PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS DEMOCRACY FUND
Contract NO.PD:C0110/10

EVALUATION REPORT

UDF-KEN-09-296 / Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region

Date: 29 November 2013

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All errors and omissions remain the responsibility of the authors.

Disclaimer
The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

Authors
This report was written by Sue Nelson and Wangeci Chege.
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recommendations from the tours had yet to be put into practice.

selected its participants for observation trainings from locally-based CBOs/FBOs to ensure the knowledge remained within the area and institution; it used the UNDEF-funded documentary as a pilot effort to obtain a large (USD 600,000) grant from UNDP to update it and continue its dissemination before the March 2013 elections; did the translations for a well-established electoral knowledge network that could ensure its continued maintenance independent of IED; and, documented and disseminated the lessons learned and recommendations made from the study tours that can serve as a continuing resourcTJ5(a)n4(o28-154(t)-4

II. Introduction and development context

(i) The project and evaluation objectives

Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region (UDF-KEN-09-296) was a two-year USD 275,000 project implemented by the Institute for Education in Democracy (IED). USD 25,000 of this was retained by UNDEF for monitoring and evaluation purposes. The project ran from 1 March 2011 to 31 May 2013 including a three-month no-cost time extension. Its main objective was to strengthen the capacity of governance and grassroots organizations, and enhance the participation of citizens to promote a democratic culture in Kenya and in eastern and central Africa. It intended to do this through: 1) increasing the exposure of the Office of the Registrar of Political Parties to other systems of party regulation through international study tours; 2) increasing voter awareness on the voter registration and electoral processes; 3) increasing the access and utility of the ACE Electoral Knowledge Network website for the region by translating some of its sections into Swahili; and 4) ensuring better coverage of elections by domestic observers through training CBO/FBO members on observation and reporting.

The evaluation of this project is part of the larger evaluation of the Round 2 and 3 UNDEF-funded projects. Its purpose is to "contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project

with the ACE secretariat and ACE partners. The list of persons interviewed in provided in Annex 3.

During the preparatory work, the evaluators identified several issues which they followed up on during their interviews. These included:

Project design and the effectiveness of the approach that undertook four separate activities for different stakeholder groups for different parts of the process;
Study tour value as the permanent RPP Registrar had not yet been appointed;
Translation of ACE and the extent of its use and value for users;
Assessing impact as the project's monitoring and evaluation (M&E) plan was based on outputs.

In addition, the team assessed the issues raised by UNDEF:

Lack of a final financial report and assessing if there were any major deviations from the budget in the Project Document;
Budget shortfalls that limited the ACE translations and the logic between using project savings to undertake two additional workshops rather than completing the translations;
Strategy for media outreach for the ACE on-line products and website;
Impact of CBO capacity building and how IED was able to monitor the impact of this effort which they reported as successful;
Extent of the media coverage of project activities beyond IED's own website which was the only media coverage noted in project reporting.

(iii) Development context

Kenya has had a multiparty democracy since 1991 holding regular elections for national offices. However, widespread violence followed the 2007 elections triggered by a lack of public confidence in the election results. This conflict took on ethnic overtones and resulted in more than 1,000 deaths. A national dialogue process led to a coalition government and structural reforms. This included the ratification of a new Constitution in 2010, the creation of a new Independent Electoral and Boundaries Commission (IEBC) to manage the elections, and the Office of the Registrar of Political Parties to regulate parties and ensure compliance with the Political Parties Act.[4] The Registrar position itself has been filled by an IEBC employee since it was created in 2007. Parliament has yet to select the permanent registrar.

Political parties were widely criticized for their role in the 2007-2008 problems. The Political Parties Act of 2011 tried to improve party management and strengthen their internal party democracy and rules, as well as the legal framework governing political activity. That Act provides for the RPP, a political party fund, a political parties dispute tribunal and a political party liaison committee. The Act also restricts party hopping, prohibits political violence as well as organizing parties along ethnic or regional lines. It also provides for some public funding for political parties for internal party democracy. There is an election campaign financing bill in Parliament that will regulate campaign financing, but this is yet to be adopted.

Forty-six parties registered under the Political Parties Act. According to the Electoral Observation Group (ELOG), t

be presented at different parts of the process, such as to confirm party membership for candidate nominations.[5] The nomination process within parties has also led to intraparty violence. As this determines who wins the elections in safe districts, it is "literally cut-throat."[6] Monitoring reports raised questions about the extent to which the IEBC and RPP enforced the law after the nomination process for the 2012 by-elections in Kajiado North ended up in court. They also felt that "the current institutional set up where the Acting Registrar fills duties from IEBC as a Director is neither effective nor adequate for disciplining political parties. The registrar of political parties does not have the wherewithal to detect and enforce effective implementation of the Political Parties Act."[7] The Law Reform Commission is now faced with the challenges of reviewing the newly developed laws.

The 2013 elections were the first general elections held under the new Constitution and managed by the new EMBs. It was a very politicized process, and the overriding priority was to hold peaceful and credible elections. There were concerns about voter apathy and their constructive participation in the process. The changes in the new Constitution included the establishment of a bicameral Parliament, a devolved system of government to the county level and six offices to be elected in one general election instead of two.[8] There was also a national redistricting done of the electoral boundaries and a re-registration of voters. The elections themselves were initially expected in August 2012, but a late Supreme Court ruling and IEBC decision making pushed them into March 2013. All of this information needed to be conveyed to the voters and observers.

II. Project strategy

(i) Project approach and strategy

With this project, the Institute for Education in Democracy intended to assist several functional areas in the electoral process that it felt needed strengthening to be able to more effectively fill their mandates and potential. These were:

The Office of the Registrar of Political Parties. This Office was established in 2007 to manage the administration and management of political parties in Kenya and was to administer the campaign finance law once adopted. As it was established within the IEBC and was new, the IED felt it needed to strengthen its independence and as establishe

to create awareness on voter registration and the elections and to educate citizens on their rights, roles and responsibilities. These forums were to be held in ten counties: Mombasa, Gurissa, Isiolo, Nyandarua, Uasin Gishu, Baringo, Kajiado, Busai, Migori and Nyamira. These counties were selected on the basis of the problems encountered after the 2007 elections and literacy levels. They intended to target youth, women, PWD, illiterate persons and marginalized areas within these counties. IED intended to partner with the Film Cooperation of Kenya to develop and deliver the film.

Translate and post portions of the ACE knowledge website in Swahili. IED intended to cooperate with International IDEA, which was hosting the ACE Secretariat, to develop a Swahili version of the ACE website and to translate some of its knowledge products. It also intended to translate other materials into Swahili for uploading along with other materials written in Swahili. This material was intended to directly benefit the electorate and practitioners in the region, and indirectly to benefit theqtanstitutahsison[t)v4( )-rnanc.26 T-7(i)5(l)5(i)5(.)]TJETB851 0 0 1 106.8m[t)-3(he)4( )]TJET6.531

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groups, and use affirmative action methods to ensure participation of the most vulnerable and marginalized groups.

(ii) Logical framework

Improved management and execution of the mandate of the Office of the Registrar of Political Parties

3 Study Tours (Ghana, Canada, Britain) **Report on best practices observed**	Strengthened capacity and expertise of the RPP	Increased independence of the RP and more effective fulfilment of its mandate	More level playing field and strengthened accountability for political parties

Increased participation of youth, women, people with disabilities and the illiterate in governance and electoral processes

Develop 1 documentary and 4 audio messages **Hold 20 public forums in 10 counties using mobile film**	1 million voters reached with civic and voter education	Increased voter awareness and reduced levels of voter apathy	Increased voter participation in electoral processes Increased accountability of elected leaders

Increased access and utility of the ACE Electoral Knowledge Network in East and Central Africa region

Select sections of ACE to translate into Swahili **Translate sections** **Launch Swahili site**	Increase access and utility of electoral information in region	More aware and knowledgeable electoral practitioners and citizens

III. Evaluation findings

(i) Relevance

The project was directly relevant to the mandate of the grantee, IED, which had been working on election related education and observation since 1993. The project activities fit into IED's institutional vision and mission which was to empower citizens and institutions engaged in democratic elections. IED was an appropriate organization to provide observer training as it was one of the founding members of the Electoral Observation Group (ELOG) of domestic observers in Kenya. IED was also a regional center of ACE at the time and was the appropriate organization to do work with ACE. It knew the ACE knowledge products, uploaded electoral materials and information from the region onto the ACE site for them, and had a good working relationship with the ACE Secretariat and International IDEA.

The project design was composed of four separate and distinct activities. Two were done as outreach to citizens and CSOs (mobile theater and

The Registrar was an appropriate choice for the tours even though she was only acting as she managed the RPP through the entire 2013 electoral cycle. The addition of a lawyer from

(ii) Effectiveness

Project implementation delivered most of the anticipated outputs, but the one-off nature of the activities limited its ability to contribute towards achieving the intended project outcomes.

The three **study tours** were completed although not completely as planned. The trip to the UK was replaced by a visit to Mexico as the UK had already been visited, and as noted all of the trips were done well after the anticipated timeframe of March - May 2011. The Registrar of Political Parties went on most trips along with the RPP HR Manager. They were accompanied by different IED staff and board members. The Deputy Chief Parliamentary Counsel of the State Law Office also attended the Mexican tour.

The participants appreciated the study tours, although one noted it was a lot to learn in a short period of time. They felt this increased their awareness of how EMBs interacted with and regulated political parties, and how parties in other countries operated. This helped them to

says it held 30 public forums and reached 1 million people. There is no data available that would corroborate the number of persons reached through these theaters or that assessed

According to ACE user statistics, the most accessed section from the region in all languages is voter education. This corresponds with IED's assumption that the voter education section could benefit CSOs. But, the limited time spent on the Swahili pages and the technical nature of the resource raises questions about the value of translating the ACE topic areas as the means to provide this type of information.

Figure 4
Most popular ACE web pages accessed from Kenya and Tanzania
Number of page views (2/13 - 8/13)

Kenya   **Tanzania**

Legend: Blue = English.   Red = Swahili

IED also **trained individuals in elections observation** from grassroots CBOs in 12 counties through the holding of one workshop per county. This was two more than anticipated in the Project Document. The extra workshops were held through savings made in the meeting line item. Kiambu County was replaced with Tharaka-Nithi. The two counties added were Murang'a and Hamabay (Figure 1). As a result, IED reporting says it reached an additional 31 CBOs for a total of 71 CBOs.

From the interviews, training seemed to be effective. Participates ranged across the socio-economic and educational spectrum but all seemed to have benefited and appreciated the trainings. IED's plan to target individuals working in CBOs and FBOs to ensure a multiplier effect appears to have happened. Each of the participants interviewed said they had shared the information with their friends and colleagues.

Although IED was a member of ELOG, the training for these individuals was intended to create local observation efforts as ELOG already had a large database of trained observers from previous elections. IED says that its participants created at least 12 observation groups following the workshops that observed parts of the process and were incorporated into the IEBC's mapping of domestic observation groups for 2013. The evaluators were only able to corroborate one of these efforts (Figure 9) but it is likely that others were created, especially on an informal basis.

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activities which could have helped to increase their effectiveness and impact.

(iii) Efficiency

The project inputs were consistent with the delivery of its outputs, but not with the project's intended outcomes. To achieve those, follow-up efforts would have been needed in all four activity areas. IED had substantial levels of experience in the activity areas and a good relationship with the EMBs which eased the development of the documentary, observation training material and study tours. The fact that IED had been an ACE regional center and was still an ACE associate member would have also facilitated the arrangements for the study tours with IFE in Mexico and Elections Canada, both of which are ACE partners, as well as for the development of the translations for ACE with the ACE Secretariat.

The primary constraints to an efficient implementation of the project seemed to be IED's over-commitment of its staff during the project period[10] and the delays in decisions on specific aspects of the process which were needed for the education and training components, and the slip of the electoral date from August 2012 to March 2013. All of these contributed to IED's request for a three-month no cost time extension to complete the project activities. IED also noted that that it was unrealistic to engage stakeholders such as the RPP and IEBC immediately before a general election. However, these types of issues should have already been factored into the design by either increasing the number of trainers hired for the project or holding the activities earlier in the electoral cycle. IED, as a founding member of ELOG, should have also had a good idea of the level of effort that ELOG would require from it during the lead up to these elections, and had the elections date

participants. This was followed by the study tours (14 percent), mobile theater (nine percent) and ACE translations (six percent). Only one percent of the project budget was spend on publicity, specifically a launch event to announce that IED would do the ACE translations and another for the study tour publication.

The use of an existing global knowledge website, such as ACE, to provide electoral material in a regional language would seem to be an efficient use of resources. But before investing in
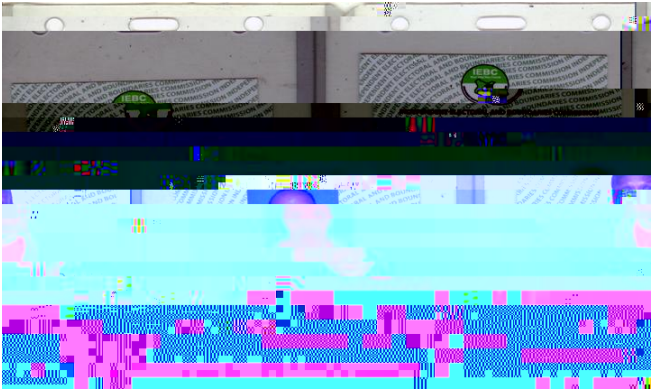

Training in Kwale *IED Photo*

the region still access ACE in English and only 10.7 percent of visitors to the Swahili pages returned to them, with visitors spending less than two minutes on pages on average. It is possible that one of the users was able to use the information found on the site to improve his/her work or processes, but there is no way to know this as ACE does not collect outcome information on its use.

(v) Sustainability

There were some elements of sustainability built into the project design and implementation despite the lack of follow up for activities. These included:

Selecting participants for observation training from CBOs so that the individuals and knowledge remained within the area and local institutions for future efforts. The project training created a pool of informed individuals at the local levels in the 12 counties where training was done. The participants interviewed were still interested in electoral and civic affairs and shared the training information with their

Accreditation of two members of the FWDDJ as long term observers

colleagues and some were being used by IED in subsequent activities. They also were provided with the skills to develop their own local observation efforts (Figure 9) after the end of IED's training.
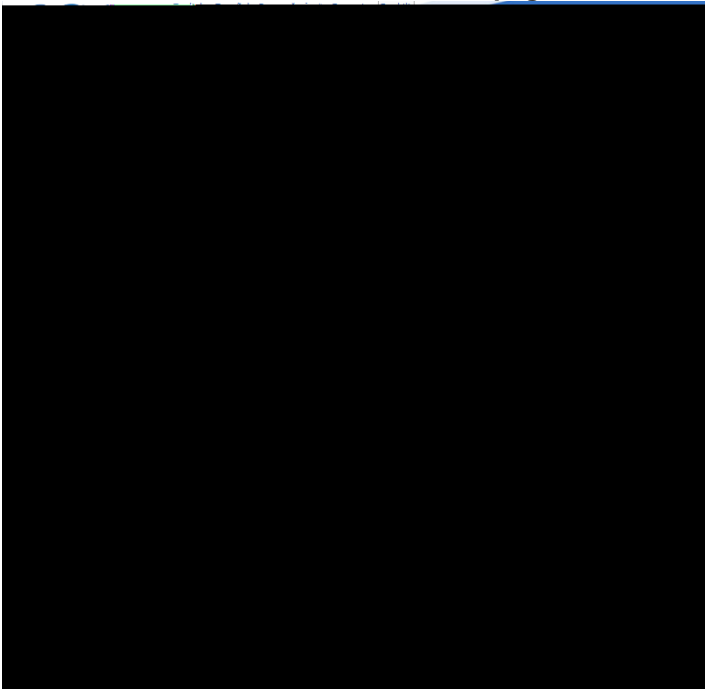
Use of the documentary as a pilot to interest other donors to continue the effort. IED repacked the mobile theater concept and received a USD 600,000 grant from the UNDP Support to Electoral Reform (SERP) project through the IEBC. This allowed it to update and continue airing the documentary through the mobile theater. Along with support from IFES, the updated documentary reflected the specifics for the voter registration system adopted and was sent throughout northern Kenya with IEBC civic educators who addressed the crowds to increase the

Figure 7
ACE Swahili version home page

effectiveness of the effort. The updated version included UNDEF branding.

Doing translations for a well-established electoral knowledge website supported by eight international institutions that are commitment to its functioning and to ensuring its maintenance for the foreseeable future. This will assure the long-term maintenance of the Swahili site independent of IED. The Swahili materials are currently available on this site for anyone with internet access from anywhere in the world at any time (Figure 10).

Adopting activities that were part of IED's mission of strengthening the electoral processes in Kenya as IED continues to work in these areas through other donor funding. IED is likely to follow up on its publications from the project and is using the participant pool from CBO observer training in its subsequent activities. This included a voter education project in the north finance by AusAID and its current voter registry audit being done in collaboration with NDI.

Documenting and disseminating the recommendations from the study tour in a publication that was provided to 300 persons working on the issues of party regulation, enforcement and financing. This will remain as a resource for input into the policy making processes for party regulation and enforcement as well as for advocacy efforts for needed change.

IV.   Conclusions

Based on the evaluation findings, the team concludes:

(i)   The project purpose was mission driven, but the project itself was activity driven. The series of separate activities raised IED's institutional visibility in the sector, but lacked the programmatic links and followed up needed to be effective beyond the activity level. This conclusion follows the findings on relevance, effectiveness, efficiency and impact.

(ii) Study tours for new EMB offices established, such as RPP, are useful for raising awareness of participants, but need to be integrated into a broader institutional capacity building efforts to be effective beyond that level. The project did develop the recommendations from the study tours but provided no follow-up with the RPP to help ensure that these recommendations were implemented. This conclusion follows the findings on relevance, effectiveness, impact and sustainability.

(iii)

also measure the progress made towards achieving the higher level results anticipated in the project document. This recommendation follows conclusion (vi).

V. Overall assessment and closing thoughts

IED is an experienced institution on electoral issues that understands the electoral process and plans its activities according to the electoral timeline (or as it is known in the sector - the electoral cycle). However, the project itself had an event (activity) focus. If IED could undertake a more developmental approach to its projects they could easily become more than activities and could contribute more substantially towards IED's strategic objectives of strengthening the electoral processes and institutions of governance.

UNDEF also funded two different projects in Kenya at the same time. Both of these projects worked to contribute to peaceful, credible elections in Kenya for 2013. There were natural synergies between these two efforts which targeted marginalized groups for their voter education efforts. The other grantee was a grassroots capacity building CSO with no previous electoral experience. IED was an experienced NGO in the electoral sector. IED could have provided mentoring and expertise and the connections within the sector that the other grantee lacked, while the latter could have provided IED with additional outreach channels through their grassroots networks that focused on reaching women, youth and the disabled

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VIII. ANNEXES

Annex 2: Documents Reviewed:

ACE Website, Swahili section, http://aceproject.org/ace-sw

European Union, *Final Report, 4 March 2013 General Elections, European Union Election Observation Mission, Kenya Observer Report,* 2013

Forum for Women in Development, Democracy and Justice, *Forum for Women By-Election Report,* Kajiado, Kenya, 2012

IED Website, http://www.iedafrica.org/section.asp?ID=138

International Crisis Group, *Ke n y a' s 2013 El e c t i o n s , Cr i s i s Gr o u p Af r i c a Re p o r t 2013* Nairobi/Brussels, 2013

Kenya Open DataSheets, https://www.opendata.go.ke/facet/counties

South Consulting, *The Kenya National Dialogue and Reconciliation (KNDR) Monitoring Project, Ke n y a' s 2013 Ge n e r al El e c t i o n , A Re v i e w o f t h e En v i r o n m e n t an d El Report,* Nairobi, October 2012

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Project Document,* February 2011

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Project Extension Request Form,* Undated

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Mid-Term Progress Report,* 4 April 2013

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Final Narrative Report,* 30 June 2013

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Milestone Verification Mission Report,* 10 May 2011

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Milestone Verification Mission Report No. 2,* 24 August 2012

UDF-KEN-09-296, *Strengthening Governance and Democratization Processes in Kenya and the East and Central Africa Region, Activity Report- Capacity Building for the Office of the Registrar of Political Parties through Study Tours to Canada, Ghana and Mexico,* Nairobi 2012

Annex 3: Persons Interviewed

18 - 20 September	
Virtual Interviews	
Aledia Ferreyra	Acting Electoral Advisor, Democratic Governance Group United Nations Development Programme (ACE focal point)
Carlos Navaros	ACE Steering Committee Member, Director of Electoral Studies, Instituto Federal Electoral of Mexico (IFE)
Jose Luis Escutia Orta	ACE Coordinator, IFE, Mexico
Julia Almaraz	ACE Focal Point, IFE Mexico
Peter Wolf	Technical Services Manager (Webmaster), ACE Secretariat
Naureen Tadros	Head, ACE Secretariat
23 September 2013	
Arrival international consultant	
24 September 2013	
Ezra Chiloba Simiyu UNDP	Program Analyst, Democracy and Governance Unite, UNDP Kenya
Carmina Sanchez-Ruecas	Senior Technical Advisor, Support to Electoral Reform Project, UNDP
Ann Nderitu	IEBC Manager for Partnerships
Joshua Changwony	Acting Director, IED
Carla Chianese, IED	Civic/Voter Education Program Manager
25 September 2013	
Michael Yard	Chief of Party, FES Kenya
Dr. Collins Odote	Program Director, National Democratic Institute
Lisa McLean NDI, Senior	Resident Country Director, NDI
Joshua Cangwony	Acting Director, IED
26 September 2013	
Travel to Coast Province	
Ali Hassan Mwakulonda	IEBC Constituency Electoral Coordinator, Coast North
George Oyugi Jaramba	Secretary, Kwale Human Rights Network, Kwale
Hamisi Hassan Mwachengo	Mshikamano Community Youth Organization, Matuga, Kwale
27 September 2013	
Halima Kulola	Administrative Chief, Tudro, Mombasa
Hadija Akumu Salim	Community Women in Development, Community Health Worker and observation training participant
Return to Nairobi	
30 September 2013	
Jane Ogot	Chairperson IED Board, Study tour participant
1 October 2013	
Margie Cook	Chief of Party, Drivers of Accountability Project, former Chief Electoral Advisor for UNDP project Kenya (2007 elections)