FINAL FCDC-WB PROJECT REPORT

On

Institutional Strengthening of the Frontier Counties Development Council (FCDC)

Submitted by:

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# PROJECT DESCRIPTION

<table>
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<tr>
<th><strong>Project Title:</strong></th>
<th>Institutional Strengthening of Frontier Counties Development Council (FCDC)</th>
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<tr>
<td><strong>Sponsor:</strong></td>
<td>World Bank</td>
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<tr>
<td><strong>Contract No.</strong></td>
<td>7180916</td>
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<tr>
<td><strong>Total budget</strong></td>
<td>USD 699,143.00</td>
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| **World Bank Contact** | Guranda Elashvili  
Email: [gprocurement@worldbank.org](mailto:gprocurement@worldbank.org) |
| **Start date:**    | 6\(^{th}\) October 2016                                                     |
| **End date:**      | 31\(^{st}\) August 2019                                                      |
| **Beneficiaries:** | Frontier Counties Development Council (FCDC); Counties of Mandera, Wajir, Garissa, Marsabit, Isiolo, Tana River and Lamu |
| **Location:**      | FCDC Headquarters in Nairobi; County Headquarters in respective counties      |
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<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ADPs</td>
<td>Annual Development Plans</td>
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<tr>
<td>BoG</td>
<td>Board of Governors</td>
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<td>CARPS</td>
<td>Capacity Assessment and Rationalization of the Public Service</td>
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<td>CCU</td>
<td>County Coordination Unit</td>
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<tr>
<td>CIDP</td>
<td>County Integrated Development Plan</td>
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<tr>
<td>CIMES</td>
<td>County Integrated Monitoring and Evaluation System</td>
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<td>CPSB</td>
<td>County Public Service Board</td>
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<td>DFID</td>
<td>Department for International Development</td>
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<td>EARTTFP</td>
<td>East Africa Regional Transport and Trade Facilitation Program</td>
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<td>FCDC</td>
<td>Frontier Counties Development Council</td>
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<td>FGM</td>
<td>Female Genital Mutilation</td>
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<td>GLF</td>
<td>Governors’ Leadership Forum</td>
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<td>ICT</td>
<td>Information and Communications Technology</td>
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<td>KADP</td>
<td>Kenya Accountable Devolution Program</td>
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<td>KDSP</td>
<td>Kenya Devolution Support Program</td>
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<td>KUSP</td>
<td>Kenya Urban Support Program</td>
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<td>ME&amp;R</td>
<td>Monitoring, Evaluation and Reporting</td>
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<td>NEDI</td>
<td>North and North Eastern Development Initiative</td>
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<td>NIMES</td>
<td>National Integrated Monitoring and Evaluation System</td>
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<td>NSA</td>
<td>Non-State Actors</td>
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<td>PLWDs</td>
<td>People Living with Disabilities</td>
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<td>PGC</td>
<td>Project Governance Committee</td>
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<td>PMS</td>
<td>Performance Management Systems</td>
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<td>PMU</td>
<td>Project Management Unit</td>
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<td>RPLRP</td>
<td>Regional Pastoral Livelihoods Resilience Project</td>
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<td>RRA</td>
<td>Rapid Results Approach</td>
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<tr>
<td>RRI</td>
<td>Rapid Results Initiative</td>
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<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<tr>
<td>SEQIP</td>
<td>Kenya Secondary Education Quality Improvement Project</td>
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<tr>
<td>SUED</td>
<td>Sustainable Urban Economic Development Programme</td>
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<td>TA</td>
<td>Technical Assistance</td>
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<td>TAD</td>
<td>Territorial Approach to Development</td>
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<td>THSP</td>
<td>Transforming Health Systems Project</td>
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<td>WB</td>
<td>World Bank</td>
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EXECUTIVE SUMMARY

Devolution in Kenya established new county governments with clear revenue and expenditure assignments, and associated challenging responsibilities for the leadership and citizens of the counties. Although these governments inherited staff from local authorities they faced shortage of technical and managerial capacities at the middle and senior staff levels. The first task the county governments had to do was establish administrative structures to develop policies, projects and programmes necessary to promote development and delivery of public services. This included recruitment of staff and subsequent capacity development of the personnel on aspects of public administration and development.

The seven northern frontier counties of Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River and Wajir with a similar historical political and economic marginalization agreed to constitute themselves into an economic bloc. The bloc, the Frontier Counties Development Council (FCDC), came into being in 2016 and has since been joined by the counties of Samburu, Turkana and West Pokot. By coming together as an economic bloc, the FCDC counties expected to gain a greater voice in negotiations with the national government and other stakeholders, and the creation of a larger economic area that attracts increased investments.

Capacity building in the FCDC needed to be carried out in a holistic, systematic and sustainable manner for the counties to better manage increased investments, strengthen accountability and enhance public service delivery. It is in this regard that the World Bank (WB) provided FCDC with technical assistance for the “Institutional Strengthening of Frontier Counties Development Council” from October 2016, focusing on the north and north eastern region of Kenya.

The WB project had a two-pronged thrust: to build capacity for FCDC to operate efficiently and effectively as a corporate entity; and to enhance FCDC capacity to play a coordination role, mobilize resources, and avail technical support to its member counties. The project largely achieved these two aims. By the time the project was closing, FCDC was occupying its own offices and running on its own systems, procedures and processes. It was also regularly and successfully mobilizing stakeholders and undertaking its own projects and programmes.

One of the earliest outputs of the project was the FCDC Strategic Plan which set the long-term mandate, vision, mission and branding of the FCDC as a corporate entity. The Strategic Plan also focused on the acceleration of socio-economic development of the FCDC member counties through the establishment of a robust mechanism that would coordinate development initiatives; improve service delivery in critical sectors at county level; and fostering peace and security in the FCDC region.

The FCDC institutional capacity was also strengthened through: hiring of core staff for the FCDC Secretariat; training of the staff; establishment of an Advisory Committee to act as a “Think Tank” for FCDC; and development of a detailed Operations Manual covering all functional areas of the Secretariat. Other tools developed to strengthen FCDC institutional capacity included: Resource Mobilization Strategy, Communication and Advocacy Strategy, the Website and Branding of FCDC.

FCDC is a shared platform that galvanizes the member counties for collective action to promote resilience and shared prosperity for the region. The WB project, therefore, aimed to strengthen the capacity and governance systems of the FCDC member counties. This would help the counties address implementation challenges, particularly those associated with implementation of their County Integrated Development Plans (CIDPs). The project also aimed to support FCDC to create synergies and improve collaboration between counties.
Under the project a number of guidelines were produced to promote governance and enhance capacity for planning and service delivery in the counties. These included guidelines on establishment and management of County Coordination Units (CCUs), Rapid Results Approach (RRA), County Service Delivery, County Integrated Monitoring and Evaluation System (CIMES), and Affirmative Action on Recruitment of Women, Youth and People Living with Disabilities (PLWDs). Guidelines on public participation were developed to inculcate participation and ownership of county development policies and plans by the residents. Additionally, the public participation guidelines were meant to sensitize the citizens on their role of holding the county government officials to account in the use of public resources.

The project developed a Socio-Economic Blueprint for the FCDC region. The Blueprint applied a territorial approach to development (TAD) that combines an inter-play of economic geography, market forces and government policies to promote economic integration and development. The Blueprint proposed that socio-economic development of the FCDC region could be accelerated through a mix of policies which combine increased economic activities, development of connective infrastructure and promotion of social cohesion. The Blueprint provided a framework for identifying and prioritizing policies and strategic initiatives to promote faster socio-economic development. Potential areas for investment in the FCDC region include livestock; generation of renewable energy (wind and solar); tourism; and development of irrigation agriculture in the Tana River Delta. An investment plan would be required to develop and prioritize viable projects, including estimation of the cost and identifying sources of funding for each project.

It was noted that a number of donors are providing financial and technical support to the FCDC counties. It is therefore imperative that the support is coordinated to minimize duplication, and to create synergy and maximize impact of the support. The County Coordination Units are being established by the FCDC counties to coordinate implementation of donor supported development projects and programmes.
1. INTRODUCTION
1.1 Background
The Kenya Constitution 2010 introduced devolved systems of governance by establishing 47 county governments. This was a bold and transformative move. Devolution assigned revenue and expenditure functions to the county governments, however this created responsibilities and challenges which required experienced workforce with diverse skillsets. The new county governments therefore needed to develop effective risk management strategies to mitigate the challenges. An immediate challenge for the counties was shortage of technical and managerial capacities at the senior and middle staff levels. Capacity building was therefore critical if devolution was to be successfully carried out in a systematic and sustainable manner. Effective capacity development would enable the counties to better manage the increased responsibilities and resources, and to strengthen accountability and enhance public service delivery.

1.2 FCDC Regional Economic Bloc
The northern frontier counties of Garissa, Isiolo, Lamu, Mandera, Marsabit, Tana River and Wajir saw devolution as a way out of many years of political and economic marginalization. Historical marginalization of these counties is manifested by low levels of infrastructure and investment, and high levels of poverty and inequality relative to other regions of Kenya. In addition, these counties are vulnerable to negative effects of climate change such as droughts and floods and have limited access to basic services such as health and education. Consequently, the region faces serious capacity constraints in social and economic spheres.

After extensive discussions, these counties with common historical ties and political and development challenges decided to work together by establishing an economic bloc, the Frontier Counties Development Council (FCDC). The counties of Samburu, Turkana and West Pokot have since joined FCDC, raising the membership of bloc to 10. The benefits FCDC counties anticipated to reap from membership to the bloc include economies of scale in regional trade and tourism; coordinated development, management and utilization of cross boundary economic resources and infrastructure; optimization of regional comparative advantages; and peer learning from best practices of the members and neighbouring counties. The counties also expected to gain from a larger voice in negotiations with the national government and other stakeholders, and creation of an environment that attracts increased investments.

1.3 World Bank Support
Supporting Kenya’s devolution process is a high priority for the World Bank under the Kenya Country Partnership Strategy. Current support for devolution capacity consists of the program of technical assistance, the Kenya Accountable Devolution Program (KADP). Under KADP the Bank to establish an in-country team with technical expertise to provide knowledge, analysis, and technical assistance (TA) to multiple government and non-government clients.

The World Bank supports Kenya’s Vision 2030 development strategy, which aims to accelerate sustainable growth, reduce inequality, and sustainably manage scarce resources. Over the last decade, Kenya has made significant economic reforms that have resulted in sustained socio-economic growth. However, the north and north eastern region of Kenya remains disadvantaged. Notwithstanding these challenges, the region has unique development potential, exemplified by the newly found natural resources which if sustainably exploited could form
the basis for rapid and sustained growth that could transform the lives of the region’s citizens and contribute to the growth of the national economy.

The World Bank has recently paid particular attention to development challenges facing the FCDC region. This is exemplified by the Northern and North Eastern Development Initiative (NEDI), which covers all FCDC counties and under which the Bank is supporting projects on off-grid solar energy, agriculture, social protection, transport, water and sanitation and mitigation against impacts of social displacements (refugees). Apart from NEDI the Bank is also supporting other projects and programmes in the region which include capacity building under Kenya Devolution Support Program (KDSP) and Kenya Accountable Devolution Program (KADP), livelihood resilience under Regional Pastoral Livelihoods Resilience Project (RPLRP), education under Kenya Secondary Education Quality Improvement Project (SEQIP), health under the Transforming Health Systems Project (THSP), urban development under Kenya Urban Support Program (KUSP), and trade facilitation under East Africa Regional Transport and Trade Facilitation Program (EARTTFP).

The technical assistance the World Bank provided FCDC worth USD 699,143 through Contract No. 7180916, “Institutional Strengthening of Frontier Counties Development Council” was mostly supported by the establishment of FCDC and the FCDC Secretariat. The project duration was twenty-four months from October 2016 to September 2018; but started in earnest in January 2018 and the closing date was eventually extended to the end of August 2019.

1.5 Project Objectives

The overall objective of the project was to strengthen the capacity of FCDC to provide institutional capacity for coordination and collaboration between its member counties for the purpose of contributing to their socioeconomic development. The specific objectives were to:

i. Support to the establishment of FCDC secretariat;

ii. Promote capacity development, governance systems and structures of the FCDC counties for improved service delivery;

iii. Develop a comprehensive plan or roadmap to accelerate the socioeconomic development of the FCDC counties; and

iv. Promote citizens’ participation in development initiatives in FCDC counties.

1.6 Expected Deliverables

The expected outcomes included:

i. A functional FCDC secretariat;

ii. Strengthened institutional capacity of the FCDC;

iii. Improved service delivery in FCDC counties;

iv. Improved capacity by FCDC counties to plan, budget, and monitor delivery of service; and

v. Strengthened capacity of FCDC to:
   a. Coordinate collaboration among the counties;
   b. Build capacity of its member counties; and
c. Address common development challenges facing its members.

1.7 Project Scope of Work

The project focused on building capacity of FCDC for the effective and efficient coordination of development initiatives in its member counties. The scope of work was in four main phases:

Phase 1: Strengthening FCDC institutional capacity

i. Providing technical assistance to establish the Secretariat;
ii. Recruiting and training staff for the Secretariat;
iii. Establishing an advisory committee to act as a think tank for FCDC;
iv. Developing a strategic plan for FCDC as a corporate entity;
v. Setting up organizational structures and operational procedures;
vi. Developing a plan for long-term financial sustainability of FCDC;
vii. Developing a plan for monitoring conflict and violence in FCDC;
viii. Laying out institutional architecture for conflict mitigation and peace building in FCDC counties;
ix. Designing standardized instruments for monitoring violence and mitigating conflict in FCDC;
x. Developing a communication and advocacy strategy; and
xi. Developing a website and other publicity materials.

Phase 2: Enhancing the capacity and governance systems of the FCDC counties for improved service delivery

i. Identifying the skills gaps and capacity needs of the FCDC Counties;
ii. Providing ‘surge capacity’ to the FCDC counties to facilitate and expedite their planning, budgeting, service delivery, and monitoring of activities;
iii. Supporting FCDC counties to develop and apply a Rapid Results Approach (RRA) to service delivery; and
iv. Supporting member counties to develop procedures that would incentivize and retain public servants.

Phase 3: Developing a comprehensive plan to accelerate the socioeconomic development of the FCDC member counties

i. Support FCDC in the development of a roadmap for accelerated socio-economic development in FCDC member counties;
ii. Sensitize the FCDC counties on national development priorities by reviewing existing strategy and policy development documents for arid and semi-arid areas;
iii. Involve key stakeholders in the roadmap development process;
iv. Incorporate WB Investment Plan on roads; water, irrigation and sanitation; agriculture; and livestock in developing the roadmap; and
v. Develop clear action plan in the roadmap anchored in county planning and budgeting (including CIDPs).

Phase 4: Increasing the citizens’ participation in development initiatives

i. Develop public participation guidelines for FCDC counties; and

ii. Develop and pilot civic education programs contextualized to the FCDC counties.
2. PROJECT IMPLEMENTATION

2.1 Approach and Methodology

2.1.1 Project Inception

Extensive deliberations were undertaken to agree on the project concept, strategic direction, deliverables and timelines prior to the signing of the Project Contract on 6th October 2016. The project was slow to start due to increased political activities triggered by the general elections which were scheduled for August 2017. The situation was most difficult in the counties as the availability of the county staff for consultation was disrupted by early electioneering.

2.1.2 Literature Review

The project started with a review of literature with a focus on existing strategy and policy development documents on the marginalized counties. The main documents reviewed are the National Policy for the Sustainable Development of Northern Kenya and Other Arid Lands – Unlocking Our Full Potential for Realization of the Kenya Vision 2030; and the Sessional Paper No. 8 of 2012 for the Development of Northern Kenya and other Arid Lands. In addition, there was extensive review of other documents, tools and instruments to determine the state of socioeconomic development of the region.

2.1.3 Choice of Professionals with In-depth Knowledge of the FCDC Region

The project tapped into the network of professionals indigenous to FCDC Counties, with in-depth knowledge and understanding of the issues in the region. They were recruited as the core staff of the FCDC secretariat, members of the FCDC Advisory committee, as well as project consultants. This enhanced public ownership and increased the buy-in from the counties.

2.1.4 Field Work

Consultants undertook field work to collect data on skills and capacity gaps, development challenges, with specific attention to the barriers and bottlenecks to development in the region. Among the people surveyed/interviewed during the field visits were county and national governments officials and other stakeholders. The collected data was analysed and informed development of various guidelines, FCDC Strategic Plan and other relevant documents, including the Socio-economic Blueprint. In order to promote public participation, the documents were subjected to stakeholder consultations for validation and further discussions and comments.

2.2 Stakeholders Involvement

The project adopted a consultative and participatory approach from inception. County Governments, agencies of the National Government, the World Bank and other stakeholders were involved in the process through workshops and meetings. Stakeholders’ views regarding the project’s strategic value and relevance and on any documents presented before them were always taken into account.
2.3. Project Management

2.3.1 Project Management Objectives

Project management structures were put in place and immediately took charge to ensure the project’s strategic direction and relevance was sustained. The structures also enhanced political good will for the project. Project management comprised the Governors’ Forum, Governance Committee and the Project Management Unit.

2.3.2 FCDC Management Structure

The FCDC Governors or the Governors’ Forum, provided high-level project oversight. The Forum met every six months for briefings on progress of the project and other FCDC matters. However, a Committee of the Forum, the FCDC Board, comprising the FCDC Chairperson, two other Governors and the CEO meet more regularly and received reports on the project and any other matters and reported during the next meeting of the Forum. This ensured political good will and popularized the project at level of Governors.

2.3.3 Project Governance Committee

The second level of oversight was provided by the Project Governance Committee (PGC) comprising the FCDC Chairperson, representative of the World Bank, the Project Manager, and the FCDC Chief Executive Officer. This Committee addressed the technical issues and decisions of the project. The Committee held Rimarks Consultants and the FCDC Secretariat accountable for progress in implementation of the project.

2.3.4 Project Management Unit

The day to day management of the project was carried out by the Project Management Unit (PMU) headed by the Project Manager. The PMU comprised the Project Manager, FCDC Chief Executive Officer, FCDC Programmes Manager, World Bank Representative and key consultants. The Project Manager ensured that project activities were implemented in accordance with the agreed project documents and detailed work plans. On average, PMU met every two weeks to review project progress and submit progress reports to the World Bank and the FCDC Board.

2.3.5 Project Management Milestones

The following factors contributed to the effective management of the project:

i. Bi-weekly meetings and consultations between FCDC, WB and Rimarks Consultants;

ii. Briefs on the project’s objectives, scope, expected impacts and outcomes, and progress made to out-going and incoming FCDC Governors after 2017 general elections;

iii. Regular meetings by the Project Management Unit; and

iv. Regular submission of updates by Rimarks Consultants Ltd. to the World Bank through the FCDC.
3. PROJECT DELIVERABLES: FCDC INSTITUTIONAL CAPACITY

3.1 Introduction
Efforts to strengthen FCDC institutional capacity were two pronged. The first was to enhance FCDC capacity to operate efficiently and effectively as a corporate entity. The second was to build FCDC capacity to play a coordination role and mobilize resources and technical support for its member counties. The project largely achieved these two aims. FCDC now runs on its own systems and procedures and successfully mobilizes stakeholders on a regular basis.

3.2 Office Space and Technical Assistance to the FCDC Secretariat
Establishment of a functional FCDC secretariat was a priority deliverable of the World Bank project. In its formative stages, FCDC was housed by Rimarks Consultants at CIC Plaza, Nairobi. Secretarial services, office facilities, utilities and logistics were provided by Rimarks Consultants. Once the secretariat was fully functional, the institutional capacity of FCDC was quickly strengthened to the extent that FCDC moved to its own offices, adopted its own systems and procedures, and pursued a defined strategic direction.

3.3 Secretariat Core Staff
At the initial stages the Secretariat was headed by a World Bank-supported Chief Executive Officer (CEO). Other staff who were to be recruited to assist the CEO, included a Program Manager, Finance & Administration Manager, and a Conflict and Peace Building Expert. The officers were to be hired under the project on a twelve-month renewable contract. However, lack of capacity in FCDC, occasioned largely by the long time it took for Governors to settle into their offices delayed the process of filling the posts. The position of Program Manager was filled at the end of April 2018, while the posts of conflict and Conflict and Peace Building Expert and Communications Manager were filled in June 2018.

These posts were critical for the success of FCDC as shown by their job descriptions outlined below.

(a) Program Manager
Responsible for overseeing and coordinating all aspects of development planning, investment programming, monitoring and evaluation, project development, knowledge management, policy research and advocacy. The Manager ensures consolidation of targets and activities of FCDC and inter-county development projects and programs. This is in addition to coordinating FCDC’s operations in accordance with established policies, systems, procedures and processes.

(b) Conflict and Peace Building Expert
Responsible for coordinating security, peace building and conflict resolution initiatives, including mainstreaming the initiatives in socio-economic development activities. The experts would perform technical functions related to the formulation, development, updating and review of FCDC policy agenda for peace and security. The Expert would also analyse and interpret relevant data to generate information for deepening policy identification and formulation.

(c) Communication Manager
This position replaced that of Finance and Administration Manager which filled was by an officer on secondment from one of the FCDC counties. The role of the Communication
Manager was to disseminate information to stakeholders and oversee the implementation of the Communications and Advocacy Strategy.

3.4 Staff Training and Development

The core staff hired were accomplished professionals in their own areas of expertise. Each of them was given a well thought out on-the-job induction and orientation to FCDC, its functions, aspirations, and the values and organizational culture it wished to inculcate.

Staff training and development guidelines were prepared for use by FCDC staff and also as advisory documents to member counties. FCDC was to mobilize resources for training and capacity building for county staff, thus galvanizing coordinated action, regional cooperation, and promotion of peer-to-peer learning.

3.5 Advisory Committee

One of the innovative approaches adopted by the World Bank Project was the establishment of an Advisory Committee to act as a “Think Tank” for FCDC. The Committee comprising nine members was constituted in early 2017. It was made up of academics, entrepreneurs, and development practitioners.

Deliberate effort was made in selecting individuals with an in-depth understanding of the FCDC region. Indeed, they were largely drawn from the Frontier Counties and were all skilled and with work experience at both national and county governments. The diverse composition of the Advisory Committee was intended to marshal political goodwill and acceptance from key stakeholders.

The Advisory Committee was a non-executive organ of the FCDC. It provided advise on the strategic, policy and technical direction of FCDC with regards to its core mandate of accelerating socioeconomic development of the member counties and fostering peace and cohesion in the region. The committee further advised on the policies to be adopted and implemented in order to attain an interconnected region, with a thriving and sustainable economy.

3.6 Strategic Plan

One of the project’s terms of reference was to develop a long-term strategic plan outlining the mandate, vision and mission of FCDC as a corporate entity. It was considered that the strategic plan was critical to provide clear strategic direction to FCDC from the beginning. The Plan was expected to guide the strengthening of the institution and its long-term operations.

A participatory approach was adopted in the development of the FCDC Strategic Plan. Data was collected through field visits to member counties, and workshops were held thereafter for planning officers from the counties to obtain their inputs on the draft Plan.

It was agreed that the visions of FCDC vision is, “Peaceful, prosperous and equitable Frontier Counties where people achieve their full potential and enjoy a high quality of life.” The mission was agreed as “To coordinate development initiatives, enhance peace, and bring about accelerated socio-economic development of Frontier Counties.” The following five (5) core values were adopted: Unity of purpose, Integration, Innovation, Partnership and Integrity.

The Strategic Plan is outward looking, focusing on the acceleration of socio-economic development of the FCDC member counties. The plan outlines three important priorities for
enhancing regional development: establishing a robust mechanism for coordinating development initiatives in the member counties; improving service delivery in critical sectors at county level; and fostering peace and security. Specifically, the Plan identifies four key result areas:

**Development:** The socio-economic blueprint identifies FCDC priorities, including strategic investment opportunities.

**Coordination:** The rationale and core function of FCDC is the promotion and coordination regional development activities. FCDC would, therefore, strive to address common development challenges by developing and implementing regional policies and strategies, and promoting capacity building and results management.

**Cooperation:** Complementary to its coordination role, the FCDC is expected to inculcate cooperation and collaboration among the member counties, particularly in the formulation of common policies, standards, regulatory frameworks, and development programs. Similarly, FCDC should play a key role in promoting social cohesion and integration of communities, through management and resolution of disputes, and disaster and emergency preparedness and response.

**Institutional Capacity:** In addition to strengthening its own institutional capacity and putting in place appropriate governance structures, FCDC would endeavour to mobilize resources and support the member counties in building their institutional capacities. FCDC would make innovative proposals to attract, develop and retain competent staff. One strategy identified as an important mitigation measure to the shortage of professional and technical skills was the establishment of a pool of experts to be put at the disposal of the counties.

### 3.7 Organizational Framework and Operational Procedures

(a) **Organizational Framework**

The FCDC organogram is detailed and well-articulated in the Strategic Plan. The highest authority and decision-making organ for FCDC is the Governors’ Forum comprising all the Governors of member counties. At the Secretariat level, two functional areas were operationalized: Finance & Administration which include Finance, Human Resources, Procurement and Logistics; and Support Services comprising Communication, Advocacy, Legal Services, Knowledge Management and liaison.

(b) **Operational Procedures**

As a start-up organization, establishing policies, systems, procedures and processes has been critical for FCDC. A standard Operations Manual was developed for use to strengthen institutional capacity of FCDC and the secretariat has customized the Manual for three functional areas:

**Human Resource Management:** provides policies and procedures covering the human resource management cycle. These range from recruitment, development, motivation and retention, performance management and exit.

**Financial Policies and Procedures:** contains policies and procedures covering all aspects of financial management to ensure prudent management of FCDC financial resources and achievement of FCDC’s development objectives. Specific aspects of the section include revenue mobilization, budgeting, payment procedures, payroll
procedures, bank reconciliations, assets management, accounting and audit procedures, and generation of financial reports.

**Operations**: contains policies and procedures covering all aspects of the procurement process. It also details the process of engaging consultants. The section also provides procedures for the proper use and care of organizational assets.

### 3.8 Resource Mobilization Strategy

Financial stability is a key factor for FCDC if it is to sustain its programmes and operations. A Resource Mobilization Strategy was developed. The Strategy identifies the required resources to ensure sustainability of FCDC funding and proposed the main sources of funding. It emphasizes the necessity of having diverse sources of funds in order to reduce the risks of relying on development partners. Four main sources of funds were proposed:

a) Contributions from member counties towards the operational costs of FCDC Secretariat and strategic regional programs;

b) Funds from development partners to support specific programs which cut across two or more counties;

c) Fees levied by FCDC Secretariat for services rendered such as provision of data and information, and research studies; and

d) A Trust Fund, to be established where funds may be channelled to enhance sustainability of FCDC.

### 3.9 Deliverables on Peace Building and Conflict Resolution

The project purposed to strengthen and empower FCDC with regard to its role in peace building, conflict resolution and mitigation in the region. Some of the planned activities related to the deliverable included: development of a plan for systematic monitoring of conflict and violence in FCDC counties with emphasis on the intersections of political, community, and ethnic violence; laying out the institutional architecture for conflict mitigation and peace building in FCDC counties; and design of standardized instruments for violence monitoring and conflict mitigation. However, as the project evolved and was subjected to regular reviews, it was realized that this specific effort would duplicate on-going related initiatives. This deliverable was therefore substituted by a conflict assessment study that was ongoing in Isiolo county.

It was also decided that the findings and recommendations of the conflict assessment study would be incorporated into the socio-economic blueprint. This called for close collaboration between the peace building and conflict resolution consultants and the socio-economic development consultants.

### 3.10 Communication and Advocacy Strategy

Communication is a critical element in the operations FCDC. It is necessary to have effective communication within FCDC and with its stakeholders regarding its mandates, programs, projects, and values. Standards and levels of performance have to be communicated and other relevant information should be regularly shared with the public and other key shareholders in the counties. This would reduce resistance and enhance buy-in to implementation of FCDC programs and projects.
Advocacy, on the other hand, is expected to influence policy making and decisions in favour of preferred options and positions. Besides practicing effective communication, FCDC has to play the advocacy role to ensure minimal resistance to the implementation of its policies and the outcomes. The net effect of effective communication and advocacy would be faster socio-economic development of the FCDC counties.

A Communication and Advocacy Strategy Manual was developed for FCDC, to guide communication and promote good practices in advocacy. The communication and advocacy strategy is aligned with other FCDC priorities and documents, including the strategic plan. The key objectives of the strategy are to:

(a) Enhance FCDC’s capacity for communication and advocacy and to disseminate key, relevant and salient messages, rendered in oral, written or electronic forms to the residents and partners of the counties;

(b) Raise public awareness and enhance the corporate identity, image and visibility of FCDC among its member counties and other stakeholders, including state actors and non-state actors;

(c) Clarify goals and objectives of the FCDC and integrate them with the county development plans and priorities;

(d) Foster effective inter-county communication;

(e) Promote public participation; and

(f) Ensure positive correlation between communication and advocacy activities with other organizational outputs, such as performance, motivation and job satisfaction.

3.11 Website and Branding of FCDC

The FCDC website, www.fcdc.ac.ke was one of the earliest deliverables to be achieved. It has been improved and upgraded severally since its inception. FCDC uses the website as a communication tool/medium. The FCDC website is information and communication oriented. It is meant to promote goodwill among stakeholders, disseminate useful information and deliver strong advocacy on a continuous basis.
4. PROJECT DELIVERABLES: COUNTY CAPACITY & GOVERNANCE SYSTEMS

4.1 Introduction

FCDC is a shared platform that galvanizes the member counties for collective action to promote resilience and shared prosperity for the region. It is responsible for the development and implementation of policies, projects and programmes with the object of promoting socio-economic development across the region. In this regard, the Council lobbies and works with national and other county governments to jointly develop policy reforms which strengthen devolved governance and structures of counties for improved service delivery.

The FCDC aims to build capacity at regional and county levels, with emphasis on overcoming the challenges to successful implementation of County Integrated Development Plans (CIDPs). In particular, the council aims to create synergies and improved collaboration between counties; with the ultimate goal of enabling a business-friendly environment, and strengthening public service capacities and competencies.

The role of FCDC secretariat is to facilitate and empower the county governments to drive the development processes. The project has therefore produced various tools and guidelines that the FCDC Secretariat would share with the counties to enhance their capacities and governance systems. FCDC is then expected to mobilize technical assistance, if required, to support the counties in customizing and applying the tools and guidelines.

4.2 Skills Gaps and Capacity Needs

One of the critical success factors in improving service delivery at the county level is having in place a fit-for-purpose human capital that can drive the county governments to deliver on their mandates. Another factor is enhanced governance structures, systems and processes. The project reviewed existing skill sets and competencies to identify gaps hampering the counties from performing their core functions of delivering services to the citizens.

The methodology and approach used in the exercise started with literature review. The main source of information was the national government’s report on Capacity Assessment and Rationalization of the Public Service (CARPS, 2014). Other reference documents included the Report on County Government Staff Training Needs Assessment (2013) and Capacity Assessment for Effective Service Delivery of Development Results in Kenya (2011).

The literature review was followed by interviews with some of the chairpersons of County Public Service Boards in the FCDC member counties. The chairpersons gave updates on the status of human capital and the human resource challenges encountered in their respective counties.

The key findings of the interviews included:

(a) Large staffing gaps in technical and professional skills;
(b) High staff turnover in critical technical and professional areas;
(c) Lack of skills and competency development frameworks for the County Public Services;
(d) Inadequate application performance management tools; and
(e) Inadequate use of monitoring, evaluation and reporting systems.
Responding to skills gap analysis would require interventions to close the identified gaps. FCDC is expected to mobilize resources to support the counties to undertake the interventions, which would include:

(a) adoption of best practices in human resource management;
(b) planning for systematic staff training and development activities that target identified needs from county integrated development plans (CIDPs) and the annual development plans (ADPs);
(c) complying with the statutory requirements to develop and execute performance management systems
(d) adoption and institutionalization of County Integrated Monitoring and Evaluation System (CIMES).

4.3 Surge Capacity Team

During the project design, the idea of a “Surge Capacity Team” was conceived as an innovative way to mitigate the gaps in technical and professional skills and competencies in FCDC member counties. This was to be achieved by establishing a database of experts who could be mobilized on demand and at short notice to undertake specific tasks to support the Counties. This would include mobile teams of mentors/advisors to support county governments on technical areas including: procurement; financial management; engineering supervision; delivery of basic services; development of strategic plans and CIDPs; project management, monitoring, evaluation and reporting of development initiatives; performance management systems; and conflict resolution.

Indeed, the project sourced Curriculum Vitae and Profiles and created a database of experts, specialists and practitioners in the identified functional areas. However, as implementation of project progressed the role of the Surge Capacity Team could not be agreed. In particular, there was no consensus regarding the inter-county priority areas the Team could provide technical assistance. The idea behind the “Surge Capacity Team”, however, remains relevant as counties continue face capacity challenges in service delivery and implementation of development programmes. The Secretariat should therefore continue to mobilize resources and maintain a list of experts who can be called upon to assist the counties when they have complex challenges their experts are incapable of addressing.

4.4 Technical Assistance to FCDC County Government

To replace the Surge Capacity initiative, the Secretariat took several steps to provide technical assistance to the counties. Firstly, it was agreed that the counties would establish County Coordination Units (CCUs) to follow up on county development initiatives, including coordination of donor funded projects and programmes. Wajir County was the first to receive technical assistance to develop a County Project Coordination Unit. This was followed by public participation workshops in Nairobi and Wajir, for stakeholders to discuss the guidelines and concept of CCUs. Other FCDC counties were expected to adopt and customize the CCU guidelines, whose main features are:

a) The concept of a delivery unit and its adoption to CCUs;
b) Planning for support by CCU to other Departments;
c) The coordination and facilitation role of CCU;
d) CCU’s role in unblocking bottlenecks through problem solving;

e) Scope of work of CCUs;

f) Organizational structure of CCUs;

g) CCU roles and responsibilities;

h) CCU modus operandi;

i) Functional relationships between CCU and other Departments; and

j) Project management and tracking tools.

Secondly, the Secretariat began working with Rimarks Consultants in identifying experts to assist counties whenever they need technical assistance. In such a case, a consultant was procured to produce guidelines governing key decisions by the County Governments, focusing on guidelines on the coordination of cabinet functions, conduct of cabinet meetings, and preparation of cabinet memoranda. These guidelines were presented to stakeholders during the workshops on the Wajir CCU.

In addition, the Secretariat using project financial support, recruited two urban planners to assist the counties to prepare grant applications for the DFID funded Sustainable Urban Economic Development (SUED) Programme. The applications of Mandera, Lamu, and Isiolo municipalities were successful and were awarded the grants.

4.5 Guidelines on the Rapid Results Approach

The Rapid Results Approach (RRA) is one of the strategies that can be applied to enhance the capacity, governance systems and structures of the FCDC counties. The RRA could enable counties to deliver on their mandate in terms of performance improvement and delivery of services to the citizens in an efficient, effective and equitable manner. Guidelines on the RRA were produced as a project deliverable, for customization and adoption by the counties. FCDC would mobilize technical support for the counties to apply RRA in their prioritized programmes, projects and specific challenges. The guidelines outline:

(a) The concept, principles and context of RRA;

(b) Detailed “how to” steps of applying RRA;

(c) Roles and responsibilities of different players in RRA;

(d) The benefits of RRA;

(e) Sample curriculum for RRA capacity building for FCDC Counties;

(f) Rapid Results Initiative (RRI) Work Plan Template; and

(g) Application of RRA on clearly defined initiatives that dovetail into Annual Work Plans, Strategic Plans, and CIDPs.

4.6 Guidelines on County Service Delivery

The bottom-line for county governments is to provide a continuity of services that is accessible and cost-effective to all persons irrespective of their economic, social or cultural background. To achieve this, the county governments should be organized in a way that ensures transparency, accountability for resources, and provision of high-quality services that meet the needs and expectations of the citizens.
Towards this end, the project produced a Service Delivery Manual to be used as a quick reference and guide by the FCDC counties as they built their capacity to institutionalize good practices in public service delivery. The main areas covered by the Service Delivery Manual are:

(a) The concept, principles and context of public service delivery;
(b) The service delivery system;
(c) Service delivery channels, complaints and redress;
(d) Relationship between a government and its citizens;
(e) Inculcating a culture of excellence in service delivery by ensuring that they work on both the supply side and demand sides;
(f) Ensuring that staff are capable, trained and professional, with a positive aptitude for service delivery;
(g) Ensuring that service users take responsibility for receiving services that satisfy their needs in the form and time that they want;
(h) Legal mandates and obligations for effective services;
(i) The civil service charter; and
(j) Strategies to enhance public value in service delivery.

4.7 Guidelines on the County Integrated Monitoring and Evaluation System (CIMES)

Monitoring, evaluation and reporting (ME&R) is a necessary function at both national and county levels. It helps to generate and communicate information and give feedback on on-going projects and programmes so that decisions are evidence-based. Ideally, this should be done through institutionalization of the Guidelines for the Development of County Integrated Monitoring and Evaluation System (CIMES), 2006 that was produced by the Ministry of Devolution and Planning and the Council of Governors. The CIMES guidelines were developed to guide counties to design and implement monitoring and evaluation plans for the policies, projects and programmes proposed in their CIDPS.

An assessment of the status of implementation of CIMES supported by the project was undertaken to establish the extent to which FCDC counties had operationalized the system. A secondary objective of the assessment was to identify existing gaps and challenges, and give recommendations towards the full operationalization of CIMES in the FCDC counties. The assessment covered the counties of Isiolo, Mandera, Wajir, Tana River, Lamu, Garissa and Marsabit.

An assessment report was presented to stakeholders on 24th April 2019 at the Crowne Plaza, Upper Hill, Nairobi. The report noted that implementation of NIMES faced many challenges including: shortage of financial resources to fund ME&R; inadequate staff and capacity; minimal use of electronic database; lack of political support; and inadequate policy and legal frameworks to guide ME&R at the county level. Most counties viewed ME&R as a control tool rather than a management tool and lacked partnership with the national government in monitoring non-devolved functions. The assessment made the following recommendations to enhance implementation of NIMES: increased allocation of financial resources to support the process; strengthening of human capacity and promotion of application of technology; development M&E policies and legal frameworks and the establishment of fully-fledged ME&R units.
Guidelines on Affirmative Action on Recruitment of Women, Youth and PLWDs

Kenya has undertaken affirmative action in the employment of women, youth and people living with disabilities. In counties the success of this undertaking rests primarily on the county public service boards (CPSB).

The project produced an Affirmative Action Plan to serve as a tool that CPSBs can apply to ensure recruitment of women, youth and people living with disabilities. The Plan outlines:

a) The concept and context of affirmative action;

b) Constitutional provisions for each of the disadvantaged groups (women, youth, and people living with disabilities);

c) The process of planning for affirmative action; and

d) Benefits of affirmative action for employment of women, youth and people living with disabilities including:

- Enhancement of productivity by creating a bigger pool from which potential employees can be drawn;
- Greater understanding and reduction of stigmatization; and
- Opportunity to identify unique talents to boost the performance of the county governments.
5. PROJECT DELIVERABLES: THE SOCIO-ECONOMIC BLUEPRINT

5.1 Introduction

The key rationale for establishment of FCDC is to accelerate socio-economic development in its member counties. Potential opportunities in the FCDC region include livestock; renewable energy (wind and solar); untapped tourism; and expansive land for irrigation in the Tana delta. The World Bank Project supported the development of a roadmap with clear actions for accelerated socio-economic growth in FCDC member counties. The Socio-Economic Blueprint provides a framework for identifying and prioritizing policies and strategic initiatives to promote faster development of the FCDC counties.

5.2 Socio-Economic Blueprint Development Process

The Socio-Economic Blueprint applied a territorial approach to development (TAD) to analyse development challenges facing the region. This is an analytical methodology that combines an inter-play of economic geography, market forces and government policies to promote economic integration and development. In particular, the approach avers that a geographic area, like the FCDC region, with low economic density (activities), large distances and high divisions are prone to development challenges.

In line with requirements for public participation, the draft blueprint was presented to stakeholders in all the FCDC counties. A revised draft of the blueprint was thereafter presented for deliberation at a workshop held in Naivasha for Governors, representatives of the county assemblies and Senators from the region. The document was finalized by incorporating input from that forum.

5.3 Highlights of the Socio-Economic Blueprint

The challenge of low economic density manifests itself in low concentration of populations and economic activities and ultimately poor economic performance. Similarly, the vastness of a region coupled with poor infrastructure networks points to the distance challenge that limits delivery of services and access to national, regional and international markets. The divisions challenge arises from social and political conflicts, and insecurity, which hinders communities from benefiting from socio-economic integration. The FCDC region manifests all the three challenges.

The huge size of the region and the low concentration of population and economic activities account for the low economic growth in the region. Furthermore, the region faces high divisions manifested by intermittent tribal and inter-clan conflicts, animal rustling and banditry, and radicalization of the youth by Al-Shabab and other insurgent groups. This is compounded by negative social and cultural practices, such as early and forced marriages of the girl child and Female Genital Mutilation (FGM).

The blueprint proposes that socio-economic development of the FCDC region can be accelerated through a mix of policies which combine increased economic activities, development of connective infrastructure and promotion of social cohesion. In particular, specific recommendations for development of FCDC counties based on TAD are outlined below.
Improving Economic Density

Since urban areas and cities are engines of growth the world over, policy initiatives should be taken to increase economic activities in urban areas in the region. This should include allocation of resources to improve development of social and economic infrastructure. More resources should also be allocated for the delivery of social services, especially education, health, water and sanitation.

Improving Connectivity through Infrastructure Development

There should be increased investments on roads, airports, railways, Lamu port, ICT and cross-border infrastructure to improve connectivity which is necessary for enhanced access to markets and delivery of services.

Fostering Socio-economic Integration

Rampant poverty and social inequality should be reduced by addressing negative social and cultural practices which marginalize sections of society in the region on the basis of gender, ethnicity and are often the cause of insecurity and ethnic tensions. Implementation of policies which would increase productivity in the agriculture sector, including the livestock sub-sector is necessary to improve the standards of living.

The blueprint proposes development of an investment plan that would identify development priorities of the FCDC counties. This will operationalize the roadmap for accelerating socioeconomic development in the region.

Investment Plan for the FCDC Region

The blueprint is a framework for strategic and policy development and therefore does not provide detailed development projects and programmes for implementation. It is expected to guide the FCDC Secretariat and the county governments in developing an investment plan for the region, and in the mobilization of resources from the national government, development partners and the private sector to finance the plan.
6. PROJECT DELIVERABLES: CITIZENS’ PARTICIPATION IN DEVELOPMENT

6.1 Introduction

Public participation enables citizens to make decisions that affect their lives and livelihoods. It is therefore a cornerstone for sustainable development. This view is based on the premise that those who are affected by a decision have a right to participate in the decision-making process. Citizens’ participation and involvement in development initiatives inculcates a sense of ownership and leads to an appreciation of government efforts. It also serves as a strategy to ensure accountability, sustainability and relevance of results, and to monitor the impact of outcomes to the ultimate beneficiaries. Indeed, the Constitution of Kenya (2010) requires the executive and the legislature at both the national and county levels to ensure that the public participates in the development, implementation and monitoring of policies, projects and programmes. Article 174(c) of the Constitution provides that the objective of devolution is to “give powers of self-governance to the people and enhance their participation in the exercise of the powers of the State and in making decisions affecting them”.

6.2 Public Participation Guidelines

The Ministry of Devolution and Planning, together with the Council of Governors produced a model County Public Participation Guidelines in the year 2016. The guidelines were to be adapted and customized by each county government.

The model guidelines were used to develop public participation guidelines for the FCDC member counties. Each county could further adapt and customize these guidelines according to its political, economic, social and religious dispensations.

The guidelines covered the following areas:

a) Institutional framework for public participation;

b) The process of public participation;

c) Managing public participation;

d) Enabling meaningful public participation;

e) Monitoring and evaluation of public participation; and

f) Common challenges with public participation.

6.3 Civic Education Program and Training Impact Assessment

As part of the project deliverables, a civic education program was developed and presented to stakeholders during the workshops conducted to roll out the public participation guidelines. During the workshop, training materials for civic education were presented to increase awareness and promote civic participation in the FCDC counties.

A pre-training survey was conducted to examine the status of Civic Education in FCDC counties. The information obtained was used to improve the training program. The civic education training familiarized county officers on the legal provisions governing public participation and civic education at the county level. It also provided a platform on which the officers could exchange views and share experiences on how to expand the reach of their programmes to include the minority and marginalized groups, especially women, the youth and people living with disabilities. County officials were taken through the use of training materials to design and conduct effective public participation forums and civic education programmes.
A post-training evaluation of the participants was conducted and the participants gave the following views:

a) Consideration should be given to the use of local languages in civic education to enhance effective delivery to various groups;

b) Civic education and public participation should be mainstreamed in all departments;

c) Sub-county and ward administrators and the chiefs should be involved in civic education;

d) Development of local curriculum and supporting documents should be done in consultation with the other civic education providers, especially non-state actors;

e) Radio programs should be used to promote civic education and public participation; and

f) Adequate resources and funding should be allocated for programmes on civic education and public participation.
7. CHALLENGES AND LESSONS LEARNT

7.1 Challenges

Several challenges were encountered in the course of project implementation, the most critical of which are listed below.

a) Implementation of the project suffered from uncertainties occasioned by the intense political activities related to 2017 general elections. This was complicated by the annulment of elections held on 8th August 2017 by the Supreme Court which led to fresh general elections being conducted on 26th October 2017. The elections were followed by the holiday season of December 2017. Coordination of stakeholders was therefore ineffective and project activities at the county level ground to a halt.

b) More importantly, all the FCDC Governors, except one, lost their seats during the 2017 elections. The new county administrations had to be in place before they could be briefed on the project. Even after the appointed of county officials took office, it took a while to sensitize them on the project and gain their confidence before the project could get back on track. In the end because of the time lost, a request for the extension of project was made and was granted.

c) As the project evolved, some of the activities proved to be complex and required more time to undertake than earlier anticipated. For example, World Bank experts recommended that the development of the Socio-economic Blueprint could benefit from the application of the territorial approach to development (TAD). The use of this new analytical technique required more time as the local consultants had to be taken through it by the Bank experts from Washington.

d) As the implementation of the project progressed, it was sometimes necessary to review the project’s scope and deliverables in response to stakeholders’ needs and the shift in priorities. For example, to respond to changing needs and priorities, FCDC Secretariat recruited a Communications Manager instead of Finance and Administration Manager. The Surge Capacity Team failed to be mobilized because the counties could not reach consensus on inter-county priority areas. Ultimately this deliverable was replaced by the establishment of County Coordination Units as they were considered relatively strategic.

e) In some counties, similar projects and initiatives were being supported by different donors and were under implementation at the same time, posing a challenge of duplication, poor coordination and possible conflicts. In the end CCUs were established to coordinate implementation of donor funded projects.

7.2 Lessons Learnt

Several lessons were learned in the course of implementation of the project. The key ones include:

a) The implementation of the project was consultative and participatory from inception. Public participation involving County Governments, some agencies of the National Government and the general public stakeholders This enhanced the visibility of the project. The good rapport between the FCDC Secretariat, the World Bank Team, and the Project Management Team ensured a clear strategic direction of the project.

b) The project enjoyed political good will from both the National and County Governments, and the donor community. The visibility of the project has not only
attracted the attention of the National Government and the donors, but also that of other regional blocs. In this regard, the success of FCDC has given an impetus to the establishment of other regional blocs among the counties. This has encouraged the Government of Kenya to develop a policy and legislation to guide the formation of regional blocs.

c) Regular and structured meetings between the project team and the World Bank team contributed to the achievements of the project. The meetings included video conferencing with World Bank experts in Washington and in one exceptional case, a Washington-based expert travelled to Nairobi to participate in a one morning’s workshop on FCDC strategy, in support of the work done by the Kenyan consultants.

d) After the 2017 general elections, efforts were made to ensure that the transition in the Governors’ Leadership Forum was well managed. The out-going Governors were therefore fully briefed on the achievements of the project in their respective counties. Similarly, the new Governors were briefed immediately they took office on the project objectives, scope, expected impacts and outcomes, and progress made. The quick action to brief the new Governors bore fruits as they agreed on the importance of the project and provided immediate support to the FCDC Secretariat and the project as a whole.
8. CONCLUSIONS AND RECOMMENDATIONS

8.1 Conclusions

The WB project successfully built capacity of FCDC to operate efficiently and effectively as a corporate entity. FCDC now runs on its own systems, procedures and processes. The project also enhanced FCDC capacity to play a coordination role, mobilize resources, and avail technical support to its member counties. FCDC Secretariat now regularly and successfully mobilizes the various stakeholders.

The WB project laid a strong foundation for strengthening the capacity and governance systems of the FCDC member counties by producing tools, instruments, and guidelines. The FCDC Secretariat has trained county officials on the application of the tools and guidelines and disseminated the same, thus enhancing capacity and governance systems of the county governments.

FCDC has been equipped by the project to play its primary role of accelerating socio-economic development of its member counties. The Socio-Economic Blueprint provides a framework for identifying and prioritizing policies and strategic initiatives to promote faster socio-economic development of the region. Implementation of the recommendations of the Blueprint could give FCDC a lead over other regional blocs in the development agenda.

By applying the Public Participation Guidelines, FCDC stands a good chance of realizing its development goals through increased public ownership, and appreciation of government’s development efforts. Public participation also promotes accountability, transparency and good governance in general which would lead to positive outcomes and ultimately enhanced service delivery.

8.2 Recommendations

The following recommendations are hereby made as a way forward:

a) FCDC should be proactive in coordinating technical assistance from different sponsors to minimize duplication, and to create synergy and maximize impact and outcomes. This particularly important for complex and large projects like those under NEDI and others supported by the World Bank and other donors.

b) FCDC should mobilize more resources and technical assistance to support the counties in strengthening their capacity and governance systems. Particular attention should be given to Performance Management Systems (PMS) and CIMES; and especially customization, application and institutionalization of the tools, instruments, and guidelines developed under the project.

c) FCDC should also mobilize resources and technical assistance to develop and implement an Investment Plan proposed by the Socio-Economic Blueprint. These resources could be mobilized from the national government, development partners and the private sector.