



Kenya County Delivery Exchange

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Comprehensive Report

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Introduction

The concept of “performance management” in public service in Kenya was introduced by the National Rainbow Coalition (NARC) government within the framework of the Economic Recovery Strategy (ERS) developed and launched between 2003 and 2007. While the ERS did not clearly set out a performance management framework, it did outline key reforms that integrated components of performance management, including increased allocation of financial and human resources to enable full delivery of core government services.

It was in this context that the practice of Results Based Management (RBM) was introduced, in efforts to operationalise the expected outcomes of public-sector reforms in September 2004. The institutionalisation of RBM, through a circular in April 2005, marked the beginning of the performance management system in Kenya, which is rightly described as an “evolutionary” rather than “revolutionary” process. For many years, performance management was not “legally prescribed by any applicable legislation”, but the introduction of a devolved system of governance, as prescribed by the Kenya 2010 Constitution, led to the development of the 2012 County Government Act, and the 2012 Public Finance Management Act, both of which “hint at (a) performance management system” for counties.

It is in this circumstance that the Council of Governors, with support from key development partners, and in consultation with representatives from national and county governments, developed the Performance Management Framework in 2017. This is a “paradigm shift” at the county level, demonstrating what counties can achieve within electoral cycles, and clearly defining and articulating how their activities and interventions have meaningfully benefited the people of Kenya. The 2017 Performance Management Framework sought to “eliminate the silo approach in the management of public affairs and create harmony in planning and utilisation of public resources for the betterment of the lives of citizens”.¹

The concept of a County Delivery System (CDS) was introduced in the Kenyan devolved context considering the County Performance Management Framework, to further enhance county service planning and delivery. The CDS, as it has been applied in Kenya, refers to an “integrated system and a way of working for selecting priority programmes and projects, defining their measurable objectives and supporting the delivery of planned results”. The CDS is intended to “drive implementation and results programme-by-programme and project-by-project” to help county governments deliver for their citizens.

The County Delivery System Reference Manual proposed delivery units as the most effective way of driving full implementation of priority projects in line with Kenya’s Vision 2030 and associated mid-term plans, County Integrated Development Plans, and related county-level Annual Development Plans and work plans.

¹ <https://www.cog.go.ke/phocadownload/reports/Performance%20Management%20Framework%202017.pdf>



Following the advent of the County Delivery System concept, 27 out of 47 counties in Kenya have established Service Delivery Units (SDUs). Each one is unique, with slightly varying names, structures and functions, but with the following similarities:

1. The units, in one way or another, aim to improve delivery of services as articulated by the County Integrated Development Plans (CIDPs) and the related Annual Development Plans (ADPs).
2. The units make efforts to identify and address challenges that might hinder or derail implementation of county-level plans, and to monitor the progress of projects in line with CIDPs and ADPs.
3. The units serve performance management functions related to county departments and staff with regards to progress and completion of projects as per CIDPs and ADPs.
4. Some of the units incorporate communication functions for the purposes of sharing information with the public on progress towards completion of county projects aligned to CIDPs and ADPs.

Consultations between the Tony Blair Institute for Global Change's Kenya team (TBI) and the Council of Governors in May 2021 revealed that the 27 Service Delivery Units require operational and technical capacity-building support to enhance their efficiency and effectiveness. It was also noted that these units would benefit from increased access to peer-learning platforms to facilitate the sharing and exchange of knowledge, with a focus on delivery-unit models, best practices, lessons learned and strategies to overcome development implementation and coordination challenges in the devolved context.

In this scenario, TBI, in close collaboration with the Council of Governors, established the Kenya County Delivery Exchange (CDX). The CDX serves as a cross-learning platform for existing and future Service Delivery Units, and other delivery mechanisms and structures, on best practices in the application of delivery principles and the practice of delivery to drive the development agenda at the county level.



Objectives of the CDX and Specific Areas of Focus

As Kenya approaches an electoral year in 2022, the key objectives of the CDX were to:

1. Reflect on the impact of Service Delivery Units as mechanisms that drive delivery of services and of development projects and initiatives at the devolved level.
2. Strengthen understanding of ways in which existing Service Delivery Units can drive completion of key county-level projects and initiatives that will have the most constructive, tangible and transformative impact on county residents in the period between August 2021 and the next electoral cycle.
3. Increase understanding of the tried-and-tested TBI delivery model, and recruit support for adoption of the TBI Delivery Principles and Practice initiative to translate political rhetoric and text into tangible benefits that citizens appreciate.
4. Advocate for the survival and continuity of delivery mechanisms in the next government administration, specifically at the county level.

The CDX focused on knowledge sharing related to the following subjects:

1. TBI's model of delivery based on the principals of prioritisation, policy, planning and performance management (the four Ps of government delivery).
2. County-specific experiences of establishment, operationalisation, functions and successes/challenges of delivery units and mechanisms, and their impact on the county-level development landscape.
3. Best practices from the Mayor's Delivery Unit in Freetown, Sierra Leone, and the delivery approach applied by the Mayor of Kanifing in Kanifing Municipal Council in the Gambia.
4. Specific focus on how to distinguish a delivery unit from a monitoring and evaluation (M&E) structure; advancing functions and tasks centred on prioritisation of citizen-centric development; proactive problem-solving approaches and techniques; and communication with the public on progress in achieving development goals and a development agenda as a strategy to institutionalise delivery principles and practice across devolved government systems and structures.
5. Addressing concerns tied to the survival and continuity of delivery mechanisms in the face of political change brought about by electoral cycles and new government administrations at the national and devolved level.

The CDX convened Heads of Delivery Units, Chiefs of Staff, and Directors of Performance Management at the county level for a strategic reflection on the current role of delivery mechanisms within county administrations. The exercise also charted a strategic way forward regarding the survival and continuity of delivery mechanisms post-2022 in line with regional and continental best practices. Counties represented at the CDX were Siaya, West Pokot, Nairobi, Isiolo, Mandera, Makueni, Wajir, Kakamega, Tana River, Nyeri, Bungoma, Taita Taveta and Tharaka Nithi.



Methodology and Rollout of the Kenya County Delivery Exchange

The CDX was a one-day virtual meeting² that:

1. Adopted a participatory approach ensuring representation of county-level delivery professionals from 13 counties that have Service Delivery Units, and an interactive, participant-led knowledge- and information-exchange approach.
2. Fostered an action-oriented approach towards knowledge management through the development and dissemination of a policy brief on devolved delivery practice and an operational plan to support institutionalisation of delivery principles and practice in county administrations.
3. Recruited support among governance and development stakeholders for the “catalytic” approach advocated by TBI to transform the trajectory of county-level development action.

² A virtual meeting was proposed due to the potential restrictions and limitations presented by Covid-19 in the country, and to make the best use of available financial resources for programmatic outcomes as opposed to administrative and logistical costs associated with a physical meeting, including inflated transport, accommodation and subsistence costs.



Outcomes

Improved understanding of the role of Service Delivery Units in driving the delivery of services and development projects at the devolved level, as well as associated successes, lessons learned and strategies to overcome challenges.

Three county governments – Kakamega, Siaya and Nyeri – were given the opportunity to present their specific experiences related to establishing their respective Service Delivery Units, their successes to date and challenges faced by the unit since establishment. The three counties were specifically asked to share experiences related to:

- The rationale behind the mandate and structure of their delivery units, and the process undertaken to operationalise the units.
- Key contributions that Service Delivery Units have made with reference to delivering services, projects and programmes for the benefit of citizens in their counties.
- Challenges faced related to their mandate within the broader county administration, their capacity to delivery on their mandate (including access to resources) and any other determining dynamics within the county context.



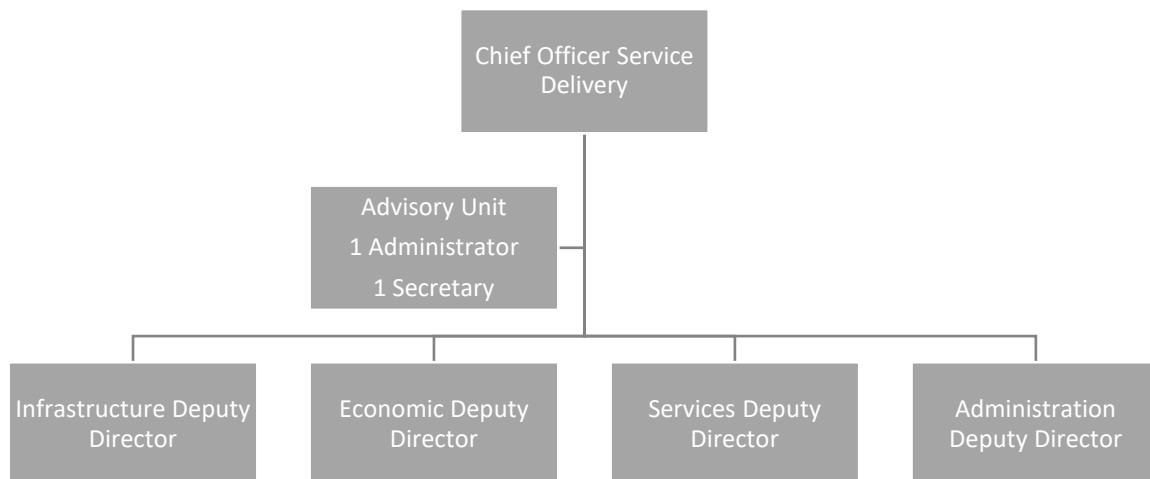
KAKAMEGA SERVICE DELIVERY UNIT PROFILE

ESTABLISHED IN 2017 AT THE ADVENT OF HIS EXCELLENCY GOVERNOR WYCLIFFE OPARANYA'S SECOND TERM IN OFFICE.

THE UNIT WAS ESTABLISHED TO DELIVER ON GOVERNOR OPARANYA'S VISION FOR KAKAMEGA COUNTY AS OUTLINED IN HIS CAMPAIGN MANIFESTO.

THE KAKAMEGA SERVICE DELIVERY UNIT IS A HYBRID DELIVERY MECHANISM FOCUSED ON DELIVERY OF A SELECT NUMBER OF KEY PRIORITIES WHILE ENSURING A WHOLE-OF-GOVERNMENT DELIVERY APPROACH.

Structure of the Kakamega SDU

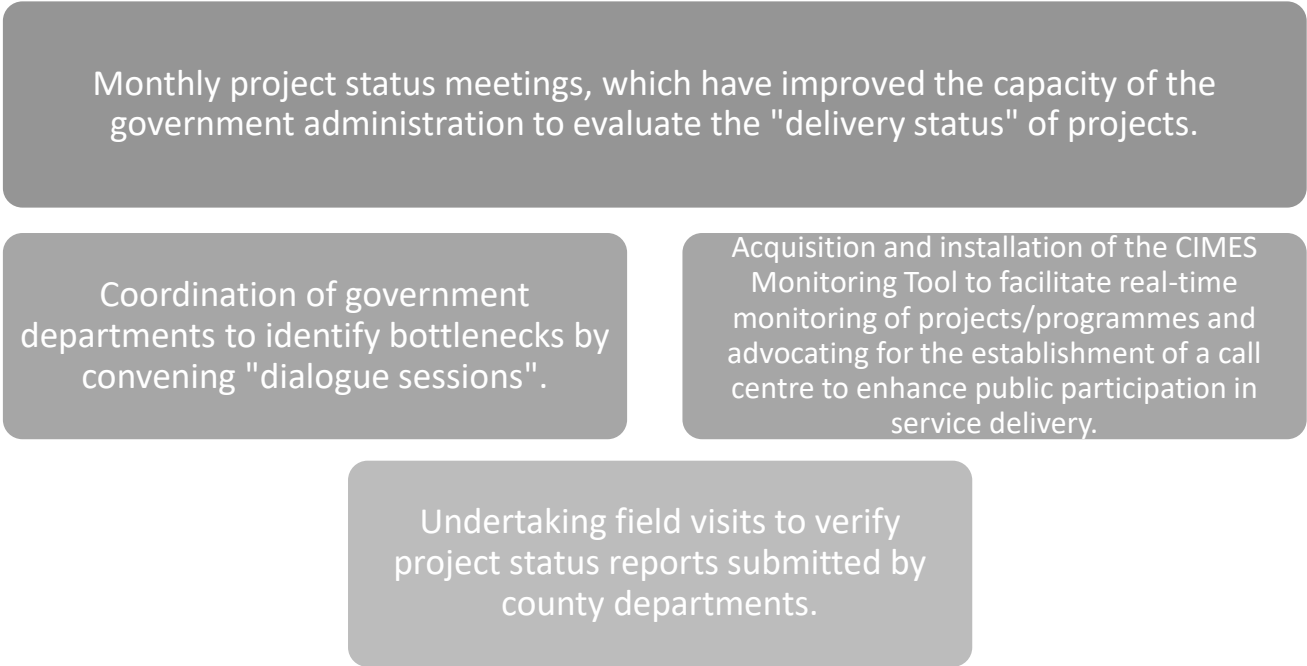


Mandate of the Kakamega SDU

The Kakamega SDU promotes delivery of results by the Kakamega County Government Administration by:

1. Applying pressure for the completion of projects, programmes and delivery of services (for instance through the development, rollout and completion of “rapid results initiatives” for key projects and programmes).
2. Routine tracking and reporting of progress on county-level projects, identification of hurdles that threaten full implementation of projects and programmes, and developing solutions to remove hurdles and unblock bottlenecks.
3. Monitoring and evaluating service delivery processes and outcomes, and provision of advisory services to the governor on service delivery strategies.
4. Undertaking research to inform county-level policies.
5. Establishing delivery goals, and creating a new standard for service delivery in active pursuit of these goals.

Key Successes of the Kakamega Delivery Unit



Key Challenges Faced by the Kakamega Service Delivery Unit and Proposed Mitigation Strategies

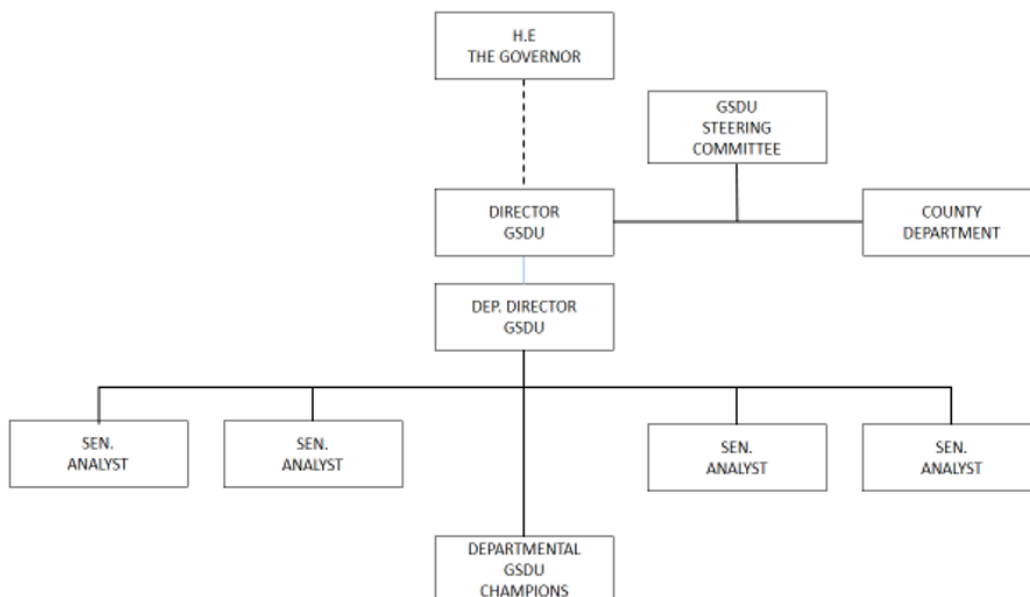
Challenges	Mitigation Strategies
<i>Lack of qualified delivery personnel at the county level.</i>	<i>Facilitate the recruitment of competent delivery professionals at the county level (i.e. proposed recruitment of data analysts to collect and analyse county-level data for decision-making purposes).</i>
<i>Financial constraints related to delays in disbursement of funds (i.e. from National Treasury).</i>	<i>Undertake resource-mobilisation efforts for standalone activities of the SDU.</i>
<i>Apathy towards the SDU and perception that it serves as the Governor's "watchdog", as well as a lack of understanding of the concept of delivery as a practice/discipline.</i>	<i>Engage the county administration in conversations regarding the mandate of the SDU, the rationale behind its establishment and how it exists to support the work of the county.</i>

SIAYA SERVICE DELIVERY UNIT PROFILE

ESTABLISHED IN 2019 TO IMPROVE THE CAPACITY OF THE COUNTY ADMINISTRATION TO “EFFECTIVELY AND EFFICIENTLY DELIVER ON PROGRAMMES” AS PER THE SIAYA COUNTY INTEGRATED DEVELOPMENT PLAN (2018-2022).

THE UNIT WAS SPECIFICALLY ESTABLISHED TO ADDRESS THE CHALLENGE OF LOW ABSORPTION OF DEVELOPMENT FUNDS, LEADING TO ROLLOVERS INTO THE SUBSEQUENT FINANCIAL YEARS, AND “BELOW PAR SERVICE DELIVERY TO THE PUBLIC”.

Structure of the Siaya SDU



3

³ GSDU refers to the Governor’s Service Delivery Unit

Mandate of the Siaya SDU

The mandate of the Siaya SDU revolves around two key deliverables:

1. Facilitating public-service transformation through the full implementation of the County Transformation Programme.
2. Supporting the full implementation of development projects through the Accelerated Development Programmes.

Key Successes of the Siaya Service Delivery Unit

SDU provided oversight to key projects, including World Bank-funded projects, which contributed to accelerated progress towards completion of these projects. Completion rate of projects increased from 55% in 2019/20 to 89.5% in 2020/21.

Improved revenue collection increased from KES 127,729,540 to KES 189,668,022, with Siaya County being ranked among the ten counties leading on revenue collection within the country.

Development and review of all workplans and schedules to ensure contractors began and finished projects within agreed time frames. This led to the blacklisting of non-performing contractors and the detection and management of fraud with government tender processes.

Advocated for the development and implementation of a County Performance Management Policy that addressed issues related to project management and implementation at the county level.

Key Challenges Faced by the Siaya Delivery Unit and Proposed Mitigation Strategies

Challenges	Proposed Mitigation Strategies
<i>Existence of silos at the departmental and sectoral levels within the county administration.</i>	<i>Facilitating monthly departmental meetings chaired by the county secretary and the SDU serving as a secretariat to enhance coordination among departments.</i>
<i>Negative perception of the SDU as “the Governor’s spies”.</i>	<i>SDU members have been allocated to specific departments for implementation support with an emphasis that their role is to support departments to succeed in implementing projects/initiatives.</i>

Resolving the budget rollovers in the Governor's first term of office.

Utilising strategies such as "rapid results initiatives" to ensure that 90% of rolled over projects are completed in the next financial year.

NYERI SERVICE DELIVERY UNIT PROFILE

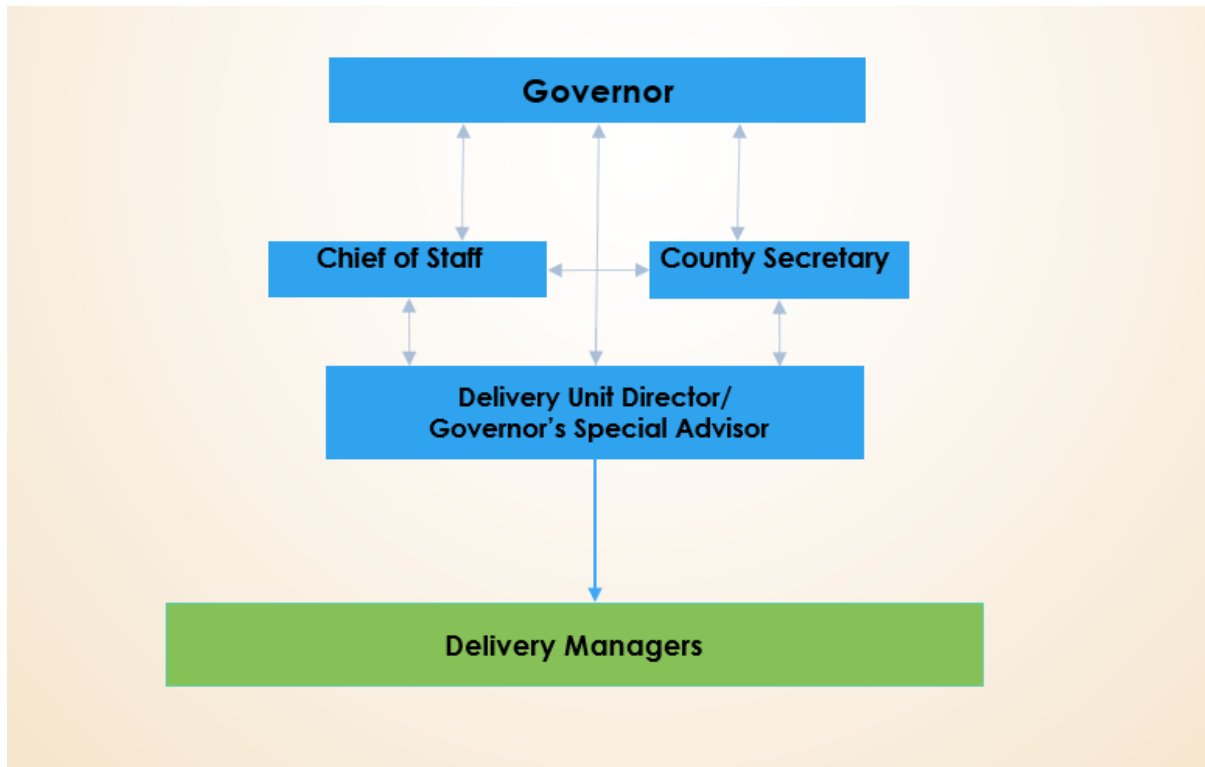
THE NYERI SERVICE DELIVERY UNIT WAS ESTABLISHED IN APRIL 2018 TO PROVIDE ANALYTICAL SUPPORT FOR MULTI-SECTORAL PROJECTS AND PROGRAMMES; ESTABLISH TARGETS FOR ALL IMPLEMENTING AGENCIES AND TRACK PROGRESS TOWARDS THESE; MONITOR AND EVALUATE THE GOVERNOR'S FLAGSHIP PROJECTS; AND PROVIDE SUPPORT TO COUNTY DEPARTMENTS IN THE PERFORMANCE CONTRACTING PROCESS.

IN 2020, TBI PROVIDED SUPPORT TO THE NYERI SERVICE DELIVERY UNIT TO REVAMP AND RESTRUCTURE THE UNIT AS PART OF A LARGER EFFORT TO STRENGTHEN THE COUNTY'S RESPONSE TO COVID-19.

Mandate of the Nyeri SDU

1. Ensure that the priorities of the Governor are understood by all county departments and support delivery of these priorities by ensuring related projects are designed, implemented and monitored in line with service delivery standards, annual work plans and the CIDP.
2. Identify and address bottlenecks that pose challenges to the achievement of intended outcomes of projects/programmes.
3. Build the project-management capacity of the county administration and support establishment of relevant systems to support the full delivery of key development initiatives in the county.

Structure of the Nyeri SDU



Key Successes of the Nyeri Service Delivery Unit

Provision of support to all county departments in the performance contracting process leading to the full integration of performance contracting across all county departments.


Enhancing coordination across county department for the implementation of the county's flagship programmes and ensuring the Governor has real-time data and information on progress towards key development priorities.

Supported the establishment of robust project-management processes through timely reporting and documentation of progress towards completion of projects, and achievement of intended outcomes.

Key Challenges Faced by the Nyeri Service Delivery Unit and Proposed Mitigation Strategies


Challenges	Mitigation Strategies
<i>Institutionalising a delivery culture across the county government administration.</i>	<i>Leverage the political authority of the Governor to empower the SDU to contribute to problem-solving of issues faced by the county government administration.</i>
<i>Delays in disbursement of development funds from the national government, which creates financial constraints at the county level to deliver on county projects and projects as per work plans.</i>	<i>Develop a comprehensive resource-mobilisation strategy to meet budget shortfalls and to support the planned activities of the SDU.</i>
<i>Limited resources available to facilitate all the planned activities of the SDU.</i>	
<i>Covid-19 has compromised the ability to undertake field missions for real-time monitoring and evaluation of projects and programmes.</i>	<i>Advocate for allocation of resources to fully operationalise SDUs.</i>
<i>Lack of analytical capacity to evaluate project/programme data for decision-making purposes.</i>	<i>Develop a capacity-building framework that will strengthen delivery capacities across the county government administration.</i>

Points of Discussion During the Plenary Session



Addressing Apathy Towards Delivery Units/Mechanisms

- Key strategies include:
- Seconding delivery unit staff members to provide implementation support to key county departments, and emphasising that their role revolves around contributing to the successes of the department. Emphasis should be placed on the partnership component of the relationship between the unit and county departments.



Incentives and Sanctions Within Performance Management Processes

- Key strategies include:
- Identifying the most appropriate rewards for high-performing government administration structures, and sanctions for low-performing ones. Some examples include awarding high-performing departments a 13th salary at the end of a financial year, or establishing routines (monthly or annual) to identify and celebrate high-performing departments, and utilising these sessions to share delivery best practices and lessons learned.

Action Points Emerging From the Plenary Discussion

1. TBI to reach out to the counties that requested delivery support in the period 2021/22, including Taita Taveta, which has faced operationalisation challenges.
2. The Council of Governors has a legal mandate to document best practices emerging from county-level governance structures. TBI to support the Council to document best practices related to service delivery at the county level, and the Council of Governors to disseminate these on the Maarifa Platform to ensure institutional knowledge on the history of delivery practice at the county level to inform future delivery policy and practice.
3. The Council of Governors is currently reviewing guidelines for performance contracting processes for the period 2021/22. The guidelines include references to Citizen Service Delivery Charters, that capture components of how to measure citizen customer satisfaction. These guidelines will be available for review shortly and will also be shared at the upcoming devolution conference. There are opportunities for county governments to give feedback on these guidelines before they are presented for implementation at the county level.
4. The Council of Governors is embarking on a strategic planning process for the next five years. It will seek to incorporate in its strategy robust mechanisms for outreach to counties, and peer review mechanisms to analyse county government performance.

Best practices from the Mayor's Delivery Unit in Freetown, Sierra Leone and the delivery approach applied by the Mayor of Kanifing in Kanifing Municipal Council, the Gambia.

Mayor's Delivery Unit in Freetown, Sierra Leone

At the beginning of the Mayor's term of office, she undertook an analysis process to gauge public rating of service delivery, which was very low at the advent of her leadership. The Mayor utilised these ratings to identify targets for her administration, and these targets have been critical in measuring her performance, as well as the performance of her administration and of the Mayor's Delivery Unit.

The Mayor's Delivery Unit has been successful in creating a feedback loop between policy and performance management functions within Freetown on key priority areas of development, namely in waste management (i.e. creating a policy that determined that every household in Freetown must have a waste-management service provider led to an increase in 40,000 households disposing of their waste in line with the Transform Freetown Agenda, up from 8,000 households).

The Mayor's Delivery Unit is always conscious of the fact that they "came in with the Mayor" and will "leave with the Mayor". The unit is therefore very intentional in working shoulder-to-shoulder with the Freetown City Council staff in the development, implementation and monitoring of the Transform Freetown Agenda to ensure that delivery capacity is institutionalised within the Council to deliver on future agendas and priority areas of intervention.

The Mayor's Delivery Unit has leveraged the power of social media to communicate progress towards key results and outcomes within the Transform Freetown Agenda, which in turn has led to successful resource-mobilisation efforts for the Agenda.

Delivery Mechanism in Kanifing Municipal Council

The delivery mechanism has been successful at identifying gaps related to the full implementation of priority interventions within the council and supporting development of solutions to seal these gaps (i.e. establishing a limited liability company of which the Kanifing Municipal Council is the largest shareholder to offer fast, affordable and safe urban bus services to residents under the Urban Public Transportation Key Priority Area).

The delivery mechanism provides resource-mobilisation support to meet funding shortfalls within the identified Key Priority Areas of the Kanifing Municipal Council (i.e. securing development projects to upgrade infrastructure at the Bakoteh dumpsite and pilot the diversion of organic waste from the dumpsite under the Sanitary Landfill Key Priority Area).

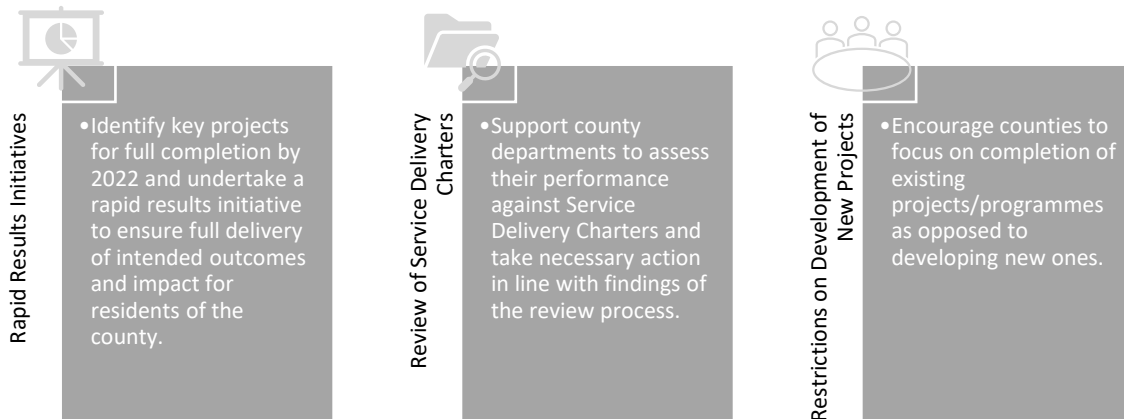
The delivery mechanism has leveraged the power of technology to support the Street Addressing Key Priority Area (i.e. supporting the establishment of a well-resourced GIS unit, along with a GIS system based on drone imaging of the municipality). The Kanifing Municipal Council has also piloted Google Plus Codes as a digital addressing system in concert with traditional street-naming exercises.

Corruption remains a persistent challenge, both within Freetown and Kanifing. Key strategies to combat corruption include a “zero tolerance” stance on the part of the mayors of Freetown and Kanifing, accompanied by efforts to promote transparency and accountability within financial systems and processes.

Improved understanding of ways in which service delivery units can drive completion of key county-level projects and initiatives that will have the most constructive, tangible and transformative impact on county residents in the period between August 2021 and the next electoral cycle.

Kakamega, Siaya and Nyeri counties were each asked to outline their forecast for the period 2021-22. They were also asked for specific strategies that they intend to adopt to deliver on constructive, tangible and transformative outcomes for their residents as their operational climate becomes increasingly politicised in the lead-up to the 2022 general election.

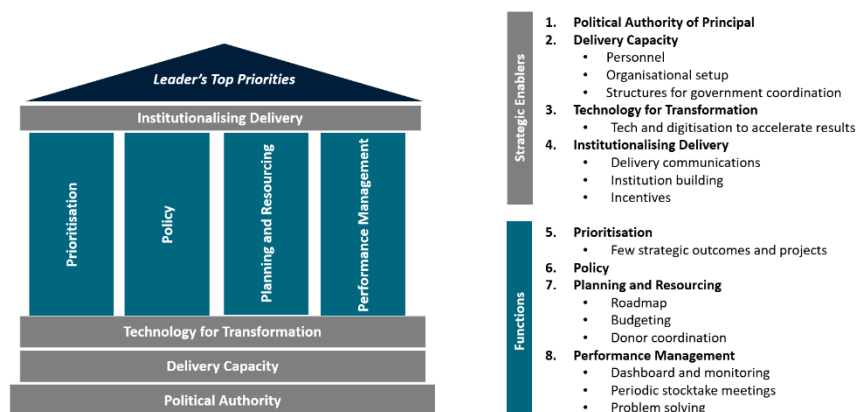
Strategies Proposed



Increased understanding of the tried-and-tested TBI delivery model, and increased support for TBI’s approach to the delivery discipline to ensure sustainable and transformative translation of political rhetoric and text into tangible benefits that citizens appreciate.

TBI presented its institutional delivery framework, which has been applied with significant success across the continent of Africa, and beyond.

TBI Delivery Framework



A key distinction was made between delivery mechanisms and delivery units as follows:

Delivery mechanisms are systems that perform functions of delivery. Delivery mechanisms can be tailored to meet the needs of the government and revolve around the application of delivery principles and practice in various formats.

Delivery units are teams that are established and placed in departments, agencies or institutions to facilitate delivery of key priorities within a government administration.

TBI's delivery framework is broken down into four strategic enablers and four key functions as below:

Enablers	Functions
<p>Political Authority: Leveraging the political authority of a leader to recruit support for efforts to institutionalise delivery as a practice across governance administrations. The most successful delivery mechanisms/units are the ones where the leader is actively engaged in the delivery process.</p>	<p>Prioritisation: Key principles to ensure an effective prioritisation process include:</p> <ol style="list-style-type: none"> 1. Identifying short, precise, and measurable priorities that are achievable and practical. 2. Ensuring common understanding and ownership of selected priorities across the government apparatus, backed by strong commitment from the leader to deliver on these priorities. 3. Ensuring that there is consistency with reference to the single list of priorities that are identified for delivery. These priorities should not change unless faced with exceptional and unprecedented circumstances.
<p>Delivery Capacity: Delivery mechanisms/units that consist of delivery professionals, with the relevant technical capacity and skills (including problem-solving skills) are the most effective in supporting the delivery of government priorities and institutionalising the delivery practice within government administrations.</p>	<p>Policy: It is critical to ensure the creation of a feedback loop between policy functions and performance management functions to create an enabling environment for the full implementation of transformative government initiatives. Delivery mechanisms/units must play a key role in ensuring there is policy backing for the implementation of government priorities.</p>
<p>Technology: The application of technology, specifically digital delivery tools, is vital in the delivery process (for example the utilisation of digital dashboards to provide real-time performance data to inform decisions related to the full implementation of key priorities and achievement of key outcomes/transformative impacts for citizens).</p>	<p>Planning and Resourcing: There are two principles to ensure effective and efficient planning and resourcing processes:</p> <ol style="list-style-type: none"> 1. Development of realistic, consistent and flexible plans: Implementation plans must be technically and financially feasible, with allocation of well-defined roles and responsibilities for actors within the delivery chain. Implementation plans must also include components of contingency planning, to proactively mitigate against risks that might derail implementation progress.

	<p>2. Ensure all actors within the delivery chain have ownership of the implementation plan. The best way to do this is to involve all actors across the delivery chain in the planning, implementation and monitoring process and to integrate them in reviewing, updating and adapting plans as and when necessary.</p>
<p>Institutionalising Delivery: Delivery mechanisms/units that set out to proactively build the delivery capacity of actors and stakeholders within the delivery chain are most successful at institutionalising a culture of delivery in the long term. Focus of delivery mechanisms/units should extend to ensuring delivery skills, techniques, models, and frameworks are well understood and utilised across governance implementation structures. A key element of this includes the need to utilise strategic communications to mobilise the public behind the delivery agenda.</p>	<p>Performance Management: This is the heart of the delivery process, and there are four elements for a successful performance management process:</p> <ol style="list-style-type: none"> 1. Establishment of regular, frequent and transparent monitoring routines (these can be supported by digital dashboards). 2. Embedding incentives and sanctions to hold implementers across the delivery chain accountable for full implementation of the identified priorities. 3. Ensure that the implementation support offered is forward-looking and revolves around problem-solving to unblock delivery challenges, develop solutions and escalate issues to the political leader for high-level action as and when necessary. 4. Strategic communications are a critical part of performance management with reference to keeping the public involved and engaged in the delivery agenda and process. This is critical in creating an accountability contract between citizens and a government administration, as well as managing public expectations, and ensuring citizens back the delivery agenda and process.

Points of Discussion During the Plenary Session

What role do delivery units have to play in donor coordination within a governance structure?

Delivery units can play key functions in donor coordination including:

Aligning the interests of external stakeholders with government priorities.



Facilitating the inclusion and consultation of donors in the prioritisation, planning and resourcing process.



Delivery units can establish donor coordination platforms whose purpose is to share briefings on government priorities, funding shortfalls and utilisation of allocated funds for specific projects. Delivery units can also utilise such platforms to mobilise resources for financing.

What metrics are used to measure the success of delivery units?

SUCCESS OF A DELIVERY UNIT IS DETERMINED BY THE DELIVERY MODEL OR DELIVERY ARCHETYPE ADAPTED IN THE PROCESS OF ESTABLISHING THE UNIT, WHICH IS INFORMED BY THE SPECIFIC DELIVERY NEEDS ON THE GROUND/WITHIN A SPECIFIC CONTEXT.

Outcome Monitoring Units

- *Success is measured by the contributions these units make in delivering tangible, sustainable and transformative outcomes for citizens.*

Catalytic Delivery Units

- *Success is measured by the ability of these units to drive implementation of key priorities. Full implementation of priorities is therefore a metric to measure success, while failure to implement priorities is similarly a measure of failure to fulfil their mandate.*

What is the role of public participation and citizen engagement in the delivery process?

Many governance structures have an integrated requirement for citizens to participate in governance processes, including selection of projects and programmes that governments implement.

A delivery mechanism/unit must identify existing platforms for citizen engagement and leverage these for citizen participation in the delivery process.

Delivery labs can be useful tools to ensure the engagement of representatives from the public (including women, youth, people with disabilities, civil-society organisations and the private sector among others) in the delivery process.

The public has a critical role to play in the performance management processes of governance structures. The media and civil-society organisations specifically have a key role to play in collecting data and information from the public on their satisfaction rates related to governance and service delivery. This can be in the form of public polls, but the onus remains with the government in engaging the public in the delivery process and communicating progress on key results and outcomes.

Action Points Emerging From the Plenary Discussion

1. Following interest from county stakeholders on the delivery tools that TBI utilises in different county contexts, TBI through the Council of Governors will coordinate the sharing of these tools, including:
 - Prioritisation tools (such as the Prioritisation Matrix)
 - Planning and resourcing tools (including Delivery Labs)
 - Performance management tools (including digital dashboards, performance reporting templates, problem-solving frameworks)
 - Communication tools (such as the communication grid)

TBI will also explore, in collaboration with the Council of Governors, appropriate platforms to build the capacity of SDUs and other actors within the delivery chain in the period 2021-22 and beyond. This will rely on the practical utilisation of these tools within the county context.


Improved understanding of the criteria for the survival and continuity of delivery mechanisms in the next government administration, specifically at the county level.

Political transition is an inevitable and anticipated process in most countries with democratic governance structures. New government administrations go hand-in-hand with changes in leadership styles, as well as changes in the focus of the national agenda. These changes can be incremental and gradual in nature, or transformational and immediate. Where predecessors bought into the concept of delivery principles and practice, new government administrations may choose to retain the practice


of delivery within their governance structures, but these may take different formats in line with the new leadership style and the proposed national agenda.


TBI presented three key conditions for the survival delivery principles and practice from one government administration to the next, namely:

- 1





The capacity of delivery agencies is increased

 - Agencies with enhanced capacities: Structures, Systems and Skills (3Ss) are more likely to institutionalise delivery.
 - The President's Delivery Bureau in Tanzania was short-lived; however the exposure to delivery enabled line ministries (i.e. the Ministry of Education) to deliver sustainable results for years to come.
- 2




Data is made public

 - Delivery mechanisms that make data public strengthen the social contract.
 - Strategic comms is a core delivery capability.
 - The Canadian Results and Delivery Unit published progress on gender-based budgeting; this provided transparency on targets, scrutiny and improved analysis on policy options.
- 3



There is a change in public expectations

 - Governments that create a track record of success raise the bar of public expectation.
 - The Prime Minister's Delivery Unit reduced the number of patients waiting more than four hours in A&E to less than 5%; since 2010 increases in wait times have triggered public crisis, with demands for urgent action.

Points of Discussion Emerging From the Plenary Session

Institutional Memory

Case Study: The United Kingdom

- Since Tony Blair established the Prime Minister's Delivery Unit in 2000, subsequent Labour and Conservative governments have abolished and re-established delivery mechanisms with different formats, structures and mandates. The delivery language changed from one administration to the next, but the essence (principles and practice of delivery) remained.

Sustainability

Can we advocate for legislation for the integration of delivery units in county governance structures through institutions such as the Council of Governors?

- We should be less concerned with the format and structure that delivery takes in specific contexts, and more concerned with developing and sustaining a delivery culture. The Council of Governors can only propose policy frameworks that integrate delivery principles and practice, but the onus is still on county governments and their leadership to adapt and implement these frameworks.

Political Transition

What delivery lessons can be gleaned from the point of political transition/handover from one government administration to the next?

- More can be done to document past, present and future moments of political transition, and what happens to delivery units/mechanisms in these contexts. The key takeaway is that the political leadership will only continue the practice of delivery if they understand it, and see the value of the practice. Delivery practitioners should therefore focus on innovative strategies to recruit support for delivery principles and practice, and to condense the delivery learning curve for faster transition and application of delivery principles and practice in new governance administrations.

Recommendations

It is important to ensure that delivery mechanisms are well placed, structured and operationalised to support the full implementation of county development agendas and guarantee transformative and sustainable outcomes for the citizens of Kenya. The following recommendations are proposed to strengthen the County Delivery System and to inform future delivery policy.

Recommendations for County Governments

1. Every county that has established a Service Delivery Unit should explore avenues to document the process of establishing and operationalising their delivery unit, along with related successes and challenges, with reference to their mandate to enhance delivery of priority services, projects and programmes, lessons learned and key strategies to overcome challenges. This information should be accessible to current and future county government administrations to inform their decisions on integration of delivery mechanisms within the county government, whether in the form of a delivery unit or another suitable delivery mechanism.
2. County governments are encouraged to retain the concept of a County Delivery System, but not to fixate on one method of integrating delivery principles and practice within the county government administration – namely delivery units. County governments should be informed of the various options related to integrating delivery principles and practice within the county government administration. They should have the flexibility to choose which mechanism works best for each county, informed by context and needs, as well as past delivery experiences if they exist in the county context.

Recommendations for the Council of Governors

1. The Council of Governors is encouraged to continue to facilitate the establishment of knowledge-exchange platforms, and to document best practices related to the adoption of the County Delivery System. The council should champion the creation of Service Delivery Units within the broader framework of performance management systems at the devolved level and strengthen partnerships with institutions that specialise in delivery, including TBI, and other delivery experts and practitioners.

Recommendations for Development Partners

1. Development partners concerned with the role of county-level performance-management systems in delivering on the promise of devolution are encouraged to allocate resources towards strengthening and enhancing the existing concept of the County Delivery System, and building delivery capacity within the 47 counties, bearing in mind that counties should be granted the flexibility to adopt the most suitable mechanisms for institutionalisation of delivery principles and practice.
2. Capacity-building efforts should centre around the enablers of delivery and the functions of delivery mechanisms, with specific emphasis on utilisation of delivery tools, building skills



around policy, planning and resourcing, and performance-management functions of delivery mechanisms.

Recommendations for Delivery Practitioners

1. Delivery practitioners within both county administrations and institutions that specialise in the delivery craft should dedicate resources towards raising awareness of different delivery mechanisms, including delivery units among devolved leaders (namely current and future Governors), and the potential they hold for translating political campaign promises into reality in the most meaningful way possible for citizens. Crucially, delivery practitioners should explore innovative strategies to access all 47 Governors (as TBI has done by working in close collaboration with the Council of Governors), and shorten the learning curve from introduction to the County Delivery System, delivery principles and practice and most suitable delivery mechanisms, towards adoption of the concept and efforts to institutionalise a delivery culture within their county administrations to deliver on their mission and vision for the county, aligned to CIDPs and other national development frameworks and agendas.
2. Delivery practitioners should explore the most sustainable ways of financing delivery mechanisms within the County Delivery System. Establishing a delivery unit, however leanly staffed, may not be financially feasible in some counties, especially given ongoing conversations about reducing county wage costs. Development partners should explore alternative approaches, including seconding staff from institutions that specialise in the craft of delivery, to build delivery capacities within county government administrations during the five-year electoral term.

Next Steps

Following the successful rollout of the CDX, TBI in collaboration with the Council of Governors will:

1. **Develop and disseminate a comprehensive report** (completed with the publication of this report) documenting the deliberations and discussions emerging from the exchange.
2. **Develop and disseminate one policy brief** (completed in October 2021) containing recommendations for state and non-state actors, including development partners and donors, on the need to adopt key recommendations emerging from the 2020 ADX⁴, namely:
 - The need to generate political authority to kickstart a culture change towards the institutionalisation of delivery culture across devolved government systems and structures.
 - The need to prioritise definition and clarity on the role/function that delivery mechanisms play in devolved government, as opposed to the form of delivery mechanisms, to ensure that they are fit for purpose to implement delivery functions and principles.
 - The need to ensure that delivery mechanisms fulfil their proactive problem-solving role and mandate within county government administrations to ensure that bottlenecks and challenges are anticipated and resolved in a timely fashion to mitigate against potential disruptions in the progress of implementation of government projects/services.
 - The need to embed delivery professionals within county government administrations to enhance cohesion and smooth operations.
 - The need to adopt an adaptive and phased approach to institutionalise delivery principles, practice and culture within county administrations to avoid resistance towards the new delivery culture.
 - The need for appropriate technology to drive the cultural shift towards delivery.
 - The need for development partners to increase their support for the establishment, operationalisation and continued functioning of delivery mechanisms at the devolved level as a strategy to bring about systematic change by building and integrating the capacity of devolved governments to deliver on their priorities aligned to medium-term plans of Vision 2030, and the Sustainable Development Goals.
3. **Develop and roll out an operational plan** for future CDX platforms linked to the role of delivery principles and practice in devolved government administrations that includes a resource-mobilisation strategy to support this platform.
4. **Hold one roundtable meeting for development partners and donors** to present the policy brief and operational plan to align donor investment in governance systems and structures with needs on the ground at the county level. If addressed, this will lead to impactful, transformative and sustainable efforts to embed the delivery culture and practice for the

⁴ [Africa Delivery Exchange \(ADX\) 2020 Post Event Report: Moving Governments Towards a Delivery Culture](#)



attainment of county-level development goals aligned to national and international development goals/targets.