2017:6 Sida Decentralised Evaluation

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Final Evaluation of the Natural Resource Management Facility At Act!

Final Report

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Abbreviations and Acronyms

Act!	Act Change Transform
AFREEC	Africa Energy and Environment Consultants
API	Advocacy Progression Index
ASDSP	Agricultural Sector Development Support Programme (ASDSP)
CRM	Changieni Rasili-Mali
BBB	Non-State Actors
BEACON	Building Eastern Africa Community Network
BMU	Beach Management Units
CBOs	Community Based Organisations
CD	Capacity Development
CEAP	County Environmental Action Plan
CIDP	County Integrated Development Plan
CIWOCH	Center for Indigenous Women and Children
CREEK	Centre for Research in Environment Kenya
CRM	Changieni Rasili-Mali
CSO	Civil Society Organisation's
DfID	Department for International Development
DMM	Delegated Management Model
EAWS	East African Wildlife Society
ELCI	Environment Liaison Centre International
ENRM	Environment and Natural Resource Management
GEAL	Green Energy Africa Limited
GOSW	Government of Sweden
GCCWG	Gender Climate Change Working Group
iDEA	Institute for Development Environment and Agriculture
IEWM	Institute of Environment Water Management
IIP	Institutional Improvement Plan
KALRO	Kenya Agriculture and Livestock Research Organisation
KCCWG	Kenya Climate Change Working Group
KES	Kenya Shilling

KFS	Kenya Forestry Service
KMFRI	Kenya Marine and Fisheries Research Institute
KOEE	Kenya Organisation of Environmental Education
KOPEDE	Kopsiro Peace and Development Organisation
M&E	Monitoring and Evaluation
NACOFA	National Alliance of Community Forest Association
NCCK	National Council of Churches of Kenya
NEHCIP	Nabwabini Environmental Health Care Intervention Project
NEMA	National Environment Management Authority
NGO	Non-Governmental Organisations
NRM	Natural Resource Management
NSA	Non-State Actors
OCA	Organisational Capacity Assessments
OECD DAC	The Organisation for Economic Co-operation and Development Assistance Committee
OLF	Olive Leaf Foundation
ONA	Organisational Network Analysis
PELUM	Participatory Ecological Land Use Management
RAETRUST	Rehabilitation of Arid Environments Charitable Trust
RECONCILE	Resource Conflict Institute
RFA	Request For Applications
SANA	Sustainable Aid In Africa International
SEK	Swedish Kronor
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
USAID	United States Agency for International Development (
VfM	Value for Money
WRUA	Water Resources User Associations

Preface

The Swedish International Development Agency through The Embassy of Sweden in Nairobi commissioned this evaluation of the "Changieni Rasilimali Facility" through Sida's Framework Agreement for Reviews and Evaluations with NIRAS Indevelop.

The evaluation was undertaken between November and December 2016 with country visits to Kenya. The evaluation covers the programme period 2011 – 2016.

The independent evaluation team consisted of:

- Eric Buhl-Nielsen (team leader)
- Winnie W. Wairimu

Quality Assurance was conducted by Ian Christoplos. The project manager at NIRAS Indevelop, Anna Liljelund Hedqvist was responsible for ensuring compliance with NIRAS Indevelop's QA system throughout the process, as well as providing back-stopping and coordination.

Executive Summary

Objectives and scope

The Swedish International Development Cooperation Agency through The Embassy of Sweden in Nairobi supported a five-year project with Non-State Actors (NSAs) in the Natural Resources Sector that is hosted at the NGO Act! (Act Change Transform), also referred to as the Changieni Rasili-Mali (CRM) Facility. The total amount of the budget for the support to Act! during 2011-2016 was 148M SEK. The CRM was also supported by the United Kingdom, especially in the area of climate change (GBP 4.3million equivalent to SEK 49 million). The overall objective of the facility is "*Improved participation by citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya*". Some 120 Non-State Actors have been supported through the facility through 149 grants.

The Changieni Rasili-Mali Facility aimed at addressing inflexibility in funding mechanisms to respond to advocacy and policy change activities; extreme over-dependence on donors by NSAs; imbalance between representation and expert roles of NSAs in the sector; weak or missing cooperation and alliances among NSA partners, donors and government; under-involvement of non-traditional NSAs such as private sector, media and academic institutions as well as inadequate cross-sectoral coordination and dialogue within the Natural Resource Management (NRM) sub-sectors among other constraints NSAs are facing in the environment and natural resources sector in Kenya.

The CRM Facility is anchored within Act!'s Environment and Natural Resources Management platform. The Facility seeks to create a new platform for cooperation within Non-State Actors, the government and its agencies in the environment and natural resources sector in Kenya and contribute to the achievement of Kenya's Vision 2030, within the framework of Kenya's Constitution, 2010. The goal of the CRM facility is "*to improve participation of citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya".* More specifically, the programme seeks to achieve the following specific objectives by the end of the project period:

- Improve organisational capacity of non-state actors to deliver their mandates in the environment and natural resources sector.
- Improve participation of citizens and marginalized groups in governance, management and utilisation of natural resources.
- Improve policy and legislative environment for sustainable natural resources management at national and decentralised governance structures.

The evaluation team, based on the Terms of Reference (ToR) developed a set of nine evaluation questions as shown below:

Table 0.1 – Evaluation questions

Criteria	Question
Relevance	• Q1 Was the programme designed / implemented appropriately in the context of environment and natural resources and land reform framework?
Effectiveness, impact and sustainability	• Q2 To what extent have the intermediate outcomes related to NSAs been achieved? • Q3 Are the benefits in terms of NSA capacities being and likely to be sustained?
	• Q4 To what extent have the intermediate outcomes related to citizen rights and participation been achieved? • Q5 Are the benefits of improved participation being and likely to be sustained?
	• Q6 To what extent have the intermediate outcomes related to improved NRM, economic benefits and service delivery been achieved? • Q7 Are the benefits in terms of improved NRM, service delivery and economic improvements being and likely to be sustained?
Efficiency	• Q8 Was the programme delivered in a timely and cost-effective manner?
Utility	• Q9 Is the programme replicable?

A sample of 21 projects were selected for detailed desk level study, and within these a field sample of 10 projects were examined (with 9 being physical visited).

Findings

Relevance (evaluation question 1)

- The reform context during the programme period was dynamic and the programme responded strategically to the opportunities available.
- The sectors chosen and type of intervention were appropriate, informed by a strategic environmental assessment as well as an analysis of challenges facing civil society (both carried out by the CRM facility).
- All projects and interventions examined contributed explicitly to the objectives of the CRM facility.
- The first phase of CRM focussed on policy and advocacy. Later this was amended to include elements of service delivery and enhancement of livelihoods (in response to internal and external project evaluations).

- The advocacy progression index tool provided a structured monitoring mechanism for measuring advances in policy reforms both at national and county level.
- Land issues were particularly relevant and addressed through a variety of top down and bottom up interventions as well as a special extension of the programme.
- The approach to gender followed good practice but was not transformative.
- The main contribution to the climate change policy and bill was to support Kenya Climate Change Working Group (KCCWG) as the main forum for CSO engagement with government at national and county level.

Effectiveness, impact and sustainability Efficiency

On capacity development (evaluation questions 2 and 3)

- The (organisational) capacity development of NSA partners has been systematic and comprehensive.
- Capacity development related indicators in the CRM facility performance monitoring plan show adherence to the targets set.
- All NSAs appreciated the (organisational) capacity development provided.
- In some cases, training was offered too late – after rather than before the project (mainly due to the short project duration, delays in undertaking Organisational Capacity Assessments (OCA) and constraints in sequencing with the training providers).
- Technical capacity within the selected sectors has not been systematically provided as opposed to organisational capacity training.
- NSA partners and their sub grantees, in some cases, made use of specialist services to fill the technical expertise gap.
- Where NSAs are part of wider networks, the capacity development is likely to be better sustained.
- Staff turnover and instability in funding are the main threats to sustaining the capacity developed.

On Participation (evaluation questions 4 and 5)

- Citizen participation has been stronger in the management and utilisation of natural resources than in its governance.
- There is evidence of citizens empowered by the CRM facility demanding their rights, as well as growing confidence and familiarity in community based organisations to demand accountability and services from duty bearers (especially at the county government level).
- Some of the NSA partners demonstrated highly skilled and successful approaches in addressing fragmented and conflict affected situations.
- NSA partners provided the tools and resources to county governments to engage the citizens.

- Support to networks have strengthened the collective voice of organised civil society.
- It has often been necessary to provide small donations and to engage in service delivery or income generation activities to kick start a process of participation.
- The constitutional obligation for citizen engagement in budgeting and development planning provides a favourable context for sustaining the benefits of participation.
- Some of the networks established are potentially sustainable but others are unlikely to be sustained in the absence of external support and some have already collapsed. The sustainable networks are primarily those that existed before the project, many of the newly established networks do not have a track record of fund raising and in some cases have not developed a sufficient cohesion and member commitment to sustain themselves.
- There are residual (mainly political) risks to the sustainability of the participatory approaches adopted by the programme (the participation has built on close relations with the elected country governments which will soon undergo change, there is a risk, given the history of government engagement with civil society in Kenya, that the current level of participation will not be sustained).
- Participation related indicators in the CRM facility performance monitoring plan show positive results compared to the targets set.

On NRM, economic benefits and service delivery (evaluation questions 6 and 7)

- At the individual household level, there is strong evidence of achievement of economic benefits and service delivery.
- There is evidence that the cooperatives and networks established have contributed to overcoming market imperfections and providing an economy of scale.
- The entrepreneurship model has been introduced but for many cases more support is needed before the benefits are sustainable.
- Successes (in reaching project goals and obtaining a critical mass) tend to be greater where the facility linked to or complimented other wider (and existing) projects.
- A feature of many of the projects has been to involve the public sector services such as the extension service, the research and academic institutions but more is needed to sustain activities.
- There have been a number of positive unintended economic and service delivery effects.

Efficiency (evaluation question 8)

- The procedures and practices adopted by Act! and grant holding NSA partners were appropriate.

- Extensive training was provided to NSA partners on financial management and cost control.
- Where it has been possible to benchmark unit costs, the analysis indicates a good value for money.
- Audit reporting and follow up on audit recommendations indicates that the facility is professionally and efficiently managed, given the challenges of on-granting to multiple partners.
- Efficiency related indicators in the CRM facility performance monitoring plan show adherence to the targets set.

Utility (evaluation question 9)

- Without similar funding the programme will not be replicated – funding from other sources is available and being accessed by a variety of NSA partners but not at the same scale.
- At the project level the policy, capacity development and advocacy activities have the potential to be scaled up and replicated, and there are some examples of where this has happened, but the process is vulnerable.
- At the livelihood and service delivery level, some interventions have the prospects of scaling up and replication e.g. through fisheries regulation and engagement of county funding of water infrastructure.
- Where permanent "meso" -level structures such as KALRO or WRUAs or NSA networks are engaged there are prospects for scaling and replication.
- The facility provided a platform that added value by ensuring consistent targeting, control and an economy of scale in transferring resources to organised civil society and non-state actors.

Conclusions

Conclusion 1 - The programme was relevant and timely given Kenya's change in constitution and the emphasis on devolution. The reform context during the programme period was dynamic and the programme responded strategically to the opportunities available to further civil society participation and empower local government to support sustainable management of natural resources. Land issues were particularly relevant and addressed through a variety of top down (policy advice) and bottom up (support to land right holders) interventions as well as by a special extension of the programme. The sectors chosen and types of intervention were appropriate, although as noted elsewhere it was difficult to create a critical mass as the interventions were quite widespread. A particular innovation was the use of a strategic environmental assessment to inform the choice of interventions. The programme strategy was also supported by an analysis of aspects of the political economy and related challenges facing civil society. It was found that all projects and interventions examined contributed explicitly to the objectives of the CRM facility. Whilst the first phase of CRM focussed on policy and advocacy, this was later amended to include elements of service delivery and enhancement of livelihoods in order to increase the programmes immediate relevancy to the ultimate beneficiary groups. Where projects directly involved the poor and disadvantaged, it was found essential to go beyond pure advocacy and find means of demonstrating how following policy and advocacy advice could lead to improved service delivery and/or enhanced livelihood.

Conclusion 2 - The programme was effective as a platform for channelling assistance to and developing the capacity of NSA partners. The organisational capacity development of NSA partners has been systematic and comprehensive. All NSA partners highly appreciated the capacity development provided and were able to point to significant benefits, especially within improving internal institutional governance and management.

Conclusion 3 – The programme was effective in improving participation through linking communities and the county governments. There is evidence of citizens empowered by the CRM facility demanding their rights, as well as growing confidence and familiarity in community based organisations to demand accountability and services from duty bearers. In over 40 counties, NSA partners provided the tools and resources to county governments to engage with citizens. Participation was monitored against a number of indicators in the CRM facility performance monitoring plan and showed positive results compared to the targets set. In a number of cases, as could be expected with highly contested natural resources, the programme was able to address highly fragile and conflict affected situations and several of the NSA partners demonstrated highly effective and conflict sensitive approaches.

Conclusion 4 – The programme was effective in introducing an entrepreneurship approach. At the individual household level there is evidence of achievement of economic benefits and service delivery. There is also evidence that the entrepreneurship models applied at household level and through the establishment of cooperatives and networks have contributed to overcoming market imperfections and provided an economy of scale, at least for farm and project level operations. (See box 2.1 in the main text for further explanation).

Conclusion 5 - The programme was less effective in: developing a long-term platform for NSAs within natural resource management. The envisaged breakthrough progress in providing a sustainable and longer-term platform for civil society within natural resources management was not achieved, nor in hindsight was it achievable through a 4 to 5 year programme. Organised civil society is still dependent on external donors and although capacity has been built, instability in funding and staff turnover mainly caused by funding constraints threaten to undermine the capacity developed. Citizen participation, whilst encouraging, has tended to be stronger in the management and utilisation of natural resources than in its governance.

Conclusion 6 – The programme was less effective in achieving a critical mass that could sustainably address land and natural management resource issues.

Many of the projects, although effective in themselves, were characterised as one-off or single interventions that have not yet created a sufficient momentum of change to reverse decades of natural resources degradation and the erosion of rights related to natural resources. Scaling up and replication has been slow and limited to those cases where a strong connection was made to permanent organisations such as research bodies or county governments. Convincing examples of the entrepreneurship model were introduced, particularly towards the end of the programme, but more intensive support is needed before the benefits are sustainable and take root. Although, the approach to gender followed good practice (e.g. using gender disaggregated data), most of the projects that arose from the call for proposals, and more so majority of the cases that were examined in detail for this evaluation (both from the field and on the basis of literature review) were not designed or targeted to be transformative.

Conclusion 7 - The programme was efficiently and professionally managed. The procedures and practices adopted by Act! and grant holding NSA partners were appropriate. Extensive training was provided to NSA partners on financial management and cost control. Where it has been possible to benchmark unit costs, the analysis indicates a good value for money. Audit reporting and follow up on audit recommendations indicate that the facility is professionally and efficiently managed, given the challenges of sub-granting to multiple partners. Although reporting is variable in its quality, the programme as a whole has been well monitored at output and in some cases also at outcome level. A particular innovation is the CRM advocacy progressive index tool, which provided a structured mechanism for measuring advances in policy reforms both at national and county level. The results based monitoring system (known as the performance monitoring plan) although far above average for this type of programme, had limitations as the indicators were rarely at outcome level and the indicators were not extensively used for reporting. However, overall and in combination with the project and meta evaluations, the monitoring was of a high standard - especially given the complexity of the programme. Overall, efficiency related indicators in the CRM facility performance monitoring plan show adherence to the targets set.

Conclusion 8 - The factors that positively affected the effectiveness, impact and sustainability of the programme were linked to: a well-conceived strategy; the presence of NSA networks and earlier projects; the linkages created to "meso" level institutions. The programme strategy responded to the constitutional obligation for citizen engagement in budgeting and development planning which provided a favourable context for sustaining the benefits of participation. Where NSA partners were part of wider networks, the capacity development is likely to be better sustained because the network hubs showed signs of being able to provide refresher training and mentor their members. Support to networks have strengthened the collective voice of organised civil society even beyond the programme lifetime. Projects which have built on earlier support provided by other donors or NSA partners or which have linked to wider processes have tended to be more successful. A feature of many of the projects has been to involve the public sector services, such as the extension service, as well as the research and academic institutions. Links to such “meso” level organisations (such as local governments, government research and extension organisations, private sector business associations, cooperatives and others) has tended to improve the prospects for sustainability and replication, but more is needed to sustain the activities and to deepen the links established.

Conclusion 9 - Factors that negatively affected the programme were: the short duration of many of the grants and; the scattered effect that arose from intervention in many different areas and counties. The programme has been spread across many sectors and counties, which has made it difficult to develop a critical mass of change. The lack of critical mass is also related to the short duration of the grants (most under one year) when compared to their ambition level. It should also be recognised that the scattering of projects is linked to the limited absorption capacity both within the NSA partners and others such as the county governments. Furthermore, the short duration of projects is a response to the prudent approach of limiting project size and duration to the capacity of the NSA partners. Nevertheless, it is accepted by most as a lesson learned that less fragmentation and longer duration is possible and would be more effective in future.

Conclusion 10 - Although the programme itself is unlikely to be replicated without a further funding round, there are some limited prospects of the benefits being scaled up and replicated in different areas especially where strong links have been created with counties and “meso” level institutions. Without similar funding the programme will not be replicated – funding from other sources is available and being accessed by a variety of NSA partners but not at the same scale. At the project level the policy, capacity development and advocacy activities have the potential to be scaled up and replicated, and there are some examples of where this has happened, but the process is vulnerable. At the livelihood and service delivery level, some interventions have the prospects of scaling up and replication e.g. through fisheries regulation and engagement of county funding of water infrastructure. Where permanent “meso” level structures such as Kenya Agriculture and Livestock Research Organisation (KALRO) or Water Resources User Associations (WRUAs) or NSA networks are engaged, there are prospects for scaling-up and replication. The programme was geared towards a next phase rather than an exit. There were very few examples of projects with a viable exit strategy.

Recommendations

Recommendation 1 – Convene a donor conference with the aim of providing resources to fund a consolidation and scale-up phase with a focus on interventions that require additional support to make them sustainable and/or those where there is a high potential for scaling up and a viable exit strategy. The short duration of many of the projects has led to the starting of a number of promising initiatives, which on a selective basis should be followed up on. An example is consolidating the entrepreneurship model for repair of the solar lamps and, the extension of the self-regulatory measures in the fishing villages along Lake Victoria. Act!, Sida, and DfID could take the initiative in convening a donor conference that also links to Kenyan institutions such as the water services trust fund and the forest conservation and management trust fund and other similar funds. Action: Sweden , DfID and Act!

Recommendation 2 – Future programmes should consider to create greater critical mass by focussing on fewer sectors and fewer counties with larger projects over a longer duration. Experience from the CRM facility has shown that some of the constraints of absorption capacity within NSA partners can be addressed by engaging with larger networks that in turn support the smaller NSAs. At the same time the absorption capacity of counties is increasing as capacity is developed at that level which makes more intensive engagement more realistic. Action: Organisations that lead future programmes.

Recommendation 3 – Future programmes should ensure that the combination of advocacy and support to service delivery and livelihoods avoids substituting or undermining public sector functions. Advocacy, support to the rights approach and building up of awareness among (of both the public and the public sector) are activities that do not directly interfere with or threaten to perpetuate low public sector capacity, however such activities need to be combined with service delivery and livelihoods if they are to be meaningful, relevant and gain the support of most poor communities. Where community based service delivery and enhancement of livelihoods is the best model, it is appropriate to help with service delivery and livelihoods but care needs to be taken not to substitute government where the best way forward is for government (or private sector) to provide. In a transition situation where government has the mandate but not the capacity, the strategy for support must be carefully worked out to ensure that low public sector capacity is not perpetuated. Action: Organisations that lead future programmes.

Recommendation 4 – Future programmes should consider climate change as a cross cutting theme rather than as a stand-alone sector. The longer-term aims of climate change are supported by many of the Agriculture, land, energy, water and environment projects. These projects have good prospects for integrating climate change, which should be optimised. Linking climate change initiatives to more immediate and tangible benefits will help provide a more conducive incentive environment as well as generate the resources and financial buffer needed to sustain adaptation and mitigation in the future. Action: Organisations that lead future programmes.

Recommendation 5 – Gender – Future programmes should be designed in a gender sensitive, better still transformative way. The programme could in a deliberate and strategic way address gender concerns, achievable in various ways that could tackle power relations i.e. both capacities and control of resources or even chal-

lenging relations and structures. Deliberate funding of projects that show well thought out gender considerations e.g. livelihood and agricultural projects that demonstrate value chains with greater potential for higher income generation for women is one way.
Secondly such could be emergent. This requires close monitoring of the projects and scaling up projects that demonstrate evidence in the e.g. promotion of the position of women or challenge the control of resources like land that are the prerequisites for empowerment. Such approaches are applicable to other cross cutting issues for instance youth, people living with disabilities. Action: Organisations that lead future programmes.

Recommendation 6 – Future programmes should create stronger linkages to "meso" level structures to enable replicability and sustainability of interventions. The programme can point to many policy interventions (macro level) and also to many small-scale grass-root successes (micro level), but it is difficult to conclude that the policies will necessarily be implemented as intended or that the grass root successes can be replicated without the relatively large subsidy and support that was provided by the programme. Where the programme has engaged and capacitated institutions and "meso" level actors responsible for implementation of policy and for supporting communities with public goods there are prospects for a wider transformative effect – especially for service delivery and livelihood initiatives. Action: Organisations that lead future programmes.

Recommendation 7 – Sida should in light of the findings of this evaluation and the strategy for Sweden's development cooperation with Kenya consider to support non-state actors within NRM and climate change. The key points to take into consideration are:

- The need for a platform and a multi-donor approach
- The need to look at alternative platforms and especially with consideration of the medium term potential of triggering domestic resource mobilisation
- Integrating the lessons learned from the CRM facility

Action: Sweden

Recommendation 8 – Future programmes should seek new and more sustainable funding models, over and beyond traditional donor funding, to improve sustainability. Recent literature suggests social enterprise models are examples of emerging yet creative funding models in the natural resources sector. These include seeking ways to combine non-profit and business values. The introduction of livelihood models also means that value addition, bulking and marketing (as happens in a few of the cooperatives) can be pursued as means to sustain some NSA partners activities. Action: Sweden, Act, NSA partners.

1 Introduction

1.1 CONTEXT AND THE CRM FACILITY

The promulgation of the Constitution of Kenya in 2010 marked a historic turning point in the history of Kenya as a developing country. The Constitution marked a number of firsts in the country's history, including the recognition of environmental rights and their entrenchment in the bill of rights, unprecedented checks and balances on the various arms of the government as well as provision for public participation in policy, planning and development processes in an unparalleled manner since the independence of this country.

Perhaps what is most notable was the provision for a decentralised system of government (devolution), both in terms of required resources but also the proposal of new structures of governance as provided for under Article 6 and specified in the First Schedule. This was actualised through the creation of county governments in an attempt to 'bring the government closer to the people,' improve equitable development and sharing of the national resources, eliminate previously experienced discrimination and alienation of specific communities and encourage people to take a key interest in furthering their own development.

With such developments, it was expected that the country's policy and institutional framework would be transformed to achieve the vision envisaged by the Constitution i.e. one of improved governance and economic transformation. For instance, there would be development of new policies or review of existing ones to align them to the Constitution, there would be the set-up of new systems of governance including County Assemblies. These and others were to provide challenges and opportunities as with any development process.

Given that Kenya is a natural resource dependent country, the Constitution took on a balanced approach to environment and natural resources. While recognising the key role that natural resources play in the development process and the right to utilize the environment and natural resources for the benefit of the people of Kenya, it also sought to ensure management and conservation of the same for the benefit of future generations.

It is within this changing and dynamic environment that Act Change Transform (Act!), formerly known as Pact Kenya, sought to introduce the Changieni Rasili-Mali (CRM) Facility. Act! is a leading Kenyan Non-Governmental Organisation (NGO) that implements programmes on democracy and human rights, environment and natural resources and, peace-building and conflict transformation. This is largely through a model that emphasises capacity development of individuals, local communities and other actors (e.g. NGOs), to better demand reform, monitor government activities, deliver services and manage their own development.

The CRM Facility was anchored within Act!'s Environment and Natural Resources Management platform. It was a 4-year Programme (with one year cost extension) jointly funded by the Government of Sweden and the UKaid. The Facility sought to create a new platform for cooperation within Non-State Actors, the government and its agencies in the environment and natural resources sector in Kenya and contribute to the achievement of Kenya's Vision 2030, within the framework of Kenya's Constitution, 2010.

The goal of the CRM facility was "*to improve participation of citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya*". More specifically, the programme sought to achieve the following specific objectives by the end of the project period:

- Improve organisational capacity of non-state actors to deliver their mandates in the environment and natural resources sector.
- Improve participation of citizens and marginalized groups in governance, management and utilisation of natural resources.
- Improve policy and legislative environment for sustainable natural resources management at national and decentralised governance structures.

It consisted of four main components: Grant Mechanism for Non-State Actors (NSA); Capacity Development; Strategic Development and, Management of the Facility. The interventions were implemented in: land management, water and sanitation; agriculture; environment and climate change and; energy. The budget over the 5 year period (2011-2016) was SEK 148 million and in total some 120 NSAs were supported in 43 counties throughout Kenya.

Since the facility was introduced in 2011, right after the 2010 Constitution, to a large extent it was anchored in the ongoing sector reforms and processes of policy or legislative nature e.g. in water, land and climate change sub-sectors which related closely to the activities of the facility, and in the devolution processes which provided opportunities and challenges for the facility.

1.2 EVALUATION SCOPE AND METHODOLOGY

The Terms of Reference (ToR) stated that the purpose of the evaluation is "to assess the relevance of the programme and make an assessment of achieved results during the programme period based on programme objectives". It also noted that the evaluation should:

- Review the planned intermediate outcomes of the facility. Assess the relevance, efficiency, effectiveness, impact, and sustainability of the programme activities since 2011.
- Provide useful information, analysis and recommendations based on lessons learned.
- Make recommendations related to active engagement by citizens, effective policy development, programming and implementation.
- Assess main strengths and challenges in the programme, based on the lessons learned.
- Assess if and how previous recommendations from the Mid-term review and end of year 4 review have been addressed by Act!.

The period of the evaluation is 2011-2016. The geographic scope is in principle the 43 counties where projects have been implemented. The inception report proposed a series of evaluation questions based on an assessment of the ToR, earlier evaluations and the results monitoring framework (known as the performance monitoring programme) of CRM. Table 1.1 presents the evaluation questions, which are further detailed in an evaluation matrix in Annex 2.

Table 1.1 – Evaluation questions

Criteria	Question
Relevance	Q1 Was the programme designed / implemented appropriately in the context of environment and natural resources and land reform framework?
Effectiveness, impact and sustainability	• Q2 To what extent have the intermediate outcomes related to NSAs been achieved? • Q3 Are the benefits in terms of NSA capacities being and likely to be sustained?
	• Q4 To what extent have the intermediate outcomes related to citizen rights and participation been achieved? • Q5 Are the benefits of improved participation being and likely to be sustained?
	• Q6 To what extent have the intermediate outcomes related to improved NRM, economic benefits and service delivery been achieved? • Q7 Are the benefits in terms of improved NRM, service delivery and economic improvements being and likely to be sustained?
Efficiency	• Q8 Was the programme delivered in a timely and cost-effective manner?
Utility	• Q9 Is the programme replicable?

The evaluation process was participatory in nature, engaging to the maximum extent possible the relevant stakeholders i.e. donors, Act!, NSA partners and the larger community in which most of the CRM facility's activities were implemented (see Annex 5 for a list of those interviewed). Largely, these categories formed the main interview groups supplemented by extensive review of documents related to the project and the broader context, which shaped the project.

While this evaluation is commissioned by Sida, the Changieni Rasili-Mali (CRM) facility had undergone a number of Act! commissioned evaluations:

- Mid-term review carried out in the month of July and September 2013 (Africa Energy and Environment Consultants, AFREEC, 2013),
- Final evaluation (Institute for Development, Environment and Agriculture, iDEA, 2015),
- Meta evaluation report on 81 projects (Agribase consultants, 2015)
- Cost Extension Evaluation (Agribase Consultants, 2016)

A key feature of this sida evaluation has been to work from and build on the earlier evaluations and data collected and then subject them to verification and extending them where relevant. The 3 reviewed evaluations reported on many of the relevant questions and outcomes.[1] They showed that the facility had achieved a high level of success in activities implemented towards the achievement of its specific objectives, including responding to the key emerging issues in the country, in the newly formed counties and within the chosen thematic areas. These included increasing participation of citizens and other stakeholders in climate change awareness and adaptation, management and utilization of natural resources and implementing capacity building activities that translated to better organizational capacity of NSA partners to deliver their mandate.
However these evaluations also showed that the facility faced a number of teething problems. For instance, late disbursement of funds. More details on these findings can be found in the Annex 2.

The evaluation team sampled 10 NSA partners[2] through field visits that mainly entailed interviews at the NSA partner level as well as focus group interviews or interviews with other actors involved in the programme e.g. members of cooperative soci-

[1] The Cost Extension Evaluation by Agribase Consultants in 2016 was not reviewed as the consultants became aware of it very late in the process i.e after a version of the final evalaution report was already submitted.

[2] 11 NSA partners were selected. However, it was not possible to visit one due to time and logistical constraints. The case in question was thus only included in the desk review cases.

ety, utility companies, farmers, county and national government officials etc. Additionally 10 other NSA partners' activities were evaluated on the basis of extensive review of project documents.[3] Annex 2 outlines the methodology in more detail.

1.3 LIMITATIONS

The main limitations of the evaluation relate to the following factors:

- Time scale – although the evaluation was being carried at the end of the strategy period, and all grants were completed, it was too early to expect evidence of impacts from many of the later grants.
- Data quality and availability – There was a considerable amount of data contained in the Act! monitoring and evaluation system. Each grant also had a completion report with a record of results achieved against standardised indicators. Thus availability of data was not a major or general constraint – the limitation was the sometimes variable quality of this data.
- Complexity - The evaluation was complex as it covered a disparate and non-homogeneous set of NSAs and involved interventions across 5 to 6 sectors. This complicated the process of obtaining a programmatic overview.
- Nature of the interventions – Many of the grants and capacity development efforts were designed to work with local actors and processes and to be catalytic. As such, the attribution to CRM was often too difficult to determine e.g. claims made on policy influence were often difficult to substantiate notwithstanding the use of tools such as the Advocacy Progression Index etc.

The methodology presented took account, as best it could, of this reality. A key aspect here was the sampling approach.

1.4 PORTFOLIO

The evaluation has a potential target group including some 120 beneficiary NSAs and in addition numerous officials at national and county levels, spread among 43 Counties. There were a total of 149 grants given, with 78% being funded by Sida. These grants mainly targeted a diverse number of interventions i.e. citizen participation, service delivery, community advocacy, national and county policymaking and legislation, etc.

[3] 21 NSAs had been selected for detailed desk review. However, Olive Leaf Foundation was dissolved and thus no documents were availed by Act!.

Figure 1.1 and 1.2 below show that half of the implemented projects were on climate change adaptation, and environment. The land sector projects constituted 14% by grant value of the total projects. Climate change adaptation, and environment received the largest amounts and together accounted for over half of the total grant volume. Otherwise the distribution is relatively even across the sectors, except for energy which was introduced as a sector later than the others.

Figure 1.1 Sector wise division of projects (% of total)

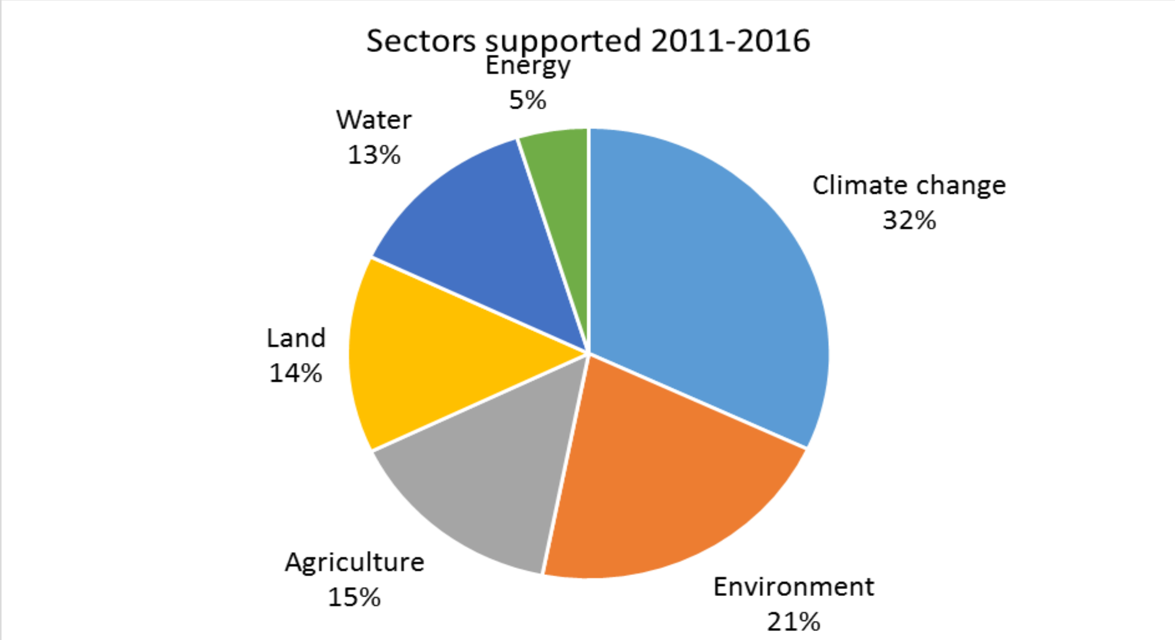
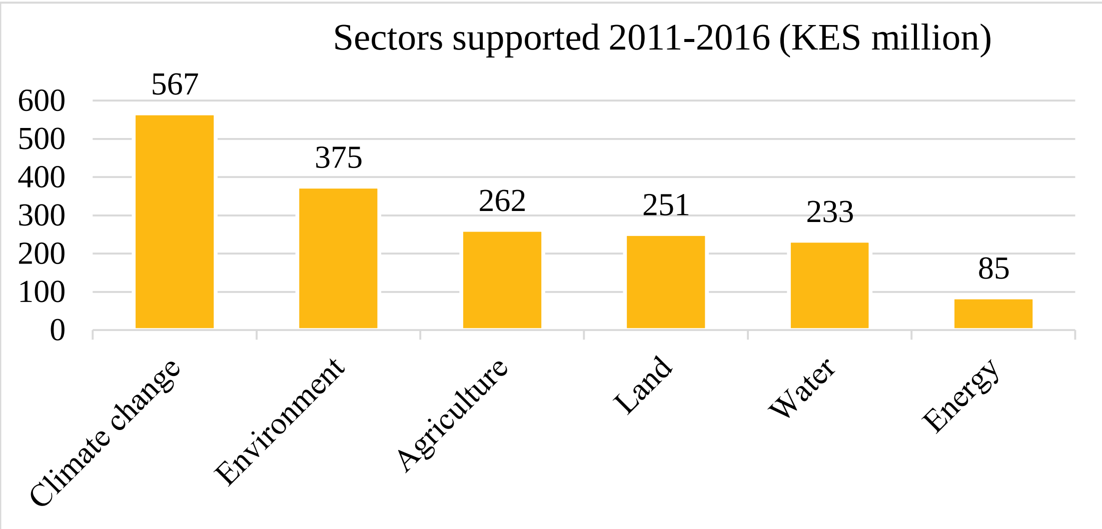
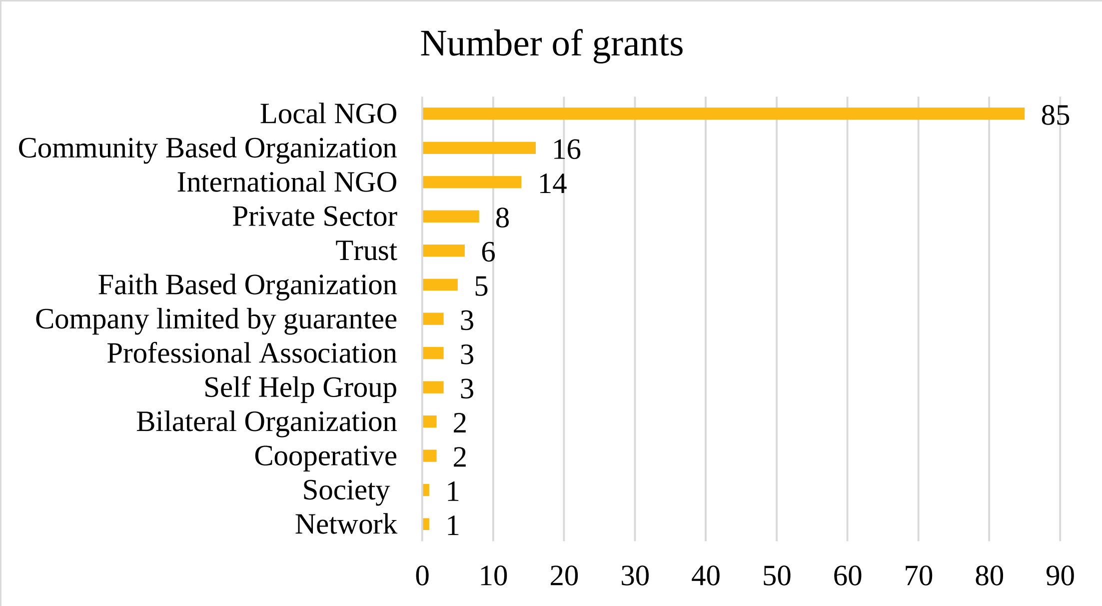


Figure 1.2 – Funds distribution as per sector



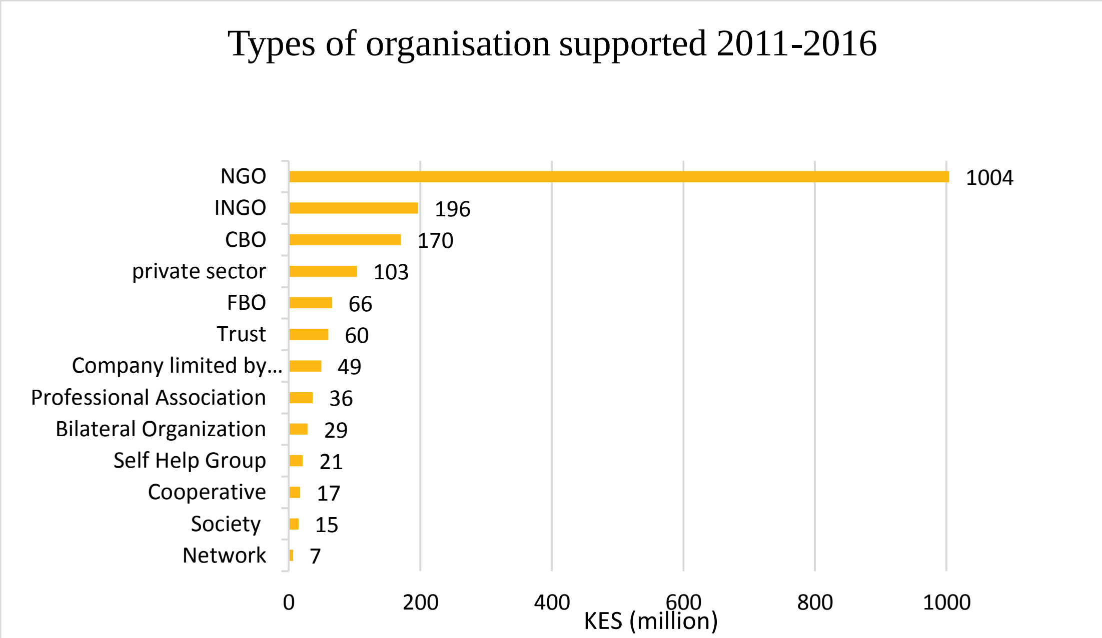
As shown in figure 1.3, the majority of the organisations engaged were local organisations, in the form of Non-Governmental Organisations (NGOs), Community Based Organisations (CBOs), self-help groups etc. Local NGOs in particular were the preferred partner, indicating perhaps their ability to respond to the call for proposals compared to the other types of organisations.

Figure 1.3 Organisation type against volume and number of grants[4]



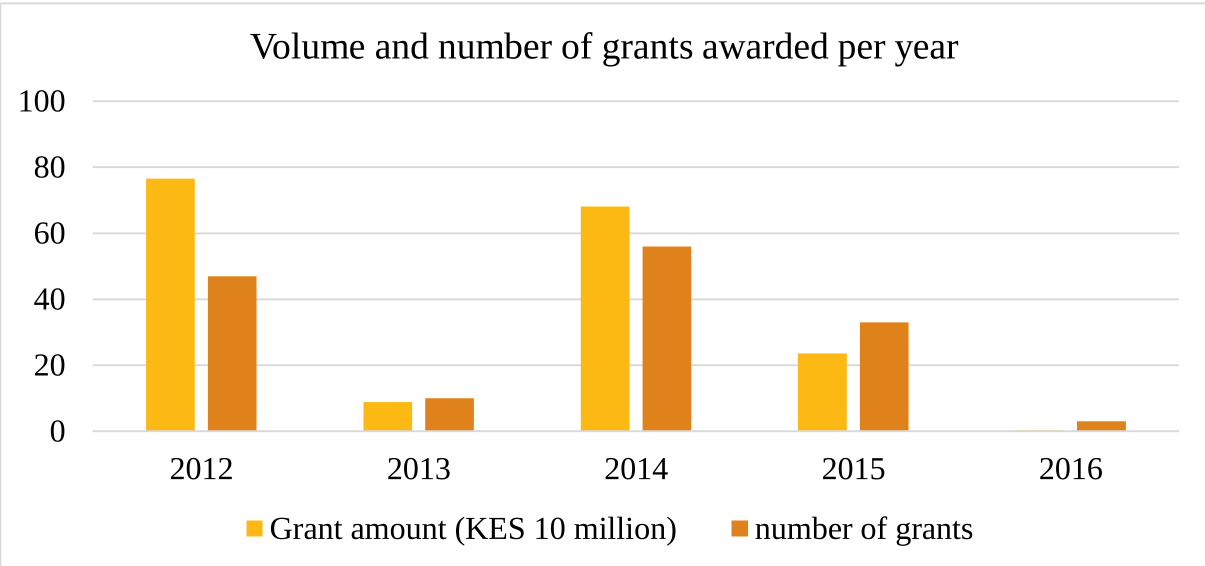
[4] The categories are those used by the CRM facility

Figure 1.4 Organisation type against grant volume



The programme started awarding grants in 2012. There were peaks in 2012, 2014 and 2015 aligned with calls for proposals (which explains the swings in amounts) as shown in figure 1.5.

Figure 1.5 Grants awarded per year



The average size of grant was KES 11.9 million (figure 1.6), with the largest being just over KES 30m and the smallest being KES 0.5 million. The proportion of grants in different size categories are shown in figure 1.7.

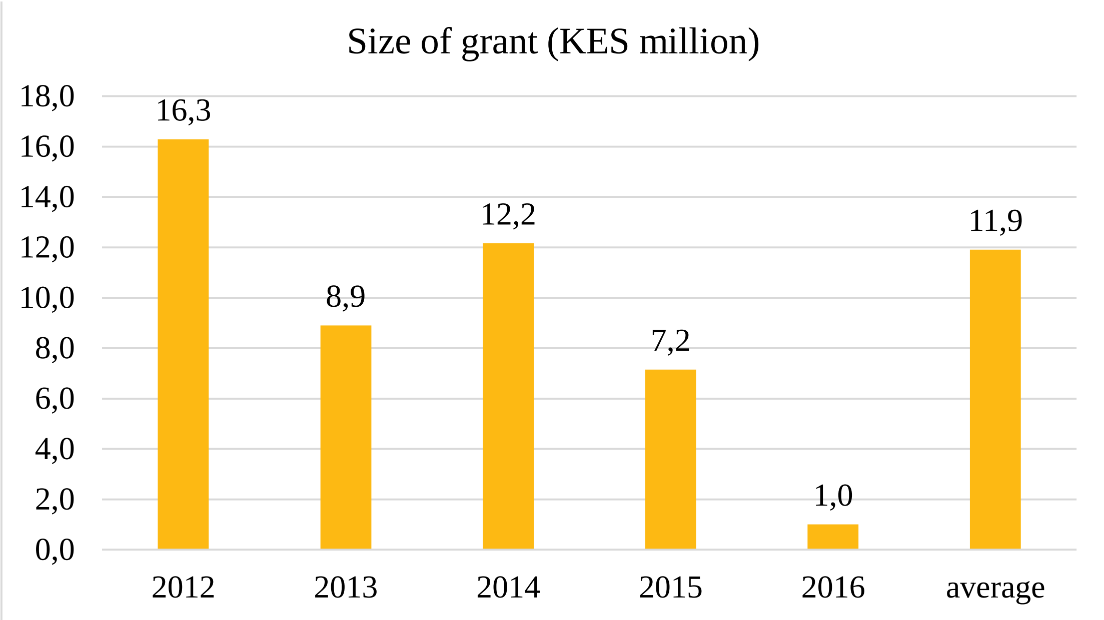


Figure 1.7 proportion of grants in different size categories

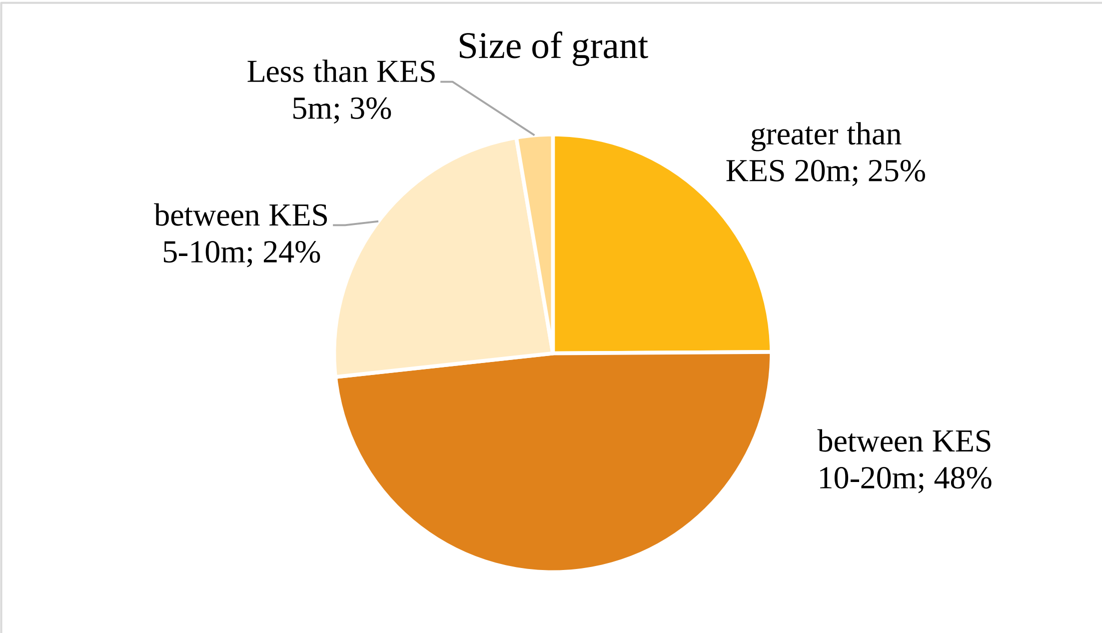
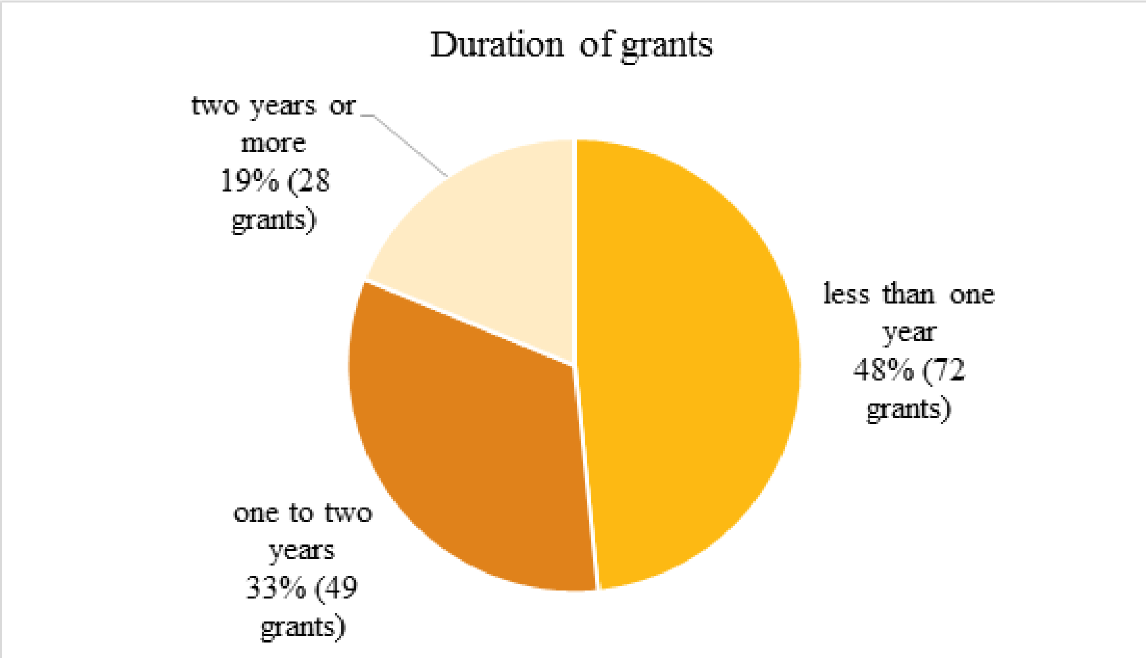


Figure 1.8 shows that 19% (28 grants) took two years or more. Most grants were 1 year or less (although this is also influenced by the extension period in 2015 of just one year.

Figure 1.8 Duration of the grants



2 Findings

Q1 Was the programme designed and implemented appropriately in the context of the environment and natural resources and land- framework?

2.1 RELEVANCE

The reform context during the programme period was dynamic and the programme responded strategically to the opportunities available. The period that began with the new government and constitution of 2010 saw dynamic changes in devolution to local government and the initiation of a range of far-reaching policy and institutional reforms. This situation offered the programme a unique opportunity to influence the future institutional and policy environment, taking advantage of the new openings created by the constitution for civil society participation and improved management of natural resources. The programme responded strategically both at the policy/advocacy and implementation level. There were 48 major advocacy initiatives at the policy level recorded by the Advocacy Progressive Index[5]. Of these 14 were at the national level and the remainder were at the county level.

At the national level, the main response was to enhance the participation of communities in the process of developing and finalising policy documents and bills by: i) creating awareness among civil society of the content of the bill; ii) ensuring that comments and concerns of communities and civil society groups were brought to the attention of decision makers. Notable examples include the Energy Bill (2015), the Wildlife Conservation and Management Act (2013), the Water Act (2016) and the Climate Change Act (2016). At the county (sub-national) level, a major effort was made to develop subsidiary legislation and develop corresponding policies and bills that would serve to tailor and domesticate national legislation and policy at local government level. An example is the Machakos county sustainable agriculture bill and the Machakos environment action plan where the Kenya Organisation for Environmental Education (KOEE), a NSA partner supported by the programme, engaged specialist resources to ensure that the new bill was technically well founded and that communities had the possibility to influence the environment action plan which they did on the issue of sand

[5] Act!, Final CRM report 2011-2016, 2016, p108

harvesting (where the community topic of concern was to ensure that the livelihood of local actors was not unduly affected).

The programme was too late to influence the major national legislation with land (e.g. (e.g. the Land Act of 2012, National Land Commission Act, 2012, Land Registration Act, 2012 etc.) although some amendments e.g. to the Land Act were brought to the acts (mainly to enhance public participation). Policy briefs and support to in-depth public consultation for the Community Land Bill was also provided.

The sectors chosen and type of intervention were appropriate, informed by a strategic environmental assessment as well as an analysis of challenges facing civil society. A strategic environmental assessment was undertaken and provided a strong case for the sectors chosen for the programme as a whole. At the county level, a further tailoring of sectors of interventions was made depending on the priorities in the specific locality. Although the sectors chosen (agriculture, water, environment, energy, climate change and land) are linked, they also offer a very broad range of activities which made it difficult to reach a critical mass and achieve a cumulative impact in any one topic or bring about lasting change in a particular ecosystem. There is also an argument for mainstreaming climate change into the other sectors rather separating it out as a sector or topic itself, especially from the perspective of communities (as the rationale for undertaking longer term climate change adaptation is stronger from the community viewpoint when linked to meeting more immediate needs).

The programmes responded to 7 pre-defined challenges facing civil society noted in the programme proposal[6]. These challenges are judged as highly relevant given the objectives of the programme, which centre on more effective participation of civil society – noting that poor participation of civil society has been a major cause of continuing poverty and environmental destruction in Kenya. The programme was only partially directed at meeting these challenges as noted in the table below.

Table 2.1 – Challenges facing civil society

Challenge	Relevance of the challenge and the targeting response of the programme
1. Inadequate capacity (within NSAs) for meeting the minimum standards for support;	Relevance: Highly relevant - the capacity of the NSA partner (e.g. in financial management, problem identification and advocacy) is crucial for ensuring that support is used effectively. Many otherwise promising NSAs did not have sufficient capacity to make good use of external support.

[6] PACT (Kenya), Programme proposal, February 2011

Challenge	Relevance of the challenge and the targeting response of the programme
	Programme response: The programme developed a systematic package of capacity development assessments and interventions that allowed it to target and engage emerging and weaker NSA partners and strengthen them from within.
2. Inflexible funding mechanisms to match advocacy and policy change activities;	Relevance: Highly relevant – as noted in the programme proposal, the relevantly short project period typical of donor financed interventions does not fit well with the longer term and continuous support required both at advocacy and implementation level. Programme response: The programme was originally four years, extended to five. Although this could have given a longer project period for individual NSAs in reality the project period was rather short and many projects were only 1 year. The reasons for this relate to the capacity issue mentioned above (it was not found prudent to provide extended project periods given the capacity of most NSAs).
3. Extreme overdependence on donors by NSAs;	Relevance: Highly relevant – because as noted by the CSO index[7] Kenyan NSAs are financially vulnerable and highly dependent on donors. Programme response: The programme, particularly in the later years encouraged NSA partners to diversify funding and ran courses in resource mobilisation. However, the extreme over-dependence has not been explicitly targeted or solved simply because there are relatively few other sources of finance. A new need and opportunity for alternative fund raising was created from 2014 onwards when many donors switched funding from NSAs to funding county and national governments. However NSAs have not yet been able to replace these external sources with domestic sources. As a consequence, staff turnover is high in many organisations and organisational capacity that has been built up is sometimes lost. It has not proven possible

[7] USAID, CSO sustainability index, 2014
https://www.usaid.gov/sites/default/files/documents/1866/2014%20Africa%20CSOSI%20FINAL.pdf

Challenge	Relevance of the challenge and the targeting response of the programme
	to transform this aspect of civil society and it was probably far from realistic at the outset.
4. Imbalance between representation and expert roles of NSAs in the sector;	<u>Relevance:</u> relevant (although not considered as highly relevant as the other areas) – it was noted in the project proposal that key advocacy processes were either supported in terms of expert input or in terms of enhancing participation but a balanced intervention of both types was not provided. In general it seems that expert inputs (of a think tank nature) were not mobilised sufficiently. <u>Programme response:</u> The programme provided both expert and participation (representation) type inputs but with a pre-dominance of the participation type. That is, most interventions at the advocacy level tended to focus on enhancing participation rather than providing expert advice. This was the case for example for the guidelines supported on monitoring spatial planning introduced by the National Land Commission. The inputs from the programme were mostly around arranging for participation rather than providing technical inputs.
5. Weak, or missing corporation and alliances among NSAs partners, donors and government;	<u>Relevance:</u> Highly relevant – because as noted in the proposal document, NSA programmes were not communicated in a way that demonstrated and enhanced the complementarity of their actions with government and donors. <u>Programme response:</u> The programme targeted efforts particularly at the county level of government to communicate and find constructive mechanisms of cooperation with government bodies. All counties visited expressed appreciation for the programme's activities and were able to demonstrate concrete cases of complementary actions e.g. in provision of extension advice for farmers that supported and extended programme supported efforts.
6. Under-involvement of non-traditional NSAs such as private sector, media and academic institutions;	<u>Relevance:</u> Highly relevant – because as noted in the proposal document, the private sector, media and academic institutions were not traditionally involved even though they had much to offer and could complement traditional CBO and NGO type organisations. <u>Programme response:</u> The programme particularly in the later years targeted the development of an entrepreneurship model (e.g. within farming and development of small scale cooking stoves and solar lamps) as well as, on a more limited scale, engaging with polytechnics and re-

Challenge	Relevance of the challenge and the targeting response of the programme
	search bodies e.g. the Kenya Agriculture and Livestock Research Organisation (KALRO). However, this type of engagement although showing promising signs was in general limited – perhaps because these non-traditional actors did not respond to call for proposals (indicating the type of imbalance noted in point 4). The programme however had more success engaging the local media (both radio and TV) as a key partner in disseminating information, in advocacy and highlighting NSA partner's success stories.
7. Inadequate cross-sectoral co-ordination and dialogue although NRM naturally cuts across sub-sectors.	Relevance: Highly relevant – many of the NRM challenges as well as the challenge of civil society participation are multi-sector in nature. Programme response: The programme did respond through the strategic environmental assessment and the selection of a number of sectors. Many of the interventions were at the local level where sectoral integration is easier. But as noted earlier the spread of sectors combined with the geographic spread tended to lead to scattered results.

All projects and interventions examined contributed explicitly to the objectives of the CRM facility. There were no projects found among the desk and field sample (or in meta review of earlier evaluations) that did not contribute explicitly to the CRM objectives. For the projects examined in detail in the field (10 in total), all of the activities funded and engaged with were found to be relevant. All activities were within NRM and within the sectors chosen the programme focussed on supporting NSAs both in their advocacy and service delivery roles.[8]

The first phase of CRM focussed on policy and advocacy. Later this was amended to include elements of service delivery and enhancement of livelihoods. The original thrust of the CRM facility was to "create a new platform for cooperation with non-state actors in Ken-

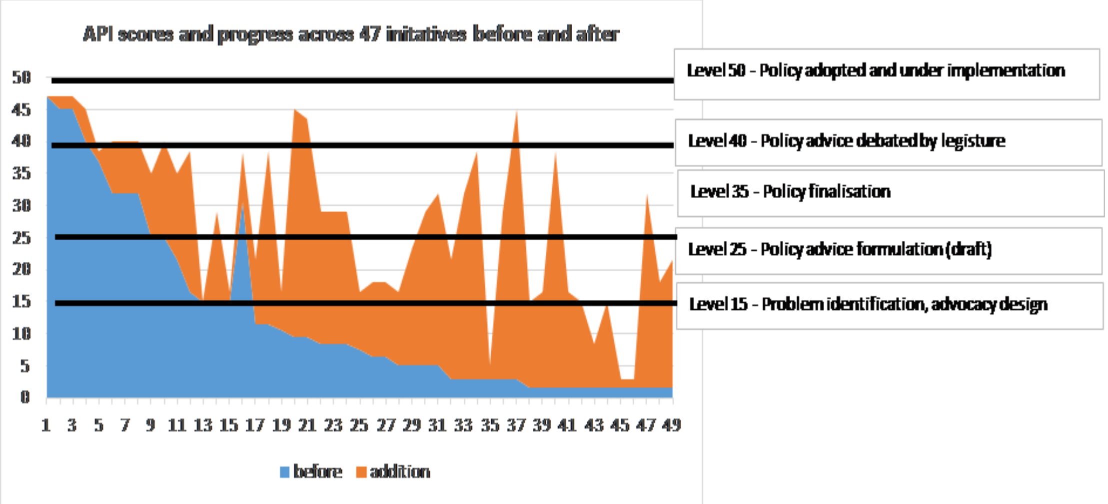
[8] In some cases, small donations (e.g. goats, or banana stems, or trees) were given to beneficiaries to initiate interest and provide a demonstration effect. In these cases, in the spirit of the CRM facility it was usual to attach conditions that linked such donations to the achievement of CRM objectives rather than presenting a donation to a single stakeholder i.e. the goat kids and secondary banana stems had to be passed on to other farmers.

ya"[9] and to address through more effective advocacy the challenges facing civil society (especially issues 2 and 4 in table 2.1 above) to improve natural resource management. The first 2 rounds of requests for applications targeted advocacy rather than service delivery or livelihoods. However, it was found by many NSAs that advocacy worked better when it was combined with practical actions aimed at service delivery and enhancing livelihoods. Projects with a service delivery and livelihood element provided an entry point and enhanced credibility for advocacy not just at the community level but also the level of the county government. Act! also reports that donors found that more attention should be paid to advocacy that backed up and demonstrated how improved natural resources management could be put into practice. This shift tended to make the project interventions more relevant in the eyes of communities and county government.

The advocacy progressive index tool provided a structured mechanism for measuring advances in policy reforms both at national and county level. The advocacy progressive index provided a structured follow up on advocacy processes by measuring the progress from problem identification to formulation of advocacy messages, engagement with the target group, adoption of the messages and implementation and enforcement. Scores related to progress were assigned at baseline and at the closure of the project. Figure 2.1 shows the movement on score scale of 0 to 50 where 50 is a completed and fully successful advocacy process (e.g. implying implementation and compliance with a new policy). In total some 47 advocacy interventions were measured using Advocacy Progressive Index (API) tool. On average the policies and objectives of the advocacy started at a scope of 15 (indicating that problem identification, diagnosis and an advocacy action plan were done) and ended at a score of 28 (indicating that the policy intervention was finalised but the policy itself was not yet taken up in legislative debate, approved or implemented). As figure 2.1 shows the variation across the different advocacy interventions themselves varied considerably. The progress and status of particular policies are shown as score out of 50 before the CRM financed intervention and then at the stage reached when the intervention stopped.

[9] PACT (Kenya), Programme proposal, February 2011, pv

Figure 2.1 – Advocacy Progressive Index (API) progress



Land issues were particularly relevant and addressed through a variety of top down and bottom up interventions as well as a special extension of the programme. Land issues are at the core of natural resource management and social justice in Kenya. In response to and in recognition of the importance of land, a special grant and results matrix was drawn up for the land reform issues with the overall objective to "accelerate, engender and create awareness on ongoing land sector reforms by 2016" with the outcomes of: i) Land sector reforms accelerated, land laws operationalized, and amended to be in conformity with the Constitution by 2016; ii) Gender discrimination in laws, customs and practices relating to land addressed by 2016; iii) Knowledge on land sector among community, state actors and NSAs enhanced by 2016. These objectives and outcomes are highly relevant and the actions funded were targeted towards meeting these objectives and attaining the outcomes. Therefore, the land sector has been addressed adequately within the present form of the facility, given the special attention through a special grant. However, there is still much to do e.g. operationalisation of key Acts such as the Community Land Act 2016 (including community awareness) and some of the advances could be eroded over time if the pressure is not kept up.

The approach to gender (and other cross cutting issues) followed good practice but was not transformative. The approach of the programme was to mainstream gender concerns as noted in the initial Request For Applications (RFA). Similarly the programme noted they would not fund projects that discriminated on the basis of a number of factors including gender. In practice, NSA partners were encouraged by the programme to keep gender disaggregated data on attendance at training and awareness raising sessions. Some projects were specifically aimed at women groups e.g. The Women Entrepreneurs in Renewable Energy implemented by Green Energy Africa Limited, or were implemented by women groups e.g. Zi-

wani Mugiko Women group. Some resulted in increased benefits for women e.g. Rehabilitation of Arid Environments Charitable Trust's 'Sustainable Community-Based Management and Utilisation of Rehabilitated Land in the Districts of East Pokot and Marigat in Baringo County' Project which resulted in women being major beneficiaries of grass seed collection and sale.[10] As more women became dry-land pasture managers, and bought and fattened animals for sale, the project challenged prevailing perceptions of livestock rearing as strictly a men's only affair.
Interviews with NSA partners noted the implementation of energy saving *jikos*, the construction of biogas units (in very limited cases) etc. was meant to be a gender directed initiative.

However, on the basis of the cases studied in detail, the 3 main evaluations and a host of other availed project related documents, there were relatively few projects directed specifically at empowering women in natural resources management and livelihoods, and it is noteworthy that achievement of the indicators on reducing gender discrimination in land, customs and practices were rather disappointing (see table 2.2) due mainly to insufficient targeting of relevant initiatives rather than failure in project execution of those initiatives that did target gender. Individual projects that did target gender in relation to land had some notable and highly relevant successes such as the project on "working towards enhanced knowledge creation and awareness to information by small holder farmers in Kakamega county" implemented by the Nabwabini Environmental Health Care Intervention Programme (NEHCIP) where land titles were restored to 140 widows that had been illegally deprived of rights to land after the death of their husband. Another unique case is the Institute of Environment Water Management (IEWM) which supported the establishment of the Gender Climate Change Working Group (GCCWG), aimed at lobbying for gender mainstreaming in county policies and programmes, the development of case studies with an emphasis on gender and guidelines for gender mainstreaming in climate change in the draft national gender policy and the draft bill, plus training of four counties on the use of the same guidelines, two of which eventually developed gender responsive policies and programs.

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This was the same case with most of the other cross cutting issues such as engaging persons with disabilities, where majority projects (that actually involved them) mainly advocated for their inclusion in meetings, trainings and as beneficiaries of some of the livelihood interventions. Outlier examples that show a move beyond this approach is highlighted in the end term evaluation by iDEA.[11] In some few counties, NSA partners' advocacy work led to the inclusion of representatives of persons with disabilities in key county structures and committee, increasing their participation in crucial policy and planning processes within the Counties. Examples of these highlighted therein include inclusion in county environmental action plan

[10] Rehabilitation of Arid Environments (RAE) Charitable Trust, End of Project Report, 2015

[11] iDEA, End of project evaluation, 2015, p24

committee and County Integrated Development Plan (CIDP) drafting committees e.g. in Taita Taveta, Kitui, Migori and Laikipia Counties.

Table 2.2 – Land and gender indicators

Indicator	**% attainment against target**
Number of land concepts addressing gender discrimination	100
Number of land laws amended to reduce gender discrimination	0
% change in customs and practices documented by local actors	25
Number of women directly participating in land reforms as a result of the facility's interventions	35

Source: CRM Land sector reform matrix

The main contribution to the climate change policy and bill was to support Kenya Climate Change Working Group (KCCWG) as the main forum for Civil Society Organisation (CSO) engagement with government at national and county level. With support from the CRM facility, the Kenya Climate Change Working Group (KCCWG) undertook a 2 pronged approach to advocate for the climate change bill. Engaging county level networks for lobby and advocacy was one. However, when the climate change bill was sent back by President Mwai Kibaki for more public participation, KWCCG shifted focus to multi-stakeholder consultative forums, but also strategic high level policy engagements in collaboration with the Ministry of Environment, Water and Natural Resources, such as the sensitization meeting in which Members of Parliament, senators, the media etc. participated. It also continued to mobilise and facilitate its own members to input into the draft document.

On 6 May 2016, the Climate Change bill become an Act. KCCWG's efforts have also been well recognised and have profiled the organisation. The act requires the establishment of new institutions such as the Climate Change Council, which will act as the overarching national climate change coordination mechanism to for instance advise national and county governments on relevant policy and legislative responses and processes, as well to ensure they mainstream climate change. The nomination of KCCWG's chair into the new climate change council as a civil society representative is an example of the recognition of the critical role the organisation has played in the process of development of the Act.

2.2 EFFECTIVENESS, IMPACT AND SUSTAINABILTY

Q2 To what extent have the intermediate outcomes related to NSAs been achieved?
Q3 Are the benefits in terms of NSA capacities being and likely to be sustained?

The (organisational) capacity development of NSA partners has been systematic and comprehensive. Capacity development was pursued as a key element for the effective and efficient functioning of NSAs and mainly geared towards the achievement of their mandate. This methodically started with assessments[12] meant to ascertain gaps and needs. The OCA in particular, acted as a reality check for some of the NSA partners. For example Kopsiro Peace and Development Organisation (KOPEDE) became more aware of areas in their management and governance systems that needed improvement, e.g. the need to separate the board from management.

Individual tailor made Institutional Improvement Plans (IIP) were then drawn on the basis of identified gaps e.g. from the initial OCAs, implemented and monitored. An exit/close out OCA was undertaken at the end of the grant.

The training modules targeted diverse organisational and technical aspects. Finance and Grant management, Human Resource Management, Governance and leadership, Advocacy, Monitoring and Evaluation, Monitoring, Evaluation, Reporting and Learning, and Resource mobilisation formed the main training areas with an aim in setting up relevant policies, processes and systems. In addition to the above areas, advocacy training and climate change training e.g. on climate smart agriculture was implemented.

The organisational development interventions were delivered through training, mentoring, exchange visits to facilitate peer-to-peer learning etc. Centralised trainings mainly catered for shared training needs, while face to face mentoring at organisational level served for training but also follow-up and checks for compliance, often at a departmental level e.g. finance or Monitoring and Evaluation (M&E). Continuous online support was provided on a need and demand driven basis.

Capacity Development related indicators in the CRM facility performance monitoring plan show adherence to the targets set. Table 2.3 indicates an over achievement in terms of organisations that received capacity development support.

[12] (Management Control Assessment, Organizational Capacity Assessments (OCA) for organizations focused on external relations, Environment and Natural Resources Management Advocacy processes, human resources, governance and management processes, financial resources and management, program design capacities etc., and Organizational Network Analysis (ONA) for networks),

Table 2.3 – Indicators relevant to capacity development

indicator	target	Cumulative achievement	Variance
# of organizations (inclusive of Networks) provided with Capacity development support (disaggregated by type and individuals supported)	131	181	▲ 38%
# of organizations recording progress/change in the implementation of identified priority areas in their institutional improvement plans (IIPs)	120	95	▼ -21%
# of networks recording progress/change in the implementation of identified priority areas (ONA)	29	41	▲ 41%
# of joint CD events held	48	42	▼ -13%
Cumulative # of participants reached in the joint CD events	2300	3299	▲ 43%
Cummulative # of learning events held	3	3	0%
# of donor and Government coordination forums held	3	1	▼ -67%
Developed resource centre	3	4	▲ 33%

Source: CRM PMP base matrix

All NSAs interviewed appreciated the (organisational) capacity development provided. Among all NSAs sampled though field visits, and some on the basis of desk review, institutional capacity enhancement was found to be beneficial and valuable in the implementation of the grants, delivery of the NSA mandates and also in future NSAs activities after the closure of the programme. This largely supports findings from both mid and end term evaluations that show NSA partners found the capacity enhancement useful in enabling their activities e.g. in service provision and promotion of economic development. There were no NSA partners found among the field and desk sample that did not consider the training useful.

All visited NSAs and among some of the desk NSA case studies noted that the training has generated results and changes within the organisations, some albeit after the closure of the programme. Examples of these changes include:

- Development of a variety of strategies and new policies: These range from organisational strategies to streamline and focus the organisation's activities within a particular defined time frame, e.g. Participatory Ecological Land Use Management (PELUM) adopted improved advocacy and communication strategies to improve engagement with the media and state actors. It also developed motor vehicle and gender policies. Nabwabini Environmental Health Care Intervention Project (NEHCIP) developed Finance, Human Resource and Procurement policies to guide relevant processes within the organisation.
- Development of new institutions: The development of new strategies and policies was accompanied by new structures to spearhead associated activities. For instance, an advocacy committee and a Monitoring and Evaluation (M&E) committee were put in place in PELUM to offer direction and actualise the advocacy strategy as well as oversee the implementation of the outcome based monitoring introduced through training offered by Act!. A number of other NSA partners instituted procurement committees to enhance transparency. Similarly, some of the partner NSAs, as a result of the OCA, restructured

their organisations with an aim of achieving efficiency and effectiveness in the delivery of their mandates. A good example is PELUM, which converted their regional platforms into part of the formal organisational structures.

- Better financial reporting and accountability: A number of NSA partners e.g. as highlighted in National Alliance of Community Forest Association (NACOFA)'s end of project report noted the introduction of better and more elaborate accounting procedures such as Quick books was useful in easier tracking of project finances thus improved efficiency and accountability.
- Improved and outcome oriented monitoring and reporting: Some NSA partners reported that the training introduced a shift towards results based monitoring with a focus on the 'so what' aspect after delivery of outputs. For some, there was increased awareness and interest internally in tracing progress and outcomes generated by implemented activities. For example, RECONCILE noted that the M&E training enabled them create links between their spending (finances) and reporting in terms of tracing impacts, as opposed to a focus on project spending.
- Increased fundraising initiatives, for instance within PELUM, where the development of the resource mobilisation strategy has resulted in the creation of an endowment fund and pursuit of consultancies as an alternative means for fundraising. Since the network consists of zones/regions, one of the main tenets of this strategy is to enhance joint fundraising to strengthen the networks' regional activities as well as give financial independence to the regions. The fundraising outcome as a result of proposal development training is replicated in a number of other cases. For example, NEHCIP has developed several proposals, which have resulted in funding, one from the County Innovative Fund.
- Better management and governance practices: Several of the visited NSAs underlined increased awareness among board members on their respective roles and responsibilities, improved involvement in project activities as well as better oversight of the management of the NSA partner. More frequent board meetings are now held in NEHCIP for example. The board in Building Eastern Africa Community Network (BEACON) has predefined regular times within the year for meetings.
- Better relations with other donors: Improved financial and reporting systems in the organisations like BEACON are well appreciated by other donors that engage the organisation.

A key issue that was highlighted in the mid-term review and which seems to have continued as demonstrated through the field visits and the individual NSA partners' end of project evaluations, is that in a number of cases, the capacity strengthening of NSA partners has in turn resulted in a trickle-down effect through the duplication of similar activities among community groups like Water Resources User Associations (WRUAs), cooperatives or where networks are involved, with similar outcomes generated. An example of such is highlighted in the End Term Evaluation report of the National Council of Churches of Kenya (NCCK) 'sustainable land management in the Mara Ecosystem' Project where based on mentoring activities, the Nyangores WRUA raised funds from the Water Services Trust Fund for protecting a spring that serves over 400 households.[13]

Since the first two rounds of requests for applications/proposals largely focussed on advocacy, advocacy training was more pronounced in these stages. NSA partners who had a long history in advocacy work considered this training more of a refresher course that offered opportunities to update on key issues. However, many of the other NSAs have a long history in implementing livelihood, economic and NRM based activities. To this group, advocacy training was crucial in imparting skills on formulation and packaging of advocacy messages, stakeholder analysis, and engagement with duty bearers, including modes of engagement. A number of the NSA partners reported a shift in their engagement approach with policy makers more so at the county level, from confrontation to collaboration, which generated better working relations and thus results. Networks such as those formed by the NSA Partner East African Wildlife Society (EAWS) found the advocacy training to be valuable, enabling them to participate proactively in NRM governance issues, and in policy formulation or review processes at county and national levels.[14] Overall, and in line with findings in the end of project evaluation report for the CRM facility undertaken by iDEA Kenya Ltd,[15] advocacy training largely increased participation of NSA partners and the right holders, networks, associations etc. in policy processes at the county and national level, increased influence over policy processes, as well as demand for accountability from policy makers.

In some cases, training was offered too late – after rather than before the project. Despite completion of the initial OCAs (and which were undertaken late in some cases as noted in the midterm evaluation), the late implementation of training persisted despite the midterm evaluation highlighting this as an area of concern.[16] For some of the NSAs, training was undertaken towards the end of the grant period. A number of the organisations thus lost the opportunity to implement part of the training during the CRM facility period. In the case of Green Energy Africa Limited (GEAL), training was offered during the project extension period, which was already limited time wise. The organisation has thus not used the training since most of its activities wound up with the end of the CRM grant. KCCWG implemented a number of organisational policies like the Human resource and Procurement policies with the support of other donors and after the CRM facility wound up - this was necessary because the organisational capacity development training from CRM was offered too late in the programme.

[13] Agricom Consultants, End Term Evaluation for The Sustainable Land Management In The Mara Ecosystem (Sulamme) Project Implemented By NCCK, 2015, p15.

[14] Ermis Africa, End Term Project Evaluation Report, 2015.

[15] iDEA, End of project evaluation, 2015.

[16] Africa Energy & Environment consultants (AFREEC), Mid-Term Evaluation Report, 2013.

Technical capacity within the selected sectors has not been systematically provided, as opposed to organisational capacity training. Technical capacity within the sectors has been limited and non-existent in some cases. Where included it was limited to mentoring of technical officers handling project activities or centralised trainings for common capacity gaps. Most of the NSA partners involved in climate change related activities did also receive technical training for example on climate smart agriculture. Similarly, a lot of entrepreneurship training was offered after the introduction of the enterprise model after the addition of the livelihood and service delivery interventions. However, such examples do not compellingly extend to the other sectors (e.g. water, agriculture, energy), despite the fact that Act! engaged the services of a thematic person per sector.

NSA partners and their sub grantees, in some cases, made use of specialist services to fill the technical expertise gap. Examples where knowledge and skills in the subject matter is provided through established partnerships include: engaging state research agencies e.g. the KALRO for agricultural advisory services and the Kenya Forestry Service (KFS) in agroforestry, as well as universities such as Masinde Muliro – all in the case of BEACON, and the Kenya Marine, Fisheries and Research Institute (KMFRI) for identification and demarcation of fish breeding zones in the case of the Busia County Environment Liaison Centre International (ELCI) supported project. The expertise collaboration has expanded to other relevant partners for support services such as climate data where Building Eastern Africa Community Network BEACON's sub grantees receive a weekly sms with weather data. However, although encouraging this kind of collaboration is isolated.

Where NSAs are part of wider networks, the capacity development is likely to be better sustained. Where the main NSA partner that had their capacity developed is a network or consortium, there are high prospects for the capacity building to continue benefitting the network members, with possibilities for replication and scaling up. Two relevant cases here are PELUM and Sustainable Aid in Africa International (SANA), where capacity rests within the network, and continues to be beneficial to the members beyond the lifetime of the programme. This also means that NSA partners that are members of consortiums can always approach their wider networks for support and assistance. This is, however, not the case for single isolated NSA partners.

Staff turnover and instability in funding are the main threats to sustaining the capacity developed. Institutional memory is a challenge. A number of the NSA partners have since lost the trained members of staff to other organisations. However, during the field visit to PELUM, one of the staff members had moved on to another organisation that was a member of the PELUM network. While, in this case, their skills are useful to the network such cases are very limited. Capacity development is also of little use to the NSA partner in the absence of continued funding and implementation of activities.

Q4 To what extent have the intermediate outcomes related to citizen rights and participation been achieved?
Q5 Are the benefits of improved participation being and likely to be sustained

There is evidence of citizens empowered by the CRM facility demanding their rights, as well as growing confidence and familiarity in community based organisations to demand accountability and services from duty bearers. Act! aimed at supporting its NSA partners to develop effective advocacy strategies for civic engagement and participation in decision making and policy formulation and implementation processes. On one hand, the main role of the partner NSAs has been to build awareness, links and confidence of the citizens and citizen groups to approach the authorities. This was achieved through awareness creation among the citizenry, training, and research and education activities. While awareness included general issues e.g. on climate change, there were also specific and tailored issues e.g. related to the understanding of the Environmental Impact Assessment process and the role of National Environment Management Authority (NEMA) in management of environmental pollution in the Yala Wetland case in Siaya County.

In Machakos County the Kenya Organisation of Environmental Education (KOEE), as one of the CBOs funded by Act!, has been critically important in increasing awareness of climate change through an inter faith model that packages and integrates climate change and faith (e.g. through sermons) as well as training of the community on environmental laws such as the Environmental Management and Coordination Act. In both cases, this has resulted in better engagement between the county NEMA office and the community, whereby the community approached the NEMA office in a number of cases. In a case in Kakamega County, sub county agricultural extension workers talked of cases where the community were making more demands for agricultural services e.g. advice on more suitable crops for the area, with increased visits by local farmers to the office, as a result of the initial training and links created by BEACON. Such development of and/or empowering of communities through awareness raising and planned advocacy campaigns has influenced duty bearers such as NEMA, the Fisheries and Forestry Departments to deliver more effectively on their mandates.

The production of popular versions of various policies and legislation such as the climate change bill and the National Climate Change Response Strategy by KCCWG, policy briefs and fact sheets was crucial in educating and availing these legislations in a manner that is better understood by the common citizen.

A key result of the link, training and funding provided by Act! to its NSA partners is the increased profiling, recognition and inclusion of the partners or their members in crucial national and county government structures. A good example in this case is the inclusion of one of PELUM's network members in the Wildlife Compensation Committee in Vihiga County. The committee is one of the resulting local efforts in domesticating at county level the structures and mechanisms proposed by the Wildlife Conservation and Management Act of 2013. The structure is responsible for review and determining compensation for people whose livelihoods or assets are destroyed by wildlife. Similarly and as highlighted earlier, the nomination of the KCCWG chair to the Climate Change Council (as a representative of the civil society group in Kenya) provides opportunities for continued influence. These structures then act as platforms for continued engagement with decision and policymakers, as well as opportunities to directly influence decisions by duty bearers.

Citizen participation has been stronger in the management and utilisation of natural resources than in its governance. Most projects have focussed on increasing community's environmental awareness, improving protection and conservation of community's natural resources, formation of various types of management institutions like Community Forest Associations, WRUAs and the development of management plans e.g. for forests with the aim of promotion better management and utilisation of resources. Focus on improved participatory governance in NRM has been more limited.

There are some isolated cases of evidence of a focus on the bigger picture or the planning framework for the resources as a whole that seeks to be transformative in the definition of the relationships between the various actors (e.g. redefining issues of power, access and responsibilities of different actors). The case of the Busia ecosystem approach to fisheries governance is a good example. With support from ELCI's 'Empowering People and Nature' Project, Beach Management Units (BMUs) and fishing communities living along 8 beaches of Lake Victoria have collectively organised towards better management of fish resources. The fishing community in cooperation with KMFRI has organised pioneer demarcation and protection of fish breeding zones, surveillance (including arrest and hand over of culprits to law enforcement agents) to curb illegal fishing activities and equipment, lobby of support from the county Fisheries department which resulted in provision of patrol boats, etc.

Similar, to the above highlighted case is Neighbours Alliance Initiative's endeavour to regulate sand harvesting in Kajiado County. The Alliance initially spearheaded the development of a sand harvesting policy, then facilitated the development of cooperatives by community members involved in the practice. Through their collaboration with the county government, the cooperative licenses and regulates individuals involved in sand harvesting as well as controlled and systematic harvesting of sand i.e. in some instances, they harvest the sand and deliver to a central collection point for sand harvesters to purchase.

Some of the NSA partners demonstrated highly skilled and successful approaches in addressing fragmented and conflict affected situations. In a number of cases (e.g. RECONCILE in the Yala Swamp project or KOPEDE in the Mt Elgon water project), as could be expected with highly contested natural resources, the programme was able to address highly fragile and conflict affected situations. Several of the NSA partners demonstrated highly effective and conflict sensitive approaches.

NSA partners provided the tools and resources to county governments to engage the citizens. The partners often facilitated meetings and other platforms for the County governments and other County state agencies such as NEMA to engage the community on proposed policies, plans and programmes. For example, in the case of the draft Climate Change Bill, KCCWG held community consultative forums and climate change hearings in which they invited the national task force and drafters of the climate change bill to engage with communities.

In a case in Machakos County, the Kenya Organisation of Environmental Education (KOEE) worked with local communities and facilitated public participation forums on the proposed County Environmental Action Plan (CEAP), during which the community argued for better harmonisation of their proposed sand harvesting policy and the CEAP. Particularly, the community advocated for the CEAP to recognise sand harvesting as a major source of livelihood for a substantial proportion of the population. The call was thus for proper management of the resource rather than a ban on its use. The CEAP document is under review with an intention to incorporate community views on the issues of sand harvesting.

In some cases however, the involvement of Act! through its NSA partners has basically been limited to an ‘event manager’ responsible for managing logistics and mobilisation related to these events, such as happened in the case of public meetings for the validation of the National Land Commission’s County Spatial Planning: Monitoring and Oversight guidelines, as well as the editing and publication of over 600 copies of these guidelines.

Support to networks has strengthened the collective voice of organised civil society. Incoherence, lack of unity and a spirit of competition amongst NSAs often makes it difficult to work together towards a common goal. Disjointed efforts also complicate the engagement process for the government. Where the NSA partner has managed to bring together CBOs and NGOs towards collaborative natural resource efforts, governance and networking, this has produced considerable results, with the case of the Yala Swamp appeal and surveys being good examples. Community champions trained by RECONCILE, working together with CBOs along the Yala Swamp managed to engage pro bono lawyers to appeal against a verdict by a Kenyan Court that had upheld the control of a company (Dominion farms) over most sections of the wetland. The appeal was successful and the farm has been restricted to some areas. The champions and CBOs successfully managed to rally the community and other NGOS to contribute towards maintaining the logistics costs for the lawyers. In addition, collaborative efforts in the same case had initiated a re-survey of the Swamp with an attempt to establishing the original land area allocated to the Farm, to check on its expansion and claimed encroachment into areas reserved for the community.

There were linkages established between NSAs to exploit similar opportunities in a region. One of the NSAs, Centre of Social Planning and Administration Development (CESPAD) supported Integrated Water Resources Development in Kajiado and Makueni Counties. The partner led various NSAs and the county government in technical and advocacy roles in formulation and enactment of Makueni County Sand Conservation and Utilization Act 2015. In December 2016, the County government advertised to recruit for the Managing Director for the Sand Conservation and Utilization Authority established by the law. However, in other cases, where there existed concrete opportunities to provide linkages between NSA partners that worked on similar issues within a region, so as to give more profile to these issues at a regional level, such opportunities were not exploited e.g. sand harvesting between NSAs working in semi-arid areas.

It has often been necessary to provide small donations and to engage in service delivery or income generation activities to kick-start a process of participation. A lesson learned arising from the mid-term evaluation was that citizens find participation in absence of service delivery and enhanced livelihoods to be abstract. The introduction of service delivery and livelihood components in the third round of requests introduced practical and concrete entry points to not only kick-start the engagements with the community but also to demonstrate the additional benefits of participation in these processes. For instance, to advocate for an improved policy environment for implementation of Water Services in Kisumu County including involvement of water utilities in Participatory County Budget Analysis, it was important to first give grants to rehabilitate or argument water supply infrastructure such as pumps. Similarly, there was need to invest in the extension of Kopsiro Community Water Project in Mt. Elgon area by Kopsiro Peace and Development Organisation (KOPEDE). This was through the laying of pipes, construction of a community water point and water kiosks. Advocacy work on agricultural extension services often started with provision of better planting materials or other assets e.g. goats.

The constitutional obligation for citizen engagement in budgeting and development planning provides a favourable context for sustaining the benefits of participation. The constitution 2010 recognises and entrenches the role of public involvement in the policy and development planning processes. As noted earlier, this provided concrete points of entry to engage duty bearers that NSA partners could build on in their activities. Some of the NSA partners have sustained such engagements despite the end of the CRM programme as demonstrated by KOPEDE. The partner advocated for decentralised community participation for county budgeting purposes. This has seen an increase in 6 ward level meetings as opposed to the previous single meeting held at sub county level in the area that the NSA partner operates. Such initiatives result in inclusion of the ward level development priorities in the County budget with resultant effects such as better road infrastructure.

Some of the networks established are potentially sustainable but others are unlikely to be sustained in the absence of external support and some have already collapsed. To effectively address issues that required cooperation among a diverse group of actors, the CRM facility invested in establishment and support to networks. These proved useful for achieving economies of scale, shared learning, coordination purposes and addressing issues that are beyond any single organisation. In a number of cases, these networks and consortiums were engineered by the NSA partners, did not have clear and well established relations (including financial obligations) between the members and relied heavily on facilitation by the facility's NSA partners. In such cases, e.g. the Siaya County Forum, these have since collapsed. A few of those that have continued to function include the Nguruman climate networks in the case of KCCWG supported networks and the 5 platforms established around the PELUM ecosystem approach in Kajiado, Kiambu, Vihiga, Kakamega, and Trans Nzoia. The latter's success can be attributed to the existence and support of the overarching mother network i.e. PELUM and attempts to introduce some financial independence in the platforms through proposal writing and fundraising initiatives. Where networks were already well-established and had a long history of activity and multiple sources of finance, they are likely to be sustained. Examples include SANA and PELUM, which have strong links to international funding bodies and have been operating for decades.

There are residual risks to the sustainability of the participatory approaches adopted by the programme. A key feature of the CRM facility's NSA partners approach has been to establish concrete relations and collaborative endeavours with county level officials. As highlighted earlier in this report, this was witnessed in the self-proclamation by some NSA partners in the change of their mode of engagement with Counties, from confrontational to collaborative efforts**.** However, the upcoming elections in 2017 mean that there are likely to be changes in the composition of County governance structures. There is a possibility the inroads made so far on establishing concrete relations with the County structures may be eroded. In addition, many new County assembly members will need sensitisation and exposure to the benefits of community participation.

In some areas of government, there is unease in promoting citizen participation in certain key issues. A good example is on land issues where there is expressed fear of upsetting the status quo. New developments such as the Land Act and even more recent the Community Land Act are a threat to elements of the current power structures and leadership.

Participation related indicators in the CRM facility performance monitoring plan show positive results compared to the targets set. Table 2.4 below shows the target and accumulative achievements against the CRM facility indicators. Most indicators have scored above the target expect those linked to the number of counties.

Table 2.4 – Participation related indicators

indicator	target	Cumulative achievement	Variance
# of grass root NGOs and CBOs having active county level lobbying and advocacy forums	105	219	109%
# of NSA networks working on ENRM formed	29	132	355%
# of policies, laws and regulations (adopted/implemented) influenced by NSA advocacy initiatives - as measured by the advocacy progression index	50	87	74%
# of counties having decentralized environment management policies and practices	24	40	67%
# of NSAs engaged at national level lobbying and advocacy for natural resource policies and legislations reforms	34	65	91%
# of counties with active NSA engaged in NRM policy, strategies & frameworks formulation	60	41	-32%
# of counties with active NSA networks engaged in NRM sector policy processes	45	42	-7%
# of initiatives by citizens demanding increased accountability, services and management of natural resources	145	122	-16%
# of counties having innovative improved environmental awareness and management practices	72	41	-43%
# of NSAs engaged in advocacy and/ or watchdog functions (disaggregated by type, target, sector and scope of the organization)	92	100	9%
# of people reached through activities are geared toward increasing awareness on sustainable NRM	650000	1033386	59%
# of demonstrative activities carried out in ENRM	180	153	-15%
# of NRM initiatives engaging citizens in co-management of natural resources (disaggregated by economic and non ecomonic)	45	126	180%
# of new models/advocacy methods for co-management between communities and government developed and /or implemented	23	33	43%
# of new partnerships developed for further support on ENRM	3	7	133%

Source: CRM PMP base matrix (note indicator 6 and 9 in the list above have target values above the maximum possible)

Q6 To what extent have the intermediate outcomes related to improved NRM, economic benefits and service delivery been achieved?
Q7 Are the benefits in terms of improved NRM, service delivery and economic improvements being and likely to be sustained?

At the individual household level, there is strong evidence of achievement of economic benefits and service delivery. The introduction of the livelihood and service delivery component has generated substantial access to essential services and changes in people's everyday life. Areas that initially experienced low levels of water coverage for instance in Kisumu peri urban areas have access to clean portable water as a result of the rehabilitation or augmentation of utilities infrastructure through grants issued by SANA to water service providers.

Although difficult to verify without the availability of reliable data and evidence, field visit interviews and a review of reports (e.g. NSA partners end of project reports and evaluations, the CRM facility's mid and end term evaluations) point to improvement in household incomes. Examples of such improvements were reported among farmers supported via BEACON through promotion of alternative crops who for example reported ability to send children to boarding schools and reduction in household debt. Similar cases are reported in evaluations of 'Investing in Women Social-Economic Empowerment in Nyandarua North Sub county' project implemented by Ziwani Mugiko Women Group where community members claimed an increase in income levels and access to better services.[17]

These benefits of increased income were not only reported across the board but in some cases benefitted specific categories or groups. A review of the Rehabilitation of Arid Environments Charitable Trust's (RAE Trust) 'the Sustainable Community-based Management and Utilisation of Rehabilitated Land in the Districts of East Pokot and Marigat in Baringo County' end of project report shows that women benefitted almost exclusively from higher incomes related to harvesting of indigenous grass seed.[18]

In addition, a key feature of most of the activities supported by partner NSAs was the promotion of table banking facilities, which meant members could access small loans in times of emergencies. Where cooperatives are functional, such as Sabu multi-purpose cooperative society in Busia County, members reported receiving dividends as well as loans to invest in better fishing gear or to start businesses, in an attempt to diversify their income. In a few cases, such economic benefits were noted in from of cost savings as the focus group discussions with women under GEAL's project in Magadi, or as the review of Centre for Research and Environment's (CREEK) project documents[19] showed. In both cases, this was as a result of the replacement of kerosene by solar lamps.

Table 2.5 below shows a 204 percent increase in actual number of citizens with increased benefits (economic, non-economic) derived from Environment and Natural Resources Management initiatives from the various activities implemented by the CRM Facility. The second indicator below is not entirely convincing as the basis for the target and the record of achievement is probably different (mostly likely a confusion in how strictly direct and indirect beneficiaries are counted).

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[17] Agricom Consultants, End Term Evaluation for Investing in Women Social-Economic Empowerment in Nyandarua North Women Group, 2015, p15

[18] Rehabilitation of Arid Environments (RAE) Charitable Trust, End of Project Report, 2015

[19] Agricom Consultants, End Term Evaluation for Projects, 2015, Centre for Research in Environment Kenya, End of project report, 2016.

Table 2.5 – Economic benefit and service delivery indicators

indicator	target	Cumulative achievement	Variance
Cumulative number of citizens with increased benefits (economic, non-economic) derived from ENRM initiatives	92000	280045	▲ 204%
Cumulative number of citizens reached yearly on ENRM under CRM facility (CC, Land, Water, Agriculture and environment)	275000	3952649	▲ 1337%
# of NRM utilization initiatives by citizens (disaggregated by thematic areas)	2000	1593	▼ -20%
# of CRM facilitated innovations and events geared towards promoting appropriate technologies (disaggregated by thematic sector, type, climate change mitigation and adaptations)	50	73	▲ 46%

Source: CRM PMP base matrix

However, some of the initiatives funded by the CRM facility, though providing essential services, tend to take over government roles and have the potential to (and in some cases have) created conflicting roles and competition with other agencies. In the case of SANA supported water service providers, although the Delegated Management Model (DMM) is legally recognised and the reticulation systems (pipes and fittings and all related works) and tariffs are in accordance with standards set by Kisumu Water and Sewerage Company Limited, interviews showed that the lucrativeness of retailing water has put the water utilities on a conflict path with the company which acts as the main supply of portable water in Kisumu County. This kind of conflict has the potential to increase the rates of defaulters due to switching of clients between the rival providers. There is need especially for service delivery projects to be careful to ensure that the service delivery being supported is supported at the agency where it is best carried out. The CRM facility focusses on non-state actors which implies that its support to service delivery should be where such service delivery is best managed by community structures (that is not to say that in this particular case, the wrong management entity is being supported).

There is evidence that the cooperatives and networks established have contributed to overcoming market imperfections and providing an economy of scale. The formation, strengthening and/or linkage to cooperatives and networks in many cases has been successful in assisting local communities' access new markets and better commodity's prices. In limited cases, these networks have been successful in eliminating exploitative middlemen. In the case of the BMUs supported via ELCI's Empowering People and Nature Project, bulking of at least 250 kilograms of fish per day via the Sabu multi-purpose cooperative society means the cooperative members can now access at least 1 technical Institute, and 3 large hotels as part of their markets. This is in addition to the local markets and 5 other trading centres they supply. At the same time, the members of the Sacco receive information on the pricing of fish from other production areas in the form of sms messages via a link to Samaki-net, a network established by ELCI. This helps reduce the volatility of fish pricing in the region.

Beyond helping organise community members in some outstanding cases, some cooperative societies have played a role in processing and value addition of products, including standardisation. An example that stands out in this aspect is MWAKIBU Farmers' cooperative society. With support by the CRM facility, the society has improved the quality of Aloe Vera processing to achieve certification by the Kenya Bureau of Standards. However, the society has not managed to meet market expectations due to low production among the members.[20]

The entrepreneurship model has been introduced but for many cases more support is needed before the benefits are sustainable. The livelihood and service delivery components of the projects introduced by NSA partners have an inherent entrepreneurship element built in. In many cases, donations are passed on to members of the group e.g. goats provided within for projects. Repayable grants rather than loans are issued to water utilities SANA. However, provision of donations although necessary in some cases is not sustainable nor consolidated. Some donations of animals e.g. to churches in Machakos County among other initiatives seemed disjointed and lacking in an overarching objective. In the case of GEAL's solar lanterns donations, the lack of locally accessible repairers threatens to erode the gains made by the project. The meta evaluation also highlights the case of Green Africa Foundation (GAF)'s Kiln project where the lack of trained artisans within the community led to the dilapidation of brick making kilns.

Box 2.1 Entrepreneurship model

The entrepreneurship model supported by CRM attempts to establish a profit basis for sustaining the benefits of improved natural resources management.

Examples among the portfolio of projects include: the distribution, sale and repair of solar lamps by women groups that set up small shops to stock the lamps and provide repair services. Another example include the sale of water from kiosks that provides an incentive to the kiosk attendant to keep the kiosk open and well managed in terms of preventing misuse and wastage. The entrepreneurship model was also used at farm level e.g. planting of trees that can assist in soil management but also provide a long term income thus providing an incentive to manage the trees.

What is common to these models is that they are designed so that those involved have a clear profit incentive to sustain the management of natural resources. As promoting this model where relevant, CRM provide support to the training and empowerment of the potential entrepreneurs e.g. in booking keeping and through other business development skills.

In projects where the community were required to pay for services and even where the utilities witnessed an increase in connections e.g. water in Kisumu County, there are clear indications that some still cannot run on a sustainable basis and are likely to collapse. Water Service Providers indicated that some community members still cannot pay due to high levels of poverty, while a number of the utility companies do not generate enough to pay back the subsidised loan.

[20] Ermis Africa, End Term Project Evaluation Report for scaling up Aloe enterprise for improved livelihoods and conservation, in Taita/taveta county, Kenya,

Successes tend to be greater where the facility linked to or complimented other wider projects. By extending and consolidating existing initiatives, a number of the NSA partners have been able to maximise on and reap low hanging fruits. This also ensured that project funds were used where they provided best value and cost effectiveness. Such cases although few, have also tended to generate higher success. KOPEDE's investment in water piping infrastructure in Mount Elgon area built on a project previously funded by United States Agency for International Development (USAID). This means that the more costly high volume water tanks were already in place. Most of the water service providers which formed SANA's sub grantees had some form of water infrastructure established through other initiatives. The NSA partner invested in minimal infrastructure such as extending the piping network, purchase of pumps and metres to enable the water service providers to become operational.
A feature of many of the projects has been to involve the public sector services such as the extension service, research and academic institutions but more is needed to sustain activities. NSA partners through the various projects have established linkages to 'meso' level institutions, mainly for technical back up. Examples are KMFRI's involvement in fish management in Busia County, reliance on KALRO for agricultural advisory services and access to improved planting material in the case of NEHCIP and Ziwani Mugiko Women Group's 'Small holder horticultural commercialization' project.[21] NCCK's partnership with Kenya Soil Surveyors in a 'Participatory Reconnaissance Soil Survey' of which results informed different land use systems,[22] as well as collaboration between NEHCIPs' member organisations and polytechnics and universities in agro forestry initiatives are other examples. However, as noted in the mid-term evaluation too, such linkages and cooperation with meso level institutions have not been fully realized and enhanced across the whole programme.

There have been a number of positive unintended economic and service delivery effects. The introduction of livelihood and service delivery component in the programme has in many instances triggered a diverse number of spin off activities and services that are beneficial to households and the community. The proliferation of small businesses has been common. For example, a number of the women who received solar lamps/lanterns through GEAL started mobile phone charging businesses and sale of airtime cards. A case highlighted in Horn Aid's end of project report details how desilting of two water pans in Garissa and Tana River County, originally intended to increase their water holding capacity, triggered long term settlement in the areas and the development of small urban centres. Residents then started crop farming, income generating activities and small businesses in the centres.

[21] Agricom Consultants, End Term Evaluation for Projects under the Changieni Rasili-mali Facility: "Investing in Women Social-Economic Empowerment in Nyandarua North Women Group, 2015, p15.

[22] End Term Evaluation for The Sustainable Land Management In The Mara Ecosystem (Sulamme) Project Implemented By NCCK, 2015

2.3 EFFICIENCY

Q8 Was the programme delivered in a timely and cost-effective manner?

The procedures and practices adopted by Act! and grant holding NSA partners were appropriate. A range of procedures and practices were adopted by Act! to ensure economy, efficiency and effectiveness. Competitive procurement procedures, oversight by procurement committees and active economising were practiced, e.g. by negotiating bulk discounts and minimising travel costs by combining trips to the field[23]. The Monitoring, Evaluation, Reporting and Learning tool also ensured that progress and expenditure at the NSA partner level was tracked and as it was web-based it also served to reduce the cost of physical verification. Such (and other) tools as both mid and end term reviews highlighted provided adequate and necessary controls to ensure resources were utilised for their intended purpose.

[23] iDEA, End of project evaluation, 2015, p30

Box 3.1 Monitoring and evaluation

Monitoring and evaluation took place at different levels:

Project level monitoring by grantees– the grantees were required to monitor and report on progress on a quarterly basis, in some cases they made use of a web based monitoring system

Project level monitoring by the CRM facility- as quality assurance measure, CRM staff made regular visits to review progress and verify results achieved – initially this was planned on a quarterly basis but with the use of the web-based systems, the intensity was reduced. A final internal project review was also undertaken.

Independent Project level evaluation – independent evaluators visited the projects and complied short and systematic evaluation reports shortly after the end of the project. The evaluation reports were generally of high quality and where appropriate took a critical stance.

Programme wide monitoring – a set of 33indicators was assembled (known as the performance monitoring plan) and reported on annually against baselines and targets. The system was comprehensive and was adjusted from time to time. Although it is possible to trace the indicators back to the original logical framework, it is by no means straight forward to do this. Many of the indicator, due principally to the need to find measurable indicators across a wide range of interventions, are mechanical in nature e.g. number of counties engaged. There is also a weakness and lack of transparency in the measurement methodology of direct and in-direct beneficiaries. Despite these weaknesses, the system is far above average for programmes of this complexity.

Advocacy Progressive Index – a innovative monitoring tool known as the Advocacy Progressive Index was used. The tool provided a structured monitoring mechanism for measuring advances in policy reforms both at national and county level.

Annual report – each year an annual report was published, highlighting the progress, shortcomings and achievements. A final report on the CRM facility was also published.

Mid-term and end of programme evaluation – A mid term (2010) and an end of programme evaluation (2016) was undertaken. In addition a meta evaluation that summarised the results across all the projects using the CRM and independent project reviews and evaluations was undertaken. This indicated the quality and usefulness of these reviews/evaluations.

Conclusion: Overall, the monitoring and evaluation practice of the programme, whilst not perfect, was above average especially given the complexity of the programme. In hindsight the choice of indicators for the performance monitoring plan could have been more closely linked to the intermediate outcomes expected and in this way might have been found more relevant for the annual and final reporting.

Extensive training was provided to NSA partners on financial management and cost control. Act! carried out an organisational capacity assessment on each NSA partner that was awarded a grant. The assessment determined strong and weak points in the organisation and allowed a tailored training package to be provided to the NSA partner. In most cases this included a three-day finance and grant management training event with 12 sessions dealing with topics such as procurement, cost control and compliance with tax and other regulations. At some of NSA partners visited (e.g. PELUM), Act! had introduced double entry book keeping (usually the "quick books" accountancy package) and a number of other financial tools and procedures. The NSA partner financial reports were scrutinised by Act! and were also subject to a special audit review in 2013.[24]

Where it has been possible to benchmark unit costs, the analysis indicates a good value for money. Most of the activities carried out are difficult to benchmark as they are highly specific to the circumstances. However, the field visit to the Mt Elgon peace and development project implemented by KOPEDE provided evidence of a unit cost of providing reliable supply of water within 500m distance to households of under USD 25 per person which compares favourably with unit costs elsewhere. One reason for the low cost was that although the settlements served were disbursed and low density, the scheme made good use of the mountain intake and other works that were already in place.

Audit reporting and follow up on audit recommendations indicates that the facility is professionally and efficiently managed, given the challenges of on-granting to multiple partners. An annual audit of Act! was carried out in accordance with international standards. The audit reports indicate an efficient and well managed operation. The main weak points as pointed out in the 2014 audit statement relate to the number of staff (5) available to monitor more than 100 grants. A special audit review of the CRM facility was commissioned for the year 2013 (Deloitte, May 2014). This thorough review, which involved the auditing of a sample of 20 NSA partners revealed:

- Questioned expenses amounting to KES 1.7 million (0.18% of a total on granting of KES 951 million) of which 75% was due to a single NSA partner (Olive Lead Foundation). Act! is actively following up and pursuing this case.
- Salary costs – it was found that on average the salary costs were properly documented and kept to within 30% of the total expenditure on average, although for individual NSA partners the salary costs varied from 0% (Human Rights Agenda, Huria) to 64% (Community Action for Nature Conservation, CONCO)
- Follow up on audit recommendations – 21 out of 23 earlier audit recommendations were fully implemented and the others were being followed up on.

The special audit review reveals that the facility was being managed in a professional and efficient manner with due regard to obtaining value for money. This was confirmed through the spot checks and interviews carried out during fieldwork and is also confirmed by earlier mid-term and end of project reviews.

[24] Deloitte, Report on agreed upon procedures to review the CRM facility, 1 January 2013-31 December 2013, May 2014

Efficiency related indicators in the CRM facility performance monitoring plan show adherence to the targets set. Table 2.6 indicates a slight over achievement by the end of the programme period in terms of accounting for expenses against advances.

Table 2.6 – Indicators relevant to efficiency

indicator	target	Cumulative achievement	Variance
Quarterly Burn rate of funds by partners - a) measuring expenses against advances	85%	98%	▲ 15%
Quarterly Burn rate of funds by partners - b) measuring advances against obligated amount	95%	96%	▲ 1%
Annually Burn rate of funds by partners - c) measuring expenses reported against the obligated amount	90%	94%	▲ 4%

Source: CRM PMP base matrix

2.4 UTILITY

Q9 Is the programme replicable?

Without similar funding the programme will not be replicated – funding from other sources is available and being accessed by a variety of NSA partners but not at the same scale. There is no evidence so far that other donors will fund a continuation of the CRM at the scale of the first phase. DfID have indicated a willingness to continue to fund the climate change activities which constituted about 30% of the fund, but this is not sufficient to continue the programme at the earlier scale or range of activities. The original intention of the programme was to establish a new platform for cooperation among non-state actors within natural resources management. As cooperation with non-state actors will require long term external funding to be effective the platform would also have needed to establish a reputation and mechanism for pooling funding from a number of sources so that sufficient funding would be available even if one or more donors dropped out. The CRM facility has not reached this level of ambition, in part because it was widely expected that Sida would finance a second phase from 2016 and in part because donor funding has, since the new constitution, shifted more towards funding county governments. Fund raising training has been provided to the NSA partners and many have made use of this training to seek and obtain new and additional funds. The activities of many the NSA partners will continue through application to other donors and sources, although most likely at a much-reduced scale. The programme was geared towards a next phase rather than an exit. There were very few examples of projects with a viable exit strategy.

At the project level the policy, capacity development and advocacy activities have the potential to be scaled up and replicated, and there are some examples of where this has happened, but the process is vulnerable. Where organisations have had their capacity developed and/or where advocacy led to policy and other changes, there is the potential for a transformative effect that does not just ensure that the benefits are sustained but that they are replicated and scaled up. An example is the support to self-help groups on ensuring land rights for widows. Building capacity for these groups combined with sensitization of county governments is likely to lead to more cases of land rights being successfully restored. There was an example visited in Kakamega County where one of the NSA partners had assisted in the process of restoring land rights to widows and could cite cases where this was continuing even without programme support. A similar case was noted in the Yala swamp in Western Kenya where the deterioration of communal land rights was successfully challenged by the community after the programme had withdrawn its support. Whereas there were cases of empowerment of civil society beyond the programme it was also noted that the process is vulnerable given the asymmetric information and power relations. Although sustainability is addressed to varying extents in the project level activities there is rarely an organised exit strategy presented.

At the livelihood and service delivery level, some interventions have the prospects of scaling up and replication e.g. through fisheries regulation and engagement of county funding of water infrastructure. Especially where the entrepreneurship model was adopted, the livelihood and service delivery interventions demonstrated some prospects of scaling up and replication. The greater involvement of civil society in county budget making has already led in some counties to make a shift in prioritisation of investments. In the Mount Elgon region for example, the county government has, after the programme withdrew, extended the water supplies using county budgets. There were also a number of other cases where counties have continued to scale up the programme efforts using their own resources. In the fishing villages supported around Lake Victoria, the success of better self-regulation and enhanced cooperation with the fishing authorities has led to a model of success which is already being replicated beyond the initial eight Beach Management Units (BMU) supported.

Where permanent “meso” -level structures such as KALRO or WRUAs or NSA networks are engaged there are prospects for scaling and replication. The programme can point to many policy interventions (macro level) and also to many small-scale grass-root successes (micro level), but it is difficult to conclude that the policies will necessarily be implemented as intended or the grass root successes can be replicated without the relatively large subsidy and support that was provided by the programme. Where the programme has engaged and capacitated institutions and middle-level actors responsible for implementation of policy and for supporting communities with public goods there are prospects for a wider transformative effect. The programme has worked with permanent organisations such as country governments, WRUAs, extension based services in government as well as specialist institutions such as KALRO. In many cases these organisations using their own resources are able and have already shown the capacity to extend and replicate the programme efforts e.g. in the cases mentioned earlier concerning the extension of water supplies, the adoption of more sustainable fishing and the support to land rights. Although the programme has worked with many of these organisations, especially during the later years, it is an observation by many that the programme, in hindsight, could have been done more in making use of and engaging with these “meso”-level bodies.

The facility provided a platform that added value by ensuring consistent targeting, control and an economy of scale in transferring resources to organised civil society and non-state actors. Without the facility it would not have been possible to support non-state actors in natural resource management at the same scale and to the same quality. The CRM facility ensured a consistent targeting and screening of proposals as well as the application of effective controls that ensured transparency, accountability and value for money. There are other potential facilities and funds such as the Water Service Trust Fund, the Forest Conservation and Management Trust Fund, the Community Development Trust Fund and many others. The extent to which these facilities and trust funds could have provided the same or a similar function is beyond this evaluation. None of them alone, however, appear to have the same scope or broader focus on natural resources as the CRM facility.

2.5 REFLECTIONS ON THE CRM FACILITY AND A SUMMARY OF LESSONS LEARNED

The foregoing analysis and findings provides insights on the strengths and weaknesses of the CRM facility which are summarised in table 2.7 below:

Table 2.7 Strengths and weaknesses of the performance and approach of the CRM facility

Strengths
The selection, engagement and implementation of projects through NSA partners was strategic. It increased the reach of the programme, improved project ownership and relevance in the contexts where the projects were implemented. Particularly, where these partners were well established in their field e.g. advocacy, this catapulted the results.
The approach of integrating advocacy and livelihood/service delivery components was crucial when reaching out to engage and benefit the poorest. This approach produced added benefits as it ensured a suitable entry point for a change in behaviour e.g. supporting a water project was the entry point for collaboration over water sharing and payment of water fees as well as establishment of small business.
Effective networks, linkages and collaborative endeavours were established with an array of actors, including research institutions (e.g. KALRO, KMFRI), universities and the private sector.
Many projects supported the strengthening of networks, associations, cooperatives (and in some cases also supported their formation) – this has had a catalytic effect in increasing the level of outreach in the program, improving awareness regarding natural resources and environment, and enhancing sustainability.
The CRM facility and in some cases the NSA partners showed a strong appetite to learn from emerging results e.g. evaluations with an active feedback loop into the facility and with heavy investment in a Monitoring, Evaluation Reporting and Learning (MERL) framework. An example of the learning is the increased focus on developing entrepreneurship models in the later calls for proposals.
Organisational Capacity building of NSA partners, networks and coalitions was comprehensive and well-structured and was a crucial factor in enabling NSAs to deliver. In some cases it was transformative, turning small NSA partners into managers of substantial amounts of funds.
The entrepreneurial model although only applied in the later phases was well conceived. NSAs and projects were supported in how to best engage with communities and small busi-

nesses so that a profit and tangible benefit would arise that could sustain the motivation for individuals and small businesses to remain involved and promote natural resources management.
The facility was professionally and ethically managed. The facility management was highly efficient and benefitted from the long and reliable history in grant management, capacity building and engagement with NSAs of ACT!
Weaknesses
The facility is solely dependent on donor funds thus little prospects for continuation without additional funding.
The duration of individual projects was too short – this led to weak implementation modalities and a mismatch between the time available and the ambition of the projects and also led to mistiming in providing training.
A critical mass of change in anyone sector or county or ecosystem was not possible as the programme involved too many sectors and led to scattered projects. Separation of some sectors e.g. climate change was largely donor driven.
Technical support within the projects was relatively weak, and not as comprehensive as organization capacity development. This was limited to mentoring and in some cases, centralised trainings on common capacity gaps. In some cases, some NSA partners undertook and implemented activities that were beyond their scope of influence.
A strategy for how and when to engage in service delivery was not in place. There was a tendency not to be fully aware of the potential overlap with public sector service delivery e.g. in extension advice and provision of water services

Similarly the analysis and findings lead to a number of lessons learned. The most important are summarised below:

Lesson 1 - It is necessary to integrate service delivery/livelihoods and advocacy to generate interest from the communities, especially where they were very poor . As elaborated on in the findings, provision of tangible economic benefits e.g. support for alternative livelihoods, provision of donations such as seeds, fruit trees and support for delivery of crucial services such as water was necessary as opposed to engagement in advocacy related activities only. Providing tangible benefits not only generated interest in advocacy work but also demonstrated the added benefits of participation, conservation and better utilization and management of natural resources. Where advocacy was pitched at the national level (e.g. in support of land reform monitoring) the mix of service delivery/livelihoods and advocacy was not necessary. At county government level it was observed in some cases that the space given to advocacy and the credibility of the NSA was in some measure dependent on the degree to which they were also seen to be assisting in a tangible way. An example is the advocacy provided on introducing sustainable agriculture in the Machakos county policy. The NSA involved was provided with the entry point and supported by the county assembly because they had established a high credibility with their practical support to disadvantaged schools in mainstreaming environmental education.
Implications: This implies that future advocacy programmes should seek to maintain a balance between advocacy and livelihoods/service delivery at least at the community level. In

such circumstances, it makes sense to engage in service delivery provided community based service delivery is the best model in service delivery. Care needs to be taken not to substitute government where the best way forward is for government (or private sector) to provide such services. Where government or private sector delivery is the best model but not yet operational, the approach to temporary service delivery needs to have a transition strategy that enables government and crowds in rather than crowds out the private sector.

Lesson 2 – NRM projects need a relatively long period of project implementation. A major challenge highlighted is that almost half of the grants issued were for just one year and only a few exceeded 2 years. This proved too short given the nature of some activities e.g. advocacy and policy processes, and led to a high number of no cost extension requests. Of perhaps greater concern is that a year was too short a period to demonstrate concrete results given the teething problems encountered at the start of the project e.g. in the late disbursement of funds. In a number of cases, the project was also not able to consolidate the emerging results or to even scale these up. In one example, a solar energy project in Magadi that has resulted in substantial income benefits for rural women would have benefited from training of some youths in repair of the solar lamps. However, this was not possible given this particular project was relatively short thus putting the whole project at risk of collapse in the eventuality that this key element is not addressed.

<u>Implications:</u> This would therefore require that future engagement with NSA partners be undertaken for longer periods (with possibilities of yearly review and renewal) given the nature of some of the activities.

Lesson 3 – Strong fiduciary controls both ex-ante and ex-post are worthwhile. Screening the organisational and financial management capacity of the NSAs and a very close monitoring during the process proved useful in control. The CRM facility undertook detailed screening of NSA partners before funding projects. For instance, NSA partners that did not have annual accounts or audits could not receive project funding. Also partners received piecemeal funds whose use was constantly monitored and subject all expenditure subjected to audits. Although in one case i.e. Olive Leaf Foundation the partner dissolved and wound up operations in the course of the programme, such cases were extremely limited. Similarly, cases of fraud and unethical management did not occur.

<u>Implications:</u> Although it is expensive future facilities should follows similar fiduciary precautions as they are necessary, ensure value for money and lead to a high credibility for the facility.

Lesson 4 – Projects, perhaps to obtain funding, are often unrealistic and overly ambitious. Some of the NSA partners' projects took on too many project objectives while some undertook activities often beyond their capacity and circle of influence. For instance, one of the partners sought to shape a public private partnership agreement involving an international company engaged in community land and attempted to set up an overall coordination committee. In another case, the NSA partner sought to introduce environmental education in schools without support of the Ministry of Education.

Implications: There is clear need in future for better technical guidance to NSA partners to ensure programmes are within scope of influence and realistic.

Lesson 5 – Repeat training of NSA is necessary. There was clear need for repeat training as the capacity development was rarely a one off event. There were clear requirements for extensive follow-up on NSA partners from the onset**.** Due to a number of factors, including that some of the NSA partners were small Community Based Organizations, a substantial number of the NSA partners had larger than expected capacity needs. Some had persistent problems in integrating the knowledge, skills and new systems disseminated during the trainings. The one off training events at the onset thus evolved to regular follow-up and visits from the facility, and online monitoring to enable continuous assessment of performance, with implications for demands on Act! Staff time. This enabled some NSA partners which started out as small organizations e.g. KOPEDE to became reliable managers of substantial funds with successive capacity building.

Implications: Future programmes should seek to undertake capacity gaps assessment early on, and undertake necessary measures to fill identified gaps and be prepared to offer (as CRM did) repeat training where necessary.

Lesson 6 - Involving and establishing linkages with meso level structures and institutions is important for augmenting technical gaps, for sustainability and replicability of the projects. As indicated in the findings, **s**ome of these institutions bridged major technical gaps within the various projects as witnessed in the case of ELCI's supported identification and demarcation of fish breeding zones and in other numerous examples of KALRO's support in research, training and recommendations on higher yielding and drought resistant crop varieties within agricultural projects. Links to county government, universities and private sector business tended to improve the prospects for sustainability and replication.

Implications: Stronger and early on establishment of such linkages and collaboration endeavors, and at a scale large enough to deepen the links established across the board are needed to create prospects for sustaining and replicating the benefits.

Lesson 7 – It is not easy to establish a critical mass and avoid scattered projects. As highlighted earlier in the findings, the CRM facility was largely fragmented, in part due to the relatively broad call for proposals and the concern that counties and NSAs would not have sufficient absorption capacity to allow more concentrated efforts to be made. As a result the facility involved too many projects and NSA partners, largely scattered in most of the Country's counties, and hence this partly contributed to the difficulty in reaching a critical mass.

Implications: This implies that in future, more focus could be put in clustering the programme in ways that make more strategic sense e.g. geographical clustering of some themes like water and land either at a county or ecosystem level.

Lesson 8 - It is not possible to tackle gender sufficiently if there is not a stronger and deliberate thrust to do so. NSA partner projects struggled with gender mainstreaming beyond the typical participation enhancement models i.e. ensuring women participation in meetings, trainings etc. Without a deliberate strategy for gender programming, apart from cases such as the women's solar lamp project in Magadi, Kajiado and the promotion of energy saving *jikos* in a number of projects, it was highly unlikely that the project would be transformative in its modalities. This is also due to the fact that where cases emerged that showed improved access to assets and resources by women e.g. land and income, the programme was not sensitive enough to pick these up for scaling up.

Implications: Such a programme, would require a more strategic and deliberate focus on gender, if the programme is to be transformative in that sense.

Lesson 9 - The inclusion of an entrepreneurship/enterprise model is important and contributes to sustainability. The programme pursued an enterprise model in its introduction of livelihood and service delivery activities. Examples highlighted in the findings show that for instance, where water projects were funded, community members pay small fees for the water connections while some NSA partners issued repayable loans instead of grants to its sub grantees - contributions that have played a key role in enhancing community ownership and the sustainability of some of the projects. . The establishment of cooperatives (although limited) addressed some market imperfections.

Implications: Future programmes that introduce similar models should seek to strengthen the enterprise aspect more especially in regard to scaling up, value addition and marketing to ensure livelihood activities are more transformative for households i.e. a more value chain approach with very clear engagement of private sector actors.

3 Conclusions and recommendations

3.1 CONCLUSIONS

Conclusion 1 - The programme was relevant and timely given Kenya's change in constitution and the emphasis on devolution. The reform context during the programme period was dynamic and the programme responded strategically to the opportunities available to further civil society participation and empower local government to support sustainable management of natural resources. Land issues were particularly relevant and addressed through a variety of top down (policy advice) and bottom up (support to land right holders) interventions as well as by a special extension of the programme. The sectors chosen and types of intervention were appropriate, although as noted elsewhere it was difficult to create a critical mass as the interventions were quite widespread. A particular innovation was the use of a strategic environmental assessment to inform the choice of interventions. The programme strategy was also supported by an analysis of aspects of the political economy and related challenges facing civil society. It was found that all projects and interventions examined contributed explicitly to the objectives of the CRM facility. Whilst the first phase of CRM focussed on policy and advocacy, this was later amended to include elements of service delivery and enhancement of livelihoods in order to increase the programmes immediate relevancy to the ultimate beneficiary groups. Where projects directly involved the poor and disadvantaged, it was found essential to go beyond pure advocacy and find means of demonstrating how following policy and advocacy advice could lead to improved service delivery and/or enhanced livelihood.

Conclusion 2 - The programme was effective as a platform for channelling assistance to and developing the capacity of NSA partners. The organisational capacity development of NSA partners has been systematic and comprehensive. All NSA partners highly appreciated the capacity development provided and were able to point to significant benefits, especially within improving internal institutional governance and management.

Conclusion 3 – The programme was effective in improving participation through linking communities and the county governments. There is evidence of citizens empowered by the CRM facility demanding their rights, as well as growing confidence and familiarity in community based organisations to demand accountability and services from duty bearers. In over 40 counties, NSA partners provided the tools and resources to county governments to engage with citizens. Participation was monitored against a number of indicators in the CRM facility performance monitoring plan and showed positive results compared to the targets set. In a number of cases, as could be expected with highly contested natural resources, the programme was able to address highly fragile and conflict affected situations and several of the NSA partners demonstrated highly effective and conflict sensitive approaches.

Conclusion 4 – The programme was effective in introducing an entrepreneurship approach. At the individual household level there is evidence of achievement of economic benefits and service delivery. There is also evidence that the entrepreneurship models applied at household level and through the establishment of cooperatives and networks have contributed to overcoming market imperfections and provided an economy of scale, at least for farm and project level operations.

Conclusion 5 - The programme was less effective in: developing a long-term platform for NSAs within natural resource management. The envisaged breakthrough progress in providing a sustainable and longer-term platform for civil society within natural resources management was not achieved, nor in hindsight was it achievable through a 4 to 5 year programme. Organised civil society is still dependent on external donors and although capacity has been built, instability in funding and staff turnover mainly caused by funding constraints threaten to undermine the capacity developed. Citizen participation, whilst encouraging, has tended to be stronger in the management and utilisation of natural resources than in its governance.

Conclusion 6 – The programme was less effective in achieving a critical mass that could sustainably address land and natural management resource issues. Many of the projects, although effective in themselves, were characterised as one-off or single interventions that have not yet created a sufficient momentum of change to reverse decades of natural resources degradation and the erosion of rights related to natural resources. Scaling up and replication has been slow and limited to those cases where a strong connection was made to permanent organisations such as research bodies or county governments. Convincing examples of the entrepreneurship model were introduced, particularly towards the end of the programme, but more intensive support is needed before the benefits are sustainable and take root. Although, the approach to gender followed good practice (e.g. using gender disaggregated data), most of the projects that arose from the call for proposals, and more so majority of the cases that were examined in detail for this evaluation (both from the field and on the basis of literature review) were not designed or targeted to be transformative.

Conclusion 7 - The programme was efficiently and professionally managed. The procedures and practices adopted by Act! and grant holding NSA partners were appropriate. Extensive training was provided to NSA partners on financial management and cost control. Where it has been possible to benchmark unit costs, the analysis indicates a good value for money. Audit reporting and follow up on audit recommendations indicate that the facility is professionally and efficiently managed, given the challenges of sub-granting to multiple partners. Although reporting is variable in its quality, the programme as a whole has been well monitored at output and in some cases also at outcome level. A particular innovation is the CRM advocacy progressive index tool, which provided a structured mechanism for measuring advances in policy reforms both at national and county level. The results based monitoring system (known as the performance monitoring plan) although far above average for this type of programme, had limitations as the indicators were rarely at outcome level and the indicators were not extensively used for reporting. However, overall and in combination with the project and meta evaluations, the monitoring was of a high standard - especially given the complexity of the programme. Overall, efficiency related indicators in the CRM facility performance monitoring plan show adherence to the targets set.

Conclusion 8 - The factors that positively affected the effectiveness, impact and sustainability of the programme were linked to: a well-conceived strategy; the presence of NSA networks and earlier projects; the linkages created to "meso" level institutions. The programme strategy responded to the constitutional obligation for citizen engagement in budgeting and development planning which provided a favourable context for sustaining the benefits of participation. Where NSA partners were part of wider networks, the capacity development is likely to be better sustained because the network hubs showed signs of being able to provide refresher training and mentor their members. Support to networks have strengthened the collective voice of organised civil society even beyond the programme lifetime. Projects which have built on earlier support provided by other donors or NSA partners or which have linked to wider processes have tended to be more successful. A feature of many of the projects has been to involve the public sector services, such as the extension service, as well as the research and academic institutions. Links to such "meso" level organisations (such as local governments, government research and extension organisations, private sector business associations, cooperatives and others) has tended to improve the prospects for sustainability and replication, but more is needed to sustain the activities and to deepen the links established.

Conclusion 9 - Factors that negatively affected the programme were: the short duration of many of the grants and; the scattered effect that arose from intervention in many different areas and counties. The programme has been spread across many sectors and counties, which has made it difficult to develop a critical mass of change. The lack of critical mass is also related to the short duration of the grants (most under one year) when compared to their ambition level. It should also be recognised that the scattering of projects is linked to the limited absorption capacity both within the NSA partners and others such as the county governments. Furthermore, the short duration of projects is a response to the prudent approach of limiting project size and duration to the capacity of the NSA partners. Nevertheless, it is accepted by most as a lesson learned that less fragmentation and longer duration is possible and would be more effective in future.

Conclusion 10 - Although the programme itself is unlikely to be replicated without a further funding round, there are some limited prospects of the benefits

being scaled up and replicated in different areas especially where strong links have been created with counties and "meso" level institutions. Without similar funding the programme will not be replicated – funding from other sources is available and being accessed by a variety of NSA partners but not at the same scale. At the project level the policy, capacity development and advocacy activities have the potential to be scaled up and replicated, and there are some examples of where this has happened, but the process is vulnerable. At the livelihood and service delivery level, some interventions have the prospects of scaling up and replication e.g. through fisheries regulation and engagement of county funding of water infrastructure. Where permanent "meso" level structures such as Kenya Agriculture and Livestock Research Organisation (KALRO) or Water Resources User Associations (WRUAs) or NSA networks are engaged there are prospects for scaling-up and replication. The programme was geared towards a next phase rather than an exit. There were very few examples of projects with a viable exit strategy.

3.2 IMPLICATIONS FOR FUTURE SUPPORT.

The CRM facility is no longer receiving support from Sweden although some support is carrying on through DfID funding focusing on climate change. A proposal for a second phase was requested by Sweden and forwarded by Act! in 2015 but has not been responded to yet, awaiting consolidation of the strategy for Sweden's development cooperation with Kenya and the outcome of this evaluation. It was not within the scope of this evaluation to examine the justification and options for future support, however some findings and insights were gained during the evaluation that are reflected on below in relation to the Strategy for Sweden's development cooperation with Kenya (2016-2020). These findings/insights are presented in 3 groups below:

<u>Generic findings that are well-established and supported by this evaluation:</u>

- **NRM important for poverty** - Improving natural resource management and climate change resilience in Kenya is central to poverty reduction and strengthening the rights of the poor. This focus is also well aligned to Kenyan development policies and priorities - although far from being followed in practice.
- **NSA role is crucial** - Non-state actors and organised civil society have a crucial role and a track record in contributing to improved natural resource management and climate change resilience. Non-state actors have a role both in building capacity at community level and in strengthening and advocating for rights associated with natural resources.
- **Historic opportunity to consolidate participation** - Kenya's 2010 constitution has led to ground breaking progress in improving public participation in decision making at national and local level but there is much still to achieved. The progress made is not yet consolidated and there are risks of a political economy nature that could reverse the gains (e.g. corruption, weak institutions, political interference) particularly those related to land rights.

Specific findings arising from this evaluation:

- **NSA support at scale needs a platform.** A platform is needed for effective support at scale to non-state actors within natural resource management and climate change. The platform allows a multi-donor approach. Without a platform created within civil society, the donor themselves would effectively have to create the platform within their own organisation. The alternative would be chaos.
- **CRM platform has worked.** The CRM facility has functioned as an effective and efficient platform – although there is room for improvement and learning from the experience to date. Of these the most important are:
    - How to achieve a critical mass of change without going beyond the absorption capacity of civil society or the public sector
    - How to support livelihoods and service delivery without substituting or undermining government services in the long run
    - How and when to combine advocacy with service delivery and support to livelihoods.
    - How to ensure that the positive processes in terms of enhancing rights and improving service delivery and livelihoods are scaled up and replicated.
- **Alternatives are not yet explored.** There are other platform options but these are not highly obvious and the potential has not been compared or evaluated in comparison with the CRM facility
- **Potential for triggering domestic resource mobilisation is not yet explored.** Longer-term funding sustainability for civil society action within natural resource management is far in the future. In the short term (5 years), funding will continue to be dominated by external agencies. In the medium term (5 to 10 years) there is a potential to mobilise trust fund type arrangements to provide a platform that brings together multiple sources of finance including government resources. Natural resource endowment funds are a potential and the Kenya water services trust fund is an example of a fund that at least originally foresaw a significant government contribution in the form of a petroleum tax contribution. The potential for these type of arrangements has not been evaluated.

Findings arising that related to the Strategy for Sweden's development cooperation with Kenya (2016-2020):

- **NSA support to NRM links to all 3 elements of Swedish strategy** – The type of support provided through the CRM facility strongly contributes to all three elements in the Swedish strategy (A better environment, limited climate impact and greater resilience to environmental impacts, climate change and natural disasters; Strengthened democracy and gender equality, and greater respect for human rights; Better opportunities and tools to enable poor people to improve their living conditions)

3.3 RECOMMENDATIONS

Recommendation 1 – Convene a donor conference with the aim of providing resources to fund a consolidation and scale-up phase with a focus on interventions

that require additional support to make them sustainable and/or those where there is a high potential for scaling up and a viable exit strategy. The short duration of many of the projects has led to the starting of a number of promising initiatives, which on a selective basis should be followed up on. An example is consolidating the entrepreneurship model for repair of the solar lamps and, the extension of the self-regulatory measures in the fishing villages along Lake Victoria. Act!, Sweden, and DfID could take the initiative in convening a donor conference that also links to Kenyan institutions such as the water services trust fund and the forest conservation and management trust fund and other similar funds. Action: Sweden , DfID and ACT!

Recommendation 2 – Future programmes should consider to create greater critical mass by focussing on fewer sectors and fewer counties with larger projects over a longer duration. Experience from the CRM facility has shown that some of the constraints of absorption capacity within NSA partners can be addressed by engaging with larger networks that in turn support the smaller NSAs. At the same time the absorption capacity of counties is increasing as capacity is developed at that level which makes more intensive engagement more realistic. Action: Organisations that lead future programmes.

Recommendation 3 – Future programmes should ensure that the combination of advocacy and support to service delivery and livelihoods avoids substituting or undermining public sector functions. Advocacy, support to the rights approach and building up of awareness among (of both the public and the public sector) are activities that do not directly interfere with or threaten to perpetuate low public sector capacity, however such activities need to be combined with service delivery and livelihoods if they are to be meaningful, relevant and gain the support of most poor communities. Where community based service delivery and enhancement of livelihoods is the best model it is appropriate to help with service delivery and livelihoods but care needs to be taken not to substitute government where the best way forward is for government (or private sector) to provide. In a transition situation where government has the mandate but not the capacity, the strategy for support must be carefully worked out to ensure that low public sector capacity is not perpetuated. Action: Organisations that lead future programmes.

Recommendation 4 – Future programmes should consider climate change as a cross cutting theme rather than as a stand-alone sector. The longer-term aims of climate change are supported by many of the land, energy, water and environment projects. These projects have good prospects for integrating climate change, which should be optimised. Linking climate change initiatives to more immediate and tangible benefits will help provide a more conducive incentive environment as well as generate the resources and financial buffer needed to sustain adaptation and mitigation in the future. Action: Organisations that lead future programmes.

Recommendation 5 – Gender - Future programmes should be designed in a gender sensitive, better still transformative way. The programme could in a deliberate and strategic way address gender concerns, achievable in various ways that could tackle power relations i.e. both capacities and control of resources or even challenging relations and structures. Deliberate funding of projects that show well thought out gender considerations e.g. livelihood and agricultural projects that demonstrate value chains with greater potential for higher income generation for women is one way. Secondly such could be emergent. This requires close monitoring of the projects and scaling up projects that demonstrate evidence in the e.g. promotion of the position of women or challenge the control of resources like land that are the prerequisites for empowerment. Such approaches are applicable to other cross cutting issues for instance youth, people living with disabilities. Action: Organisations that lead future programmes.

Recommendation 6 – Future programmes should create stronger linkages to "meso" level structures to enable replicability and sustainability of interventions. The programme can point to many policy interventions (macro level) and also to many small-scale grass-root successes (micro level), but it is difficult to conclude that the policies will necessarily be implemented as intended or that the grass root successes can be replicated without the relatively large subsidy and support that was provided by the programme. Where the programme has engaged and capacitated institutions and "meso" level actors responsible for implementation of policy and for supporting communities with public goods there are prospects for a wider transformative effect – especially for service delivery and livelihood initiatives. Action: Organisations that lead future programmes.

Recommendation 7 – Sweden should in light of the findings of this evaluation and the strategy for Sweden's development cooperation with Kenya consider to support non-state actors within NRM and climate change. The key points to take into consideration are:

- The need for a platform and a multi-donor approach
- The need to look at alternative platforms and especially with consideration of the medium term potential of triggering domestic resource mobilisation
- Integrating the lessons learned from the CRM facility

Action: Embassy

Recommendation 8 – Future programmes should seek new and more sustainable funding models, over and beyond traditional donor funding, to improve sustainability. Recent literature suggests social enterprise models are examples of emerging yet creative funding models in the natural resources sector. These include seeking ways to combine non-profit and business values. The introduction of livelihood models also means that value addition, bulking and marketing (as happens in a few of the cooperatives) can be pursued as means to sustain some NSA partners activities.

Action: Sweden, Act, NSA partners.

Annex 1 - Terms of Reference

Background

The Swedish International Development Agency through The Embassy of Sweden in Nairobi has been supporting a five-year project with Non-State Actors (NSAs) in the Natural Resources Sector that is hosted at the NGO Act! (Act Change Transform), also referred to as the Changieni Rasilimali Facility. The total amount of the budget for the support to Act! during 2011-2016 has been 148 MSEK. The overall objective of the facility is "*Improved participation by citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya*". At least 120 Non State Actors have been supported through the facility.

The Changieni Rasili-Mali (CRM) Facility aims at addressing inflexibility in funding mechanisms to match advocacy and policy change activities; extreme overdependence on donors by Non State Actors (NSAs); imbalance between representation and expert roles of NSAs in the sector; weak or missing cooperation and alliances among NSA partners, donors and government; under-involvement of non-traditional NSAs such as private sector, media and academic institutions as well as inadequate cross-sectoral coordination and dialogue within the NRM sub-sectors among other constraints NSAs are facing in the environment and natural resources sector in Kenya.

Changieni Rasili–Mali (CRM) Facility

CRM Facility is anchored within Act!'s Environment and Natural Resources Management platform. It is a 4-year Programme (with one year non-cost extension) jointly funded by the Government of Sweden and the UKaid. The Facility seeks to create a new platform for cooperation within Non-State Actors, the government and its agencies in the environment and natural resources sector in Kenya and contribute to the achievement of Kenya's Vision 2030, within the framework of Kenya's Constitution, 2010.

Overall Goal and Objectives

The goal of CRM facility is "*to improve participation of citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya"*. More specifically, the programme seeks to achieve the following specific objectives by the end of the project period:

- Improve organisational capacity of non-state actors to deliver their mandates in environment and natural resources sector.
- Improve participation of citizens and marginalized groups in governance, management and utilisation of natural resources.
- Improve policy and legislative environment for sustainable natural resources management at national and decentralised governance structures.

Planned Intermediate Outcomes of the facility

The Programme targets the following outcomes by the end of its implementation:

i. increased technical and organisational capacity of Non-state Actors to deliver their mandate in environmental and natural resources sector;
ii. Increased participation of citizens and other stakeholders in climate change mitigation and awareness through access to climate change information;
iii. increased participation of the citizens in the governance and management of environmental resources at all levels;
iv. increased participation of citizens and marginalized groups in the management and utilisation of natural resources;
v. improved policy and legislative environment for sustainable natural resources management;
vi. Increased economic benefits for resource-poor groups from sustainable utilisation of natural resources;
vii. Strong and effective NSA network, coalitions and partnership established.
viii. Improved sustainable management of natural resources;
ix. Improved service delivery to constituents in the ENRM thematic sectors;
x. Citizens empowered to demand for services and accountability from duty bearers.

The CRM Facility is designed to support NSA's in the Environment and Natural Resources Management (ENRM) sector through competitively bided Grants, providing capacity development (targeted trainings, mentorship and institutional support) and cross-learning, sharing of best practices and a shared voice in policy and legislative advocacy for the ENRM sector.

Purpose of the evaluation

In accordance with the agreement between Sweden and Act!, an end of project evaluation was scheduled. The purpose of the evaluation is to assess the relevance of the programme and make an assessment of achieved results during the programme period based on programme objectives (please review the Planned Intermediate Outcomes of the facility).

The evaluation shall make an assessment of the relevance, efficiency, effectiveness, impact, and sustainability of the programme activities since 2011. The evaluation team should provide the Embassy of Sweden and Act! with useful information, analysis and recommendations based on lessons learned. Recommendations should relate to active engagement by citizens, effective policy development, programming and implementation. Based on lessons learned the evaluation shall assess main strengths and challenges in the programme.
The evaluation shall also assess if and how previous recommendations from the Mid-term review and end of Year 4 review have been addressed by Act!.

Scope of work and methods
The evaluation should cover the overall assistance provided through Act! during May 2011 and March 2016.

The *methodology* will include:

a) **Desk studies**. The evaluation team should study relevant material in the CRM Facility and Sida/Embassy database such as Country information, the Swedish Cooperation strategy with Kenya, action plans, project applications, correspondence, agreements, reviews and annual reports.

b) **Field visits to various field sites where the CRM Facility has implemented projects. The selection of projects during field visits should consider size and complexity of the project, thematic areas, i.e., water, renewable energy etc., as well as geographic spread in the program.** During the field visits, extra attention should be given to the geographic areas of relevance for the CRM Facility. These visits should include interviews with target group's including Act! clients including beneficiary, community representatives, international and national CRM Facility personnel, other staff (non-CRM Facility), representatives of national and local governments, donor representatives and other partner organisations.

c) **Interviews with stakeholders/partners/beneficiaries**. Consultations in the field will be held with all relevant stakeholders: CRM Facility staff, local authorities, CSO and Private Sector beneficiaries. Beneficiaries are clients received in listening points, local authorities and other community leaders attending training seminars.

Evaluation principles
The evaluation will be guided by OECD-DAC evaluation standards and the following ethical rules/considerations:

a) Openness – of information given, to the highest possible degree to all involved parties

b) Publicity/public access – to the results when there are not special consideration against this

c) Broad participation – the interested parties should be involved when relevant/possible

d) Reliability and independence – the evaluation should be conducted so that findings and conclusions are correct and trustworthy.

Relevance – is the programme design appropriate in the context of environment and natural resources reform framework (including climate change; environmental conservation; renewable energy; agriculture, food security and livelihoods; and water resources) as well as land reform framework environment?
Efficiency - Is the programme delivered in a timely and cost-effective manner? Have resources been used cost effectively? Do the results -- quantity and quality – justify the resources expended?

Effectiveness – To what extents were planned results achieved. What are the reasons for the state of achievement? What supports and barriers have affected achievement?
Impact - To what extent has the programme contributed to longer-term outcomes and goals of the CRM Facility and SIDA? Are there unanticipated positive or negative consequences? Why did they arise?
Sustainability – Is there an enabling environment that supports ongoing positive impacts? Can the outcomes of the projects be sustained beyond the life of the programme? Will impacts continue to be realized?
External Utility - To what extent is the programme replicable? Might its approaches, methods, and/or content have potential value in another situation or programme?
The final evaluation will review the achievement of programme objectives. In particular:

- Assess how and whether results have been attained in accordance to the work plan and the Results and Resources Framework.
- Whether the programme is considered to have had a value for money (VfM) in the financial investment and attained results. A consideration of staffing levels in relation to the work load needs to be considered.
- Assess whether the facility has strengthened the capacity of CSO's and/or networks in the NRM Sector.
- Assess the catalytic role of the CRM facility and how it has enabled CSO´s in developing sustainable solutions? Identify what type of projects that have been catalytic and why? Provide example a number of success cases within the program.
- Assess the sustainability of the CRM facility.
- Evaluate how the facility has engaged the NRM Sector (both CSO's and Government), and whether this has been helpful to push forward the CRM Facility agenda.
- When relevant, assess the technical standard and quality of the projects undertaken.
- Assess level of outreach in the program and if the facility has managed to build and improve awareness regarding natural resources and environment among Kenyan?
- Since the support is targeting the network as such, the assessment will also evaluate how planning, implementation and review have been institutionalised within the Facility.
- Assess whether the land sector has been addressed adequately within the present form of the facility, and

- If so, how?
- If not, how could it be addressed?

- Assess to what extent the programme has included a gender sensitive approach and on that basis draw conclusions and recommendations on the implementation of gender equality within the program.

The evaluation shall be summative and forward looking in the sense that it shall be able to draw conclusions regarding the outcome and (possible or actual) impact of the support to the NRM Sector. Impact here relates to the totality of the effects of the programme activities, positive and negative, intended and unintended. Impact on the local (community), national and international levels will be considered, where appropriate.

Timeframe

The total time frame of the evaluation will be 45 days divided among the team members. The timeframe will have the following deadlines;

- The assignment shall start latest **4 of November 2016**. A first meeting shall be held before the assignment starts in order to review the ToR.
- An inception report shall be submitted to the Swedish embassy no later than **20 of November 2016.**
- A draft report shall be submitted to the Swedish embassy no later than **19 of December 2016.** The Swedish embassy shall send its comments within ten working days.
- The final report shall be submitted **20 of January 2017**.

The contact person at the Swedish Embassy will be Nasrin Pourghazian (nasrin.pourghazian@gov.se), telephone number +254 (0) 732600851.

Any deviations from the ToR or major changes during the assignment period must be approved in writing by the Swedish Embassy.

Evaluation team

The evaluation team must have the following qualifications and merits;

Team Leader;

- In-depth knowledge and experience of development cooperation, minimum ten years of working experience in related fields.
- Previous experience of leading an evaluation team.
- Knowledge of natural resource management and environmental sector and experience from participating in and/or leading previous evaluations within the sector.
- Experience from the region and similar development contexts.
- Previous experience from Sida evaluations is a merit.
- In-depth knowledge of monitoring and evaluations methods.

Team member/s

- Technical experience and expertise within environment, natural resources, including land, water, renewable energy, climate change and agriculture.
- At least one member should be fluent in Kiswahili.
- Knowledge of governance and advocacy in the Kenyan context.

- Experience in monitoring and evaluation, including project cycle management processes.

All team members must be able to communicate fluently in English.
The consultant team will be fully responsible for arranging accommodation, transport and visa during the assignment period.

Selection Procedure
Qualified consultant or consultancy firms are required to submit;
• A five-page proposal to Embassy of Sweden interpreting the terms of reference and elaborating the consultancy methodology and design, level of effort required to fully deliver the assignment, including a work plan and budget.
The budget should clarify the following costs; (a) Budget with professional fee per day, (b) logistical Costs e.g. vehicle hire, research assistants, accommodation costs, field mobilization costs etc. per day.
•Brief overview of consultant/consultancy firm and the skills and experience they would bring to assignment.
• CV of all team members.
• Contact details of three referees from organisations that have recently contracted the consultant/s to perform similar or related work for the last 2-3 years.

All proposals should be submitted electronically (in PDF format) to the email nasrin.pourghazian@gov.se and copied to Sandra.diesel@gov.se by 26 of October2016.

Deliverables of the Task
An inception report detailing the work plan, sampling frame and data collection tools.
Draft report for feedback.
Final report incorporating feedback from client.
The final report shall not exceed more than 40 pages (annex not included).

Annex 2 - Methodology

The evaluation team employed a participatory approach to the evaluation. Close collaboration with the main stakeholder, Act! was key e.g. in selection of NSA partners sample and mobilisation of the grantees, the broader community in which they implemented their programmes and national and County government officials.

The study combined quantitative (where applicable) and qualitative data collection methods. Similarly, this involved quantitative analysis of data collected by the CRM facility through various matrixes e.g. land sector reforms, PMP matrixes.

Key was to work from and build on earlier evaluations and then subjecting them to verification and extending them where relevant. The Changieni Rasili-Mali (CRM) facility had undergone a number of Act! Commissioned evaluations, which reported on many of the relevant questions and outcomes. These included:

1. Mid-term review carried out in the month of July and September 2013 (AFREEC, 2013),
2. Final evaluation (iDEA, 2015),
3. Meta evaluation report on 81 projects (Agribase consultants, 2015)
4. Cost Extension Evaluation (Agribase Consultants, 2016)

The Table below shows some of the major findings from these evaluations and points of convergence or divergence with this sida commissioned evaluation. [25]

Table Annex 1.1 – Major findings from previous CRM facility evaluations

Findings	Comparison with this evaluation
1. The CRM facility, its NSA partners and the thematic focus and were relevant to the needs on the ground, and responded to the key emerging issues in the country, in the newly formed counties and within the chosen thematic areas. [Evaluations 1, 2 and 3]	Confirmed but this evaluation also finds out that for instance mainstreaming climate change into the other sectors rather separating it out as a sector or topic itself, especially from the perspective of communities would have made more sense.
2. The programme included a gender sensitive approach that generated actual results within	Confirmed but the finding of this evaluation was that although gender sensitive

[25] The Cost Extension Evaluation by Agribase Consultants in 2016 was not reviewed as the consultants became aware of it very late in the process i.e after a version of the final evalaution report was already submitted.

the communities that NSA partners worked, achieving gender mainstreaming. (Mainly Evaluation 1. 2 and 3 dwell on the issue in a limited capacity)	approaches were used the overall effect was not transformative. Gender was not often targeted as a key objective and most projects did not specifically aim to radically change power relations or gender equity
3. Adequate resources were committed to the Facility to a large extent, and used satisfactorily. (Mainly evaluations 1 and 2)	Confirmed
4. Some dynamics internal to Act! and the NSA partners affected project implementation. Low staffing levels versus high needs for mentorship for most of the NSAs was a concern among the facility, while inadequate staff who often lacked technical capacity and skills as well as high grantee staff turnover was a key concern among the NSAs. Time delays related to contract signing, late disbursement of funds and failure of NSA's to follow procedures affected the implementation of activities. Similarly, disbursement of funds followed set procedures and timings, and was not flexible enough in responding to the nature of some activities e.g. emerging advocacy opportunities. Modalities e.g. short duration of the projects meant some activities were not implemented and were inadequate for certain type of activities e.g. policy formulation and legislation agenda. (Evaluations 1, 2 and 3)	Confirmed
5. A concern noted was the technical inability of some partners to implement highly technical themes, pointing to the fact that capacity building was mainly/narrowly geared towards managing the grants. However, most developed strategic partnerships and collaborative endeavors with research institutions, universities, private sector etc. so as to access specialized technical support. (Evaluations 2 and 3	Confirmed but the evaluation finds that in some cases this was just a matter of some NSA partners undertaking quite ambitious activities some beyond their sphere of influence. Particularly, this evaluation finds that some projects gains may be at risk of erosion if key technical aspects are not addressed e.g. the lack of repair services in the solar lamps projects.
6. The capacity building activities (e.g. on advocacy, finance/grants management and audit, M&E) implemented to augment the capacity of NSA partners translated to better organizational capacity to deliver their mandate in Environment and Natural Resources Manage-	Confirmed

ment (ENRM), including creating awareness/building capacity of communities and other actors on various issues e.g. land use, climate change adaptation, clean energy. However some problems e.g. ability to follow agreed on procedures persisted while in some cases capacity gaps assessment and training was undertaken when NSA partners had already embarked on their activities. (Evaluations 1, 2 and 3)	
7. The Facility was successful in increasing participation of citizens and other stakeholders in climate change awareness and adaptation, management and utilization of natural resources, and in the governance and management of environmental resources at all levels. The evaluations demonstrate evidence e.g. adoption of innovative technologies and livelihoods, and (NRM) best practices, inclusion in key structures (e.g. at county level), formation of networks, etc. This points to community empowerment, alternative and higher income through better organization, networking and utilization of environmental resources. (Evaluations 1, 2 and 3)	Confirmed but this evaluation finds that citizen participation has been stronger and more convincing results demonstrated in the management and utilization of natural resources than in its governance. In addition, there convincing evidence of citizens empowered by the CRM facility demanding their rights, as well as growing confidence and familiarity in community based organisations to demand accountability and services from duty bearers.
8. The programme has contributed to improved household and communities' livelihoods. The introduction of the livelihood component has resulted in alternative and higher incomes through e.g. improved agricultural productivity.	Confirmed. This evaluation does point to achievement of household and community economic benefits and service delivery either directly through the introduction of alternative livelihoods or through spin off activities arising from the introduction of the livelihood and service delivery component.
9. The facility and its NSAs partners were successful in influencing the policy and legislative frameworks for sustainable natural resources management at both the national and county levels. (Evaluations 1, 2 and 3)	Confirmed in the case of county level policy and legislative frameworks. However, this evaluation finds that the programme was too late to influence most of the major national legislation with land (e.g. the Land Act of 2012, National Land Commission Act, 2012 Land Registration Act, 2012 etc.) although some amendments e.g. to the Land Act were brought to the acts (mainly to enhance public participation).
10. The evaluations provide a mixed picture on sustainability. Largely an enabling environment that supports ongoing positive impacts is	Confirmed

present. Capacity building, established linkages with other actors, and formation and strengthening of structures such as networks, cooperatives are key factors in ensuring continuation of NSA activities. However, there was doubt about the continuation of the CRM facility after the exit of the Sida and Ukaid's support, while activities and approaches that had not reached a critical mass or require more funding to replicated and scaled up may be limited in their transformational effect. (Evaluations 1, 2 and 3)	

Gender was given due consideration during data collection and analysis. The evaluation team requested the Facility and its NSA partners to ensure e.g. focus group discussions and meetings to be organised included mixed groups of individuals.

The evaluation process consisted of three main phases:

1. Inception phase with development of inception report outlining approach and methodology. The inception meeting took place via skype. During this meeting, the Embassy representative and the evaluation team established a shared understanding of the ToR. The deliverables deadlines were also reviewed.
2. Preliminary literature review including review of the four main evaluations was undertaken and a draft synthesis of the main findings and lessons learnt was developed. In addition, portfolio analysis was undertaken.
3. Field visits to the various projects/ NSA partners: This involved visits to 10 NSA partners.
4. Analysis of data and report writing: The information and data collected are analysed and a draft report compiled and submitted to the key stakeholders for their comments. There was an opportunity for the key stakeholders (Donor and Facility) to review the draft report. Based on the consolidated comments received from the key stakeholders, the report was finalised and submitted.

Sampling strategy

The evaluation team set a sample target between 15 and 21 NSA partners, out of which one third was proposed by CRM and two thirds sampled by the Team based on outcome of the desk work and a sample procedure (see table below for the 21). The team however visited 10 NSA partners instead of the planned 11 (due to logistics and time limitations), while the profile of the remaining 10 NSA partners was built via detailed review of programme documents, evaluations etc. One of the NSAs, Olive Leaf Foundation was dissolved in 2013 thus no project documents were available for review.

Table Annex 1.2 – Basic descriptions of the 21 NSA partners

Donor	Sector	Name of organisation	Type of Intervention	Type of Organisation	County of Performance	Grant Amount
GOSW	Agriculture	Environment Liaison Centre International (ELCI)	Citizen Participation, Service delivery,	International NGO	Homabay, Busia, Siaya, Kisumu	24,992,123
GOSW	Agriculture	Participatory Ecological Land Use Management (PELUM)	Citizen Participation, community advocacy	International NGO	Kitale, Nakuru, Kakamega, Kajiado, Kiambu	30,413,304
GOSW	Agriculture	Ziwani Mugiko Women Group	Citizen Participation, Service delivery, County Policy	Self Help Group	Nyandarua	8,381,350
GOSW	Agriculture	Mwakibu Cooperative Society	service delivery	Cooperative	Taita Taveta	9,997,440
GOSW	Climate Change Adaptation	National Alliance of Community Forest Association (NACOFA)	Citizen Participation, community advocacy	Professional Association	National wide	24,926,160
DFID	Climate Change Adaptation	Rehabilitation of Arid Environments Charitable Trust (RAE TRUST)	county policy, service delivery	Trust	West Pokot & Baringo	12,012,377
DFID	Climate Change Adaptation	Kenya Climate Change Working Group (KCCWG)	National policy making and legislation, citizen participation	Network	Nation wide	6,570,400
GOSW	Climate Change Adaptation	Kenya Organisation of Environmental Education (KOEE)	county policy, service delivery	Local NGO	Machakos	7,991,500
GOSW	Energy	Practical Action	National policy making and legislation, citizen participation	International NGO	Nation wide	6,328,000
GOSW	Energy	Centre for Research in Environment Kenya (CREEK)	service delivery, county policy	Private Sector	Tharaka Nithi	17,784,750
GOSW	Energy	Green Energy Africa Limited	service delivery	Private Sector	Kajiado & Makueni	17,997,340
GOSW	Environment	Resource Conflict Institute (RECONCILE)	Citizen Participation, community advocacy	Local NGO	Naivasha & Siaya	25,406,320
GOSW	Environment	Building Eastern Africa Community Network (BEACON)	citizen participation, community advocacy, service delivery	Trust	Uasin Gichu	7,499,528

GOSW	Environment	Nabwabini Environmental Health Care Intervention Project (NEHCIP)	Citizen Participation, Service delivery, County Policy	Local NGO	Kakamega	7,996,500
GOSW	Environment	East African Wildlife Society (EAWLS)	Citizen Participation, Service delivery, National Policy	Local NGO	Kwale, Laikipia, Samburu, Nakuru	24,918,550
GOSW	Land	Olive Leaf Foundation (OLF)[26]	Citizen Participation, community advocacy	International NGO	Kitui	15,568,500
GOSW	Land	National Council of Churches of Kenya (NCCK)	county policy, community advocacy, service delivery	Faith Based Organisation	Narok, Nakuru, Bomet	7,839,800
GOSW	Land	Center for Indigenous Women and Children (CIWOCH)	county legislation, citizen participation	Community Based Organisation	Nation wide	7,000,000
GOSW	Water	Horn Aid - Kenya	Citizen Participation, Service delivery,	Local NGO	Wajir, Garissa	18,820,845
GOSW	Water	Kopsiro Peace and Development Organisation (KOPEDE)	community advocacy, service delivery	Community Based Organisation	Bungoma	5,950,000
GOSW	Water	Sustainable Aid In Africa International (SANA)	County policy, citizen participation, service delivery	Local NGO	Kisumu	5,960,471

The selection criteria took into account geographical clustering of the Counties (semi-arid, arid, high potential, urban) to ensure that the data represented the major regions in the country, the thematic area (land management, water and sanitation; agriculture; environment and climate change and, energy), type of NSA (Apex, network, professional body, local NGO, CBO, INGO, Private sector), Facility (i.e. was the grant under the grant mechanism facility or under the capacity development facility), timing (old and new/recent projects), type of intervention/grant (Apex/network high level of policy/ legislation/ watch dog, individual NSA advocacy activities, rights, service delivery, non-traditional), and a host of other factors such as logistics and ability to also meet County authorities during the visits to the County.

The sampling strategy took into consideration projects visited during the mid-term evaluation (by AFREEC) and also the end of project evaluation (by IDEA) (see table below). Giving priority to

[26] Although the foundation was selected, no documents were availed since it was dissolved in 2013.

these projects enabled the team to show a relatively high degree of representativeness over a successive series of evaluations.

In addition, priority was accorded to Counties and geographical regions that had a larger number/ and or a variety of diverse projects/sectors represented. This resulted in time savings due to the wide geographical spread of the grants and NSA partners .

Table Annex 1.3 – NSA partners visited

Sector	Organisation Name	County to visit	Additional Selection Criteria
Agriculture	Participatory Ecological Land Use Management (PELUM)	Kiambu	Not covered in the previous evaluations
Climate change	Kenya Organisation of Environmental Education (KOEE)	Machakos	Continuity (covered in end term evaluation), logistics
Energy	Green Energy Africa Limited (GEAL)	Kajiado	Continuity (covered in end term evaluation), logistics
Environment	Resource Conflict Institute (RECONCILE)	Siaya	Continuity (covered in mid and end term evaluation), logistics
Agriculture	Environment Liaison Centre International (ELCI)	Busia	Continuity (covered in mid and end term evaluations), logistics
Environment	Nabwabini Environmental Health Care Intervention Project (NEHCIP)	Kakamega	Continuity (covered in end term evaluation), logistics
Environment	Building Eastern Africa Community Network (BEACON)	Kakamega	Continuity (covered in mid and end term evaluations), logistics
Water	Kopsiro Peace and Development Organisation (KOPEDE)	Bungoma	Continuity (covered in end term evaluation), logistics
Water	Sustainable Aid in Africa International (SANA)	Kisumu	Continuity (covered in end term evaluation), logistics
Climate change	Kenya Climate Change Working Group	Nairobi	Continuity (covered in mid-term evaluations), logistics, focus on national policy

Methodology

A mixed data collection approach was used, with triangulation helping to synthesise the general conclusions as per the Organisation for Economic Co-operation and Development Development Assistance Committee (OECD DAC) evaluation criteria, using information obtained through the range of data collection methods. The main target categories of actors in the project were:

- The donors (The Swedish International Development Agency through The Embassy of Sweden in Nairobi and UKaid)
- Act! staff
- NSA partners /grantees, target communities and other actors at the County level

The main methods of data collection included:

- Desk review of all the material provided by the Embassy of Sweden and Act!. These ranged from project documents (e.g. proposals, agreements), annual reports, audit, evaluations and results frameworks.
- Key Informant Interviews: Detailed interviews targeted Embassy of Sweden staff, representatives of UKaid, Act! project staff, the grantees, other County and national stakeholders. The team had developed interview guides.
- Observation, where activities were ongoing.
- Meetings/Focus Group Discussions, targeting communities where the NSA activities are implemented. These were often mixed groups comprising of 5-15 individuals.

Table Annex 1.4 – Evaluation matrix

Questions	Indicators	Data: Supportive CRM performance monitoring plan indicators	Method	Data source (availability)
Relevance				
Q1 Was the programme designed implemented appropriately in the context of environment and natural resources and land reform framework	• The choice of sectors, facility components and project / NSA partners election was strategic and responded to demand and 7 identified constraints facing the NRM sector • The land sector has been addressed strategically • A gender sensitive approach was adopted • Policy/ legislative environment has improved • NSA partners engaged in policy reforms	• # of policies, laws and regulations (adopted/implemented) influenced by NSA advocacy initiatives - as measured by the advocacy progression index • # of counties having decentralised environment management policies and practices • # of NSA partners engaged at national level lobbying and advocacy for natural resource policies and legislations reforms • # of counties with active NSA partners engaged in NRM policy, strategies & frameworks formulation • # of counties with active NSA networks engaged in NRM sector policies • # of publications produced and disseminated	• De-construct the 7 constraints so that evidence can be found within the existing evaluation reports and through interviews. • Use of CR programme performance plan monitoring indicator values • Interviews with CRM, Donors and NSAs. • Interview with Ministry of environment and natural resources and potentially the ministry in charge of land reform. • Distinguish between the number of policies etc. and the quality and degree of influence	• CRM programme performance plan monitoring indicator values including the Advocacy progression index. • Meta evaluation and earlier evaluation reports • Annual reports and sample project completion reports • Field visits • Interviews
Efficiency				
• Q2 Was the programme delivered in a timely and cost-effective manner?	• The administration costs were within the planned limits • Projects were selected and approved without unnecessary delays • Act! put in place appropriate cost control/ procurement procedures, monitored and reported on VfM performance	• Quarterly Burn rate of funds by partners - a) measuring expenses against advances • Quarterly Burn rate of funds by partners - b) measuring advances against obligated amount • Annually Burn rate of funds by partners - c) measuring expenses reported against the obligated amount • Cumulative value of funds disbursed annually in KES. • Rate of disbursement of funding upon receipt of cash request from partners (quarterly average)	• Interview administrative staff and compare cost level with the planning and if possible against other benchmarking (note what is included in the administrative costs is crucial) • Obtain overview of time span for the projects and delays (take note that delays may be due to prudent insistence on correct procedures) • Review findings on this topic from earlier evaluations and verify and/or adjust • Use of CR programme performance plan monitoring indicator values	• CRM programme performance plan monitoring indicator values including the Advocacy progression index. • Meta evaluation and earlier evaluation reports • Annual reports and sample project completion reports • Interviews • Discussion with donors on administrative charges on similar projects.
Effectiveness				
• Q3 To what extent have the intermediate outcomes related to citizen rights and	Related to Q3 (outcome #) • Increased participation of citizens and other stakeholders in climate change mitigation and	Related to Q3 • # of initiatives by citizens demanding increased accountability, services and management of natural resources	• Use of CRM programme performance plan monitoring indicator values • Summarise and subject to verifica-	• CRM programme performance plan monitoring indicator values including the Advocacy

participation been achieved? • Q4 To what extent have the intermediate outcomes related to NSAs been achieved?	awareness through access to climate change information (ii) • increased participation of the citizens in the governance and management of environmental resources at all levels (iii); • increased participation of citizens and marginalized groups in the management and utilisation of natural resources (iv); • Citizens empowered to demand for services and accountability from duty bearers (x). Related to Q4 (outcome #) • increased technical and organisational capacity of Non-state Actors to deliver their mandate in environmental and natural resources sector (i); • Strong and effective NSA network, coalitions and partnership established (vii)	• # of NRM utilisation initiatives by citizens (disaggregated by thematic areas) • # of NSAs engaged in advocacy and/ or watchdog functions on ENRM • # of people reached through activities are geared toward increasing awareness on sustainable NRM • # of demonstrative activities carried out in ENRM • # of NRM initiatives engaging citizens in co-management of natural resources (disaggregated by economic and non economic) • # of new models/advocacy methods for co-management between communities and government developed and /or implemented Related to Q4 • # of organisations(inclusive of Networks) provided with capacity development support • # of organisations recording progress/change in the implementation of identified priority areas in their institutional improvement plans (IIP) • # of grass root NGOs and CBOs having active county level lobbying and advocacy forums • #Number of NSAs networks, partnerships, coalitions formed • # of networks recording progress/change in the implementation of identified priority areas (organisational network analysis)	tion earlier evaluation reports • Interview NSAs • Interview the Ministry of Environment and Natural Resources • Interview country governments and NEMA offices • Interview beneficiaries at sample projects	progression index. • Meta evaluation and earlier evaluation reports • Annual reports and sample project completion reports • Interviews
Impact				
• Q5 To what extent have the intermediate outcomes related to improved NRM, economic benefits and service delivery been achieved	Related to Q5 (outcome #) • Improved sustainable management of natural resources (vii); • Increased economic benefits for resource-poor groups from sustainable utilisation of natural resources (vi); • Improved service delivery to constituents in the ENRM thematic sectors (ix) • Are there unanticipated positive or negative consequences?	• Cumulative number of citizens with increased benefits (economic, non-economic) derived from ENRM initiatives • Cumulative # of citizens reached yearly on ENRM under CRM facility • # of counties having innovative improved environmental awareness and management practices	• Use of CRM programme performance plan monitoring indicator values • Summarise and subject to verification earlier evaluation reports • Interview NSAs • Interview beneficiaries at sample projects • Interview country governments and NEMA offices • The quantitative data from the CRM will be used to establish a programme overview and some of the meta data might also be useful for that purpose e.g. the survey done of the some 800+ respondents	• CRM programme performance plan monitoring indicator values including the Advocacy progression index. • Meta evaluation and earlier evaluation reports • Annual reports and sample project completion reports • Interviews

			as part of the evaluation (iDEA, 2015). Then the interviews at project level will supplement in a qualitative way, perhaps testing and verifying some of the success stories.	
Sustainability				
• Q6 Are the benefits of improved participation being and likely to be sustained • Q7 Are the benefits in terms of NSA capacities being and likely to be sustained? • Q8 Are the benefits in terms of improved NRM, service delivery and economic improvements being and likely to be sustained	Related to Q6 • Earlier evaluations, project reports indicate citizens participation is continuing • Sample project visits indicate citizens participation is continuing Related to Q7 • NSAs supported are sustaining and expanding their activities • Apex and network bodies are sustaining and expanding their activities Related to Q8 • Earlier evaluations, project reports indicate benefits are still being obtained by the citizens involved • Sample project visits indicate benefits are still being obtained by the citizens involved	• # of NSAs engaged at national level lobbying and advocacy for natural resource policies and legislations reforms • # of counties with active NSAs engaged in NRM policy, strategies & frameworks formulation • # of counties with active NSA networks engaged in NRM sector policies	• Use of CR programme performance plan monitoring indicator values • Summarise and subject to verification earlier evaluation reports • Interview NSAs • Interview beneficiaries at sample projects • Interview country governments and NEMA offices • As for the impact criteria - The quantitative data from the CRM will be used to establish a programme overview and some of the meta data might also be useful for that purpose e.g. the survey done of the some 800+ respondents as part of the evaluation (iDEA, 2015). Then the interviews at project level will supplement in a qualitative way, perhaps testing and verifying some of the success stories.	• As above
Utility				
• Q9 is the programme replicable?	• Evidence of replication of the approaches at project level • Prospects of approaches adopted being used by long standing financing arrangements e.g. county budgets, Water Services and Forest Services Trust funds	• # of operational resource centres supported by CRM	• Interviews with CRM staff • Interviews with Donors and also potential trust funds • Interviews with the "resource centres" • Interviews with apex NSAs in NRM	• Interviews • Statistics if available on NGO funding flow and public sector funding flow into the NRM sector.

Annex 3 – Documents Reviewed

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Agricom Consultants Limited. End Term Evaluation for Projects under the Changieni Rasili-mali FacilityACT-ETE-09-2014. The Sustainable Land Management in the Mara Ecosys tem (SULAMME) Project Implemented By NCCK, March, 2015.

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Center for Indigenous Women & Children (CIWOCH). End of project report for the Securing Natural Resources Rights through, Land use planning and climate Change Mitigation Project, 6 May 2014.

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Ziwani Mugiko Women Group. End of project report for empowering communities through in creased access to sustainable markets for livelihood improvement project, 05th May 2015

Annex 4 – CRM Indicator System

Outcome Objective 1	**Effective NSA organisations, networks and coalitions established/ strengthened to undertake ENRM advocacy**
Indicator 1	# of organisations(inclusive of Networks) provided with capacity development support
Indicator 2	# of organisations recording progress/change in the implementation of identified priority areas in their institutional improvement plans (IIP)
Indicator 3	# of grass root NGOs and CBOs having active county level lobbying and advocacy forums
Output Objective 1	**NSA networks established to undertake ENRM advocacy**
Indicator 1	Number of NSAs networks, partnerships, coalitions formed
Indicator 2	# of networks recording progress/change in the implementation of identified priority areas (ONA)

Outcome Objective 2	**Improved policy/legislative environment for sustainable ENRM**
	Indicator
Indicator 1	# of policies, laws and regulations (adopted/implemented) influenced by NSA advocacy initiatives - as measured by the advocacy progression index
Indicator 2	# of counties having decentralised environment management policies and practices
Output Objective 2	**Increased engagement of NSAs in advocacy for policy reforms**
	Indicator
Indicator 1	# of NSAs engaged at national level lobbying and advocacy for natural resource policies and legislations reforms
Indicator 2	# of counties with active NSAs engaged in NRM policy, strategies & frameworks formulation
Indicator 3	# of counties with active NSA networks engaged in NRM sector policies

Outcome Objective 3	**Increased benefits accruing to poor and marginalized communities from NRM initiatives**
	Indicator
Indicator 1	Cumulative number of citizens with increased benefits (economic, non-economic) derived from ENRM initiatives
Bridging Objective 3	**Improved engagement of citizens and marginalized groups in governance, management and sustainable utilisation of ENRM**
	Indicator
Indicator 1	# of initiatives by citizens demanding increased accountability, services and management of natural resources
Indicator 2	Cumulative # of citizens reached yearly on ENRM under CRM facility

Indicator 3	# of NRM utilisation initiatives by citizens (disaggregated by thematic areas)
Indicator 4	# of counties having innovative improved environmental awareness and management practices
Indicator 5	# of CRM facilitated innovations and events geared towards promoting appropriate technologies (disaggregated by thematic sector, type, climate change mitigation and adaptations)
Output Objective 3	**Citizens empowered to demand for services and accountability from duty bearers**
	Indicator
Indicator 1	# of NSAs engaged in advocacy and/ or watchdog functions on ENRM
Indicator 2	# of people reached through activities are geared toward increasing awareness on sustainable NRM
Indicator 3	# of demonstrative activities carried out in ENRM
Indicator 4	# of NRM initiatives engaging citizens in co-management of natural resources (disaggregated by economic and non-economic)
Indicator 5	# of new models/advocacy methods for co-management between communities and government developed and /or implemented

Outcome of grants making	**Effective administration and utilisation of grants by partners**
	Indicator
Indicator 1	Quarterly Burn rate of funds by partners - a) measuring expenses against advances
Indicator 2	Quarterly Burn rate of funds by partners - b) measuring advances against obligated amount
Indicator 3	Annually Burn rate of funds by partners - c) measuring expenses reported against the obligated amount
Indicator 4	Cumulative value of funds disbursed annually in KES.
Indicator 5	Rate of disbursement of funding upon receipt of cash request from partners (quarterly average)

Outcome objective 5	**New partnerships developed to further support ENRM initiatives**
	Indicator
Indicator 1	Number of new partnerships developed to support ENRM advocacy
Output Objective 4	**Increased participation amongst NSAs/development partners in CRM-organized events**
	Indicator
Indicator 1	# of joint CD events held
Indicator 2	Cumulative # of participants reached in the joint CD events
Indicator 3	Cumulative # of learning events held
Indicator 4	# of donor and government coordination forums held
Output Objective 5	**Knowledge products developed and accessible to NSAs**

	Indicator
Indicator 1	# of publications produced and disseminated
Indicator 2	# of operational resource centers supported by CRM

Annex 5 - People consulted

Act Change Transform!		
Name	***Position***	***Organisation***
James Kamenju	Senior Program Officer	
Michael Karanja	Monitoring and Evaluation Reporting Learning (MERL)Manager	
Julius Wairoma	CRM Facility Manager	
Anne Nyabera	Executive Director	
Chris Rasugu	Grants Manager	
Mark Khaemba	Grants	
Geoffrey Sirima	Capacity Development	
Rapando Nancy	Snr. Program Officer Agriculture and Climate Change	
Machocho Kilalama	Database Admin (MERL)	Act!
Felesia Muyia-Odada	Programme Coordinator	
Sustainable Aid In Africa International (SANA)		
Alfred O. Adongo	TC	SANA
Laban Oyuke	Head Of Program	SANA
Henry Ochieng Aoko	Patron	Oriwore Water Project
Otieno Joseph Kola	Chairman	Oriwore Water Project
Sylus Openji	Project Manager	SANA
Eng. P.F. Ochere	Chairman	Asengo Water Project
Okuta Ogacho	Chairman	Boya Water Project
Mary A. Okoth	Chairperson	Rights Bank Water Users Association
Grace Akinyi Odongo	Secretary-	Wandiege Water Project
Naum Mbeya .O.	Chairman	Wandiege Water Project
Building Eastern Africa Community Network (BEACON)		
Bonface M. Khwesa	Technical Manager	Kakamega Environmental Education Programme (KEEP)
Rebecca Tanui	Coordinator	BEACON
Joseph Mbai	Director	Shinyalu Satellite
Antony Ekesa	Agricultural Ext. Officer	Ministry of Agriculture
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Isaiah Litswa	County Polytechnics	Kakamega County
Jared Abuti	Metrological Officer	Kakamega Meteoro-

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Vincent Atitwa	General Secretary	Matunga Eng. Company
Mildred A. Shivando	Executive Secretary	Kakamega Environmental Education Programme (KEEP)
Albert Mwembeyi	Secretary	Shikimari Horticulture
Rhodah N. Mayabi	Secretary/Treasurer	M/C Nyawest Ass.
Phanuel Edmambo	Ministry Of Agric. Staff	Ministry Of Agriculture
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Kopsiro Peace and Development Organisation (KOPEDE)		
Abdel Kamasai	Project Manager	Kopsiro Peace and Development Organisation (KOPEDE)
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Nancy Yeko	Community	Wasamaria Self Help Group
Christine Chesakit	Community	Wasamaria Self Help Group
Kiprotich M. Chesui	Chair Water Project	Chepkaa Community Water Management
Peter Kiptrotoch	Community	Kaimugul F.C Group
Geofrey Kwemoi	Community	Kaimugul F.C Group
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Anderson Masai	Community	Kaimugul Group
Esther Chemayiek	Teacher	Kaimugul
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Patrick Kiboi	Pastor	Kaimugul
Rose C Cheptang	Wasamaria Community	Wasamaria Wema Women Group
Cheptumo Elihah	Community	Wasamaria Wema Women Group
Emily Cherotich	Community	Wasamaria Wema Women Group
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Paul O. Wanyama	Program Officer	NEHCIP
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Asmin Kodia	MOA	Ministry of Agriculture
Ismael Shikanda	Farmer	NEHCIP
Peter Otando	Farmer	NEHCIP
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Resource Conflict Institute (RECONCILE)		
Irene Mukalo	Program Manager	Resource Conflict In-stitute (RECONCILE)
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Joyce Mbira	Member	Nyangera Irrigation
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Rose Omuroi		
Omuroi Olekapai		
Kertela Ita		
Ntaine Kambakas		
Saiton Seleon		
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Mary Irungu	Campaign Advocacy Lobby Program Officer	PELUM
Rosinah Mbenya	Program Officer, Research, Information Management & Marketing	PELUM
Everlyn Kaumba	Results Based Management Officer	PELUM
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Environment Liaison Centre International (ELCI)		
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John J. Omanyo	Member	Sabu Sacco
Henry K. Ojiambo	Member	Sabu Sacco
Sylvester O. Kaywa	Member	Sabu Sacco

Benedict O. Sibiyah	Member	Sabu Sacco
Jacinta R. Nabwire	Member	Sabu Sacco
Christine N. Egesa	Member	Sabu Sacco
Hillary Sumba	Member	Sabu Sacco
Mukudi Everlyne	Student	ELCI
Eunice Auma	Member	Sabu Sacco
Calisto Okuku	Secretary	Sabu Sacco
Wilbrodah Okechi	Treasurer	Sabu Sacco
David O. Olaly	Member	Sabu Sacco
Elizabeth A. Wanga	Ass. Chair	Sabu Sacco
Kenya Organisation for Environmental Education (KOEE)		
Dr. Dorcas Otieno	Executive Director	KOEE
King'oo Dorolin	Legal Counsel	Machakos County Assembly
Luke Maingi	Clerk Asst.	Machakos County Assembly
Hillary Muthui	Director Legal	Machakos County Assembly
Wandabi David	P. Officer	KOEE
Alvin Sika	Communications	KOEE
Patricia Musai	Pollution Control	Water Resources Management Authority
Ndonga Ndonye	Chairman	Machakos
Abdalla Ndalukara	C.E.O	Hope Disability Network
Eric Maingi Kitheme	Member	MOUA
Irene Mulwa	Assistant In charge	St. Mary's Girls Primary School
Henry Kyalo	Patron	Kalanzoni Youth School
Rose N. Munyao	Member	Muuo Wa Makaveti
Grace Muthama	Chair Person	Mbaliku P. School
Jeremiah Mbaluto	Pastor	Africa Inland Church
Reginah S. Mwanzia	Chairlady	Manufaa Women Group

Final Evaluation of the Natural Resource Management Facility At Act!

The Embassy of Sweden in Kenya commissioned the evaluation of the 197 SEK Sweden (and the United Kingdom) supported five-year project that is hosted at the NGO Act! (Act Change Transform), also referred to as the Changieni Rasili-Mali (CRM) Facility. The goal of the CRM facility was "to improve participation of citizens, including the poor, in the governance and sustainable utilisation of natural resources in Kenya". The evaluation team, based on detailed interviews, focus group discussions and desk review found that the programme was largely successful, and efficiently delivered. It responded strategically to the opportunities available as a result of the devolution process, and as informed by a strategic environmental assessment as well as an analysis of challenges facing civil society. Largely, all projects and interventions examined contributed explicitly to the objectives of the CRM facility. However, the programme faced some challenges, some persisting consistently despite detection during the midterm evaluation in 2015 e.g. late training. Largely, the envisaged breakthrough progress in providing a sustainable and longer-term platform for civil society within natural resources management was not achieved, nor in hindsight was it achievable through a 4 to 5 year programme. Partly due to its fragmented nature, the programme was less effective in achieving a critical mass that could sustainably address land and natural management resource issues. The evaluation recommends that Sweden and DfiD fund a consolidation and scaleup phase with emphasis on interventions that require additional support to make them sustainable and/or those where there is a high potential for scaling up and a viable exit strategy.

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