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## **ECONOMIC EMPOWERMENT PROGRAMME**

**MID-TERM REVIEW REPORT (DRAFT)**

**JULY 2014 – JUNE 2016**

**UNITED NATIONS DEVELOPMENT PROGRAMME  
&  
MINISTRY OF DEVOLUTION & PLANNING**

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	<b>TABLE OF CONTENTS</b>	<b>2</b>
	<b>ABBREVIATIONS AND ACCRONYMS</b>	<b>3</b>
<b>1.0</b>	<b>PROGRAMME BACKGROUND</b>	<b>4</b>
1.1	Kenya’s National Priorities and Socio-economic Challenges	4
1.2	The Economic Empowerment Programme	4
1.3	Programme Management Arrangements	6
1.4	Purpose of the Assignment	7
1.5	Review Methodology	7
1.6	Limitations of the Review	8
<b>2.0</b>	<b>REVIEW OF ACHIEVEMENTS AND KEY ISSUES</b>	<b>8</b>
2.1	Key Findings	8
2.2	Key issues that have hindered achievement	10
<b>3.0</b>	<b>WEAKNESSES AND STRENGTHS OF PROGRAMME DESIGN</b>	<b>11</b>
3.1	Project Strategy – Project design, Results Framework/Log frame	11
3.2	Progress towards Results- Progress towards Outcomes Analysis	11
3.3	Performance Review	12
<b>4.0</b>	<b>KEY RECOMMENDATIONS</b>	<b>14</b>
<b>5.0</b>	<b>LESSONS LEARNT AND BEST PRACTICES</b>	<b>14</b>
<b>6.0</b>	<b>REFERENCES</b>	<b>15</b>
<b>7.0</b>	<b>ANNEXES</b>	<b>17</b>
<b>7.1</b>	Annex 1: Terms of Reference	17
<b>7.2</b>	Annex 2: Aide Memoire	25
<b>7.3</b>	Annex 3: Documentation of Proposed Changes	30
<b>7.4</b>	Annex 4: Validation Workshop Participants	32
<b>7.5</b>	Annex 5: Documents Reviewed	35
<b>7.5</b>	Annex 6: Data Analysis Tools and Sample Questionnaires	36
<b>7.6</b>	Annex 7: Interviews and Visits Itinerary	39
<b>7.7</b>	Annex 8: Biashara Centre Training Activities	41

## **ABBREVIATIONS AND ACRONYMS**

ASDP	:	Agribusiness Supplier Development Programme
ASDSP	;	Agricultural Sector Development Support Programme
AGPO	:	Access to Government Procurement Opportunities
AWP	:	Annual Work Plan
BDS	:	Business Development Services
BS	:	Business Skills
BS&ED	:	Business Skills and Entrepreneurship Development
BCtA	:	Business Call to Action
CBD	:	County Business Development
CIDPS	:	County Integrated Development Plans
CPD	:	Country Programme Document
CSOs	:	Civil Society Organization
DVET	:	Department of Vocational Education Training
EEP	:	Economic Empowerment Programme
GDP	:	Gross Domestic Product
GOK	:	Government of Kenya
HFF	:	Housing Finance Foundation
HIV	:	Human Immunodeficiency Virus
ICT	:	Information Communication Technology
IOM	:	International Organization for Migration
IP	:	Implementing Partner
KAM	:	Kenya Association of Manufacturers
KENIVEST	:	Kenya Investment Authority
KEPSA	:	Kenya Private Sector Alliance
KNCCI	:	Kenya National Chamber of Commerce and Industry
MoALF	:	Ministry of Agriculture, Livestock and Fisheries
MoEST	:	Ministry of Education, Science & Technology
MOUs	:	Memorandum of Understandings
MSE	:	Micro and Small Enterprises
MSEA	:	Micro and Small Enterprise Authority
MSMEs	:	Micro, Small and Medium Enterprises
MTP	:	Medium Term Plan
MTR	:	Mid-Term Review
NITA	:	National Industrial Training Authority
OSIC	:	One Stop Investment Centre
PRODOC	:	Programme Document
PSC	:	Project Steering Committee
SDGs	:	Sustainable Development Goals
SMART	:	Specific, Measurable, Achievable, Realistic, Time-bound
SME	:	Small and Medium Enterprise
UN	:	United Nations
UNDAF	:	UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK
UNDP	:	United Nations Development Programme
UNV	:	United Nations Volunteer
VTC	:	Vocational Training Center
YEF	:	Youth Enterprise Facility
YEDF	:	Youth Enterprise Development Fund
YP	:	Youth Polytechnic

## **1.0 PROGRAMME BACKGROUND**

### **1.1 Kenya's National Priorities and Socio-economic Challenges**

Under Vision 2030, Kenya aims to be a middle-income rapidly industrializing country by 2030, offering all its citizens a high quality of life. Studies have shown that micro, small and medium-sized enterprises (MSMEs) (UNDP, 2015) generate roughly 85% of employment and 20% of GDP in Kenya. Linkages between informal and formal, micro and large, domestic and foreign companies are very weak, further limiting companies' potential to expand, diversify, innovate and build up skills. Limited focus on value addition of raw materials and commodities remain a major stumbling block as well as the access to markets.

Unemployment and poverty remains a major challenge in Kenya today. Kenya's steady economic growth has not effectively translated into more job creation and poverty reduction, and economic inequality in the country remains the highest in the East African region. The poor and vulnerable, especially women and youth, do not sufficiently participate in, benefit from and shape economic growth. The relatively high unemployment rate among the youth in Kenya is attributed to a rapidly growing youth population, the inability of the economy to create a sufficient number of good quality jobs, relatively low levels of education attainment, lack of appropriate labour market skills, insecurity of employment in formal sector and seasonal fluctuations in labour demand, job selectiveness, and information asymmetries in the labour market, among others.

The youth in arid and semi-arid areas are more vulnerable and suffer greater share of the challenges of unemployment, lack of access to education, skills and training, and lack of business development support and opportunities. Another challenge is that the majority of the youth does not have appropriate academic and technical skills. Youth unemployment in Kenya is therefore both an outcome of limited employment opportunities and lack of employable skills, which is compounded by the mismatch between skills and the demands of the labour market. The high unemployment and inactivity among the youth also impacts negatively on social cohesion and integration due to increased crime rates and proliferation of criminal gangs/militia groups.

Several initiatives and programmes have been implemented in the past targeting the weaknesses of the MSME sector, but with insufficient impacts. There is a need for a well-coordinated, demand-driven and needs based response for the needs of Kenya's micro and small enterprises at the county level. Towards this direction, the Government of Kenya and its development partners have identified, through the second Medium Term Plan (MTP II) for 2013-2017, the need to focus on:

- (i) Promoting growth and development of SMEs in order to enhance employment creation and poverty reduction, and
- (ii) Moving towards a formalized domestic trade sector that is efficient, multi-tiered, and diversified in product range and innovation.

In this regard, the county governments will be expected to play a key role in promoting sustainable economic growth and job creation.

### **1.2 The Economic Empowerment Programme**

In response to the challenges outlined in paragraph 1.1 above, amongst others, a 4 year (July 2014- June 2018) Economic Empowerment Programme (EEP) was developed to contribute to reducing these challenges by empowering the citizenry in different ways focusing on national priorities contained in Kenya's Vision 2030 Economic Pillar, UNDAF 2014-2018 and UNDP Kenya CPD 2014-2018.

The overall outcomes are stated as:

- (i) promote a business environment conducive for MSE sector development and the economic inclusion of youth/women, and public-private collaboration; and
- (ii) empower poor and vulnerable (in particular women/youth) as economic agents.

The programme outputs include:

- (i) Capacity of public and private institutions at national/county level strengthened to promote SME-driven private sector development;
- (ii) National, county and private sector actors enabled to establish partnerships, create inclusive economic opportunities and transform productive capacities for sustainable job creation;
- (iii) One stop County Business Development (CBD) centres established and strengthened to enhance service delivery;
- (iv) Youth and women accessing market driven vocational and entrepreneurial skills increased and are employable and National Occupations Frameworks in place.

The specific objectives of the programme are to:

- (i) support development and implementation of policies;
- (ii) strengthen capacities of public-private sector institutions;
- (iii) support establishment and operationalization CBD centres;
- (iv) facilitate review, development and or implementation of educational, vocational, technical and industrial related frameworks, curriculum and support materials;
- (v) Strengthen capacities of BDS providers; and
- (vi) facilitate development of viable business models and value chains.

The programme deliverables are categorized into two, namely:

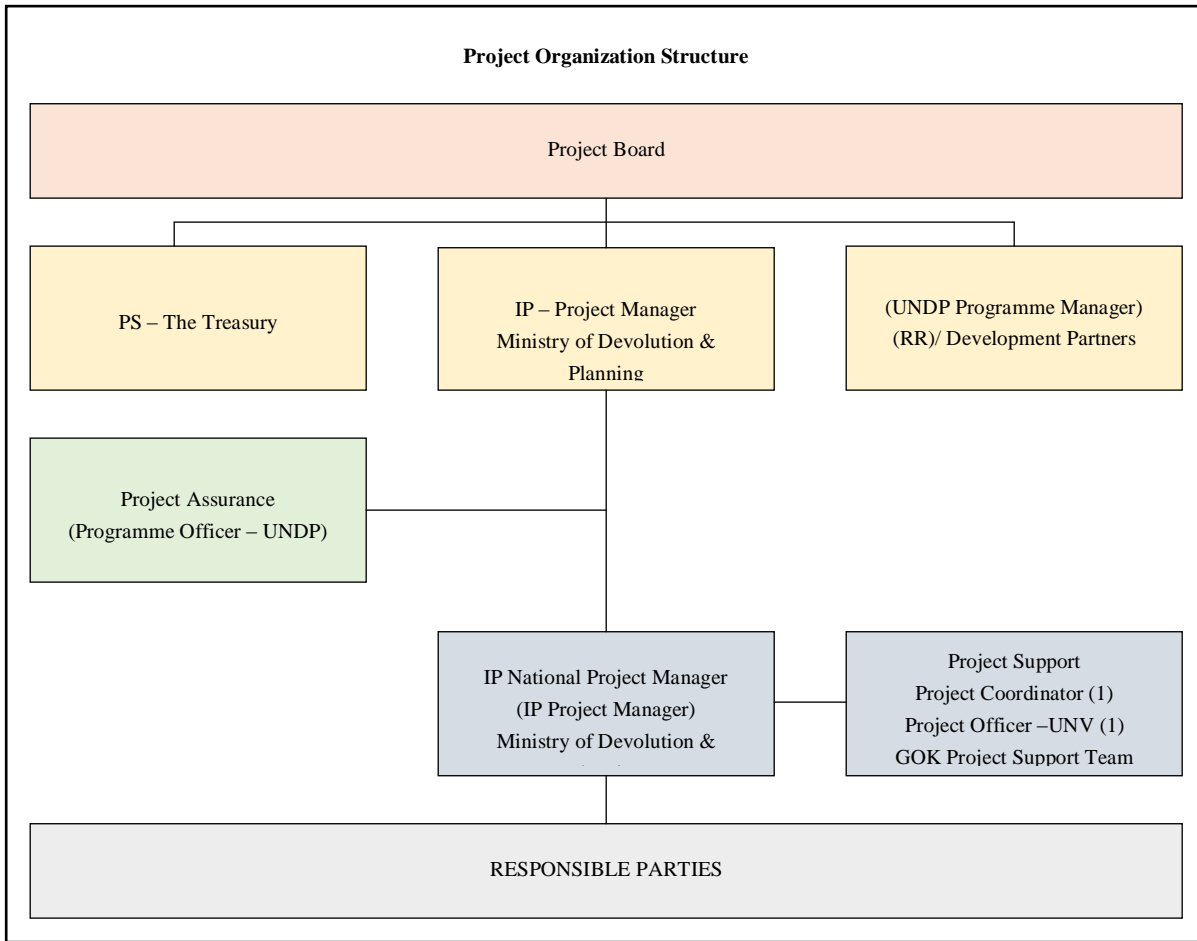
- (i) National/upstream deliverables focusing on private sector development, policy, and strategies; and
- (ii) County/downstream deliverables focusing on operationalization and support to MSEs, youth, women, the poor and disadvantaged including people living with HIV/Aids.

The programme consists of the following three components:

- i. **Programme Component I: Inclusive Growth (Upstream):** Business environment for micro and small enterprises (MSEs) sector development improved; the economic inclusion of youth and women ensured; and public-private sector collaboration is enhanced.
- ii. **Programme Component II: Economic Empowerment of Women and Youth (Downstream):** The poor and vulnerable (in particular women and youth) are empowered as economic agents with strengthened capabilities and opportunities to engage in, benefit from and shape the market systems they are interacting in.
- iii. **Programme Component III: Programme Coordination:** Coordination mechanisms for project implementation operationalized and strengthened. This incorporates inputs which includes project personnel, training, advocacy, equipment, contractual services, logistics, management teams amongst others.

### 1.3 Programme Management arrangements

The key stakeholders include the Ministry of Devolution is the Implementing partner, UNDP and the following Responsible Parties or Partners: Ministry of Agriculture, Livestock and Fisheries; Ministry of Education, Science and Technology; Ministry of Industry, Trade and Cooperatives, Micro and Small Enterprise Authority (MSEA); National Industrial Training Authority (NITA); Kenya Investment Authority (KENIVEST); Kenya National Chamber of Commerce and Industry (KNCCI); Kenya Private Sector Alliance (KEPSA), Youth Enterprise Development Fund (YEDF); Housing Finance Foundation (HFF); Kenya Association of Manufacturers (KAM); and County Governments (various). The programme management arrangements is highlighted in the organization structure shown below.



## **1.4 Purpose of the Assignment**

The purpose of this assignment, as per terms of reference contained in Annex 5, was to undertake a mid-term review which would examine the performance of the Economic Empowerment Programme. In this regard the review:

1. provides an overall assessment of progress and achievements made against planned results as well as assess and document challenges and lessons learnt during implementation.
2. focuses on changes around the programmatic environment which has affected EEP programming or impacted on implementation of the EEP and realization of programme results.
3. reflects on how the UNDP has supported the Government of Kenya Development Agenda especially Medium Term Plan II (MTP II) and Vision 2030.
4. identifies areas requiring additional support either in programme management or new implementation strategies including exploring the possibilities of new partnerships.
5. reflects on the EEP theory of change and reflects on its continued relevance to the remaining programming cycle. Key issues of concern include the reflection on how gender has been incorporated in the programming, the sustainability of results, etc.
6. reflects on the programme alignment to the UNDP strategic plan with recommendations for the same.

The review more specifically includes:

1. Assessment of the progress in implementation measured against planned outputs set forth in the Programme Document in accordance with availed/allocated budget and the assessment of features related to the process involved in achieving those outputs as well as the initial and potential impacts of the Programme.
2. Identification of and highlighting issues and challenges contributing to targets not adequately achieved within the mid-term period; and make recommendations.
3. identification and documentation of Programme successes, opportunities for improvement, weaknesses and strengths of the programme design with recommendations for any necessary changes in the overall design and assessing the adequacy, efficiency, and effectiveness of its implementation, as well as assessing the programme outputs and outcomes to date.
4. Detailed recommendations on the work plan for the remaining programme period including assessment of early signs of the programme success or failure and prompt necessary adjustments.
5. Identification of lessons learnt and best practices which could be applied to other related on-going and future interventions.

## **1.5 Review Methodology:**

The MTR team which consisted of Lead Consultant and Assistant Consultant) enlisted the full participation of the Manager/Director - Social Governance, Ministry of Devolution and Planning and the Officer In charge - Inclusive Economic Growth Unit (UNDP). The consultants interviewed top policy makers in the Ministry of Devolution and Planning, Ministry of Education, Science & Technology and other relevant government departments, development partners as well as key stakeholders from the private sector and civil society. The consultants, who visited the county of Kwale and Turkana, held meetings with key opinion leaders, representatives of beneficiaries, prospective intermediaries and other relevant target groups in the counties of Kwale, Taita Taveta, Marsabit and Turkana where Biashara Centres have been established. See Annex 7.

A variety of data collection methods were used including desk review of relevant documents. The assessment used the following three approaches to collect data:

1. The first method was assessment on performance of planned outputs and outcomes to determine performance of outcomes and outputs based on an analysis of available evidence as presented by the stakeholders
2. The second method assessed performance of outcome indicators in the Project documents by reviewing data contained in work plans and progress reports. See Annex 5
3. The third method was independent opinion of the MTR team informed by assessment of available data, documents review, informant interviews and questionnaires (Annex 6).

A total of 67 persons were reached through one-on-one interviews and focused group discussions while 40 beneficiaries and intermediaries were reached through questionnaires. Another 40 stakeholders are expected to be reached through Stakeholder Validation Workshop (Annex 4).

## **1.6 Limitations of the Review**

The MTR team experienced the following major limitations in carrying out the assignment:

1. The timing of the review came at a time when many of the partners were busy trying to complete end of year activities before breaking off for Christmas festivities. December is also a month when many employees take early leave. Consequently, it was difficult to make interview appointments with many partners and stakeholders both in public and private sector, civil society stakeholders. It was equally difficult in some areas to contact beneficiaries for one-on-one interviews or administer questionnaires. The MTR team however managed to interview a representative sample of the respondents.
2. There was lack of proper documentation as well as a comprehensive and user friendly data base on programme activities and especially at the counties. This resulted in delays in obtaining data, including financial reports which are essential in tracking progress and resource utilization.
3. Retrieval of project documents and other related data was partly slow due to the fact that the office of the Project Coordinator, Project Officer and GOK counterpart at Bruce House have not been operational for a whole year.

However, the Inclusive Economic Growth Unit at UNDP availed most of the documents and data as well as logistic support required for the review, hence mitigating some of the impact of the above limitations.

## **2.0 REVIEW OF ACHIEVEMENTS AND KEY ISSUES**

During the interviews and discussions with stakeholders, the MTR team noted that the Programme enjoyed strong good-will from the Government, UNDP and other partners. They particularly acknowledged the ability of the Implementing Partner and UNDP to provide the required resources and organize stakeholder forums and meetings that brings together various partners.

### **2.1 Key Findings**

#### ***Output 1.1 Capacity of public and private institutions at national and county level strengthened to promote MSME-driven private sector development through promotion of local capacities & innovations***

Through EEP, Technical, and managerial capacities of key national and county institutions involved in a number of activities such as County Biashara (Business) Centres, National Industrial Training Authority



(NITA), Department of Vocational Education Training (DVET) -YP/VTCs Strategy, Micro and Small Enterprise Authority (MSEA)- MSEA Strategic plan 2013-2017, Youth Enterprise Development Fund (YEDF) - Youth Entrepreneurship Strategy and the Kenya National Chamber of Commerce and Industry (KNCCI) have been enhanced to support MSMEs. The institutional capacity assessment for KNCCI has led to re-organization of KNCCI and also supported formulation of a Strategic Plan for KNCCI, now guiding operations of the institution. The youth have also been supported through development of the National Youth Employment Strategy.

EEP has also endeavoured to partner with other institutions to come up with policies that encourage participation of the MSME. One such partnership is with the Poverty Eradication Commission whereby they partnered to conduct a study on Mainstreaming Equity and Poverty Reduction in Government policies and programmes.

***Output 1.2 National, county & private sector actors enabled to establish partnerships, create inclusive economic opportunities and transform productive capacities for sustainable job creation and improved livelihoods***

The YEF has partnered with the four county Biashara centres in training their beneficiaries. In 2015, EEP facilitated YEF to train 60 start-ups out of whom 46 received start-up funds.

At the county level there are a number of institutions that have partnered to ensure that local capacity and innovations are encouraged through Financial Institutions like KCB Bank Kenya Limited, Non-Governmental Organizations like International Organization for Migration (IOM).

In Kwale county EEP has not only partnered with the county but also financial institutions that are willing to provide finances to women and youth groups in certain value chains. LungaLunga Livestock and Kidzo Dairy are some of the groups that have benefitted from value chain financing project. This has enabled the farmers to buy more livestock, created employment and improved their livelihoods through profitable sales that have been realized.

***Output 2.1 One stop County Biashara centres established and strengthened to enhance service delivery for MSMEs in counties***

The Biashara Centres established at county level are improving service delivery and enhancing capacity for business management and business start-up. In partnership with the county governments and the private sector, the UN has provided both technical and financial support for establishment of office facilities including ICT laboratories with modern equipment and operationalization of the centres in 4 counties, Kwale, Marsabit, Turkana and Taita Taveta. Some of the centres got short term technical support in form of UN Volunteers to provide expertise to the county governments in coordination and increasing outreach and access to business development services. Other than the UNVs, each of the BCs was provided with an EDA being experts in operationalization of the centres for a period of 6 months. More details on Biashara centres are contained in Annex 8.

Some of the benefits from BCs include, formal registration of businesses which brings many benefits, such as better access to services and institutions (such as courts), lower burden from inspections and other government officials, as well as limited liability of the owner vis-a-vis the firm. In partnership with the Ministry of Devolution and Planning, Ministry of Public Service, Youth and Gender Affairs; County Governments and Youth Enterprise Development Fund, a total of 767 youth have been capacitated to access the 30% government

procurement opportunities through the Access to Government Procurement Opportunities (AGPO) training in partnership with the Ministry of Devolution and Planning

***Output 2.2 Youth & Women accessing market driven vocational/entrepreneurial skills increased and are employable and National Occupations Frameworks in place***

EEP facilitated finalization of National Occupational Qualification Framework and the development of National Competency Standards and Progression Pathways in collaboration with the private sector for 5 trade areas ensuring alignment with and responsiveness to industry focus. The Programme also supported in VTCs through training in governance and management as well as revision of curriculum for 4 trade areas which are responsive to market demands and needs. The youth have also benefited from awareness creation on Public Procurement and Disposal Act 2015 including training on Access to Government Procurement Opportunities (AGPO).

***Output 3.0 Coordination mechanisms for project implementation operationalized and strengthened***

Project Coordination office in Bruce House 8th Floor established and Project Coordinator employed but contract ended in December 2015. Salaries for UNVs and BDS officers at Kwale and Taita Taveta BCs paid by the project.

The Project Document signed in July 2014 indicates that the estimated budget for the programme for the four years was US\$5,351,000 of which US\$3,540,000 was regular while US\$1,811,000 was unfunded. Quarterly work plans for July – September 2015, January – March 2016 and April – June 2016 indicate that the activities were to be financed in the tune of US\$ 188,559 from sources other than UNDP. For the two year period between 01 July 2014 and 30 June 2016, the total expenditure for the project activities funded by UNDP was US\$1, 875,567.80.

**2.2 Key issues that have hindered achievements**

1. Some Responsible Partners complained of operating in isolation with limited interaction forums for sharing of strategies and experiences. It was also noted that a number of Responsible Partners did not attend Technical Committee meetings while others such as Ministry of Industry, Trade and Cooperatives and Kenya Association of Manufacturers (KAM) do not appear to have been active in implementing programme activities. Information dissemination about the programme activities among partners was lacking.
2. A number of responsible partners such as MoEST, NITA, MoALF, Biashara centres and the Poverty Eradication Commission complained of delayed funding of programme activities. There was no evidence of a formal agreement between the Implementing Partner and the Responsible Partners as stipulated in paragraph 4.2.8 of PRODOC; hence it was difficult to verify the complaints regarding funding.
4. The contract for the Project Coordinator expired in December 2015 and the position has been vacant since then. Also vacant is the position of the Project Officer (UNV). The MTR team noted that the vacancies have created a major gap in the implementation considering the role expected to be played by the Project Coordinator as stipulated in paragraphs 4.2 and 4.2.10 of the PRODOC.
5. The EEP does not seem to adequately address aspects of innovation and incubation of innovative ideas. These are initiatives which require heavy capital investments and a long duration before one realizes desired results.

### **3.0 WEAKNESSES AND STRENGTHS OF PROGRAMME DESIGN**

#### **3.1 (a) Project Strategy/Project design**

The Economic Empowerment Programme is a very ambitious programme trying to achieve too much within a limited time frame and resources. There is need to review the activities for the remaining period and focus on few interventions which can have a long-term impact and achieved within the remaining one and half years.

The PRODOC, paragraph 4.2 clearly states that “In order to support implementation of project activities and relatively relieve the Implementing Partner (IP) of the administrative and logistical issues, a Project Management and Coordination Unit has been established. This Unit is accountable to the IP. Paragraph 4.2.10 further states that the Project Support role shall provide project administration, management, project documentation management, financial management, monitoring and reporting and technical support services to the National Project Manager as required by the needs of this project.

While the PRODOC has three outcomes it contains four very heavily loaded outputs which have not conformed to the basic SMART principle. Three of these outputs are lengthy and sometimes difficult to comprehend fully. At least three outputs could have been derived from Outcome no.1 and three other outputs from Outcome no.2.

On the other hand, the PRODOC does not indicate how many Biashara Centres were to be established. Documents used during the inception phase which ended in June 2014 including January to September 2016 Progress Report indicate that 20 centres were targeted but now only four Biashara Centres have been established. In this regard, it is important to rationalize the establishment of the one stop investment centre as a stand along facility or incorporate such a centre within the Biashara Centres where they exist.

The 2014/2015 and 2016/2017 Work Plans seems to have adequately targeted inclusion of Exit Strategy and institutionalization activities although this was done partly by the BDS experts who operationalized the BCs.

#### **3.1 (b) Results Framework/Log frame**

The MTR team reviewed the annual work plans for 2014/2015 and 2016/2017 as well as quarterly work plans for July to September 2015 and April to June 2016. The 2015/2016 annual work plan and quarterly work plans for the other periods between 2014 and 2015 were not available. Although the quarterly work plans contained specific activities all the work plans which were reviewed lacked clear targets and verifiable indicators.

### **3.2 Progress towards Results- Progress towards Outcomes Analysis**

Some of the progress reports were done on quarterly basis while others were for three quarters and in different formats but no Annual Project Review Reports as is required in the PRODOC. Nevertheless, the MTR team noted good progress in a number of project outputs has indicated below.

For project output 1.1, Technical, and managerial capacities of key national and county institutions involved in has been enhanced. Support has also been provided to: YEDF; NITA; KNCCI; MSEA to develop a Strategic Plan 3013-2017 plus an MSE Coordination and Harmonization Framework for Counties; KenInvest in the process of developing a National Investment Policy; Development of the National Youth Empowerment Strategy; and Finalization of the YP/VTCs Strategy through DTVET.

For project output 1.2, support had been provided to: Carry out AGPO training in Marsabit, Turkana, Kwale, Taita Taveta and Nakuru counties for over 2,000 youth; BCtA with KEPSA had organized a consultative forum with the private sector to make commitments for youth employment; and organised joint event and launched report with PSP4H on Health Sector – Use of technology / mobile platforms to increase access to health care in Kenya.

For project output 2.1, four Biashara Centres have been established (Taita Taveta, Kwale, Marsabit, Turkana) out of the planned 20.

For project output 2.2, support has been provided to: NITA to develop the National Occupational Qualification Framework and competency standards and progression pathways for 5 sectors awaiting printing; Taita Taveta Biashara Centre to train thirty (30) youths in BS&ED; Kwale Biashara Centre to train thirty-six (36, 14 female) youths in BS&ED; AFIM / ASDP project to distribute new technology water barrels to women in rural communities – Turkana (300), Marsabit (150); and Kwale and Taita Taveta counties to undertake a quick feasibility study for agro-value chains.

For Project Output 3.0 established Project Coordination office in Bruce House with Floor and Employed a Project Coordinator whose contract ended in December 2015 and paying salaries for Biashara Centre staff in Kwale and Taita Taveta.

The MTR team noted that a number of activities planned for 2014 were pushed to 2015. It was also noted that a number of activities are pending completion due to financial constraints. Overall, the programme implementation is on track subject to some adjustments on critical interventions that will be required for the 2017/2018 period.

### **3.3 Performance Review**

#### **Relevance**

The Economic Empowerment Programme (EEP) is relevant in that it seeks to contribute to reducing socio-economic challenges by empowering the citizenry in different ways focusing on national county government priorities contained in Kenya's Vision 2030 Economic Pillar and MTP II, UNDAF 2014-2018 and UNDP Kenya CPD 2014-2018. It is quite encouraging to note that some of the EEP initiatives are also being incorporated by county governments the BCs in the County Integrated Development Plans (CIDPs).

#### **Effectiveness**

EEP has registered significant results in development of policies and strategies to support the drive towards a prosperous society that is characteristic of skilled people, safe employment opportunities and the ease of doing business. Key promising results include: (i). Biashara Centres established at county levels are providing breakthroughs for service delivery and enhanced capacity on business management and business start-ups; (ii) Encouragement of youth in to engage in agribusiness value chains is going to transform their lives; (iii) The EEP partners have supported development of supportive policies and strategies for job creation, skills development and working conditions; (iv). Significant progress has been made to promote professional experiences and skills of young people for the labour market through internship programs for the youth; (v) Good progress has been registered in efforts towards creation of a One Stop Investment Centre (OSIC) for investors; and (vi) Strong partnerships between the GOK and UN have led to sustained investment in expanding economic opportunities for women-owned enterprises in the public procurement sector both at national and county levels. However, the government policy to award at least 30% of all procurement opportunities to the youth, women and people with disabilities has not been fully exploited.

The Biashara Centre concept has adopted an area-based programming approach that has enabled the UN to provide targeted technical, financial and institutional support in a coordinated manner to Turkana and Marsabit counties. The planning processes have been highly participatory through consultations with the communities, county governments and UN. The GOK and UN have generated evidence-based information for programming.

### **Efficiency**

The EEP PRODOC has put in place thorough structures, policies and procedures that ensure programmatic efficiency: At the Apex, the EEP is coordinated by the Project Board/National Steering Committee chaired by the Principal Secretary, Devolution and Planning supported by the UNDP ACD/Head of Program a.i. The EEP Technical Committee coordinates and monitors implementation of Annual Work Plans (AWPs) based on approved budgets. Under the current arrangements, project funding is being used as agreed but delays are being experienced in refunding partners for costs incurred.

The current Technical Committee is functional but can be strengthened for comprehensiveness, smarter results and stronger linkages. Standard Project logical frameworks should be prepared to incorporating SMART objectives, performance indicators and targets which will equally raise the qualitative and quantitative aspects of the progress reports.

The long absence of a Project Coordinator and support team has seriously affected the efficiency in the implementation of the programme.

### **Sustainability and Impact**

The MTR team has noted that there is evidence indicating a high degree of potential for continuity of Programme benefits. EEP interventions are in high demand to support the devolution process. For sustainability, running costs at BCs are catered for by the County Governments.

### **Network /linkages**

Twelve institutions including 3 government Ministries, 3 state corporations, 5 private sector players and 4 county governments are participating in the implementation of the Economic Empowerment Programme. Most of the twelve institutions focus on youth and women target groups. There is need to increase players from the private sector and civil society organizations.

The strategy for working with Private Sector focuses on four areas I) resource transfer, ii) technology transfer; iii) facilitating or brokering innovative private investments, and iv) value chain linkages of “inclusive business” approaches. Also, some CSOs, in Kenya are now keen to collaborate with the GOK and the UN to enhance their legitimacy to development efforts.

While EEP has done an excellent job in producing communication and publicity materials Biashara Centres, the outreach needs to be expanded.

## **4.0 KEY RECOMMENDATIONS**

### **1. Quality Assurance**

The current outputs should be redefined with a view of reducing the activities contained in 2016/2017 Annual Work Plan into a few interventions which are specific with a long-term impact and can be achieved within the remaining one and half years. Details of the proposed changes with regard to this recommendation are contained in Annex 3.

On the other hand, for the period 2017 to 2018, quarterly work plans should be SMART clearly indicating: (1) objectively verifiable indicators of achievement; (2) sources and means of verification; and (3) assumptions.

### **2. Sustainability**

In order to benefit from the gains made through EEP so far, it is advisable for the IP to take the lead to provide a Project Coordinator who will perform the role spelt out in paragraph 4.2.10 of the PRODOC with an office preferably at the Ministry of Devolution and Planning.

As part of an exit strategy and sustainability it is important for the Implementing Partner to initiate Institutionalization strategies guided by agreements with county governments for purposes of setting a uniform approach of ownership and leadership.

### **3. Knowledge Management**

The Project Coordinator should broaden the knowledge management products including establishing a comprehensive documentation management system which will make it easy to disseminate information to partners and general public.

### **4. Resource Mobilization**

The staffing of Biashara centers needs to be strengthened. For some technical reasons, such as lack of 3-phase power supply, the ICT laboratories at the Biashara centers are idle and something needs to be done to make them operational. These centers should also be assisted to acquire special equipment to assist the blind and deaf and other persons with disabilities to access the online content.

A forum should also be created for Responsible Partners whose contribution is still relevant in the implementation of the remaining programme activities once in a quarter to review achievements and prepare quarterly work plan for the next quarter. Where a Responsible Partner is engaged to implement some project activities, formal agreements should be made between the Implementing Partner and the Responsible Partners as stipulated in paragraph 4.2.8 of PRODOC.

## **5.0 LESSONS LEARNT AND BEST PRACTICES**

1. The first half of EEP implementation has generated knowledge and new partnerships, which offer opportunities for upscaling, replication and adjustments for positive future.
2. So far, EEP has been relying on TRAC funds from UNDP, with minimal support in form of running costs and from the respective County Governments. The contribution in cost sharing needs to be clearly

stated at the project design at national and county government levels based on best practices in some developing countries.

3. The Biashara Centre concept is an excellent strategy for enhancing service delivery in the counties. However, the sustainability of the centres in terms of staffing and funding requires a thorough review by the Implementing Partner, UNDP, the county governments and the relevant Responsible partners.

## **6.0 REFERENCES**

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### **ANNEX 3: EEP MTR: DOCUMENTATION OF PROPOSED CHANGES**

One of the deliverables of this assignment as per the terms of reference is a brief paper documenting changes (if any) to be made on the Project Document.

The MTR consultants observed that the Economic Empowerment Programme is a very ambitious programme trying to achieve too much within a limited time frame and resources. A number of Expected Output and activity statements are heavily loaded in terms objectives to be achieved and in some cases with quite a bit of overlaps. In regard, the consultants have proposed that the current outputs in the 2016/2017 Annual Work Plan be redefined with a view of reducing the activities to a few interventions which are specific with a long-term impact and can be achieved within the remaining one and half years more specifically 1.1.1(b), 1.2.1(g), 2.1.1, 2.2.2 (b) and 2.2.3 (d). The details of the proposed changes are contained here below:

**1. Outcome 1: Business environment for Micro and Small Enterprise (SMEs) sector development is improved; the economic inclusion of youth and women is ensured; and public private collaboration is enhanced.**

It is proposed that under:

- a) Expected Output 1.1 focus on activity 1.1.1 (b) Support the establishment of One Stop Shop Investment Centre (OSC) preferably linked to Biashara centres considering the high initial capital for providing the infrastructure and competent personnel.
- b) Expected Output 1.2 focus on activity 1.2.1 (g) Support the development of sector investment profiles.

**2. Outcome 2: The Poor and vulnerable (in particular women and youth) are empowered as economic agents with strengthened capabilities and opportunities to engage in, benefit from and shape the market systems they are interacting in.**

It is proposed that under:

- a) Expected Output 2.1 focus on activities 2.1.1 (a) Ensure that the current four Biashara centres are working effectively and efficiently with clear collaboration MOUs between the Implementing Partner and the respective county governments. If resources are available in future, efforts should be support to establish three County Biashara centres, one each in North Eastern Province, Nyanza, and Western in counties experiencing high incidence of poverty.
- b) Expected Output 2.1 focus on activity 2.1.1 (b) Support the capacity of Biashara staff and various actors/institutions to effectively perform their roles.
- c) Expected Output 2.2 focus on activity 2.2.1 (c) & (d) Support HFF create an army of artisans in the building and construction industry and the Kuza Biashara initiative.
- d) Expected Output 2.2 focus on activity 2.2.2 (b) Support institutional capacity building for training of youth and women in business skills and entrepreneurship training in the counties including development and implementation of appropriate curriculum and TOT training.
- e) Expected Output 2.2 focus on activity 2.2.3 (d) Support young entrepreneurs access new and existing business opportunities
  - Access to Government Opportunities (AGPO).
  - Mentorship and business advisory/incubation.
- f) Expected Output 2.2 focus on activity 2.2.4 (a) Support the development of selected value chains in the counties where Biashara centres are established.
- g) Expected Output 2.2 focus on activity 2.2.4 (b) Support the development of institutional capacities, networks and partnerships required for the development of the selected value chains.



- h) Expected Output 2.2 focus on activity 2.2.4 (c) Support agribusiness trainings for women in the counties.

**3. Outcome 3: Coordination mechanisms for project implementation operationalized and strengthened.**

It is proposed that under:

- a) Expected Output 3.1 focus on activity 3.1.1 Provide a Project Coordinator who will perform the role spelt out in paragraph 4.2.10 of the PRODOC with an office preferably at the Ministry of Devolution and Planning.
- b) Expected Output 3.1 focus on activity 3.1.4 Broaden the knowledge management products including establishing a comprehensive documentation management system which will make it easy to disseminate information to partners and general public

## 7.2 ANNEX 2: AIDE MEMOIRE

### **UNITED NATIONS DEVELOPMENT PROGRAMME, KENYA & MINISTRY OF DEVOLUTION AND PLANNING Economic Empowerment Programme Mid Term Review Report (July 2014- June 2016)**

Economic Empowerment Programme (EEP) was developed to contribute to reduce the Social Economic challenges by empowering the citizenry in different ways focusing on national priorities contained in Kenya's Vision 2030 Economic Pillar, UNDAF 2014-2018 and UNDP Kenya CPD 2014-2018. The overall outcome was to promote a conducive business environment for the development of the MSE Sector and the economic inclusion of youth/women and public-private collaboration as well as empower poor and vulnerable (in particular women or youth) as economic agents.

To measure this outcomes a Mid Term review was conducted to examine the performance of the Economic Empowerment programme with the aim of first assessing the progress in implementation measured against planned outputs set forth in the Programme Document in accordance with availed/allocated budget and the assessment of features related to the process involved in achieving those outputs as well as the initial and potential impacts of the Programme. Secondly identification of and highlighting issues and challenges contributing to targets not adequately achieved within the mid-term period and making recommendations. Third is the identification and documentation of Programme successes, opportunities for improvement, weaknesses and strengths of the programme design with recommendations for any necessary changes in the overall design and assessing the adequacy, efficiency, and effectiveness of its implementation, as well as assessing the programme outputs and outcomes to date. Lastly, the review was supposed to provide detailed recommendations on the work plan for the remaining programme period including assessment of early signs of the programme success or failure and prompt necessary adjustments and including identification of lessons learnt and best practices which could be applied to other related on-going and future interventions. The following are the key recommendation for the programme and lessons learnt.

The consultants carried out literature review, interviews with partners and data collection between 25 November and 09 December 2016. Among the key documents reviewed were Mid Term Review of the Kenya United Nations Development Assistance Framework (UNDAF) 2014-2018, quarterly work plans for July 2014 – June 2016, quarterly reports for July 2014 to June 2016, Biashara Centre work plans and quarterly reports, Biashara Centre brochures and guidelines as well as minutes of Technical Committee among others. Kwale and Turkana Biashara centres were sampled for data collection and interviews with beneficiaries and respective county partners.

#### **KEY FINDINGS**

*Output 1.1 Capacity of public and private institutions at national and county level strengthened to promote MSME-driven private sector development through promotion of local capacities & innovations*

Through EEP, Technical, and managerial capacities of key national and county institutions involved in a number of activities such as County Biashara (Business) Centers, National Industrial Training Authority (NITA), Department of Vocational Education Training (DVET) -YP/VTCs Strategy, Micro and Small Enterprise Authority (MSEA)- MSEA Strategic plan 2013-2017, Youth Enterprise Development Fund (YEDF) - Youth Entrepreneurship Strategy and the Kenya National Chamber of Commerce and Industry (KNCCI) have been enhanced to support MSMEs. The institutional capacity assessment for KNCCI has led to re-organization of KNCCI and also supported formulation of a Strategic Plan for KNCCI, now guiding operations of the institution. The youth have also been supported through development of the National Youth Employment Strategy.

EEP has also endeavored to partner with other institutions to come up with policies that encourage participation of the MSME. One such partnership is with the Poverty Eradication Commission whereby they partnered to conduct a study on Mainstreaming Equity and Poverty Reduction in Government policies and programmes.

***Output 1.2 National, county & private sector actors enabled to establish partnerships, create inclusive economic opportunities and transform productive capacities for sustainable job creation and improved livelihoods***

The YEF has partnered with the four county Biashara centers in training their beneficiaries. In 2015, EEP facilitated YEF to train 60 start-ups out of whom 46 received start-up funds.

At the county level there are a number of institutions that have partnered to ensure that local capacity and innovations are encouraged through Financial Institutions like KCB Bank Kenya Limited, Non-Governmental Organizations like International Organization for Migration (IOM).

In Kwale county EEP has not only partnered with the county but also financial institutions that are willing to provide finances to women and youth groups in certain value chains. LungaLunga Livestock and Kidzo Dairy are some of the groups that have benefitted from value chain financing project. This has enabled the farmers to buy more livestock, created employment and improved their livelihoods through profitable sales that have been realized.

***Output 2.1 One stop County Biashara centres established and strengthened to enhance service delivery for MSMEs in counties***

The Biashara Centres established at county level are improving service delivery and enhancing capacity for business management and business start-up. In partnership with the county governments and the private sector, the UN has provided both technical and financial support for establishment of office facilities including ICT laboratories with modern equipment and operationalization of the centres in 4 counties, Kwale, Marsabit, Turkana and Taita Taveta. Some of the centres got short term technical support in form of UN Volunteers to provide expertise to the county governments in coordination and increasing outreach and access to business development services. Other than the UNVs, each of the BCs was provided with an EDA being experts in operationalization of the centres for a period of 6 months. More details on Biashara centres are contained in Annex 8.

Some of the benefits from BCs include, formal registration of businesses which brings many benefits, such as better access to services and institutions (such as courts), lower burden from inspections and other government officials, as well as limited liability of the owner vis-a-vis the firm. In partnership with the Ministry of Devolution and Planning, Ministry of Public Service, Youth and Gender Affairs; County Governments and Youth Enterprise Development Fund, a total of 767 youth have been capacitated to access the 30% government

procurement opportunities through the Access to Government Procurement Opportunities (AGPO) training in partnership with the Ministry of Devolution and Planning

***Output 2.2 Youth & Women accessing market driven vocational/entrepreneurial skills increased and are employable and National Occupations Frameworks in place***

EEP facilitated finalization of National Occupational Qualification Framework and the development of National Competency Standards and Progression Pathways in collaboration with the private sector for 5 trade areas ensuring alignment with and responsiveness to industry focus. The Programme also supported in VTCs through training in governance and management as well as revision of curriculum for 4 trade areas which are responsive to market demands and needs. The youth have also benefited from awareness creation on Public Procurement and Disposal Act 2015 including training on Access to Government Procurement Opportunities (AGPO).

***Output 3.0 Coordination mechanisms for project implementation operationalized and strengthened***

Project Coordination office in Bruce House 8th Floor established and Project Coordinator employed but contract ended in December 2015. Salaries for UNVs and BDS officers at Kwale and Taita Taveta BCs paid by the project.

The Project Document signed in July 2014 indicates that the estimated budget for the programme for the four years was US\$5,351,000 of which US\$3,540,000 was regular while US\$1,811,000 was unfunded. Quarterly work plans for July – September 2015, January – March 2016 and April – June 2016 indicate that the activities were to be financed in the tune of US\$ 188,559 from sources other than UNDP. For the two year period between 01 July 2014 and 30 June 2016, the total expenditure for the project activities funded by UNDP was US\$1, 875,567.80.

**KEY ISSUES THAT HAVE HINDERED ACHIEVEMENTS**

1. Some Responsible Partners complained of operating in isolation with limited interaction forums for sharing of strategies and experiences. It was also noted that a number of Responsible Partners did not attend Technical Committee meetings while others such as Ministry of Industry, Trade and Cooperatives and Kenya Association of Manufacturers (KAM) do not appear to have been active in implementing programme activities. Information dissemination about the programme activities among partners was lacking.
2. A number of responsible partners such as MoEST, NITA, MoALF and Biashara centres complained of delayed funding of programme activities. Part of the delays were attributed to Government restructuring of ministries, however there was no evidence of a formal agreement between the Implementing Partner and the Responsible Partners as stipulated in paragraph 4.2.8 of PRODOC; hence it was difficult to verify the complaints regarding funding.
3. The contract for the Project Coordinator expired in December 2015 and the position has been vacant since then. Also vacant is the position of the Project Officer (UNV). The MTR team noted that the vacancies have created a major gap in the implementation considering the role expected to be played by the Project Coordinator as stipulated in paragraphs 4.2 and 4.2.10 of the PRODOC.
4. The EEP does not seem to adequately address aspects of innovation and incubation of innovative ideas. These are initiatives which require heavy capital investments and a long duration before one realizes on the desired results.

## **KEY RECOMMENDATIONS**

### **1. Quality Assurance**

The current outputs should be redefined with a view of reducing the activities contained in 2016/2017 Annual Work Plan into a few interventions which are specific with a long-term impact and can be achieved within the remaining one and half years. Details of the proposed changes with regard to this recommendation are contained in Annex 3.

On the other hand, for the period 2017 to 2018, quarterly work plans should be SMART clearly indicating: (1) objectively verifiable indicators of achievement; (2) sources and means of verification; and (3) assumptions.

### **2. Sustainability**

In order to benefit from the gains made through EEP so far, it is advisable for the IP to take the lead to provide a Project Coordinator who will perform the role spelt out in paragraph 4.2.10 of the PRODOC with an office preferably at the Ministry of Devolution and Planning.

As part of an exit strategy and sustainability it is important for the Implementing Partner to initiate Institutionalization strategies guided by agreements with county governments for purposes of setting a uniform approach of ownership and leadership.

### **3. Knowledge Management**

The Project Coordinator should broaden the knowledge management products including establishing a comprehensive documentation management system which will make it easy to disseminate information to partners and general public.

### **4. Resource Mobilization**

The staffing of Biashara centers needs to be strengthened. For some technical reasons, such as lack of 3-phase power supply, the ICT laboratories at the Biashara centers are idle and something needs to be done to make them operational. These centers should also be assisted to acquire special equipment to assist the blind and deaf and other persons with disabilities to access the online content.

A forum should also be created for Responsible Partners whose contribution is still relevant in the implementation of the remaining programme activities once in a quarter to review achievements and prepare quarterly work plan for the next quarter. Where a Responsible Partner is engaged to implement some project activities, formal agreements should be made between the Implementing Partner and the Responsible Partners as stipulated in paragraph 4.2.8 of PRODOC.

## **LESSONS LEARNT AND BEST PRACTICES**

1. The first half of EEP implementation has generated knowledge and new partnerships, which offer opportunities for upscaling, replication and adjustments for positive future.

2. So far, EEP has been relying on TRAC funds from UNDP, with minimal support in form of running costs and from the respective County Governments. The contribution in cost sharing needs to be clearly stated at the project design at national and county government levels based on best practices in some developing countries.
3. The Biashara Centre concept is an excellent strategy for enhancing service delivery in the counties. However, the sustainability of the centers in terms of staffing and funding requires a thorough review by the Implementing Partner, UNDP, the county governments and the relevant Responsible partners.