariat's distinctive contribution in meeting the country needs?
6. How effective has the programme of activities been in articulating/ mainstreaming gender, human rights and youth perspectives? Is there any evidence of impact?
7. Do you think the Secretariat can do certain things differently to improve the implementation of its projects in future and be even more effective?

Efficiency

8. Given that you have implemented these projects from some time now, how would you rate the efficiency of Secretariat projects- both in terms of timeliness of response and value for money? Do you think this can be improved?

Outcomes/Impact

9. What difference do you think the Secretariat's assistance has made in addressing the problem at hand. Has there been any identifiable change? Is there any (qualitative or quantitative) evidence of this change?
10. To what extent has Secretariat assistance contributed towards capacity development, strengthening of institutions and policy development? Is there a direct evidence of this change?
11. If trainings/workshops were used for the TA, what, in your opinion, has been the impact of trainings provided by the Secretariat? Has it made any difference in the ways of working/ contributed to institutional reforms/ led to policy decisions/ any other change? Please explain with examples.

Sustainability

12. Do you think the benefits (if any) from the Secretariat's assistance are continuing to yield results even after the completion of the project? Did you undertake any follow-up activities or are in touch with the member country on the progress following the project/ are you aware if the government has put in place any mechanisms to sustain the impact of Secretariat's assistance?

Looking forward

13. How can the Secretariat ensure that its assistance will yield demonstrable results?
14. Can the Secretariat do things differently to order to be more effective?
15. Are there any lessons to be learnt in the design and delivery of future assistance?

Appendix 3: People Interviewed

Kenya

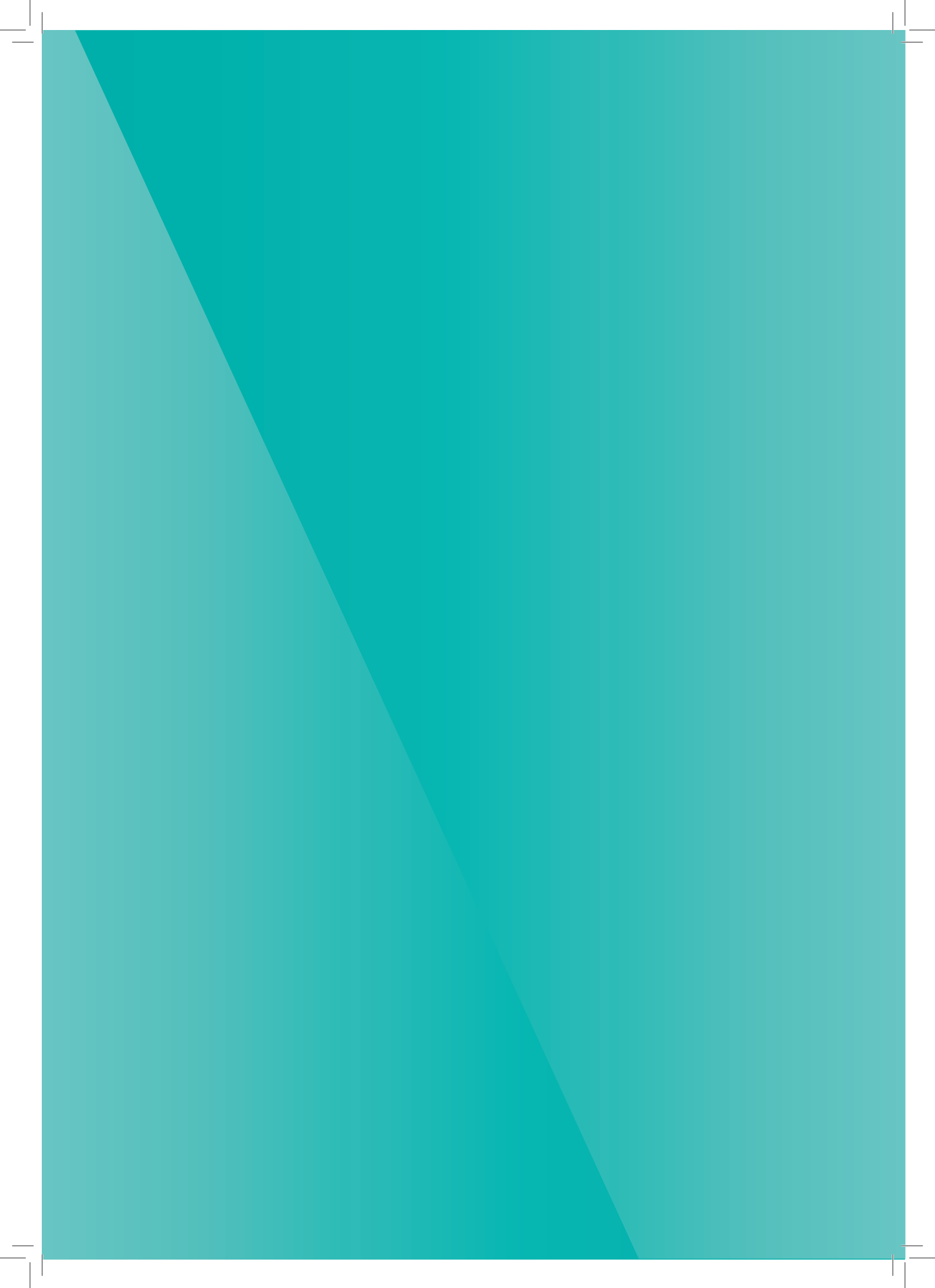
Name of Person	Ministry/Department
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Margaret N Nzioka Chief Parliamentary Counsel	Attorney-General's Chambers
Maurice O Abuom General Manager	Export Market Development Export Promotion Council
L W Waithaka General Manager	Enterprise and Product Development Export Promotion Council
Peter O Ochieng Manager	Research & Planning Export Promotion Council
Julius K Korir General Manager	Trade Information & Business Counselling Export Promotion Council
Daniel M Kiange Assistant Manager	Business Development Kenya Trade Network Agency (KENTRADE)
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Livingstone O Bumbe Assistant Director	The National Treasury, Debt Management Department, Ministry of Finance
Dr Esther A A Ogara Head	eHealth & CPD Ministry of Medical Services
Kipkorir Lagat Director	Department of Tourism Ministry of Tourism
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Vincent O Bwire Chief Tourism Officer	Department of Tourism Ministry of Tourism
Isaac Njoroge Fund Manager	Trademark East Africa Challenge Fund (TRAC)
Mara-Threase Keating Country Director	UNDP
Patterson Siema Communications Specialist	UNDP

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Tim Newman	Governance and Institutional Development
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Daniel Dumas	Special Advisory Services
Joshua Brien	Special Advisory Services
Carilus Odumbe	Special Advisory Services
Walton Gilpin	Special Advisory Services
Chanda Chellah	Special Advisory Services
Estella Aryada	Special Advisory Services
Karen McKenzie	Human Rights Unit
Amna Jatoi	Human Rights Unit

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