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EVALUATION OF THE POLICE REFORM
PROGRAMME IN KENYA

KENZ04 (2013-2017)

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This independent evaluation report was prepared by an evaluation team consisting of (Emmanuelle Diehl, Team Leader, Collins Odote, Team Member). The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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CONTENTS

Executive summary.....	vii
Summary matrix of findings, evidence and recommendations.....	xiii
I. Introduction.....	1
Background and context.....	1
Evaluation methodology.....	3
II. Evaluation findings.....	7
Design.....	7
Relevance.....	10
Efficiency.....	14
Partnerships and cooperation.....	18
Effectiveness.....	21
Impact.....	28
Sustainability.....	30
Human Rights, Gender Equality and leaving no one behind.....	32
III. Conclusions.....	35
IV. Recommendations.....	37
V. Lessons learned and best practices.....	40
Annexes	
I. Terms of reference of the evaluation.....	42
II. Evaluation tools: questionnaires and interview guides.....	61
III. Desk review list.....	68

ABBREVIATIONS AND ACRONYMS

CIPEV	The Commission of Inquiry into the Post-Election Violence
DIG	Deputy Inspector General of Police
DPP	Directorate of Public Prosecutions
FO	Field office
GoK	Government of Kenya
HQ	Headquarters
IEU	Independent Evaluation Unit, UNODC
IGP	The Inspector General of Police
INL	Bureau of International Narcotics and Law Enforcement Affairs
IPOA	Independent Policing Oversight Authority
NPS	National Police Service
NPSC	National Police Service Commission
PC	Project Coordinator
PM	Project Management Team
PRIC	The Police Reforms Implementation Committee
ROEA	Regional Office for Eastern Africa
SDGs	Sustainable Development Goals
TI	Transparency International
UNODC	United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

Introduction and background

UNODC project KENZ04, ‘The Police Reform Programme in Kenya’, had as the key objective to support the Government of Kenya (GoK) to modernise and transform the policing institutions to become effective, efficient and trusted security agencies for Kenyans in line with the 2010 Constitution. The project was articulated around three outcomes: (i) empowered and sustainable institutional structures for policing services established at the national level; (ii) professionalism, integrity and accountability of the National Police Service (NPS) enhanced; and (iii) strengthened operational capacities of the NPS. The project received a total approved budget of USD \$6,350,575 by the Swedish Government, which was according to the pledge agreements SEK¹ 14,500,000 in 2013 and SEK 30,000,000 in 2014. The project was implemented between August 2013 to December 2017.

The project’s key beneficiaries were the police institutions the National Police Service (NPS), the National Police Service Commission (NPSC) and the Independent Policing Oversight Authority (IPOA) as well as the police officers in the six pilot countries² in central and western Kenya.

Purpose, scope and methodology of the evaluation

As planned and in line with UNODC evaluation policy, a team of external evaluators have been contracted to conduct this final independent project evaluation. As the project finished in December 2017, this evaluation was summative in order to provide the project management team with lessons learned, best practices, results and gaps as to what outcome-level progress has been achieved or not. The findings helped issue a set of forward looking recommendations for future programming. This evaluation was conducted in close consultation with UNODC’s Independent Evaluation Unit (IEU) and the project management team in Nairobi. The evaluation team reviewed the period from October 2013 until the end of the field mission (February 2018)³. The specific objectives of the evaluation can be consulted in the ToR (annex 1).

The evaluation focused on assessing design, effectiveness, efficiency, impact, sustainability, partnerships, Human Rights, Gender Equality and lessons learned, in accordance with the 2016 UNEG Norms and Standards and the OECD-DAC criteria as captured in the UNODC evaluation handbook. The evaluation was based on a mix-methodology combining qualitative and quantitative tools that were gender and human rights sensitive. The evaluation took place between February 2018 and May 2018. The evaluation team reviewed a list of documents (40)⁴ conducted in person and phone interviews

¹ SEK: Swedish Krona

² Nyeri, Nyandarua, Homabay, Migori, Kisii and Nyamira

³ The review of financial reports and disbursements until the end of the field mission depended on reports availability. Only financial reports until 2016 were sent to the evaluation team and non-official internal financial documents were also provided, during the field mission.

⁴ 28 internal and 12 external documents, see annex III.

with 46 stakeholders (16 female and 30 males) as well as visited 6 counties⁵ where they carried out 5 group discussions (6 female and 13 male police officers). A survey was also designed but due to internet access limitations, the results were not used in this report. Other limitations, such as budget constraints to conduct a population survey, were identified and mitigated by the evaluation team. This methodology enabled the team to carefully triangulate the data to conclude on the findings and issue a set of key recommendations. The key recipients of this evaluation report are UNODC Regional Office for Eastern Africa (ROEA), especially within the Criminal Justice section, the project management team, the Regional Representative based in Nairobi, as well as donors, including the Embassy of Sweden in Kenya - key governmental partners (Ministry of Interior and Coordination of National Government) and the members of the three policing institutions (the NPSC, IPOA and NPS).

Main findings

Design

KENZ04 was primarily designed by UNODC ROEA and reviewed by UNODC Headquarters (HQ). The project is based on prior studies conducted through other UNODC ROEA programmes as well as key Kenyan documents such as the Waki⁶ and the Ransley reports⁷. The project was designed in a sensitive and highly political context that demanded police reform. Hence, having the key police institutions and the GoK as both beneficiaries and implementing partners was viewed as well designed to maintain political buy in and commitment. KENZ04 was initially meant to be based on a Basket Fund, that was to be managed by UNODC ROEA and composed of several donors' contribution. The Basket Fund changed from being a multi-donor pot of money to a single donor basket. The project was viewed as very ambitious, which was reflected in the indicators and outcomes' outputs that could have benefitted from more precision and definition.

Relevance

The project was designed in the aftermath of the 2010 constitutional reform that put great emphasis on the need to modernise and transform the police agencies. The activities and the objectives of the project remain relevant to all stakeholders during the project duration. Regular meetings with the Police Reforms Implementation Committee (PRIC) and donor meetings enabled the project management team to share lessons learned, challenges and understand the work plans of all relevant stakeholders working on police reform and programmatic focus on police reforms. These meetings were critical to keep the relevance of the project.

Effectiveness

The project was designed in three outcomes with a set of accompanying outputs. Due to changing priorities amongst the donor and the key beneficiaries, the police agencies, some of the outcomes' outputs (especially within outcome 3 focused on community policing) were not implemented. The key outputs that were achieved and observed were those focused on strengthening the legal and police architecture of the police agencies⁸ (NPS, NPSC and IPOA). The agencies found the trainings and the

⁵ See map in the introduction of this report.

⁶ <http://ictj.org/sites/default/files/ICTJ-Kenya-Dialogue-Inquiry-2008-English.pdf>

⁷ <https://www.scribd.com/doc/245815329/Ransley-Report>

⁸ Most achieved outputs were training manuals and strategy documents such as the NPS Human Rights and Gender Policies, the Standing Service Orders, the Strategic Plan, the Transformation Road Map and Manuals (version 1 &2), the Anti-Corruption Strategy and the Code of Conduct the Communication Strategy, the Transformation Framework

strategies drafted under mostly Outcomes 1 and 2 of KENZ04 as serving the objective of the project and the police reform more generally. The identification of “Volunteer Reform Champions” amongst police officers, during the strengthening of the three police agencies under outcome 1 and 2, was underlined as one of the critical unintended results and most effective way to sustain trainings, disseminate the message of reforms and keep the momentum alive in the 6 pilot counties.

Furthermore, according to a review of UNODC’s mandate, of the SDGs’ indicators, on interviews and desk review, police reforms in Kenya are aligned within the scope of SDGs 16, 10 and 5⁹. They focus on peace and security, women’s equality and gender mainstreaming. Although it could be argued that KENZ04 activities have aimed at implementing these SDGs, the project was designed prior the adoption of the SDGs in 2015 and the GoK had not yet defined specific metrics and a monitoring framework to collect data and report on the SDGs.

Efficiency

The project was funded with soft-earmarked funding from the Swedish government. This funding offered the project management team some flexibility in the time of activities that were funded. The project management team was composed of two project officers and the head of the criminal justice section at UNODC ROEA. International and local consultants¹⁰ were contracted in order to implement the project. Interviews with relevant stakeholders, underlined their professionalism, their expertise but further local context knowledge would have been valued for the project. In addition, UNODC’s added value was generally appreciated for its technical expertise and for being UN agency. ROEA project management team was also praised for their coordination and management but more direct police experience could have benefitted the project, according to interviews, field observation and desk research. Accordingly, this police expertise could have helped the team speak the same language and understand the implementing challenges that key beneficiaries and partners, the NPS, IPOA and NPSC were facing during the reforms. Furthermore, results could have been showcased more efficiently had a clear monitoring framework and more defined indicators been in place. Finally, the donor and key partners were generally satisfied with the frequency and the timeliness of the progress and financial reports. According to interviews and the desk research, detailed budgets connecting outputs and expenditures as well as greater granularity in the analysis would have been, however, welcomed. Umoja did not cause major delays and when needed the project management team informed relevant stakeholders of potential deferment.

Preliminary impact

The overall objectives of the project were very ambitious and difficult to measure as no Results-Based Monitoring framework was clearly defined. The timeframe of this project was also too short to measure

as well as the review of the NPS Training Curriculum

⁹ <https://sustainabledevelopment.un.org/?menu=1300>.

<https://sustainabledevelopment.un.org/?menu=1300>.

<https://sustainabledevelopment.un.org/?menu=1300>.

¹⁰ 34 in total - 24 Kenyans (3 female and 21 male) 10 internationals (4 female and 6 male))

even preliminary impact. Changes in population behaviour take time and the limitations of this evaluation did not allow the evaluation team to consult Kenyans about their perception of the police and whether any changes could be observed or not. Unintended impact such as the identification of “Volunteer Reform Champions’ ’ was viewed as very positive by all stakeholders consulted during the evaluation, while the downsize of the basket fund from several to a sole donor had a negative impact on the sustainability and the ability to implement certain activities. In addition, the evaluation team found that there was no exit strategy but rather a plan to discuss the end of the project with some police stakeholders at a workshop taking place outside of Nairobi. The evaluation team found it was not sufficiently explained and doubts persisted amongst interviewed stakeholders. Such hand over strategy is considered as good practice and was viewed by the evaluation team as critical to manage the stakeholders’ expectations, and future engagement with the GoK and other relevant partners. Finally, KENZ04’s objectives are aligned with the Sustainable Development Goals (16,10 and 5) but no impact was yet observed.

Gender, Human Rights and No One Left Behind

KENZ04’s outputs requested that key gender and human rights international standards be integrated within all key documents from draft policies to training manuals. Two key strategies, one on Human Rights and one of Gender Mainstreaming, that were developed for the police agencies remain to be approved by the government of Kenya. This delayed approval falls outside of the level of influence of KENZ04 and of UNODC ROEA. However, KENZ04 also tried to invite female police officers during trainings, and ensure a gender balance during al capacity building activities. For instance, some of the training champions are women. Some gender mainstreaming progress were observed in the field, especially with regards to the number of female officers and their promotion to higher rank but it is difficult to attribute this result solely to KENZ04 as other actors were working towards that same objective.

Partnership

The coordination and partnership with the key police agencies (NPS, NPSC and IPOA) was considered by all interviewed stakeholders as constructive and reinforced as a result of this project. UNODC maintained a regular flow of communication with the police agencies. Another critical engagement was the donor meetings. These grouped all players involved in police reform in Kenya. They were viewed by all stakeholders as strategic and a platform to share experiences and challenges of working on police reform in Kenya as well as their respective work plans to avoid duplications of activities. The evaluation team as had the previous one for the mid-term review, found that partnership with civil society actors was limited in KENZ04. This project was managed by UNODC ROEA but administrative support and seldom policy advise were proffered by UNODC HQ when needed. A closer relationship, according to the evaluation findings might have helped the project get more visibility within HQ’s donor community.

Sustainability

The project was designed to impart shared responsibility amongst partners that included, UNODC, the donor, the police agencies and the GoK. On that premise, certain sustainable expectation as to funding, training programs and the promotion of reforms across the country were high as to believe that all project's activities would thereafter become 'marked in stone' and ever-lasting. Although the drafted strategies and policy reforms were foundational for the police agencies' 'modus operandi', some of the strategies remain to be approved by the Government of Kenya and thus become operational. Furthermore, all trainings proffered during KENZ04 were viewed by all stakeholders as transformational for their work but more were needed to capacitate all police officers across the country. Under KENZ04, only 6 counties were trained. Hence, the sustainability of the reforms were questions by all stakeholders as police reforms require long-standing funding, activities across the whole nation and commitment by all parties to beget durable and visible changes in police behaviour to transform from a Force to a Service.

Main conclusions

KENZ04 was designed and implemented during a highly politicized and sensitive context where the constitutional reforms of 2010 called for strengthened police institutions and police reforms more generally. The evaluation team took into consideration these contextual elements to assess the results, effectiveness, sustainability, efficiency and the level of gender and human rights consideration. The evaluation team concluded that KENZ04 managed to implement a set of activities despite some challenges, delays and reduced levels of funding. KENZ04 was found to have contributed to a set of policies and strategies that were foundational for future reforms. The sustainability of the achieved results under KENZ04 remain a question as the Swedish funds ended in December 2017 and concerns amongst stakeholders were expressed about the need for continued support and long-term engagement. Other donors are, however, still funding other police reform activities and security sector reform more generally. UNODC ROEA mentioned the end of the project during a workshop but it remained unclear to many stakeholders as to what would happen to the reform processes after KENZ04 finished funding activities.

Main recommendations

A set of 10 recommendations were issued based on the findings of this evaluation and are summarized in the matrix of this report. The key recommendations are

1. **UNODC ROEA project team should support training and the promotion of the police reform policies and Transformation Road Map across all counties in the country.** KENZ04 helped strengthen the legal and policy foundations of the reforms through a series of strategic documents, trainings and The Transformation Road Map. Interviews, observation and group discussions emphasized the need to disseminate these learnings, and the agenda of the reform across all counties and not just the capital. UNODC should continue its trainings and partner with local civil society actors to disseminate the key messages and agenda of the reform across the country in future engagements with the police agencies and the GoK.
2. **UNODC ROEA project team should ensure a clearer hand-over strategy** to maintain the police agencies' trust and the GoK's political will to engage in the future with UNODC. No clear hand over, nor clear exist strategy were found in KENZ04, which raised concerns amongst numerous stakeholders. Communicating clearly the end of the project and the key milestones can help maintain UNODC's key partners' trust within the police institutions as well manage their expectations.

3. **UNODC ROEA project team should improve the Intervention Logic for future projects** to be more realistic. The project team should be more conservative in their logframes and objectives definition when drafting future projects. Such process can help propose more achievable realistic and measurable objectives, indicators, targets and outcomes.

4. **UNODC ROEA project team should consider a two-person team** with one local and one international experts for future projects. International experts were really appreciated but local context was sometime missing. KENZ04 recruited many local consultants and it is thus suggested to pair an international with a local at some point in their engagement. Such process, should help strengthen the outputs as well as reassure the police agencies that local context is understood and considered.

Lessons learned and best practices

Finally, a set of lessons learned and best practices were identified during the evaluation. Projects which take place during a highly sensitive and politicized context require a long-term commitment from the donor community but also a clear political commitment from the governmental institutions. This is especially true in the case of police reforms which are ambitious and require time to yield measurable results. Furthermore, relying on a single donor to implement a project of such significance can limit the scope of the planned activities and result in limited sustainability as the project is likely to be terminated when the donor stopped funding. On the other hand, some best practices such as the multi-police agencies trainings were perceived as positive. The process enabled different agencies to interact with one another-strengthen their collaboration and identify of common practices and goal to serve the public. Finally, the identification of the ‘Volunteer Reform Champions’ represents a cornerstone in the project, when the agenda of the reform and the teaching in the trainings could be disseminated across the 6 pilot counties. Such process was highly appreciated and could be replicated to other projects on police reform undertaken by UNODC and other agencies.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ¹¹	Evidence (sources that substantiate findings)	Recommendations ¹²
<p>1.Unfinished dissemination and training efforts.</p> <p>The project helped print and distribute some key documents across the 6 counties as well as conducted a series of trainings in key cities. Further efforts were needed and especially in other parts of the country, according to the evaluation findings.</p>	<p>Interviews, Desk Review Observation</p>	<p>1.Support training and promotion of the police reform policies and Transformation Road map across all counties.</p> <p>UNODC ROEA should focus on the dissemination and promotion/implementation of the transformation road map materials and learnings across all the different counties. Such programming should help sustain the efforts started under KENZ04 in the 6 pilot counties and expand them to the rest of the country.</p>
<p>2.Political will and the police agencies’ trust</p> <p>UNODC ROEA through KENZ04 managed to develop a trusting & respectful engagement with the police agencies. The GoK also continued to show political will in advancing the police reform, although they did not always approve of KENZ04’s approaches and policies.</p>	<p>Interviews, Desk Review Observation</p>	<p>2-Maintain political will and ensure a clear hand over strategy</p> <p>UNODC ROEA project team should ensure continued trust by clearly communicating the end of KENZ04’s programming and its timeline. Such communication should help maintain the trust they obtained from the police agencies and the government as well as manage their expectation and give them the opportunity to plan accordingly.</p>

¹¹ A finding uses evidence from data collection to allow for a factual statement. In certain cases, also conclusions may be included in this column instead of findings.

¹² Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

<p>3. Ambitious objectives within a short-time frame</p> <p>The logframe was drafted to meet the donors' expectations and the Government of Kenya programme reform's needs. It was not based on UNODC's funding, human resources capabilities and SMART¹³ objectives.</p>	<p>Desk review, Interviews</p>	<p>3.Improving the Intervention Logic to be more realistic for future projects</p> <p>UNODC ROEA project team should be more conservative in their logframe and objectives definition when drafting future projects. Such process can help them propose more achievable realistic and measurable objectives, targets, indicators and outcomes.</p>
<p>4. International experts could benefit from local context expertise</p> <p>All international experts were praised for their professionalism and experience. Local context knowledge however, on how the political apparatus works could have improved their interventions.</p>	<p>Interviews, Desk review, Observation</p>	<p>4. Change the consultant approach to a two-person team with one local and one international</p> <p>KENZ04 relied heavily on consultants both local and international but they were not necessarily paired. For greater efficiency, effectiveness and impact, UNODC ROEA project team should look at pairing one local consultant with an international.</p>
<p>5. Financial reports were unclear and not sufficiently detailed</p> <p>While UNODC ROEA reported based on UNODC's financial reporting guidelines, the level of details was deemed insufficient. The evaluation team could not also assess properly the value for money for each activity based on disbursements and approved budget.</p>	<p>Desk review, Observation, Interviews</p>	<p>5. Link outputs to budget lines</p> <p>UNODC ROEA project team and HQ Africa Desk should connect each output to a budget line. Umoja's detailed processing could maybe help draw these connections between outputs and disbursements. Such process will help gauge the value for money and report in detail and in a transparent fashion how the funds have been disbursed. Accordingly, a relocation of funds or a concentration of funds can be decided upon if deemed strategic and necessary to achieve the outcomes of the programme.</p>

¹³ SMART: Strategic, Measurable, Achievable, Realistic and Time-sensitive.

<p>6. No monitoring framework in place</p> <p>The outputs and targets were not drafted with SMART indicators and clear language. Insufficient monitoring was conducted or it relied on proxy indicators and sources.</p>	<p>Desk review, Interviews</p>	<p>6. Create a RBM Framework</p> <p>UNODC ROEA project team should define clear and SMART indicators, define monitoring tools that are adapted to the context, the subject matter and capabilities (financial & human). The project team should assign someone who is responsible for collecting the data throughout the duration of KENZ04.</p>
<p>7. Good Mainstreaming of Human Rights & Gender efforts</p> <p>While HR&G were well integrated into all documents, these topics remain sensitive and adopting international standards into police forces SOPs and changing mentalities towards female officers take time.</p>	<p>Interviews, Observation, Desk review</p>	<p>7. Continue Mainstreaming Human Rights & Gender but be mindful of local context sensitivity</p> <p>UNODC ROEA project team should craft the language very carefully and take into consideration the context so the HR&G strategies get enacted. A phased approach could be explored with the key stakeholders for instance.</p>
<p>8. Missed opportunities for closer coordination and collaboration with other UN agencies</p> <p>While several agencies, such as UN Women, and UN Habitat were mentioned in the project documents, no collaboration was fostered during KENZ04's implementation.</p>	<p>Interviews, Observation, Desk review</p>	<p>8. Strengthen collaboration with other UN agencies and other international bodies</p> <p>It is recommended to UNODC ROEA project team to seek closer engagement with relevant UN agencies for greater visibility, outreach, expertise sharing and coordination.</p>
<p>9. Delays due to political unrest and events</p> <p>Assumptions and risks were assessed but some key political events were not necessarily accounted for while they caused delays in KENZ04's implementation plan.</p>	<p>Interviews, Desk research,</p>	<p>9. Remain ahead of political change and context by conducting regular contextual analysis</p> <p>UNODC ROEA project team should keep abreast of political events and trends. Such context can help the project adjust and circumvent civil and politically motivated unrests.</p>

<p>10. Uninformed stakeholders about UNODC’s mandate and expertise</p> <p>Some stakeholders were not informed about UNODC’s mandate and key expertise and therefore could not see the benefits or added value of UNODC over other agencies. As a result, opportunities for visibility and potential funding were reported as being missed.</p>	<p>Interviews, Desk research, Observation</p>	<p>10. Draft a clear communication strategy</p> <p>UNODC ROEA project team and HQ Africa desk should prepare clear communication strategy documents that can easily be distributed, sent and posted on social media, emails and portals. Informing stakeholders of UNODC’s value add and mandate can help raise funds, manage expectations and foster collaboration.</p>
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I. INTRODUCTION

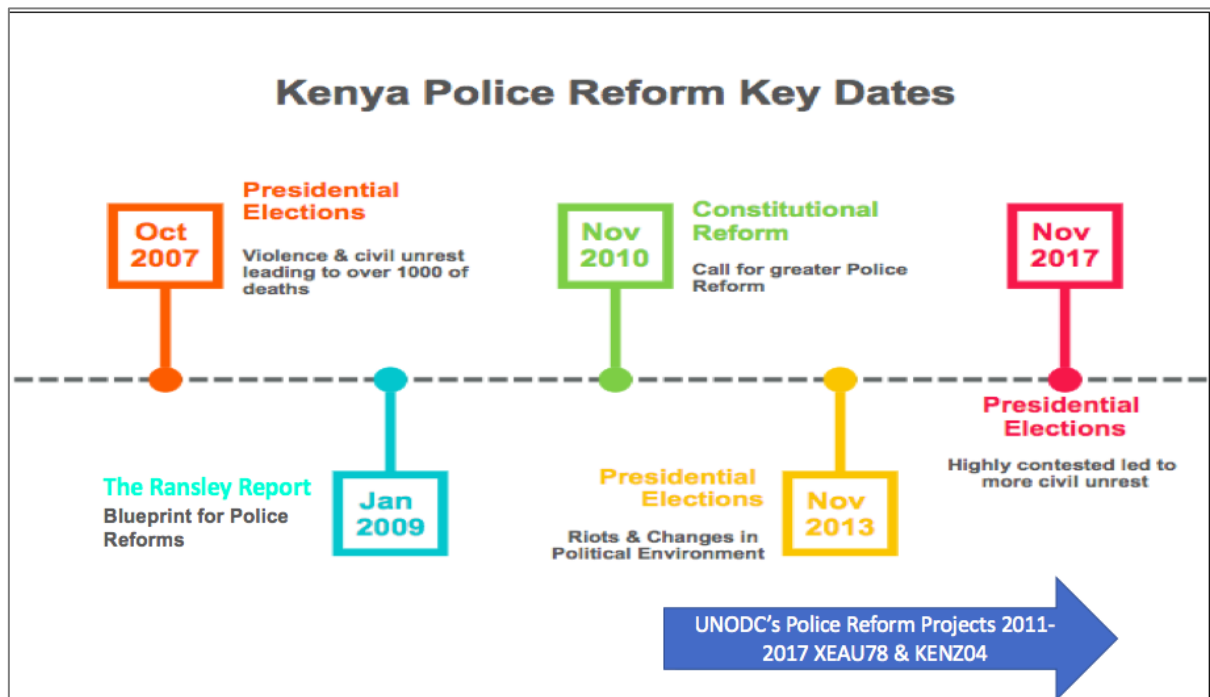
Background and context

The UNODC Police Reform Project in Kenya (KENZ04) started in August 2013 for an initial period of two years, until December 2015. It was extended twice, with the last extension initially meant to finish in December 2019. However, the funding support for the project from the Embassy of Sweden in Kenya ended in December 2017. A no-cost extension of six months was granted until June 2018 to complete this evaluation and final financial reporting to take place.

The project sought to support the Government of Kenya in its reform efforts aimed at transforming the National Police Service (NPS) into an effective, efficient and trusted security agency for Kenyans in line with the 2010 Constitution. The project was structured around three outcomes: (i) empowered and sustainable institutional structures for policing services established at the national level; (ii) professionalism, integrity and accountability of the NPS enhanced; and (iii) strengthened operational capacities of the NPS.

The design of the project sought to build on previous engagements by UNODC in supporting the Government of Kenya (GoK)'s efforts in moving forward with police reforms. Reforms started with support from international experts to share best practices on police reforms with the 'National Task Force on Police Reforms', chaired by a retired judge, Phillip Ransley¹⁴. Subsequently, UNODC supported the work of the Police Reform Implementation Committee (PRIC) and the development of the Government of Kenya Police Reform Programme (2011-2013), that informed the current project. The Police Reform programme of the GoK and the current UNODC project both focused on implementing the constitutional reforms of 2010 in changing the nature of policing from its historical and colonial antecedents of a "Force" to a citizens-oriented, friendly and trustworthy "Service".

¹⁴ The Police Reform Taskforce Report (also called the Ransley Report) reviewed the police structures and systems and recommended wide-ranging reforms to the police service, including the restructuring of the police services. October 2009. <https://www.scribd.com/doc/245815329/Ransley-Report>



Source: developed by the evaluation team

The main objective of this project fell within UNODC's mandate¹⁵ to strengthen Member States' criminal justice system and responds to the sustainable development goal 16¹⁶. The programme was aligned to and fell within sub-component 4 of the 2009-2015 UNODC Eastern Africa Regional Programme on "Promoting the Rule of Law and Human Security in Eastern Africa". The evaluation report for the Regional Programme underlined the contributions that the current project (KENZ04) made to the achievement of that programme's objectives.¹⁷ The following Regional Office East Africa (ROEA) programme strategy, retains justice and is thus still linked to the current programme¹⁸. The project also links with UNODC's thematic programme¹⁹ and was developed and implemented as part of the Criminal Justice Programme, "Supporting the implementation of the 2010 Constitution of Kenya that focuses on enhancing long-term institutional capacity to national security sector authorities.

The first amendment to the project document took place in February 2015 and extended the project duration to 31st December 2017; added several activities in the log-frame dealing with community policing; and revised the human resource needs. In December 2016, a second revision was undertaken extending the project duration to December 2019²⁰, reviewing the logical-framework and work-plan, by adding additional

¹⁵ As the custodian of United Nations standards and norms on crime prevention and criminal justice, UNODC holds a mandate to support Member States in building fair and effective criminal justice systems and in developing crime prevention programmes

¹⁶ UNODC's existing portfolio of technical assistance activities concerning the implementation of criminal justice reforms directly contributes to achieving multiple SDGs, including SDG #16: 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels'. The Project specifically responds to SDG targets 16.3, 16.5, 16.6, 16.a and 16.b.

¹⁷ Final In-Depth Evaluation of the Regional Programme for Eastern Africa, "Promoting the Rule of Law and Human Security in Eastern Africa, 2009-2015).

¹⁸ UNODC Regional Programme for Eastern Africa "Promoting the Rule of Law and Human Security 2016-2021)", Sub-Programme 5: Justice of UNODC's Strategic Framework 2016-2017, 'crime prevention and criminal justice system reform initiatives within UNODC's mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.' The Project is also in line with the UNODC Thematic Programme on "Crime Prevention and Criminal Justice Reform (2012-2015)".

²⁰ The donor decided to end police reform funding and therefore requested the project to finish in 2017 rather than in 2019.

activities in order to support changes to the revised Government of Kenya Police Reform Programme (2015-2018); and to make adjustments to staffing for this UNODC project (KENZ04).

The project had a total overall projected budget of USD \$9,989,148 and an approved budget of USD \$6,350,575. Sweden has been the main donor. Initially, a basket fund with several donors (US-INL, the Netherlands, Sweden, the UK and Germany) was agreed upon to fund the GoK's reforms process; however due to diverging approaches and focus, some of the donors decided to fund activities bilaterally and pulled out of this basket fund. Since its inception in 2013, KENZ04 was thus fully funded, with a minor contribution of USD \$10,000 by Israeli, by the Swedish government and was managed by the criminal justice section of the UNODC Regional Office of East Africa (ROEA) in Nairobi. This report was drafted by a team of independent evaluators, commissioned by UNODC ROEA, in line with UNODC evaluation policy and finalized in close consultation with UNODC's Independent Evaluation Unit (IEU).

The Evaluation Methodology and Scope

The evaluation, being summative in nature, focussed on assessing the accomplishments of the project against planned outputs; on identifying lessons learned from the project implementation for future programming, on underlining the best practices, results and gaps as to what outcome-level progress has been achieved or not. The evaluation covered the period between October 2013 until the end of the field mission (20 February 2018).

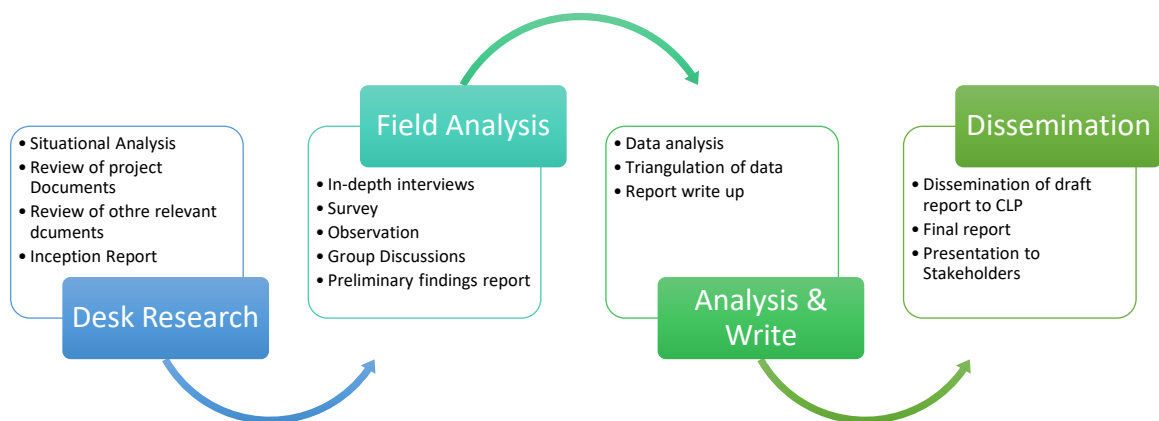
In addition, the evaluation's specific objectives were to:

- Analyse the relevance of the programmatic strategy and approaches to the overall objective of the Project;
- Provide an assessment of the design, coherence, and focus of UNODC's Project in support of the reform of the police sector in Kenya, including the support at the devolved/county level and local/station level;
- Analyse project results in terms of achievements and/or weaknesses towards accomplishing the outcomes and outputs, with a critical examination of how/to what extent the project supported the national government of Kenya in its efforts to transform the National Police Service (NPS) into an effective, efficient and trusted security agency for Kenyans in line with the 2010 Constitution;
- Provide an UNODC project-related analysis of the Go's existing institutional and coordination structures, including the Police Reform Steering Committee (PRSC), and those to be established for ensuring a successful implementation of the Project;
- Assess the potential for sustainability of the results and the feasibility of ongoing and nationally-led efforts in the reform process of the police in Kenya;
- Document lessons learned, good practices, success stories and challenges to inform future work of various stakeholders in the police reform process in Kenya;
- Document and analyse possible weaknesses in order to improve future interventions in the area of criminal justice reforms, and specifically within the police service in Kenya.

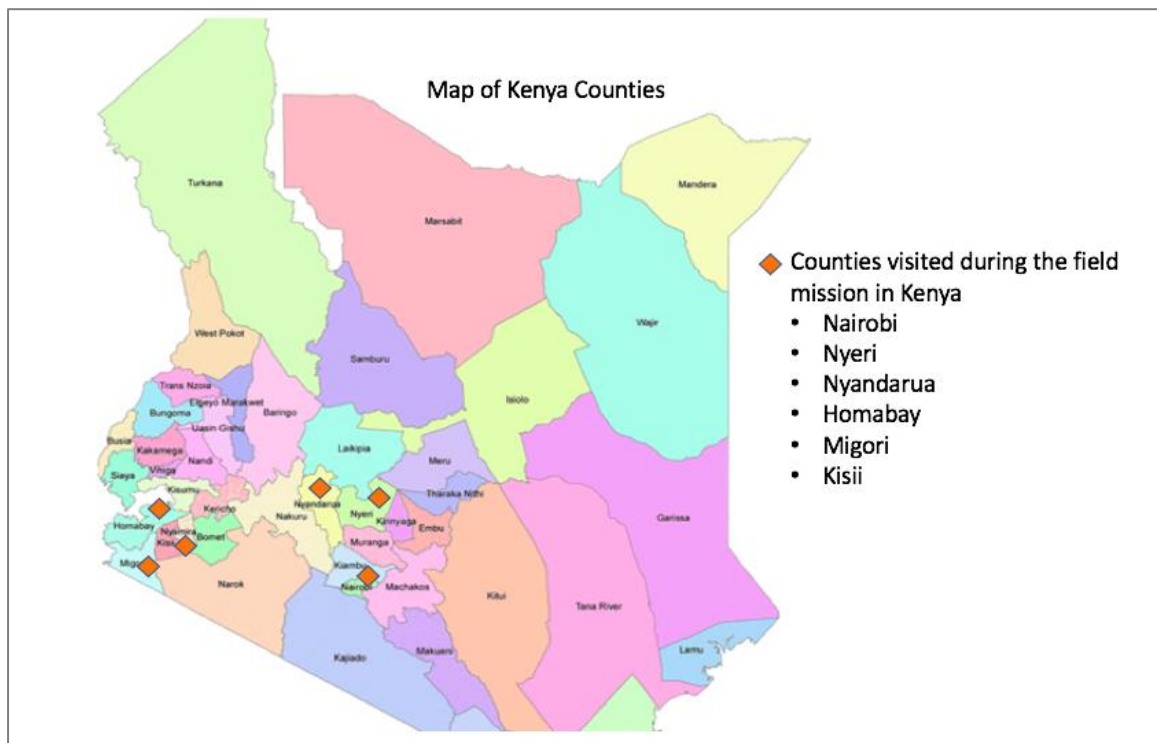
The evaluation focused on assessing design, effectiveness, efficiency, impact, sustainability, partnerships, Human Rights, Gender Equality and lessons learnt. This was done in accordance with the 2016 UNEG Norms and Standards and the OECD-DAC criteria as captured in the UNODC evaluation handbook.

This evaluation report is intended for UNODC ROEA, especially within the Criminal Justice section, the Project Coordinator (PC) and other Project Management team (PM), the Regional Representative based in Nairobi, as well as donors, including the Embassy of Sweden in Kenya, key governmental partners (Ministry of Interior and Coordination of National Government) and the members of the three policing institutions (the NPSC, IPOA and NPS).

The evaluation adopted a phased approach comprising of four stages as captured below:



Desk review focused on documents provided in the TORs, additional documents requested by the evaluation team and supplied by the Project Management Team and other relevant reports (see annex III). These were complemented by interviews (in-person and through skype and phone calls). A total of 46 (30 male vs 16 female) persons were interviewed, that include project management team, UNODC Headquarters staff, UNODC other field offices staff, implementers and beneficiaries, experts, civil society and government independent agencies. Field visits were conducted in six counties of Nyeri, Nyandarua, Homabay, Migori, Kisii and Nyamira. 2 Group discussions were undertaken with the police reform champions trained under the project (4 female and 8 male officers). 3 Additional group discussions (2 female and 5 male officers) were held in 3 of the six counties where field visits were conducted.



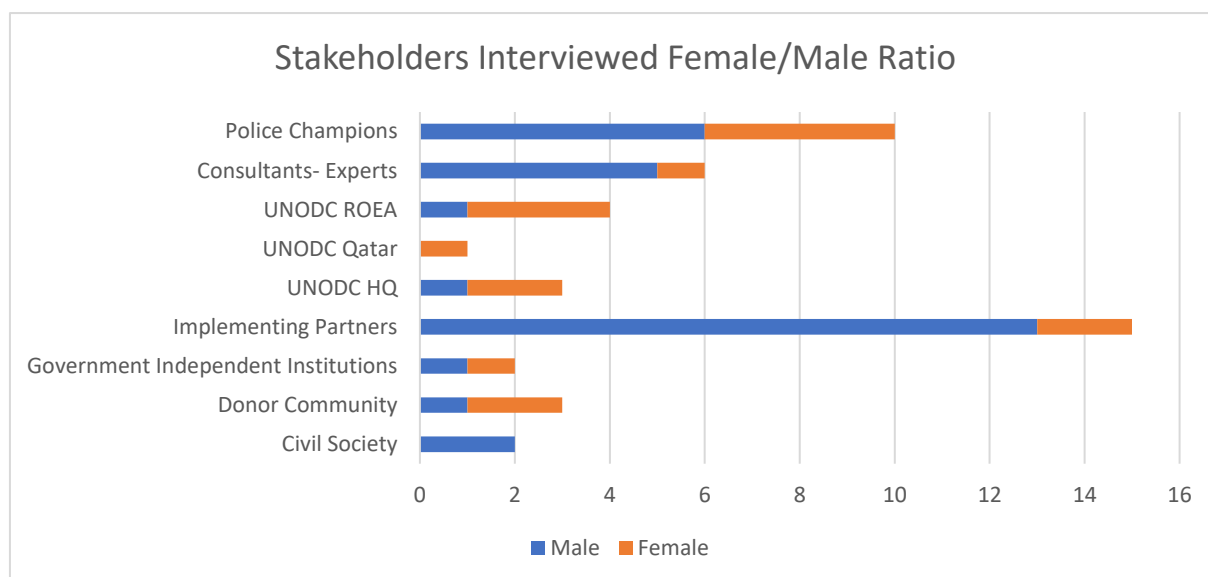
Source: Map developed by the evaluation team

The composition of the evaluation team

The team was composed of an international evaluator and a local Kenyan consultant. They both have substantial experience in conducting evaluations on criminal justice reform programmes in Africa and elsewhere.

Sampling Ratio of Interviewees

The selection of the interviewees was based on a purposive sampling methodology- that was complemented, when deemed relevant and necessary, by a snowball sampling process. A list of stakeholders was initially proposed by the PM team in the ToR but was complemented at the inception phase by additional stakeholders in order to ensure a diverse source of information, and gender balance sample. The sampling of interviewees, as shown in the chart below, was chosen to represent a mix of project delivery and administrative managers, implementing partners, as well as donors, police champions²¹ and experts that contributed to the police reforms. The evaluation team was pleased with the mixed sampling ratio. However, the evaluation team developed a survey, which could not be administered and prevented the evaluation team from reaching as many beneficiaries as intended. Once in the field, the evaluation team tried to administer the survey in person based on printed questionnaires to as many police officers as possible; this solution was to mitigate the lack of regular access to internet of many police officers. However, the sampling was insufficient to be considered for the analysis of this report. Finally, the evaluation team used snowballing as well during the field mission in order to have group discussions with police officers, both female and male, and where possible with some of the champions.



Source: evaluation team based on list of stakeholders

Limitations to the evaluation

Openness and frankness of respondents

There are several limiting factors to this evaluation. The evaluation was conducted against the background of the 2013 and especially the 2017 general elections. This election severely tested the police reform process and the policing institutions. While this would be an ideal environment to undertake an evaluation, the fact that those elections have left several lingering challenges within the country and ongoing tensions, had the potential of clouding the discussions with respondents. In order to mitigate this limitation, the evaluation team sought to obtain alternative information on the status of police by expanding the interview list and

²¹ The champions are police officers that were selected by the NPS to become the trainers and spokespersons of the reform. They were trained on soft skills, and Train the Trainers technics so they could train other officers across the selected counties.

triangulating information from all the sources obtained. Finally, as introduced in the tools (see annex), the evaluation team started every interview with restating the objectives of the evaluation and the confidentiality of the exercise.

Gender Equality and Human Rights (GE&HR)

Integration of gender and human rights was a core component of KENZ04. The different documents (project documents, policies, training manuals) collected by the evaluation team speak to these issues. However, there is a dearth of baseline data on gender and human rights, and gender disaggregated data on policing. The evaluation team therefore sought to assess progress on gender and human rights from feedback during field work and collect as many metric data points as possible from varied sources during the evaluation. Additional research was also conducted on gender data and police reforms in the country but most sources were unreliable. The evaluation collected all relevant documents and reviewed the documents to ensure that gender and human rights components were included, as mentioned during interviews.

Constraint for effectiveness and impact measurement

The other challenge was the non-implementation of many activities on community policing, originally designed to help achieve outcome 3 of the project. The evaluation underlined that this change in programming was implemented in consultation with all relevant parties and upon request by the donor. In addition, there was lack of baseline information on community policing on which to monitor progress objectively. Hence, in order to mitigate this issue, the evaluation team factored it into the analysis and obtained information on wider community policing initiatives, implemented by the GoK, for instance.

Constraints to conduct a population's perception survey

Due to time and budget constraints, the evaluation team did not conduct a population perception survey, which would require more time in the field and another team set up with surveyors and a larger budget. This perception survey is, however, important to understand how the reforms have helped or not improve the public opinion towards police and gauge the effectiveness and impact of the reforms. To mitigate this constraint, the evaluation team gathered secondary reports and surveys from different sources. These different sources helped the team assess progress or regress of the reforms and understand how people's perception had changed towards the police in Kenya. They were however, non-UN data sources and some of the data collection methodology was not always clear. Hence this limitation was also considered in the evaluation and reflected under the impact section.

Unreliability of survey

The evaluation team designed a survey for the trainees, recipients of KENZ04's capacity building activities. The evaluation team had proposed to send the questionnaire through email. However, once in Nairobi, the PM and the NPS informed us of the difficulty of contacting police officers via email for lack of access. Thus, the evaluation team decided to distribute them while in the field to collect additional data. This was possible in only one out of the six pilot counties visited during this evaluation. This ratio made results unrepresentative and the data was disregarded during the analysis phase.

II. EVALUATION FINDINGS

Design

Evaluation questions:

- **To what extent was the design of the programme adequate to achieve the objectives? And which measures have been taken or could have been taken at the planning and implementation phase to assess change?**
- **Was the programme designed through consultations with local implementers or internally within UNODC ROEA office?**

To what extent was the design of the programme adequate to achieve the objectives? And which measures have been taken or could have been taken at the planning and implementation phase to assess change?

The project was supposed to be a Basket Fund where all interested donors would contribute towards achieving common objectives that were to professionalize the police force through a set of reforms. The Basket Fund was meant to be managed by UNODC ROEA. The Basket did not materialize as a multi-donor process due to differences in scope and approaches from the consulted donors (UK, Germany, the Netherlands, the USA); the Swedish government became the sole contributor. UNODC remained the implementing agency and managed the KENZ04 through this fund.

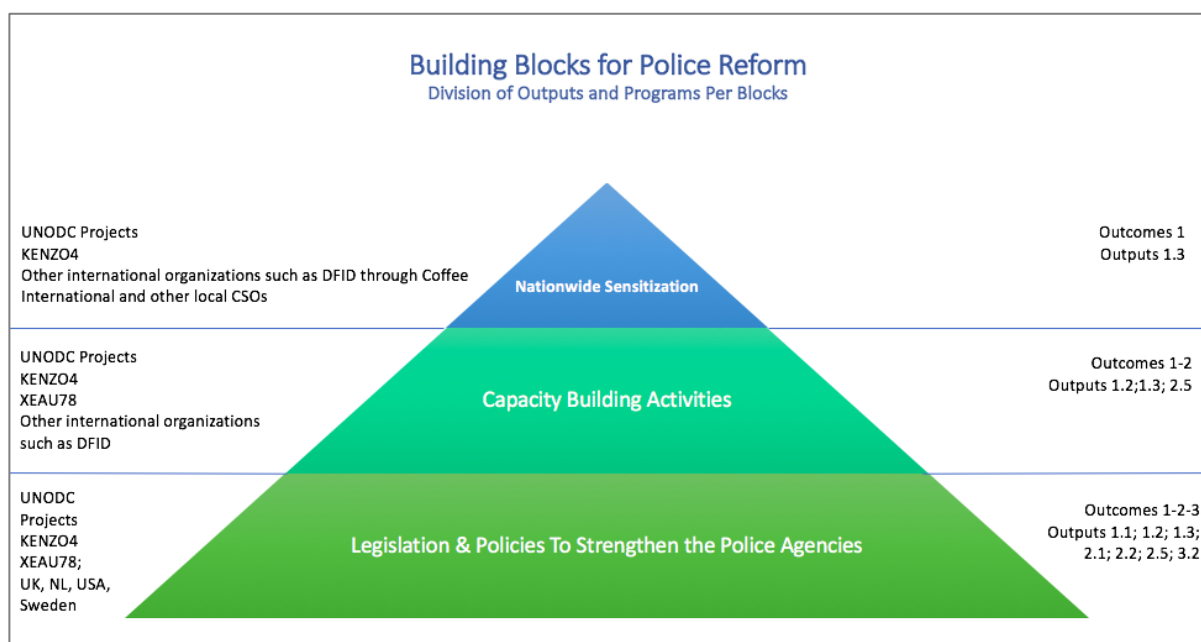
According to the desk review and interviews, KENZ04 was designed by UNODC based on the GoK Police Reform Programme document, developed by PRIC. The police agencies concurred that the identified priorities and presented activities under KENZ04 met their needs at the onset of the project in 2013. Furthermore, the desk review underlined that KENZ04 was designed on studies²² conducted by the previous programme XEAU78 on justice reform in the region, that focused on police reform in Kenya. UNODC had been supporting the GoK with police reform since 2009. Hence, the priorities, the assumptions and the risks were understood. Furthermore, the project was designed in response to the Waki Commission and the Ransley Report that had identified as priorities the need to draft relevant pieces of legislation, that would be compliant to international standards and constitutional reforms.

As observed in the graphic below, the majority of KENZ04 activities were focused on drafting policies and capacity building. The project was designed to build capabilities around each policy drafted –i.e. for each policy, a training was delivered to the commanders, wards and “Volunteer Reform Champions”²³.

²² Assessment of the Police Sector in Kenya – May 2010; Report on “Establishing Independent Policing Oversight in Kenya: Challenges and Opportunities” – April 2012.

²³ ‘Volunteer Reform Champions’ are police officers from the three police agencies who volunteered and were then selected to train other officers on the transformation road map principles and ensure that the reform goes on. Two sets of champions were chosen from the different regions and started training other officers in the pilot counties (6). Champions were not initially designed by KENZ04 but the idea emerged during PRIC discussions amongst partners and police agencies.

Graphic: Building Blocks for Police Reform & Division of Outputs Per Blocks



Source: Evaluation team based on project documents and reports

According to the desk review and interviews, building the legal foundation was critical. Over 3224 policies were drafted by the GoK with the support of different international donors (the UK, the Netherlands, the USA, Sweden, and Germany) and organizations (UN Women, UNODC, UNDP, Coffee International) since the reforms started in 2008-2009. The drafting of strategic work plans, management plans and other key strategies (human rights, communications, gender, anti-corruption for instance) was also paramount to strengthen the police agencies. However, one of the pitfalls of the program design is the fact that some of the baseline – if any at all- was reliant on proxy indexes such as Transparency International East Africa Bribery Index and not UN data sets. Proxy indicators are not always used by UNODC as the methodology used to collect them can change from one country to another and is not always applied evenly across countries. In addition, the language of the targets was not sufficiently defined to be able to understand and measure results. For instance, ‘*Human Rights are mainstreamed into the NPSC work by December 2016*’ (output 1.1) and similarly ‘...into IPOA by December 2016’ (output 1.2); it is too vague for UNODC and evaluation teams to measure the results achieved; It is not realistic nor feasible for UNODC to measure the level of integration or the mainstreaming of HR within the whole scope of work conducted by the NPSC and IPOA. Similarly, outcome 3 had a target of ‘having up to 10 model stations operationalized by December 2017’. Words, such as ‘*model station operationalized*’, should be defined in order for UNODC to effectively measure, show results and obtain support. According to interviews, such target was viewed as overly ambitious, not sustainable and not designed to meet the overarching objectives of the project.

Although the programme design –especially at the output, target level- could have benefited from more precise language and accurate baseline information, the evaluation team concluded that the general intervention logic of KENZ04 was based on identified priorities in Kenya and UNODC’s key legal expertise and mandate. The outputs, under outcome 1 and 2 especially, targeted specific needs to strengthen

²⁴ It is unclear how many policies have been drafted over time within the GoK’s police reform programme. 32 policies were used by UNODC to draft the Transformation Handbook.

the police agencies' operating and policy framework as well as develop training manuals to 'transform' the police behavior from a 'force' to a 'service'. However, the number of counties (6) was insufficient, according to interviews, observation and desk research, to yield the expected results within the time frame of the project. While the activities – strategy development, trainings, manuals and policy drafting- were appropriate to the project's objectives, the scope of the implementation was too limited in time and space.

Was the programme designed through consultations with local implementers or internally within UNODC ROEA office?

The programme was designed within UNODC ROEA and in consultation with UNODC HQ. The design was based as aforementioned, on several previous external reports and studies and through a direct multi-stakeholder consultation that led to the Joint Statement of Intent, signed in 2013. The Basket Fund was initially formulated to create a common pot of funds that would cover the whole reform process of the police. However, according to the desk review and interviews, the Basket Fund, although initially agreed upon, did not offer the right platform for the different donors to implement their priorities and the scope of work that each wanted to focus on; as a result, police reform was implemented through different bilateral agreements between the GoK and each international agency.

Another important aspect to consider in the design is the critical role given to the GoK as 'Implementing Partner' rather than beneficiary. According to numerous interviews and the desk review, this role as 'implementing partner' reinforced the responsibility of the GoK in achieving the results, as set in this project. As co-responsible for progress, the GoK had to show commitment and political will. Hence, UNODC ROEA and the PM had to develop a close engagement with the GoK and the different police institutions to maintain that responsibility and accountability among all partners.

With respect to KENZ04's logframe, UNODC ROEA responded to the donor's priority; for instance, in the second revision, a set of outputs were added to include 'community policing' as part of the reform process. However, these outputs were never implemented as the community policy strategy was never approved by the GoK due to difference in perspective on what community policy entails. Nonetheless, UNODC remained flexible to adjust programming when needed to meet the donor's requirements. Finally, according to the field missions, the interviews and the desk research, most beneficiaries and the implementing partners were satisfied with the level of engagement and technical expertise proffered by UNODC.

Finally, all stakeholders highly appreciated the set of meetings (PRIC, donors' meetings²⁵) organized with police agencies, the donor community and relevant governmental partners. Interviews and desk research underlined how such informal consultation process was useful to maintain everyone informed of progress and challenges in the overall police reform process. However, the design, and timing of these meetings were not sufficiently institutionalized according to the evaluation findings (interviews and desk review). Monthly meetings between NPS and IPOA and UNODC remained fairly regular (unless political unrest caused delays) to discuss work plans and progress. However, the donors' meetings were not so regular and

²⁵ Donors meetings were composed of all the donor community involved in police reform in Kenya and not just Sweden in the case of KENZ04.

were driven by individuals rather than being institutionalized through functions in each stakeholder. Hence, the meetings continued but more sparsely after 2016.

Summary – Design

KENZ04 was designed by UNODC ROEA & in consultation with UNODC HQ based on Kenyan critical reports such as the Waki Commission and the Ransley report as well as studies conducted by other UNODC programmes in Kenya. The language of the outputs and targets should be refined for more precise monitoring and results and impact assessment. Nonetheless, most of the stakeholders were satisfied with the design of the activities undertaken by KENZ04 as these outputs relied on UNODC’s legal and technical assistance expertise.

Relevance

Evaluation questions:

- **To what extent were the outcomes and objective of the Programme relevant to the key stakeholders throughout the programme implementation?**
- **To what extent are the outputs, outcomes and objectives of this programme relevant to implementing the Sustainable Development Goals?**

To what extent were the outcomes and objective of the Programme relevant to the key stakeholders throughout the programme implementation?

The Programme had three outcomes, namely:

- Outcome 1: Empowered and sustainable institutional structures for Policing Services established at the national level.
- Outcome 2: Professionalism, integrity and accountability of the NPS enhanced.
- Outcome 3: Strengthened operational capacities of the NPS

Outcome 1 was designed to build on reforms that had been undertaken in the country following the adoption of the 2010 Constitution. Outcome 1, aimed at strengthening these established institutions for sustainability and deliver on their constitutional and statutory mandate. From the review of the Programme document and other literature, this outcome was relevant at the time of design of the programme. From review of documents and triangulated with data from field interviews, it remained relevant throughout its whole duration.

Context of the relevance of the 3 Outcome:

The laws for the establishment of the three policing agencies had been passed by Parliament. The National Police Service Act was enacted in August 2011 so as to implement the provisions of the Constitution relating to the operationalisation of the National Police Service (NPS). This legislation provided for the legal provisions to govern the transformation of the police from a ‘force’ to a ‘service’, procedure on the appointment of the Inspector General of Police and the deputies. This was followed by the enactment of the National Police Service Commission, which came into effect in October 2011 and elaborated on the powers and functions of the National Police Service Commission and the qualifications and procedures of appointments of Commissioners. The Independent Policing Oversight Authority (IPOA) was enacted in 2011. It provided for the establishment of IPOA and mandated it to provide civilian oversight over the police in Kenya.

Outcome 2 focusses on professionalism, integrity and accountability of the National Police Service (NPS). Transforming of the police from a ‘force’ to a ‘service’ required dealing with software as much as hardware. At the time of the design of the programme, the Transparency International Reports recorded the police

as the most corrupt institution in Kenya.²⁶ This outcome's key objective was to reverse this perception by strengthening the policy architecture with 'a code of ethics', 'an anti-corruption strategy', amongst other key strategic documents and build NPS' officers and leadership's capability. While Transparency International reports mention the police as being amongst the most corrupt institutions in Kenya until today, the interventions aimed at improving accountability and integrity within the police services remains relevant.

Outcome 3 was relevant at the time of the project design as it was elaborated through stakeholders' consultation but due to political changes, the strategies put forward by UNODC did not get approved by the government in place after several iterations. A change of leadership within key governmental bodies led to a different perspective on what 'community policing's core principles should be. Differences between the donor and government in definition and principles of community policing resulted in the inability to approve the strategies. The Government of Kenya (GoK) introduced a related programme called Nyumba Kumi, in response to increased terrorist threats in the country. From interviews, and the desk review, both approaches differ and therefore led to the non-implementation of most activities under Outcome 3 due to the lack of consensus from both parties. As a result, KENZ04's activities related to community policing did not get funded.

Based on interviews and the desk review, and field observation, the project was relevant at the time of its design and some parts of it (capacity building activities, especially) remain important and relevant. However, many stakeholders questioned the viability of such project within the current political context, that might hinder the ability of the PM to obtain the needed political will and sustained sources of funding from different donors that are pulling out of the police reform field for now. As a result, some of the outcomes' outputs (Outcome 1 & 2) remain relevant today but within a changing context that has to be carefully considered for future programming.

Relevance to Government of Kenya and the implementing partners

The GoK and the Kenyan policing institutions (NPS, IPOA & NPSC) were both key beneficiaries as well as implementing partners in KENZ04. The following section underlines how the project was relevant or not for the GoK and each policing institution, based on desk review, interviews and field observation.

The Government of Kenya

As mentioned above under 'design', KENZ04's design was relevant to the GoK, as it aligned to the Police Reform Programme prepared by the Police Reforms Implementation Committee (PRIC) for the period 2011-2015. When the GoK revised its programme to extend the reforms between 2015-2018, KENZ04 was also reviewed to consider some of the changes. Such adjustments were made to ensure KENZ04's activities remained relevant to the GoK. Indeed, additional activities were included, such as the review of IPOA Strategic Plan; the supply of equipment for IPOA's laboratory for basic ballistic and forensic services; the development and implementation of a transformation strategy for the NPS; and the mass publication and distribution of the Service Standing Orders (SSO) for instance. Other activities were also focused on anti-corruption, gender and human rights mainstreaming as well as trainings to strengthen crime investigation skills.

²⁶ UNODC project document. See also TI 2013 Global Corruption Barometer

KENZ04 supported the three key policing institutions of the National Police Service Commission (NPSC), the National Police Service (NPS) and the Independent Police Oversight Authority (IPOA). The Project also supported the Inspector General (IG) of the Police. Interviews confirmed that the project continues to be relevant, leading to statements expressing gratitude for UNODC's support and decriing the end of the project, when police reforms in Kenya are still ongoing.

The National Police Service (NPS)

The project focused many of its activities on helping operationalize the NPS and on transforming it into a 'service'. Interviews confirmed that as initially designed the project was relevant and responded to the needs of the NPS. The project also received the 'buy-in' and support from the top leadership of the NPS. This relevance continued throughout the implementation period. One of the key outputs that was often cited as critical by all stakeholders during the field missions and interviews, was the 'Transformation Roadmap Handbook'. According to interviews, this handbook supported NPS' officers' integration of some key practices to eventually become a 'service'. Another example was the launch of the Service Standing Orders (SSO), which was perceived as the first comprehensive and publicly available SSOs based on reforms and international best practices.

The National Police Service Commission (NPSC)

The NPSC was created to perform human resource functions within the police, that include appointments, promotions and disciplinary control. It was a new Commission and had to draft new systems and procedures in order to fulfil its constitutional mandate. According to the desk review and interviews, the project was initially relevant. However, according to the desk reviews and interviews, many of the planned activities were not implemented by the time the project ended in 2017. This change in the implementation plan, was explained by numerous stakeholders, as a change of priorities within NPSC's leadership, which focused time and resources on police vetting. As a result, KENZ04 included additional support on vetting processes, although it was not part of the original plans. Nonetheless, the support proffered by UNODC to NPSC was viewed as reduced or insufficient by different stakeholders. According to respondents, the programme interventions and method of delivery did not align to the NPSC priorities, preferences and vice versa. The evaluation concludes, therefore, that although as designed the programme was originally relevant, the changed priorities by NPSC meant that the project's interventions became less relevant during implementation. The project's priorities could not reconcile with the NPSC's needs at that time.

The Independent Police Oversight Authority (IPOA)

IPOA was established to provide civilian oversight to policing in order to enhance police accountability. KENZ04 supported IPOA with infrastructure, strategic planning, guidance on mandate's operationalization amongst other activities. UNODC supported IPOA until it gained public and stakeholder confidence, which helped obtain increased budgetary allocation from the Parliament. From the desk review and interviews, KENZ04's activities towards IPOA were relevant and effective.

Relevance to donors

At KENZ04's inception, the donors²⁷ who had signed a Joint Statement of Intent had assigned UNODC as the fund manager of a Basket Fund for the Police Reform Programme. From interviews and the desk review, the creation of the Basket Fund was a demonstration of the donors' commitment to police reforms in Kenya and the relevance of having a comprehensive and coordinated project. They had designated UNODC as the Basket Fund manager to ensure a coordinated support to KENZ04. However, most donors either did not make their contributions or eventually pulled out leaving Sweden as the sole donor of the project. According to the desk review and numerous interviews, changes in donors' priorities, differences amongst vision and scope of stakeholders' engagement and most importantly how impact was defined and to be measured were key explanations in this determinant shift of funding and management of the project. Some other donor developed its own programme to support police reforms with a focus on community

²⁷ The Donors who signed the JSI include the United States of America, United Kingdom, Sweden and UNODC.

policing while other donors, also had direct engagements with the police. In addition, donors continued to have coordination meetings to obtain updates from all stakeholders involved in police reform activities, including UNODC. They all agreed that police reform was relevant but they differed on approaches and how they should be implemented. At the time of the evaluation, Sweden had also determined that despite the relevance of the project, they were not renewing the pledges due to contextual reasons and Sweden's changing funding priorities.

Relevance to UNODC in the context of its mandate and the regional programme

The project was also aligned to UNODC's mandate of supporting Member States in building fair and effective criminal justice systems, developing crime prevention programmes and in fulfilling the UN Code of Conduct of Law Enforcement Officials²⁸. It also was the continuation of UNODC support to the National Police Service. The Minister for Internal Security and the leadership of the NPS acknowledged that support in the Foreword to the GOK 2011-2013 Reform programme²⁹.

The programme aligned and fell within sub-component 4 of the 2009-2015 UNODC Eastern Africa regional programme on "Promoting the Rule of Law and Human Security in Eastern Africa," focusing on justice. The final evaluation report for this programme identified the contributions that KENZ04 made to the achievement of that programme's objectives.³⁰ The regional programme strategy for 2016-2021 still has a pillar on Justice and is thus still linked to the KENZ04³¹. KENZ04 was also linked with UNODC's thematic programme³² and was developed and implemented as part of the Criminal Justice Programme, 'Supporting the implementation of the 2010 Constitution of Kenya' that focuses on enhancing long-term institutional capacity to national security sector authorities.

KENZ04 was also aligned with the United Nations Development Assistance Framework (UNDAF) for Kenya for the period 2014-2018.³³ UNDAF captures the priorities agreed upon between the GoK and the United Nations under its 'Delivery as One' approach. UNDAF has four pillars and KENZ04 falls under Pillar one on transformational governance. Its targets were that "*by 2030 Kenya has a state of good governance anchored in the Rule of Law that guarantees human rights and equitable access to justice, underpinned by a democratic culture that is open, participatory, effective, inclusive, credible and transparent with institutions and systems that are fully devolved, responsive, accountable and results oriented.*" One of the indicators of the UNDAF's outcomes is on the rate of public confidence in the police, which echoes KENZ04's outcome indicator. Furthermore, UNDAF's outcome 1.1 on policy and institutional framework captured police reforms to be supported by UNODC as the fifth reform area, showing clear relevance of the current programme.

To what extent are the outputs, outcomes and objectives of this programme relevant to implementing the Sustainable Development Goals?

²⁸ <http://www.ohchr.org/EN/ProfessionalInterest/Pages/LawEnforcementOfficials.aspx>

²⁹ Prodoc 2013

³⁰ Final In-Depth Evaluation of the Regional Programme for Eastern Africa, "Promoting the Rule of Law and Human Security in Eastern Africa, 2009-2015).

³¹ UNODC Regional Programme for Eastern Africa "Promoting the Rule of Law and Human Security 2016-2021)",

³² Sub-Programme 5: Justice of UNODC's Strategic Framework 2016-2017, 'crime prevention and criminal justice system reform initiatives within UNODC's mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.' The Project is also in line with the UNODC Thematic Programme on "Crime Prevention and Criminal Justice Reform (2012-2015)".

³³ <http://www.ke.undp.org/content/kenya/en/home/search.html?q=UNDAF>.

The Sustainable Development Goals were adopted by the UN General Assembly³⁴, September 2015 when the project had already been designed and was under implementation. Nonetheless, according to the project's document, logframe and progress reports, the project's thematic and outcomes were relevant to the achievement of the SDGs. Of particularly relevance is SDG 16³⁵, which targets focus on promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels. Target 16.6 of the SDGS seeks to “*develop effective, accountable and transparent institutions at all levels*”, which is captured in the same terms as the overall objective of KENZ04. To this extent, therefore, the achievements of KENZ04's outcomes can contribute to SDG 16, providing that reforms and the governance of the police institutions continue to strengthen and are enforced. However, evidence of SDGs' achievements won't be reported upon unless the GoK designs a set of metrics to measure progress against a baseline and reliable data.

The project's design also sought to address issues of human rights and gender equality within the context of policing and in the police service. These issues relate to SDG 10³⁶ on reducing inequalities within and among countries and SDG 5³⁷. KENZ04's activities (outcome 1.1.5; outcome 1.2.1 and outcome 3.1) ensuring that there is better gender awareness within the police and that female police officers are given equal opportunities to men in recruitment and promotion. Furthermore, from the Waki Commission report and the report of the UN Special Rapporteur on Extra Judicial, Summary or Arbitrary Executions, perceptions of police brutality and human rights violations by the police have been an ongoing complaint in Kenya. Thus, the objective of professionalising the police entailed improving its human rights record. KENZ04 supported the police integrate human rights principles in all manuals and in its training curriculum. However, the Human Rights Strategy developed under the Project is yet to be adopted by the GoK and enacted.

Summary – Relevance

KENZ04 was relevant and remained relevant to the GoK, the police agencies as institutions as well as the police officers in the field. The initial Basket Fund lost its relevance when donors decided to invest in police reform through different funding mechanisms enabling each of them to act on the scope and actors they wanted. The Police reform agenda remained highly relevant throughout the whole duration of KENZ04. Its activities were also relevant to SDGs 16, 10 and 5 but metrics and M&E framework are yet to be defined by the GoK in order to report upon progress.

Efficiency

Evaluation questions:

- **What measures have been taken during planning and implementation to ensure that resources were efficiently used? To what extent did these measures contribute to efficiency?**
- **To what extent has the project's resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)? How can the monitoring of these activities be improved?**
- **To what extent did cooperation contribute to the efficiency of operations?**

³⁴ https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/66/288&Lang=E.

³⁵ <https://sustainabledevelopment.un.org/?menu=1300>.

³⁶ <https://sustainabledevelopment.un.org/?menu=1300>.

³⁷ <https://sustainabledevelopment.un.org/?menu=1300>.

What measures have been taken during planning and implementation to ensure that resources were efficiently used? To what extent did these measures contribute to efficiency? To what extent has the project's resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)? How can the monitoring of these activities be improved?

KENZ04 received soft earmarked funding from the Swedish Government of a total of USD \$6,350,575 for the period between October 2013 at the inception of the project and December 2017 covering the period under evaluation.³⁸ A small contribution from Israel of USD 10,000 was made the first year of the project according to the financial reports of 2014. Israel withdrew from this project and did not follow up on any of the implementation of the activities. As a result, this project has been viewed and referred to by all stakeholders as a one-donor funded-project.

The Swedish soft-earmarked funding enabled UNODC ROEA to allocate the funds wherever they were most needed, while still respecting the donor's interest and priority focus areas. According to interviews and desk review, soft-earmarked funding has been praised as a best practice and most efficient in allocating donor money where most useful and needed. The donor was generally satisfied about the level of reporting but greater details on disbursements per outputs and per activities would have been appreciated to understand funds' allocation and the project's value for money. As per desk review, observation and interviews, UNODC ROEA followed UNODC's financial reporting procedures but in order to accommodate the donor's request for further details, non-official disbursements reports were prepared and shared³⁹.

According to the financial reports⁴⁰ and the graphic below, the bulk of the funds received were disbursed in 2014, during the first year of the project's implementation. A drop happened in 2017 as the programme had to stall due to the presidential elections and upon the official request of the GoK, as verified during the field mission through observation, documents review and interviews. Police officers needed to be deployed in the streets to ensure peaceful elections rather than being in trainings according to the official statement of the Reform Directorate. UNODC ROEA complied. Hence, some activities are now being finalized in the first two quarters of 2018. Some external factors- such as the elections- impacted on the work plans of the project. Although some well-known events, such as the presidential elections, had been identified as potential risks, the project implementation plan did not sufficiently take them into account to mitigate its work plan and avoid delays.

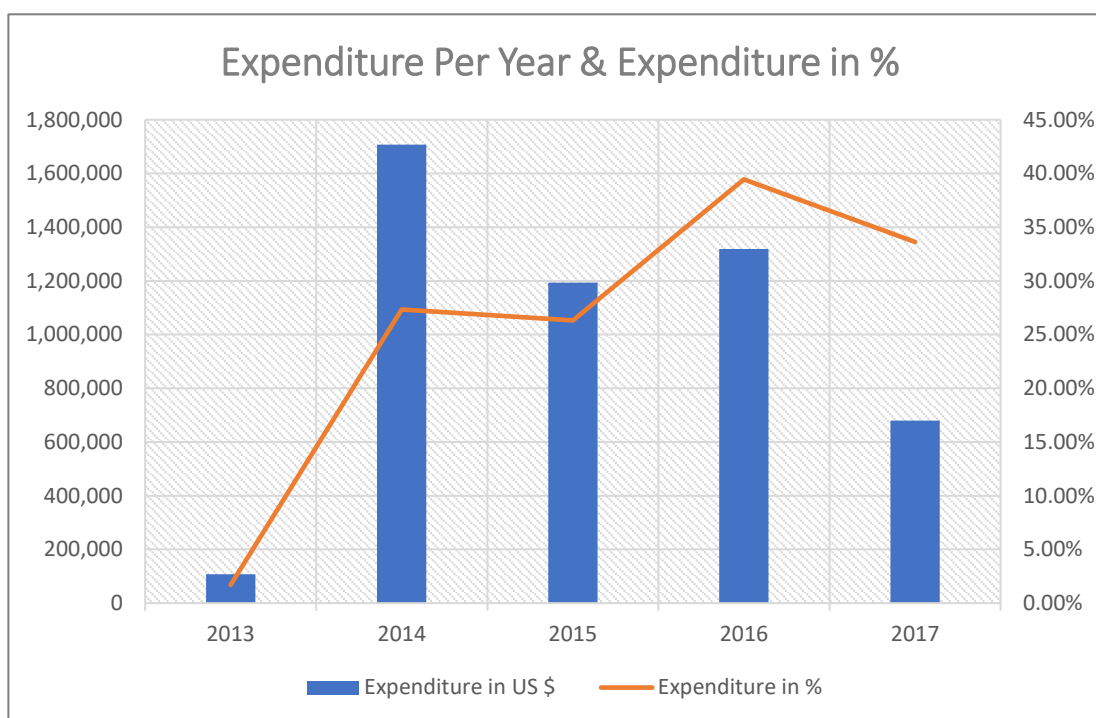
With regards to the division of the funds per type of expenditures, the interviews and the desk research concluded that further detailed reporting was expected by the donor. Based on the following graphic 'Expenditure Division Per Year', the largest expenses were for 'staff and others'. The financial reports do not differentiate UNODC staff from consultants. KENZ04 recruited international and local experts (34 in total - 24 Kenyans (3 female and 21 male) 10 internationals (4 female and 6 male)) to provide the technical expertise requested by the project. An estimated cost for the consultants' salaries was included within the staffing table but it remained unclear how much of the total expenditure it represented. While the experts were praised and their expertise appreciated, they sometime lacked insights on the local context and knowledge of how the GoK works. Despite that pitfall, the experts were critical in achieving the outputs of the project.

³⁸ The financial and the evaluation activities are still going until June 2018, upon agreement with the Swedish Government.

³⁹ The evaluation team only saw the one prepared for January 2015-December 2015. The donor, however, concurred receiving these non-official financial reports.

⁴⁰ 2014, 2015, 2016 reports were available but the one for 2017 was not yet available during the evaluation process.

Expenditure Per Year & Expenditure in % for KENZ04



Source: financial reports from 2014-2016. 2017 was not yet available during the evaluation period

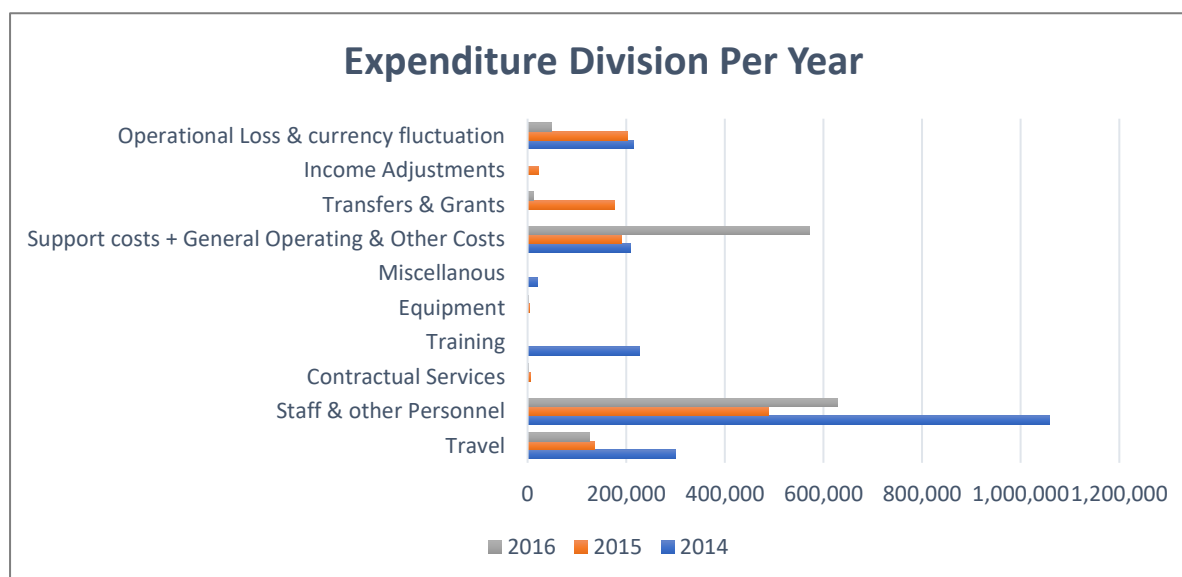
Trainings/capacity building activities also compose a great part of this programme activities. Only in the financial report of 2014 was there a specific reporting line on budget. It was \$227,338 in 2014 but it remained unknown for 2015 and 2016 according to the official financial reports. Furthermore, UNODC ROEA had several project managers and the head of the justice section dedicated to this project; it is, however, unclear how much of the total expenditure their salaries represented.

According to the project documents and amendments as well as interviews, a financial administrator was initially meant to be recruited but another project manager was instead hired. That person supported the high level of efforts required to implement KENZ04's work plan. Several senior managers rotated during the implementation of this project, which created some disruption and transitional periods. However, UNODC ROEA showed flexibility and recruited senior managers when the project needed it. Nonetheless, the limited financial reporting and lack of expenditure details prevented robust analysis of the efficiency of resources used. A more detailed monitoring and reporting structure is required to increase the transparency of the project.

Before concluding on these questions, another destabilizing factor was the change process and the adaptation period required that all teams had to go through with the new management system, called Umoja⁴¹. It is meant to provide clearer and more detailed financial reports where outputs and expenditures are connected as well as assist UN agencies with administrative planning and progress reporting. According to the field mission, desk review and interviews, Umoja has an impact on some of the financial and recruitment procedures in 2014 and 2015 but UNODC ROEA team kept the consultants informed of the delays and looked for alternative solutions while waiting for contracts to be finalized. For instance, a Swedish police officer was contracted by UNODC while the secondment contract was being processed at HQ. Despite some minor payment and contractual delays, no major problems were reported due to Umoja and most stakeholders were not aware of this change in internal management processes.

⁴¹ UMOJA is the new financial and procurement management system applied to all UN Secretariat Agencies. It started in 2013 and a transition period started in 2014-2015. <https://umoja.un.org/about>

Expenditure Division Per Year –KENZ04



Source: financial reports from 2014-2016. 2017 was not yet available during the evaluation period

To what extent did cooperation contribute to the efficiency of operations?

Cooperation is not defined in the documents, nor in the MoU with the GoK. Although the MoU stipulated that the GoK was an implementing partner with financial obligations to the implementation of the reform activities, the evaluation team did not receive financial reports that explicitly showed UNODC's and GoK's respective financial contributions and how they were allocated to the different activities implemented under KENZ04.

The GoK has its own programme in which UNODC plays a role along other international actors. From that standpoint, and based on interviews, the financial contribution and support from UNODC was viewed as critical to kick-start the reforms, especially on the policy architecture. UNODC's financial and technical expertise was highly appreciated and welcomed.

From a human resources perspective, the cooperation was also perceived as paramount, as it relied on the police agencies' staff and leadership to move along the reform agenda and work closely with UNODC's consultants. The consultants could only offer their expertise while the police agencies staff enabled them to obtain the needed data, access political structures and personalities to discuss the reform agenda. Furthermore, the PRIC and monthly meetings organized by the donor community along with the police agencies helped contribute to the efficiency of the programme. These meetings helped, to some extent, streamline the activities, avoid duplication and align everyone's priorities. Some training overlap, policy duplications, and graphic designed boards were reported as having been duplicated. The evaluation team only saw the designed brochures and poster from other UN Agencies in the field; none of those designed under KENZ04 were found in the pilot counties but according to the desk review, KENZ04's illustrative support was mainly focused on the SSO. Other products (SSO, the road map 1 & 2 versions), were, however, found in every police station visited across the six counties.

Finally, according to interviews, and desk review, no monitoring framework was defined for this particular project; the baseline information was insufficient, the financial reports were too vague to provide sufficient insights and details on budget vs expenditure and the value for money; the definition of key terms could be more refined to help monitor clear indicators and understand gaps in the implementation plans. The interviews and the desk research concurred that monitoring could help strengthen the added value proffered by the project on police reform.

Summary – Efficiency

KENZ04's financial reports were sent in due time and within UNODC's reporting requirements but the donor would have welcomed further details connecting the outputs to the budget lines. Umoja caused only some minor delays in the implementation plan. The cooperation between the GoK and UNODC was perceived as critical to kick start the reform on the policy architecture but greater monitoring of the project's implementation plan, indicators and financial expenditures could provide a clearer picture of its efficiency and weaknesses.

Partnerships and cooperation

Evaluation questions:

- To what extent have the activities and outputs benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?
- How was the communication and knowledge exchange between key partners and the programme management team?
- How were internal communications between UNODC Field/Regional Offices and the UNODC Headquarters?

To what extent have the activities and outputs benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?

To address the multiple projects and donors working on police reforms, a Police Reforms Donor Group was held monthly amongst relevant stakeholders for coordination and information exchange. It was held diligently every month until 2016 and then continued but less regularly during 2017. The objectives of the police reform donor group were to avoid duplication of activities, understand each other's challenges, identify opportunities for collaboration and gauge the political environment. Although successful, it was driven by individuals rather than institutionalized, hence when the individuals left the regularity of meetings dropped.

According to the desk review, development partners collaborated with the project. It was meant to enhance synergies and avoid duplication of activities. Numerous interviews underlined that UNODC provided useful technical information to the donor group based on their good relations with the police institutions and their legal/policy expertise under this Project.

The project document⁴² had set out that UNODC would strengthen its relationship with major UN agencies, international and national NGOs involved in supporting the GoK to reform the police and the security sector. Collaboration is highly advocated for amongst UN agencies and especially since 'Delivering as One' policy was launched by the previous Secretary General. In the context of this project, the collaboration amongst UN agencies was meant to be focused on human rights, gender and child rights. Thus, relevant UN agencies would be UN Women, UNICEF, and UN Habitat. However, according to the desk review, and the interviews deliberate and strong partnerships during implementation were not fostered. Gender is a key component of the project; yet no strategic partnership with UN Women was cultivated.

⁴² Project document.

The project could have leveraged the expertise of UN Women’s gender experts on gender mainstreaming in the security sector for instance.

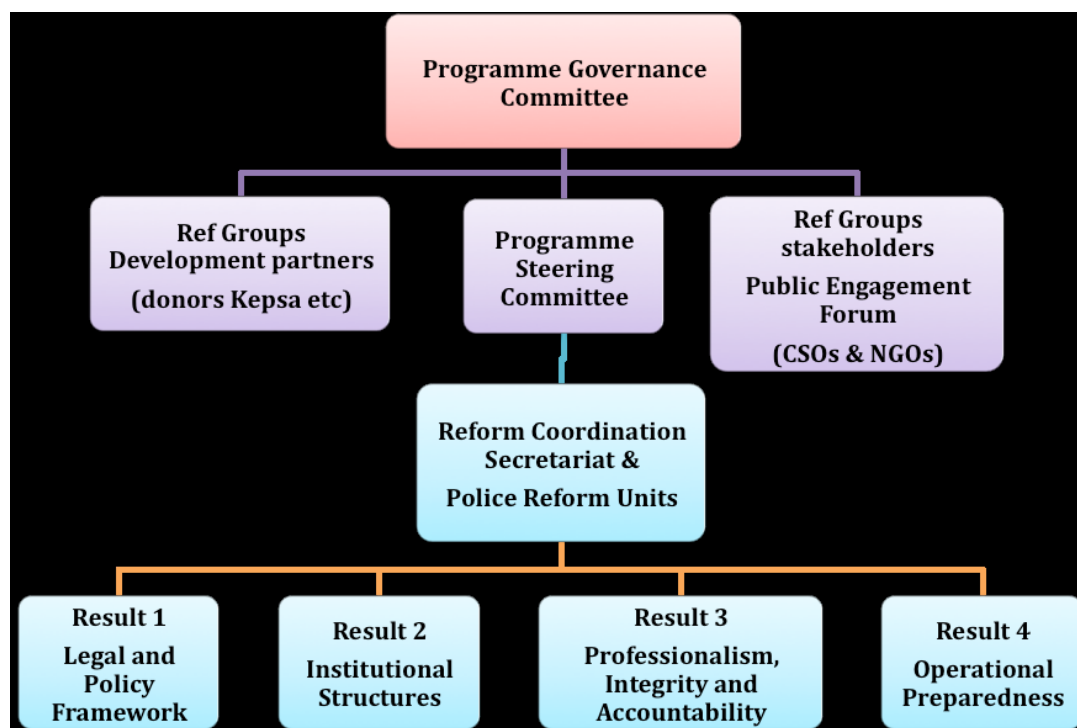
The mid-term external review of KENZ04 programme (July 2014⁴³) concluded that there was little collaboration with civil society both under the project and in police reforms in general. Justifications were based on the conflictual relationship between police forces and civil society organizations. The mid-term review report issued two specific recommendations in this regard: 1) guaranty that technical assistance increasingly involves representatives from civil society; 2) and advocating for the inclusion of civil society in the police reform process, including in the drafting of policies, SSOs, amongst others.

Despite these recommendations, the partnership with and involvement of civil society was very limited. The Government of Kenya Police Reform document had envisioned a Stakeholder/Public Engagement Forum through which the public, CSOs, NGOs and faith-based organisations would form part of the police reform process, and consequently with KENZ04. UNODC internal document and the mid-term review confirmed that this forum was operationalised. Although the last ‘end of KENZ04 programme report’ does not mention it, the 2016 annual report indicates that in line with the establishment of the Stakeholder Public Engagement Forum, the programme supported a three-day-forum of NGOs working on police reforms in Kenya. The focus of the discussion was the need to increase coordination and engagement. This is the only documented engagement with civil society organizations in the project. What existed were occasional and unstructured engagements.

Interviews indicated, that this lack of extensive engagement with civil society in the project was part of the reason for one of the donors, not putting in money in the basket fund, as they desired to engage more on the demand side with civil society in their support to the police reform process in Kenya.

How was the communication and knowledge exchange between key partners and the programme management team?

An elaborate governance framework was envisaged by the Police Reform Programme of the GoK, which was utilised by KENZ04 for communication. The governance framework is depicted in the graphic below:



Source: GoK, The Police Reform Programme, 2011-2013

⁴³ External Review, Police Reform Programme in Kenya, KENZ04, December 2013-December 2014.

From the diagram above, the structure consisted of several organs, namely, the Programme Governance Committee, The Programme Steering Committee; The Reform Coordination Secretariat; and the Police Reform Units. In addition, there were two reference groups, one for development partners and the private sectors; and the second for stakeholder and public engagements. From the desk review and interviews, all the organs under the structure were established and operationalised except for the Programme Governance Committee (PGC).

In establishment and operations, the levels of partnerships between the Government of Kenya and counterpart institutions was strong and appreciated. The Programme Reforms Steering Committee was further given official recognition through a formal notice in the official Kenya Gazette in February 2014 by the Cabinet Secretary for Interior and Coordination of National Government.⁴⁴ This was extended through a second gazette notice published on 17th June 2016,⁴⁵ highlighting both the membership and mandate of the Committee and role of UNODC in the committee. Interviews, the desk review and observation confirmed the high-level of recognition and partnership with the Committee. However, in practice the Committee was only active in 2014-2015 during KENZ04, hence limiting its utility as an avenue for sustained communication. Instead, KENZ04 maintained direct and consistent communication with the Directorate of Reforms within the NPS, the KPS, the APS and DCI. The levels of communication with these entities were viewed as healthy and beneficial to the progress of reforms, according to numerous interviews.

KENZ04 supported all three key policing institutions in Kenya. From the project documents, reports, and interviews, it is also evident that the collaboration between UNODC and each of these institutions was generally positive. In addition, each institution benefited from UNODC collaboration with other police agencies. UNODC communication with each of them was robust and consistent and included support proffered to both NPS and IPOA to draft their own internal communication strategies. The only exception was with NPSC where the level of and assessment of cooperation due to different expectations on both sides – UNODC and NPSC- was neither constructive nor sustained.

How were internal communications between UNODC Field/Regional Offices and the UNODC Headquarters?

Based on interviews and the desk review, UNODC ROEA received support from and also reported to the UNODC Headquarters (HQ) both during the conceptualisation and the implementation of the project. Interviews underlined that KENZ04 was of a high priority for both HQ and ROEA, as it was the first and by far the most comprehensive police reform project within UNODC. KENZ04 therefore received attention and support from HQ. The project's flagship nature could have, however, benefitted from the network of donors and policy department at HQ. This could have helped with fundraising and with showcasing UNODC's expertise to replicate some of KENZ04's activities in other countries for instance. Interviews revealed that communication between the office in Nairobi, and Headquarters was mainly on administrative reporting rather than on technical input. On administrative requirements, the project was responsive and delivered in a timely manner. However, closer engagement and exchange on content, lessons learned, and best practices could have benefited colleagues at HQ, ROEA and in other field offices.

⁴⁴ Kenya Gazette Notice Number 1365, Volume CXVI-NO 30, The Kenya Gazette, 28th January, 2014.

⁴⁵ Kenya Gazette Notice Number 4620, Volume CXVIII-NO 67, 17th June 2016

Summary - Partnerships and cooperation

Generally speaking partnership and cooperation between UNODC and the policing agencies were greatly appreciated. Some internal mechanisms were established but not always followed through. While NPS and IPOA were very pleased with the level of engagement of UNODC through KENZ04, NPSC had different expectations and it had hoped for more. UNODC's internal communications, between HQ and ROEA, were appropriate on administrative requirements but could have been strengthened in terms of content, lessons learned, donors' outreach and media exposure.

Effectiveness

Evaluation questions:

- **To what extent has the project achieved its objectives and expected results (outputs and outcomes)?**
- **To what extent did the project contribute to the implementation of the Government of Kenya's Police Reform Project documents (2011-2013 and 2015-2018)?**
- **What is the project's added value, if any, vis-a-vis programme/projects by other actors?**
- **What monitoring framework was designed to measure the effectiveness of the outputs and outcomes of the project?**

To what extent has the Programme achieved its objectives and expected results (outputs and outcomes)?

Overall, according to the desk review, interview, observation and group discussions many activities were implemented during KENZ04 to achieve the objectives. Some of the key achievements were the draft and its print (700 copies) of the SSO as well as the development of 'the Roadmap to Transformation Handbooks and Toolkit' (versions 1&2). Copies were found in every station visited and they were used for training. The NPSC vetting tools have been drafted and so far, 800 officers have been investigated. Not every policy developed by UNODC was however adopted by the police

Activities conducted under KENZ04:

- Trainings
- Policy reviews
- Policy Draft
- Strategic Plans Drafts
- Equipment supply
- Management Manuals Drafts
- Benchmarking visits to South Africa and Sweden
- Decentralization Strategy
- Communication Strategy
- Illustrations focused on SSO, Anti-Corruption and Human Rights.

agencies; the Human Rights and Anti-Corruption Strategies, as well as the Gender Policy remain drafts until today. IPOA's investigation and internal policies were initially drafted by UNODC's consultants but another iteration was used as the guiding policy for today's operations. Nonetheless, the following section offers a more thorough analysis of each outcome and outputs' achievements versus the project logframe.

The project document captures three outcomes that were sought to be achieved, being: 1) empowered and sustainable institutional structures established at national level; 2) professionalism, integrity and accountability of NPS enhanced; and 3) strengthen operational capacities of the NPS. The assumption was that achieving these outcomes would help support the GoK in transforming the NPS into an effective, efficient and trusted security agency for Kenyans in line with the 2010 Constitution. This transformation is captured in a single yet powerful word, the conversion from a “force” to a “service.” In assessing the effectiveness of the project, the focus has to be on determining how far the outputs have contributed to realizing the targeted outcomes so as to impact on policing in Kenya from a ‘force’ to a ‘service’ institution, which is both accountable and responsive to citizens. The table below captures the assessment of the evaluation team of the achievement of the results targeted by the project per output around the three outcome areas. This assessment is based on triangulated data between desk review, interviews and observation.

Outcome Table- Based on triangulated data from desk review, interviews and observation

Outcome	Output	Result as Per Programme	Result as Per Evaluation Team⁴⁶
1. Empowered and sustainable institutional structures for Policing Services established at national level	1.1 Support provided for the establishment and operationalization of the National Police Service Commission (NPSC)	Partly achieved	Partly achieved
	1.2 Support provided for the establishment and operationalization of the Independent Policing Oversight Authority (IPOA)	Achieved	Achieved
	1.3 The NPS is strengthened in its establishment and operationalization	Achieved	Partly Achieved
2. Professionalism, integrity and accountability of the NPS enhanced	2.1 Support provided for the development, adoption and implementation of an Anti-Corruption Strategy for the NPS	Partly Achieved	Partly Achieved
	2.2 Support provided for the development, adoption and implementation of a Code of Ethics and Conduct for the NPS	Partly Achieved	Not Achieved
	2.3 Support provided for the development, adoption and implementation of the Vetting Process	Achieved	Achieved
	2.4 Support provided for the establishment and operationalization of the Internal Affairs Unit (IAU) and other internal accountability mechanisms for the NPS	Achieved	Not Achieved
	2.5 Support provided towards the development and implementation of a revised NPS Training Curriculum	Achieved	Achieved
	2.6 Support provided for the professionalization of the Directorate of Criminal Investigations (DCI)	Not Achieved	Not Achieved
3. Strengthened operational capacities of the NPS	3.1 Support provided for the implementation of the National Community Policing Policy in up to 10 Police Stations	Not Achieved	Not Achieved
	3.2 Support provided for Gender and Human Rights Mainstreaming in the NPS Reform	Achieved	Partly Achieved
	3.3 Assessment in selected police station areas conducted	Not achieved	No Achieved
	3.4 Commanders and police officers in up to 10 police stations enabled to lead, manage and/or apply community-oriented policing	Not achieved	Not Achieved
	3.5 Improve the skills and methods for crime investigation and knowledge-based policing within the community-oriented policing frame work, including skills and methods for GBV	Not Achieved	Not Achieved

⁴⁶ Many outputs were not achieved due to several factors: change of priorities within the police institutions; change of political leadership, interested in other aspects of the reforms so some activities were stalled, put on hold or cancelled; lack of donor funding; and lack of political support in implementing some of the outputs.

	3.6 Family Protection Units established in up to 10 police stations, including Usalama Wetus (CPC meeting venues)	Not Achieved	Not Achieved
	3.7 Support provided towards the development of curriculum and training materials on community-oriented policing	Not Achieved	Not Achieved
	3.8 Support provided towards enhanced capacity for monitoring and evaluation of NPS performance	Partly Achieved	Partly Achieved
	3.9 Assessment conducted in selected Police station areas	Not Achieved	Not Achieved
	3.10 Improve the skills and methods for crime investigation including skills and methods for basic crime scene investigation in selected police stations	Not Achieved	Not Achieved
	3.11 Improve the skills and methods for GBV investigations in selected police stations	Not Achieved	Not Achieved
	3.1.2 Improve the skills and methods for crime investigation including skills and methods for basic crime scene investigation in selected police stations	Not Achieved	Not Achieved
	3.1.3 Selected police stations have undergone upgrading according to an established plan.	Not Achieved	Not Achieved

Outcome 1 aimed at establishing and strengthening the policing institutions. Based on the review of documents, field interviews and triangulation with public reports there has been progress in this outcome. The project contributed to the establishment of the NPS, NPSC and IPOA helping them prepare their strategic plans and UNODC also provided initial set up support. The project supported the GoK with equipment, preparation of key documents and capacity building of the three police institutions. The evaluation findings highlighted that IPOA's establishment and strengthening was the most successful; all targeted interventions were undertaken and all interviewed stakeholders confirmed IPOA's rapid development. The institution has in place sound processes and systems, a good organisational culture and healthy budgetary support from Parliament. Areas that were outstanding as the project ended included its transition with the change of both the Chief Executive Officer and the Commissioners ending their mandate in Q2 of 2018. However, many stakeholders yet questioned IPOA's effectiveness in dealing with complaints (only two cases against police officers have been reported so far⁴⁷).

The National Police Service Commission also showed progress according to desk review, interviews and observation. This is the key policing institution and the one where change from a 'force' to a 'service' was mostly needed. The interventions by the project has resulted in progress towards institutionalisation. A strategic plan was developed and implemented and a revised Service Standing Orders (SSO) were drafted and launched on the eve of the field mission for the evaluation. The area where KENZ04's targets were not fully achieved relates to the operationalization of the governance institutions. While well thought through, the governance institutions, under the GoK's own reform programme, were neither utilised to their full potential nor did they meet regularly enough to assess challenges, and progress.

The National Police Service Commission (NPSC) was a new and critical institution with the mandate to reform policing so it becomes more people-centered. The NPSC however received the least effective interventions, according to numerous interviews and the desk review. A lot of the planned activities were not implemented. The reasons provided during field interviews related to changed priorities, lack of focus and different perspectives between NPSC and UNODC. At the end of the project, the NPSC needed additional support to strengthen its 'modus operandi' and its long-term sustainability as well as its legitimacy.

Dealing with police accountability, professionalism and integrity are important building blocks for the envisaged transformation of the police services. The project focused on the drafting of several strategies. Despite their development, progress towards adoption and implementation remained unachieved due to changes in the political leadership. The most reported and visible progress was on the transformation trainings proffered to the 'reform champions' within the NPS. Interviews confirmed appreciation of the transformation progress as a result of the project support. However, interviews from the counties underlined the frustration about the over-concentration of the reform at the national level and of the limited interventions at the county and local level on the other hand. Furthermore, the Internal Affairs Unit of the NPS is critical for internal accountability. Although the project aimed at supporting its establishment and strengthening, not much progress had been observed even towards the end of KENZ04. An advisor, funded for a year by KENZ04, was embedded within the IAU to help push forward the establishment of this unit. It exists but is yet to achieve the level of operations that can make it a strong and effective accountability institution.

Outcome 3, on strengthening operational capacities had the largest number of outputs. Its focus was on community policing, an area where only a few activities were carried out by the project and consequently only a few results were achieved. Under outcome 3, output 3.2 UNODC supported the NPS with mainstreaming Gender and Human Rights standards within their operations. UNODC also supported (Output 3.8) the NPS with drafting a monitoring and evaluation plan. According to the

⁴⁷ As of February 2018, at the time of the evaluation field mission.

group discussions, interviews and desk review, no monitoring framework was designed; a few champions in the counties, kept track of the trainings they delivered; the information was not channeled back to their Chief nor to Nairobi for meta-analysis.

The results of the project were to be measured according to its logframe by progress in public confidence towards the police. The baseline at the commencement of the programme was a confidence level of 38% in 2012 and a corruption perception of being the most corrupt institution according to the Transparency International East African Bribery Index. From the desk review, group discussions and interviews no objective survey was undertaken in 2017 that could give a true assessment of the level of public confidence of citizens in the National Police Service. In addition, the 2017 Kenyan election saw the police face challenges on maintaining law and order, which resulted in public criticisms of their role and hence impacting on public's confidence levels of the police. However, in the absence of an authoritative and objective survey, it is difficult to accurately assess the change in confidence levels by the public on the police. As regards to corruption levels, the 2017 Transparency International East African Bribery Index still had the police as the most corrupt institution with 83%, an increase from 68% in 2014 in public opinion polls. No UNODC data sets were available to verify these reports done by proxy entities, such as Transparency International.

To what extent did the Project contribute to the implementation of the Government of Kenya's Police Reform Programme Documents (2011-2013 and 2015-2018)?

The Police Reform Programme Document implemented by the Government of Kenya between 2011-2013 aimed at transforming the Police into an effective and trusted security agency for Kenyans by developing an effective legal and policy framework; establish appropriate and sustainable institutional structures; enhancing professionalism, integrity and accountability within the police service; and strengthening operational preparedness and logistical capacity. As noted in the Mid-Term Review of the Programme, KENZ04 contributed to 3 of the 4 objectives in the 2011-2013 GOK Reform Programme. The only one that was not included as part of the Programme was objective 1 on the development of legal and policy framework to govern policing in Kenya, since these had been finalized by the time KENZ04 was designed. Objective 2 focused on establishing effective, efficient and sustainable reform institutional structures. This also contributed to outcome 1, which supported the establishment of the National Police Service Commission, Independent Policing Oversight Authority and National Police Service. The objective had also included Community policing (outcome 3). Although this was originally not part of KENZ04, it was included in the second amendment of the project. However, this is the one area where the project did not make any contribution.

Outcome 3 of KENZ04 was derived from objective 3 of the GOK programme. The objective was to strengthen the police agencies' professionalism, integrity and accountability. However, not all aspects of the objective were captured in Outcome 3 of KENZ04. The issues that were excluded were about performance management, the establishment of model police stations and building internal capacity for monitoring and evaluation. For the targeted interventions, tackling the operational capacity of the National Police Service, many of them were never implemented due to lack of funds. In the end, the funded activities focused on human rights, gender mainstreaming and, to a limited extent, developing a monitoring and evaluation framework for the NPS. Consequently, very little progress was realised in achieving the results under outcome 3.

What is the Project's added value, if any, vis-a-vis programmes/projects by other actors?

From the desk research and field interviews, the project was described as having provided comprehensive support to the police reform process in Kenya. Other donors' projects⁴⁸ had a larger set of stakeholders and of activities, that included civil society actors and the dissemination of police reforms across the country. KENZ04 was on the other hand focused on the institutional transformation of all the policing agencies in Kenya and on the development of policies and strategies to operationalize them. Interviews, the desk research and the group discussion underlined how KENZ04's support to reinforce the legal framework on police reforms was critical to establishing solid foundations for progress. The project generated a sense of ownership within the NPS and the top political leadership. Furthermore, UNODC's mandate and as a UN agency also reinforced KENZ04's credibility and enabled UNODC ROEA to engage with high-level governmental representatives and all police agencies.

Finally, UNODC benefits from a large network of international experts that enabled UNODC ROEA to implement the project with the needed technical expertise in criminal justice, gender and human rights and police reforms especially. This constitutes one of the key added values of UNODC as an implementing partner, enabling international best practices to be brought to such sensitive and complex reform process. As aforementioned, local consultants were also contracted during the project. Both international and local consultants offered different sets of expertise and were viewed as essential for some of the interventions especially that were new in Kenya. Before KENZ04, police vetting and civilian oversight were not part of the policing infrastructure.

What monitoring framework was designed to measure the effectiveness of the outputs and outcomes of the project?

The implementation of a project requires to be monitored so that progress can be tracked, results recorded and adjustments made during implementation when required.

A key aspect of this process is the development a clear results and monitoring framework. This comprises indicators, targets and monitoring tools. In addition, baseline information is also key to measure progress against for the different outcomes and outputs in a logframe. The project's objective had indicators such as 'Public confidence in the Police rises by December 2017 to 50%', 'Police are no longer amongst the top 10 least trusted public institutions as per the TI East African Bribery Index'. According to the desk review, group discussions and interviews, these indicators were too ambitious and not SMART. In addition, there were 38 output-level indicators. A close review of the result framework underlined several weaknesses, including a focus on quantitative indicators without qualitative indicators; the links between the output-level indicators and the outcome-level indicators were unclear; the output indicators addressed very low-level results with the production of documents such as policies, training manuals and strategies representing the majority of the indicators.

From the desk research and observation, there was no evidence of a clear and comprehensive Results-Based Management framework. As a result, no data was sufficiently collected during the whole project to assess progress against these indicators. The documents supplied and interviews underlined that that training reports were prepared and requested from the trainers themselves. However, there was no evidence that the data was analysed and used to inform the project's implementation progress and make adjustments when necessary. The absence of systematic data collection, baseline information on

⁴⁸ See DFID's Improving Community Security (*Jamii Thabiti*) Business Case Programme, <https://devtracker.dfid.gov.uk/projects/GB-1-202509/documents/>.

some indicators, absence of meta-analysis and unstructured monitoring resulted in the inability of the project to capture accurate and specific data to ensure specific and detailed reporting on progress. During interviews, for example, while certain activities were carried out in targeted counties, the information on the extent of the activities and the number of officers trained was not centrally available, nor properly reported upon.

Summary – Effectiveness

The level of effectiveness varied between outcomes and the absence of a clear Results-Based Management framework limited the level of details reported upon to clearly assess KENZ04's effectiveness. It was however concluded that KENZ04 contributed to strengthening the legal framework and the policy architecture but clearly defined indicators and targets could have strengthened and helped ROEA really showcase their achievements more effectively. UNODC's added value was generally appreciated for its technical expertise and as being a UN agency.

Impact

Evaluation questions:

- **To what extent did the Programme contribute to achieve the relevant Sustainable Development Goals?**
- **What are the intended or unintended positive and negative long-term effects of KENZ04 on the police reform process in Kenya?**
- **To what extent did the Programme contribute to new and/or revised national policies or strategies?**

To what extent did the Programme contribute to achieve the relevant Sustainable Development Goals?

As mentioned under 'Relevance', KENZ04's outputs focused on SDGs 16, 10 and 5. The outputs' relevance to the SDGs was clear and easy to establish but the impact was more difficult to assess. Although UNODC supported the Directorate of Reform to design a Monitoring and Evaluation Framework to measure compliance of the police commanders and wards with the reform programme, the SDGs' monitoring and reporting is not yet a priority for the police institutions that are still strengthening their own internal 'modus operandi'. Furthermore, the reform has not yet taken roots all over the country. The 6 pilot counties out of 42 have shown some progress but the rest of the country is yet to embrace the reforms to constitute sufficient and measurable data sources and inform progress on the SDGs. It is important to highlight that the SDGs depend on the Member States, all civil society actors and all international agencies. It is not just under UNODC's responsibility to reach the SDGs.

What are the intended or unintended positive and negative long-term effects of KENZ04 on the police reform process in Kenya?

One of the clear unintended positive results was the creation of the ‘Reform champions’. This team of champions was not planned in the project documents. The idea emerged during donor meetings where all stakeholders from the directorate of reform were also present. These champions act as the ‘messengers’ across the police stations in the pilot counties. This idea was well received by the champions themselves, the other police officers in the field and the directorate of reforms as well as the other police agencies. The champions were found to be eager to continue training others but requested longer capacity building workshops and to have them combined with mentoring time in the field. In addition, the pool of champions remained focused on the pilot counties, which was deemed insufficient to sustain the reform process and show impact over time across the country.

A few negative unintended results emerged during the evaluation process. The Basket Fund shrunk from a multi-donor-pot of money to a one-donor contribution, which had some impact in terms of coordination as well as on visibility of funding levels, needs and expectations from the Government of Kenya. Another unintended result was the rejection of the community policing policy by the GoK after it had been discussed in length amongst key partners. KENZ04’s logframe had been revised according to this new policy, and needed outputs to achieve results. None of these additional outputs were therefore funded and community policing was carried out based on a different concept than the one proposed by the Swedish experts. The last negative unintended result was the departure of some international agencies personalities within the donor community that acted as ‘leads’ and ‘drivers’ to organize the monthly donors’ meetings. These were viewed as critical to share lessons learned, best practices in orchestrating the reforms through the political complicated apparatus, as well as exchange work plans and priorities. These meetings became less frequent once the leads left, which generated more siloed operations and a lack of visibility amongst international agencies’ activities.

To what extent did the Programme contribute to new and/or revised national policies or strategies?

More than 32 policies were drafted as part of the reform and UNODC contributed to the Strategic Plans for NPS, NPSC and IPOA, helped draft, among other documents, the NPS Service Standing Orders (SSOs), Anti-Corruption Strategy, Human Rights Strategy, Gender Policy and Communication Strategy. UNODC based on documents review, interviews and field observation, helped train the ‘reform champions’ that are viewed as detrimental to training the police officers deployed in the pilot counties.

Some preliminary results could be achieved but no long-term impact could not be assessed yet. It is critical to underline that as there was no Results-Based Management framework, hardly any baseline and the outcome indicators were too ambitious, the evaluation team could not effectively measure the

impact of the project. Furthermore, impacts, such as changing perception of the population towards the police forces or transforming the police institutions in a service, require longer-term and sustained support from all donors as police reform is a complex and sensitive process. According to interviews and the desk research, KENZ04 helped however strengthen the policy architecture and develop some procedural materials. Foremost, one of the key achievements reported upon was the team of champions that had been trained through KENZ04 and other agencies.

Summary – Impact

Some immediate results were observed but longer-term impact as stated in the overarching objective of the project could not yet been observed yet, nor measured. The timeframe was too short to achieve that behavioral change. However, critical steps were observed within the police legal framework and management procedures. The SDGs on the other hand are not yet a priority and there is no Results-Based Management framework to that purpose. Finally, there were some positive and negative unintended results, such as the ‘reform champions’ that train other police officers in pilot counties.

Sustainability

Evaluation questions:

- **To what extent will the benefits generated through the project be sustained after implementation i.e. is there a phase-out/hand-over strategy after implementation of the activities?**
- **To what extent have the implementing partners and beneficiaries taken ownership of the results, activities and goals of the project?**
- **Are they committed to continue working towards these results after implementation of the activities?**
- **What measures could the project have taken to ensure sustainability of the objectives and outcomes after its completion?**

To what extent will the benefits generated through the project be sustained after implementation i.e. is there a phase-out/hand-over strategy after implementation of the activities?

The project was designed based on key reports (Ransley and Waki reports) as well as the GoK Police reform programme. Some consultations were conducted with key stakeholders amongst donors, the police institutions and the government that led to the Joint Statement of Intent signed in 2013. From that standpoint, it is assumed that a certain degree of ownership and long-term sustainability strategy have been established and agreed upon. The building blocks established by the policy documents drafted under KENZ04, and other initiatives, could also be perceived as solid sustainable foundations. However, the benefits of the project require long-term funding and sustained technical support. Furthermore, not all police institutions have yet reached the same level of maturity and the reforms take time. Unanimously across all interviews, and during the group discussions in the field, all respondents concluded on the need to take the reform to the field and for continued technical support; both efforts require funding and a long-term engagement from the government and the donor community. Some of the project’s drafted policies (human rights and the gender policies) were not yet

approved by the government so their sustainability is not even a question; those who have been approved can be seen as sustainable but their benefits will only be reaped once these policies are fully operational. The field mission and the interviews concluded that key documents, such as 'The Transformation Road Map Manual' was useful and will remain but its distribution and the trainings were based on the good will, the motivation and the personality of some police officers rather than through an institutionalized process. Unless, more champions are identified and trained, the on-going 'on the job training' of police officers remains a question.

Furthermore, the trainings of the senior officers were found very useful but their sustainability was questioned as there were no plans to conduct additional ones in other regions. Furthermore, the continuity and the regularity of trainings were mentioned as a critical factor in the learning curve of the officers and the transformation of the police. Hence, without UNODC or other donors' technical and financial support, the continuation of these trainings is questionable. Finally, although the project was announced for a determined period, there was no exit strategy; during a workshop, the ending of KENZ04 was mentioned but according to interviews, the hand over and exit strategy was insufficiently clear to most stakeholders. The project finalized activities in 2017. Stakeholders did not speak of any transition or hand-over period and the question as to whether UNODC would continue funding and offer technical activities was recurrent during the field mission.

To what extent have the implementing partners and beneficiaries taken ownership of the results, activities and goals of the Programme? Are they committed to continue working towards these results after implementation of the activities?

Based on interviews, and observation, implementing partners and beneficiaries, for most, felt empowered and proud of the transformation process they were on; however, they all admitted that more was needed as only a few counties were part of the pilot phase. The police institutions have different mandates with a different political weight attached. These differences impact on the level of ownership, blame and delays in achieving some of the set targets and results. The evaluation team concluded based on reports, situational analysis, interviews and observation that several factors are critical in ensuring the ownership of the results, activities and goals of the project such as governmental political support, leadership of the institutions, clear budgetary lines, institutional support and the sensitivity attached to the mandate of the institutions. Despite some differences amongst the police institutions, the evaluation team concurred that the project was designed in order to ensure the ownership of the results and of the objectives through the close collaboration with the Directorate of Reforms, the monthly meetings with the different implementing partners and beneficiaries. As highlighted under impact, owning the results, activities and the goals differ from the actual achieved intended and unintended results and most specifically with the goals of the project. All partners and beneficiaries agreed to the goals but the results and impact differed from their original plan.

Finally, the evaluation team established that most beneficiaries were eager to continue on implementing the reform programme pending sufficient funding and technical support needed. They all raised their concerns about the potential break in funding and how it would affect the reform process.

What measures could the project have taken to ensure sustainability of the objectives and outcomes after its completion?

The PM along with the other implementing partners, the donor community, the Directorate of Reforms and other police institutions discussed the need to form a team of 'reform champions' across

the police institutions to keep the momentum going after the end of this project and other donors' initiatives. Hence, the team of champions selected (23 police officers trained and selected the first year and 30 the second year) is expected to continue on training other officers on the transformation road map. During the field mission, the champions were found to be motivated but concerned by their insufficient number and their need to cover the country.

The transformation road map, the SSO and other policy and manuals were produced and printed in numerous copies that enabled their large distribution in pilot counties and across the country. On the other hand, while the content of the training was said to be integrated within police academy institutions, the evaluation could not verify that statement. During the field mission, some senior police officers mentioned going to additional trainings and being informed of human rights and gender related issues. The evaluation team could however not verify the content of the training manuals of the police academies. Hopefully, provisions were taken to include the transformation road map's key learnings into the police academy curriculum for longer-term sustainability. Other UNODC programmes⁴⁹ ensure the integration of key training manuals into police or judicial academies for sustainability purposes.

Summary – Sustainability

The ownership of the activities and the goals of the project to reform the police was relatively observed across all stakeholders but their sustainability remained a question. Neither a clear exit strategy nor a hand-over, nor a road map for a second phase was planned with the relevant stakeholders in this project, leaving a funding and technical vacuum that other will have to be filled by other actors.

Human Rights, Gender Equality and leaving no one behind

Evaluation questions:

- **To what extent have human rights issues been adequately mainstreamed in the Programme design and implementation?**
- **What measures have been taken during planning and implementation to ensure that human rights aspects were mainstreamed?**
- **What measures have been taken to ensure the inclusion of men, women and under-represented groups throughout the activities of the Programme?**

⁴⁹ GLOT52 on human trafficking and the Sahel Programme for instance both had some training materials integrated into police and judicial institutions in different countries to teach about human trafficking, and international cooperation to fight corruption for instance.

Human Rights

To what extent have human rights issues been adequately mainstreamed in the project design and implementation?

Human rights are at the core of UNODC's mandate as well as the core of the KENZ04 as its focus was to professionalize and modernize the police forces into a service. Based on the interviews, observation in the field and the desk review, human rights have been integrated at all stages of the project design and implementation. Human rights were integrated into the training manuals and the transformation road map. While several iterations of the Human Rights Strategy were drafted, it is yet to be approved by the government of Kenya. According to numerous interviews, the Human Rights Strategy was perceived as too inspired from other countries and not sufficiently adapted to the local context. Nonetheless, human rights principles are integrated into training modules and the champions highlighted this component as critical to beget behavioral change and processes within the police agencies. The evaluation team could, however, not verify amongst the population whether human rights were better respected or not as police services' 'customers'. Media and watchdog organizations recently (February 2018) highly criticized the police reform and underlined the perpetuation of human rights violations by police officers across the country. The evaluation team could however not verify these allegations as they fell out of the scope of the evaluation.

The evaluation team concluded that KENZ04 provided the experts and the inputs needed to ensure human rights are included into the NPS' legal policies' architecture. The adequacy of the human rights strategy to fit the Kenyan's context has been questioned. It was, however, not because of a lack of expertise but a change of leadership that had different perspectives on the matter. The contribution of KENZ04 to the human rights policy framework and programming was viewed as adequate and compliant to international standards and in full accordance to UNODC's mandate, according to the desk review, group discussion and interviews.

Gender Equality

Similarly, to human rights, gender was found to be mainstreamed within key training materials, awareness meetings and road map documents. A team of gender experts were deployed by UNODC through KENZ04 and XEAU78 at different stage of the projects and supported the different police agencies. The experts offered policy reviews, technical input to design the training materials and draft the Kenyan Gender Policy. Until today, the policy has to be approved by the government. According to field observations, group discussions and interviews, the policy is viewed as sensitive for the Kenyan context of how the police service had been run so far. UNODC project team offered its support and raised awareness amongst key stakeholders during the PRIC or donor and implementing partners' meetings.

According to the field missions and interviews, gender policies are yet to be fully implemented but some progress has been observed and confirmed by respondents. Promotions for female officers are considered but further progress and policy revisions are yet to be integrated; the ratio of female officers remained low but had increased from previous years (although no official numbers are available). This increase was confirmed by all interviewed female officers during the field mission. Some of the champions were female and motivated to promote gender equality but without a national Gender Mainstreaming Policy to support this transformation process, the process is led by individuals rather than institutions.

Finally, the evaluation concluded that KENZ04 put its resources (human and financial) to advance gender equity and gender based best practices across the police agencies and some progress has been observed. The gender policy remains to be approved once the political leadership views it as fitted to the Kenyan' context and as a priority for the Police Reform programme of the government of Kenya.

Leaving no one behind

Part of the human rights and gender policies, leaving no one behind principles were also considered in Kenya during the programme but was not a priority. Customarily, the police forces in Kenya have been male dominated and questions about ensuring full integration of people with handicaps, disabilities, different sexual preferences and transgender were not considered. As for both Human Rights and the Gender policies, interviews, and group discussions underlined that these issues remain sensitive and are not on the government's priority with regards to the police reform in Kenya.

Summary - Human Rights, Gender Equality and leaving no one behind

KENZ04 offered technical support and financial support to draft the human rights and gender policies and integrate these principles within key training materials and awareness briefs. UNODC contributed to advancing human rights, gender and leaving no one behind principles but the final integration of these policies within the policy architecture remains the government's responsibility, which has not yet approved them.

III. CONCLUSIONS

KENZ04 was designed within a highly sensitive politicized context where the population, civil society and politicians and other stakeholders demanded the reform of the Police services from being a 'Force' to a 'Service'. UNODC has been supporting these reform efforts since 2009 and were therefore known, respected and well positioned to manage the Basket Fund as it was originally designed. The Basket Fund went from a multi-donor pot of funding to a single donor contribution. The Swedish Government, which had previously supported the police reform decided to continue and fully funded KENZ04 with a total of USD \$6,350,575 budget between 2013 and December 2017.

The project was deemed relevant to the context and the key implementing partners and fully aligned with UNODC's mandate and regional programmes for East Africa. Some donors left the Basket fund and used bilateral funding mechanisms to focus on different set of stakeholders and priority areas. Nonetheless, the overall objective of KENZ04 remained relevant throughout the duration of the project. Some activities, especially focused on community policing were relevant to the GoK but an approach, different from the one proposed by the Swedish experts under KENZ04 was preferred by the police agencies and the government.

While the effectiveness of the project team was generally appreciated, the absence of a monitoring framework with clear SMART indicators, targets, baseline and tools could not always help verify and justify the achieved results. A monitoring framework would have favoured and helped the project team showcase the great level of efforts that was deployed throughout the duration of the project. The Directorate of Reforms, the NPS and the IPOA acknowledged and praised UNODC's support in drafting key policy documents, and training manuals. The NPSC would have liked further tailored support to accommodate the political sensitivity and the needs of the NPSC more closely. Furthermore, the international experts were highly respected but more local context know-how would have helped improve the effectiveness of the outputs.

The soft-earmarked funds enabled the project team to adapt to the activities, and timeline as some delays occurred around the 2017 elections. The donor was generally pleased with the reports but would have appreciated further details connecting the outputs to budget lines and a more thorough analysis of the value for money for each activity. Umoja's transition did generate some delays but none that were deemed detrimental to the implementation of the project. The budget was significant according to the donor and other stakeholders, but insufficient from the police agencies and the reform agenda that is yet to be sustained.

In that respect, the sustainability of the reform was questioned as KENZ04 had no hand-over nor an exit strategy and the reform needs yet remain substantial. The trainings of police officers had been 'institutionalized' to a certain degree through the Reform Champions but their numbers were insufficient to spread the transformation agenda beyond the 6 pilot counties. Furthermore, it is unclear whether the GoK will be able to financially support the continuation of the reform agenda without international donor support.

Although, KENZ04 had yielded some preliminary results such as the drafting of some policies such as the cornerstone document of the SSO, some critical policies, such as the one on human rights and gender, remain to be approved and enacted by the GoK; the popularization of the reforms across the

42 counties is yet to be completed; the behavioural change through on-going training is yet to be observed and the strengthening of the police institutions is still a priority and a need.

Gender and human rights were nonetheless incorporated into all key documents, from draft policies to training manuals and some gender progress in terms of female recruits and promotion was observed in the field. The evaluation team concluded that KENZ04 contributed to the integration of international standards in the policy architecture of the Police agencies in Kenya and that the non-approval of the human rights and gender strategies were beyond UNODC ROEA's level of control.

Finally, while some factors, as mentioned above, remained within the will and power of the government of Kenya, UNODC ROEA's could have predicted and planned a bit more effectively around some known political events such as the 2013 and 2017 elections. Furthermore, a closer communication with UNODC HQ on content, lessons learned, visibility could have helped KENZ04 become one of UNODC's flagship project on Police Reform. KENZ04 was designed and implemented in a highly sensitive and politicized environment and yet managed to implement a great deal of activities, strengthen the policy architecture and train a pool of champions. Some unintended results, such as these champions, became one of the crowning successes of KENZ04 that could be replicated in other countries and expanded as good practice. Many lessons learned and good practices emerged from KeNZ04 that are of great value to UNODC ROEA, HQ as well as to other stakeholders and the donor.

In conclusion, KENZ04 was a contributing tool to the police reform although not all planned activities were implemented. The project team was recommended for its aptitude to manoeuvre the political apparatus of the GoK and future police reform programmes can learn and build upon KENZ04's achievements, lessons learned and best practices.

IV. RECOMMENDATIONS

1. Support Training and popularization of the police reform policies and Transformation Road map.

The project helped print and distribute some key documents, such as the Transformation Road Map, and the SSOs across the 6 counties as well as conducted a series of trainings in key cities. Further efforts were requested by numerous stakeholders as greater efforts to disseminate the reform's agenda, the training manuals and the foundation documents such as the SSO were needed in the 42 counties of the country. Thus, UNODC ROEA project team should focus on the dissemination and popularization of the transformation road map materials and learnings across all the different counties in future engagements with the police agencies and the GoK. This programming should help sustain the efforts started under KENZ04 in the 6 pilot counties and expand them to the rest of the country.

2. Maintain trust and political will amongst key implementing partners and the GoK

UNODC ROEA supported the GoK since 2009 with the reform process. It took years of building trust and mutually respected engagement. Furthermore, the project was designed based on relevant reports and endorsed by the government. Trust and political will can easily be disrupted. Hence it is critical for UNODC ROEA project team to maintain that trust and try to keep a certain level of political will amongst GoK. As a start, UNODC ROEA should inform the police agencies and the Directorate of Reform about the end of KENZ04's programming, so their expectations are managed and they can plan accordingly and foremost the trust is maintained.

3. Improving the intervention logic to be more realistic for future similar projects

The intervention logic of the project was found to be ambitious in its objectives and outputs. Some results were observed and reported upon but the baseline data was taken from proxy indicators or non-existent. The monitoring process was insufficient and based on quantitative indicators mostly. Four years to achieve the large spectrum of activities proposed under KENZ04 and achieve impact as sought for was very difficult and overly ambitious. Furthermore, external deflecting drivers were not sufficiently assessed to mitigate delays and find alternative solutions. Hence, UNODC ROEA project team could draft future projects that meet donors' expectations but that are also based on realistic timelines, sound baseline information and be less ambitious in its scope.

4. Link budgets disbursement to programme outputs.

UNODC ROEA reported according to UNODC's financial templates and procedures but they are not sufficiently detailed to analyse the value for money and assess whether some budgets' reallocations are needed to achieve the programme's objective. Umoja should allow UNODC ROEA's project team and HQ Africa Desk to connect outputs to budgets disbursement more clearly. They should do this exercise even if Umoja does not request it from them. Such reporting will be welcomed by the donor and will help the project team adjust their budgets allocation to achieve the objectives more effectively and more efficiently.

5. Change the consultant approach to a two-person team with one local and one international.

One international and one local to provide international expertise while rooted in local context and police realities. While all consultants recruited under this project were praised and welcomed, many respondents underlined their lack of local understanding of police realities, root causes of the status of the police before the constitutional reform of 2011 and the difficulties for them to maneuver the maize that is the government. Thus, UNODC ROEA project team should consider recruiting local experts to accompany international consultants. Such process would be cost effective as the international consultants do not have to stay as long as they have during this project. Furthermore, local consultants can help strengthen the engagement, the outputs and the contextualization of the activities for greater results.

6. Create a clear Results Based Managed framework

Many outputs were to develop or draft a strategy or a policy; hence indicators were quantitative only and not SMART. However, drafting a document does not necessarily lead to an enactment and does not contribute to achieving the overarching objective of strengthening & transforming the police agencies into services. One key element of the project was training police agencies but only brief reports mentioning numbers of trainees and topics covered were developed as part of the RBM framework of KENZ04. UNODC ROEA project team should define clear indicators, use concise and definitions, identify monitoring tools that are adapted to the objective, the topic and the context and collect data throughout the duration of the project. Based on the data collected, the donor reports will be stronger and more detailed as requested.

7. Continue mainstreaming Human Rights & Gender but be mindful of the local context

Although the Human rights and Gender policies were not yet adopted, UNODC ROEA mainstreamed HR and Gender across all activities conducted under KENZ04. The stalling of the two policy documents did not raise questions about their compliance to international standards but rather how they were proposed. Considering the sensitivity of the local context on human rights and gender, language and strategic communication need to be well crafted and planned, so such policies can be adopted by relevant governmental bodies. A phased approach to introducing key international standards both for HR and Gender could be considered by UNODC ROEA in their future programmes and projects. Strategic communication and language sensitivity can also help these policies be integrated more easily at all levels of the police agencies.

8. Strengthen collaboration with other UN agencies and other international bodies

While several agencies, such as UN Women, and UN Habitat were mentioned in the project documents, no collaboration was fostered during KENZ04's implementation. It is recommended for greater visibility, outreach, expertise sharing and coordination to seek closer engagement with relevant UN agencies. Within the context KENZ04, UN Women, the High Commission on Human Rights and UN Habitat could have supported the project through their field offices, their internal experts on gender and human rights and on building the modern police stations (had this been funded). UNODC ROEA should conduct a detailed mapping and identification of potential partners for future projects undertaken on police reforms in Kenya.

9. Conduct regular situational analysis

This project took place within a highly politicized environment that affected the implementation of KENZ04's activities. While assumptions and risks were assessed – as seen in the logframe-ongoing context analysis and mitigation solutions were not sufficiently integrated into the work plan. For instance, the 2017 elections delayed some trainings and other activities, while other agencies continued and were not affected. UNODC ROEA project team should remain informed

of all political and governmental changes, major events that can destabilize the country and the reform process.

10. Have clear communication strategy and documents

The level of understanding about UNODC's mandate and added value amongst partners, donors and other stakeholders was not always clear. This blurriness raised questions as to the added value of UNODC compared to other UN agencies. As a result, there could have been some missed opportunities in terms of cooperation and funding. UNODC ROEA and UNODC HQ's Africa Desk should prepare a set of short and concise documents that promotes UNODC's mandate, expertise and added value. These documents that can be distributed to implementing partners and donors when needed. These clear documents can help manage stakeholders' expectations, raise funds and foster collaboration.

V. LESSONS LEARNED AND BEST PRACTICES

- **Police Reforms are ambitious and require long-term commitment-** Although UNODC responds to MS's requests for technical assistance or legal support, the scope of the project should be defined according to the implementing partners' local needs but also according to the project team's capabilities (staff and resources). The outcomes of this project go beyond the feasible timeframe and funding for this project.
- **One donor is unsustainable and jeopardises the outcomes' level of achievement.** Sweden ended its funding in 2017 after extending the project for one year at no cost extension. No other donors were identified. As a result, UNODC cannot continue on supporting the government in the reforms despite the ongoing needs.
- **Political will is critical to progress towards achieving the project's objectives** from the top leadership is key to move such a political and sensitive agenda forward. The implementing partners signed the MoU but it is critical to ensure that the top leadership across all partnering agencies is engaged, in agreement with the project plan and ready to implement within his/her agency.
- **Political unrests impacted the timeline of the activities.** Elections are known to be one of the root causes of civil unrests. The 2017 were planned in 2016 when the project was extended. Activities should have been planned accordingly instead of being delayed and stalled upon request by the implementing partners.

What best practices in general emerged from the implementation of the Programme that can be replicated in other programmes?

- **The multi-police agencies trainings** are perceived positively. Such practice helps bring the agencies together and fosters dialogue amongst them. Finally, they are trained on the same manuals, which is critical for uniformity.
- **Weekly engagement with the police agencies** is critical for moving forward the engagement and ensuring alignment with objectives and outputs.
- **Identification of the Champions** to become trainers in the field to disseminate the key elements of the reforms across the country. 23 trainers were identified initially for training in 2016 and then another 30 were trained in 2017. These pools of trainers were described as the agents of change of the reform.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

I. BACKGROUND AND CONTEXT

Project number:	Final Independent Project Evaluation
Project title:	The Police Reform Programme in Kenya
Duration:	October 2013 – August 2018
Location:	Kenya
Linkages to Country, Regional and Thematic Programmes:	<p><u>Country Programme</u></p> <p>Criminal Justice Programme for Kenya, “Supporting the implementation of the 2010 Constitution of Kenya”</p> <p><u>Regional Programme</u></p> <p>The Project is in line with UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security (2009-2015 and 2016-2021)”. The Project falls under the justice component (Pillar IV – Crime Prevention and Criminal Justice) of the Regional Programme.</p> <p><u>Thematic Programme</u></p> <p>The Project will contribute to the expected accomplishments of Sub-Programme 5: Justice of UNODC’s Strategic Framework 2016-2017, ‘crime prevention and criminal justice system reform initiatives within UNODC’s mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.’</p> <p>The Project is also in line with the UNODC Thematic Programme on “Crime Prevention and Criminal Justice Reform (2012-2015)”.</p>
Executing Agency:	UNODC
Partner Organizations:	Ministry of Interior and Coordination of the National Government, National Police Service (NPS), National Police Service Commission (NPSC), Independent Policing Oversight Authority (IPOA)
Total Approved Budget:	US\$ 6,350,575
Total Overall Budget	US\$ 9,989,148
Donors:	Governments of Sweden, Israel, USA (INL)
Project Manager/ Coordinator:	Charity Kagwi

Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Final Independent Project Evaluation
Timeframe of the project covered by the evaluation:	October 2013 –end of field mission (tentatively March 2018)
Geographical coverage of the evaluation:	Kenya
Budget for this evaluation:	USD\$ 60,000
Type and year of past evaluations (if any):	N/A
Core Learning Partners ⁵⁰ (entities):	UNODC Managers, Member States, Beneficiaries, Project field staff (current and previous), Partner Organizations (UN and NGOs) and donors

Project overview and historical context

Project overview

UNODC assistance to police reforms in Kenya falls in line with its mandated activities, which include upgrading crime prevention and criminal justice systems as well as promoting the Rule of Law. As the custodian of United Nations standards and norms in crime prevention and criminal justice, UNODC holds a mandate to support Member States in building fair and effective criminal justice systems and developing crime prevention programmes. Over the years a considerable body of United Nations standards and norms related to crime prevention and criminal justice has emerged, covering a wide variety of issues. UNODC assistance to the Government of Kenya (GoK) further aims at promoting the observation of the Code of Conduct of Law Enforcement Officials included in part four of the UN standards and norms compendium: Good Governance, the Independence of the Judiciary and the Integrity of Criminal Justice Personnel.

The Police Reform Programme in Kenya is housed within the Criminal Justice Programme of UNODC. The Programme’s core mandate is to provide technical assistance and advisory services to the three policing institutions in Kenya, namely, the National Police Service (NPS), the Independent Policing Oversight Authority (IPOA) and the National Police Service Commission (NPSC).

The Programme further seeks to transform the National Police Service (NPS) into an effective, efficient, accountable and trusted institution for the Kenyan people. The Programme is aimed at providing support to the Government of Kenya (GoK) in the implementation of the Police Reform Programme (2011-2013) and the Revised Police Reform Programme Document (2015-2018).

The Revised Police Reform Programme (2015-2018) focuses on five key objectives, namely, to a) strengthen the policy and institutional frameworks for Police Reform Institutions, b) to increase capacities for internal and external accountability, transparency and prevention of corruption, c) to build capacity for strategic human response management and professionalism in the NPS, d) to re-engineer police capabilities through improving operational preparedness, logistical capacity, tooling

⁵⁰The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

and kitting, and e) to improve Police Welfare through development and implementation of a framework for motivation of the NPS. In line with the initial and Revised Programmes, UNODC provided technical assistance through provision of embedded advisors to support, *inter alia*, the operationalization of the Internal Affairs Unit within the NPS; and the operationalization of IPOA's Complaints and the Investigations and Forensics Directorates. Further technical support was provided in the development and operationalization of Policies, Strategies and other documents. UNODC support to the NPS included the development of its Strategic Plan (2013-2018), Human Rights Strategy, Gender Policy, Communication Strategy, Anti-Corruption Strategy, Code of Conduct and Ethics, Service Standing Orders, Transformation Handbook and Toolkit among others. IPOA was supported in the development and operationalization of its Strategic Plan (2014-2018), Complaints Manual, Investigations Manual, Enterprise Risk Management Framework, Human Rights checklists and Gender Policy. The NPSC was also supported to develop its Strategic Plan (2014-2018), Communications Policy, Human Resources Policy and in its vetting process. Extensive trainings and mentoring sessions were undertaken across the three policing institutions based on the above Policies and Strategies.

Establishment of a Basket Fund for the Police Reforms Programme

In 2010 the Development Partners Working Group on Police Reforms was established chaired by the UK Government. This forum brought together Development Partners from the UK Government, US Government, Swedish Government and Netherlands Government with a view to strategically support reforms and provided a platform for networking, partnership and engagement with the Government of Kenya on police reforms. The Development partners established a basket funding arrangement on police reforms and identified UNODC to be the lead implementer to manage the fund.

In order to legally formalize the Basket Fund arrangement, a Joint Statement of Intent was signed between the Government of Kenya, Development Partners (US, Sweden, Britain) and UNODC. The 3-year agreement was signed in October 2012, lapsed in October 2015 and has not been renewed. As such, the Basket Fund is currently not formally constituted.

The Police Reform Programme in Kenya was established in October 2013, and has received two no-cost extensions. However, the Programme is currently solely supported by the Government of Sweden, whose grant will lapse on 30 June 2018, with activity implementation closing on 31 December 2017 and project evaluation and financial reporting on 30 June 2018. The Project will therefore close on 31 August 2018.

Regarding the reporting structure, it was envisaged that the Basket Fund would report to the Police Reform Steering Committee (PRSC), which is responsible for maintaining operational direction and delivery, encouraging and proposing new work streams, as well as monitoring progress of existing activities in the police reforms agenda. However, during the tenure of the Programme the PRSC's meetings were inconsistent and did not provide the operational direction that was required.

A Police Reforms Governance Committee (PRGC) was also envisaged to be established to act as an oversight and strategic /advisory body of the Programme. The PRGC was never constituted.

Historical context of reforms within the police in Kenya

Reform initiatives within the police in Kenya have been attempted over the past years, but with minimal success. The Task Force on Police Reform was established between 2000-2005. It initiated a host of administrative and operational reforms in the then Kenya Police Force and Administration Police Force.

Reform initiatives within the police in Kenya have been attempted over the past many years, with minimal success. In 2009, the Commission of Inquiry into the Post-Election Violence (Waki Commission/CIPEV) proposed for comprehensive reforms within the police force. This was later followed by the establishment of the National Task Force on Police Reforms (Ransley Taskforce) which was mandated to examine the existing policy, institutional, legislative, administrative and operational structures, systems and strategies in the Police and recommend comprehensive reforms. The Police Reforms Implementation Committee (PRIC, 2010-2012) was subsequently established to coordinate, supervise and provide technical guidance and facilitation for the implementation of Police reforms.

Based on the recommendations of the PRIC, the Development Partners working in consultation with the Government Partners established the Basket Fund discussed herein. This formed the basis of UNODC's involvement in police reforms.

Main challenges during implementation

Below is a summary of some of the main challenges that the Police Reforms Programme faced during implementation:

Challenges related to management:

- *Financial resources and funds constraints:* UNODC support to the Kenyan Police Reform Programme has not been consistent and long-term, as had been envisaged during the development of the Police Reforms Programme and the signed Joint Statement of Intent-October 2012. During the inception phase of the Programme Development Partners had committed to provide financial support through the signing of a Joint Statement of Intent (October 2012) to establish the Basket Fund. However, this commitment was not fully honoured leading to the support not being consistent and long-term.
- *Human Resources:* The Programme was envisaged to establish a position of Finance and Administration Unit headed by a Finance Officer (P3). However, due to limited funding, this position was never filled. As such, this task had to be undertaken by the programmatic staff, who in some instances lacked budgetary and financial know-how and had to seek assistance from colleagues.

Challenges related to the delivery of technical assistance:

- *Administrative:* Starting from October 2015 the Programme has encountered some challenges in responding to the government counterparts' requests for technical assistance, mainly related to procurement (trainings) and recruitment (consultants), due to the implementation of the new system within the UN Secretariat (Umoja). The Full Cost Recovery (FCR) implementation since 2015 has also created misunderstandings and inconsistencies due to the imposition of new financial costs and the need to re-budget certain activities.

- *Expert recruitment for technical assistance delivery:* Delays caused by the recruitment of staff and experts presented regular “bottlenecks” in the implementation of activities.

Challenges related to the Governments’ commitment:

- *Political commitment of the beneficiary state:* High-level ownership of the police reform process within the Government is sub-optimal, thereby impacting on the quality and effectiveness of implementation. Some of the developed strategies and policies were never officially endorsed by the government counterparts. In addition, the National Policy on Community Policing, on which additional Basket Fund support was conditional, was not endorsed by the Government of Kenya. In this regard, all Community Policing Initiatives (outlined in Outcome 3) did not commence as anticipated. Further, the NPSC has, for over three years, operated without two Commissioners. Consequently, this has negatively impacted on the capacity of the Commission to fully and effectively deliver its mandate.
- *Budgetary challenges:* The three main policing institutions, NPS, NPSC and IPOA faced constant budgetary challenges which have affected their capacity to fully implement their mandate. The government-allocated budget was usually insufficient to meet the needs of these institutions.
- *Tensions within the relevant Government counterparts:* Tensions between the policing institutions participating in the Programme, namely the NPSC, NPS and IPOA, have adversely impacted the working relations between these three institutions and the overall effective implementation of the Programme.
- *Operating environment:* The volatile security situation in Kenya hampered the successful implementation of the Project. For instance, Laikipia County had been identified to be one of the seven pilot Counties to implement the Police Transformation Framework. Due to the constant security incidents experienced in Laikipia, the transformation initiatives were never implemented. Further, the general and repeat elections held in 2017 hampered the prioritization of police reform initiatives.

Project documents and revisions of the original project document

Project document	Year	Please provide general information regarding the original project document.
KENZ04	August 2013 – December 2015 – as per <i>Pro Fi</i>	As part of UNODC’s mandate to strengthen the Rule of Law, the Project/Basket Fund aims at providing support to the Government of Kenya (GoK) in the implementation of the Police Reform Programme (2011-2013). The Police Reform Programme seeks to transform the National Police Service (NPS) into an effective, efficient, accountable and trusted institution for Kenyans. The Police Reform Programme focuses on four key objectives which are to: a) Establish the legal and policy framework to govern policing in Kenya. b) Establish effective, efficient and sustainable reforms institutional structures, c) Enhance professionalism, integrity and accountability of the NPS, and d) Strengthen operational preparedness and logical capacity and capability of the NPS.

		The Police Reform Programme further identifies Key Outputs and Milestones under each Objective.
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Project revision	Year	Reason & purpose	Change in (please check)
1.Project Revision	26/3/2015	<p>a) Extend the project's duration from 31 December 2015 to 31 December 2017;</p> <p>b) Review the logical framework and work plan to include more activities. The additional activities were determined in agreement with concerned beneficiaries and the donor (Sweden), and are in line with the overall objective of this project;</p> <p>c) Change the position of Finance and Administrative Officer to the position of Programme Officer (P-3) as well as include the position of a UNV to provide administrative support to the implementation of the Project;</p> <p>d) Include the position of a Team Assistant (G4) to support the Swedish Police Advisor as budgeted and requested by the Swedish Government.</p>	<input type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input checked="" type="checkbox"/> Logframe
2.Project Revision	18/1/2017	<p>a) Extend the project's duration from 31 December 2017 to 31 December 2019;</p> <p>b) Review the logical framework, work plan and activities to ensure alignment with the Government of Kenya's Programme Document on Police Reforms, 2015-2018. The additional activities were determined in agreement with concerned beneficiaries and the donor (Sweden), and are in line with the overall objective of this project;</p> <p>c) Change the staffing table to upgrade the positions of 2 National Officers from NOA to NOB (National Associate Programme Officer) through a phased approach and open recruitment exercise. To further create one position for a National Programme Assistant (G5).</p>	<input type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input checked="" type="checkbox"/> Logframe

Main objectives and outcomes

The Police Reform Programme in Kenya - KENZ04 (SB: 004608)

Project Objective: Support the Government of Kenya in its efforts to transform the National Police Service (NPS) into an effective, efficient and trusted security agency for Kenyans in line with the 2010 Constitution.

Outcome 1: Empowered and sustainable institutional structures for Policing Services established at the national level.

Outcome 2: Professionalism, integrity and accountability of the NPS enhanced.

Outcome 3: Strengthened operational capacities of the NPS

The log frame of KENZ04 is part of the desk review materials.

Contribution to UNODC’s country, regional or thematic programme

UNODC technical assistance in this field is developed under the framework of regional and country programmes, in line with the needs and priorities of regional entities and partner countries, and in close cooperation with key UN partners, multilateral and bilateral agencies. The Programme is linked to the Criminal Justice Programme for Kenya “Supporting the implementation of the 2010 Constitution of Kenya”. The Project is also in line with UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security (2009-2015 and 2016-2021)”, and falls under the justice component (Pillar IV - Crime Prevention and Criminal Justice) of the Regional Programme.

The Project will contribute to the expected accomplishments of Sub-Programme 5: Justice of UNODC’s Strategic Framework 2016-2017, ‘crime prevention and criminal justice system reform initiatives within UNODC’s mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.’ The Project is also in line with the UNODC Thematic Programme on “Crime Prevention and Criminal Justice Reform (2012-2015)”.

Linkage to UNODC strategy context and to the Sustainable Development Goals

UNODC’s assistance to police reforms falls in line with its mandated activities, which include upgrading crime prevention and criminal justice systems as well as promoting the Rule of Law. As the custodian of United Nations standards and norms on crime prevention and criminal justice, UNODC holds a mandate to support Member States in building fair and effective criminal justice systems and in developing crime prevention programmes. Over the years, a considerable body of United Nations standards and norms related to crime prevention and criminal justice has emerged, covering a wide variety of issues.

The Project will contribute to the expected accomplishments of Sub-Programme 5: Justice of UNODC’s Strategic Framework 2016-2017, ‘crime prevention and criminal justice system reform initiatives within UNODC’s mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.’

The Project is also in line with the UNODC Thematic Programme on “Crime Prevention and Criminal Justice Reform (2012-2015)” and the UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security (2009-2015 and 2016-2021)”. The Project falls under the justice component (Pillar IV- Crime Prevention and Criminal Justice) of the Regional Programme.

UNODC's existing portfolio of technical assistance activities concerning the implementation of criminal justice reforms directly contributes to achieving multiple SDGs, including SDG #16: 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels'. The Programme specifically responds to SDG targets 16.3, 16.5, 16.6, 16.a and 16.b.

II. DISBURSEMENT HISTORY

Time periods throughout the life time of the project (10/2013 – 08/2018)	Total Approved Budget (in US \$)	Expenditure	Expenditure in %
10/2013 - 08/2018	6,350,575	5,007,672*	78.85

**Expenditure as at 15 November 2017. Implementation of activities is currently on going*

<u>Time period covered by the evaluation (10-2013 – 12-2017)</u>	Total Budget	Approved (in US \$)	Expenditure (in US \$)	Expenditure in % (in US \$)
2013		6,350,575	107,791	1.7%
2014			1,707,661	27.35%
2015			1,194,073	26.33%
2016			1,318,205	39.45%
2017			679,942*	33.61%

**Expenditure as at 15 November 2017. Implementation of activities is currently on going*

III. PURPOSE OF THE EVALUATION

The final independent project evaluation will be conducted by an independent, external evaluation team. The evaluation is mandatory, undertaken as agreed with the donors and as planned and budgeted in the approved project document. It will assess programmatic progress (and challenges) at the outcome level with measurement of the output level achievements, gaps and how/to what extent these have affected outcome-level progress. The evaluation will consist of desk review, country visits, in-depth interviews with UNODC staff and in-depth interviews with key stakeholders and beneficiaries as well as an online survey. It will contribute to results-based management through a participatory

approach that documents results achieved, challenges to progress and contributions to the police reform process in Kenya.

The specific evaluation objectives are to:

- Analyze the relevance of the programmatic strategy and approaches to the overall objective of the Programme;
- Provide an assessment of the design, coherence, and focus of UNODC's Programme in support of the reform of the police sector in Kenya, including the support at the devolved/county level and local/station level;
- Analyze project results in terms of achievements and/or weaknesses towards accomplishing the outcomes and outputs, with a critical examination of how/to what extent the project supported the national government of Kenya in its efforts to transform the National Police Service (NPS) into an effective, efficient and trusted security agency for Kenyans in line with the 2010 Constitution;
- Provide an analysis of the GoK's existing institutional and coordination structures, including the Police Reform Steering Committee (PRSC), and those to be established for ensuring a successful implementation of the Programme;
- Assess the potential for sustainability of the results and the feasibility of ongoing, nationally led efforts in the reform process of the police in Kenya;
- Document lessons learned, good practices, success stories and challenges to inform future work of various stakeholders in the police reform process in Kenya;
- Document and analyze possible weaknesses in order to improve future interventions in the area of criminal justice reforms, and specifically within the police service in Kenya.

Under the overall guidance of the UNODC Independent Evaluation Unit, the evaluation process will be coordinated by the Head of the Criminal Justice Programme in close consultation with the Independent Evaluation Unit, the Regional Representative, UNODC based at the Regional Office in Nairobi, as well as with key Government counterparts.

The other key stakeholders of the evaluation will be members of the government and civil society, who have been involved in the implementation of key initiatives outlined in the project documents. Specifically, the process will engage members of the three policing institutions (the NPSC, IPOA and NPS) and the Ministry of Interior and Coordination of National Government.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/parts of the project/programme; etc.)	The Police Reform Programme in Kenya - KENZ04
Time period of the project/programme covered by the evaluation	October 2013 - end of field mission (tentatively March 2018)

Geographical coverage of the evaluation	Kenya (Nairobi and the counties: Migori, Homabay, Nyeri, Nyandarua, Nyamira and Kisii)
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V. KEY EVALUATION QUESTIONS

Evaluation Criteria

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability; as well as design, partnerships and cooperation, gender and human rights, and lessons learned. The questions will be further refined by the Evaluation Team.

<i>Design</i>	
1.	To what extent was the design of the programme appropriate to achieve the objectives? And which measures have been taken or could have been taken at the planning and implementation phase to assess change?
2.	To what extent did the Programme have measures in place to assess its own results (objective/impact-level)?
<i>Relevance</i>	
<i>Relevance is the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.</i>	
3.	To what extent were the outcomes and objective of the Programme relevant to the key stakeholders throughout project implementation?
4.	To what extent are the outputs, outcomes and objectives of this project/programme relevant to implementing the Sustainable Development Goals?
<i>Efficiency</i>	
<i>Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.</i>	
5.	What measures have been taken during planning and implementation to ensure that resources were efficiently used? To what extent did these measures contribute to efficiency?
6.	To what extent has the Programme's resources been managed in a transparent and accountable manner (including the implementation and monitoring of activities)? How can the monitoring of these activities be improved?
7.	To what extent did cooperation contribute to the efficiency of operations?
<i>Effectiveness</i>	
<i>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</i>	
8.	To what extent has the Programme achieved its objectives and expected results (outputs and outcomes)? How well were the outputs contributing to higher objectives or goals?
9.	To what extent did the Programme contribute to the implementation of the Government of Kenya's Police Reform Programme documents (2011-2013 and 2015-2018)?
10.	What is the Programme's added value, if any, <i>vis-a-vis</i> projects by other actors?
<i>Impact</i>	

<i>Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i>
11. To what extent did the Programme contribute to the relevant Sustainable Development Goals?
12. What are the intended or unintended positive and negative long-term effects of KENZ04 on the police reform process in Kenya?
13. To what extent contributed the Programme to new and/or revised national policies or strategies?
Sustainability
<i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i>
14. To what extent will the benefits generated through the Programme be sustained after implementation i.e. is there a phase-out/hand-over strategy after implementation of the activities?
15. To what extent have the stakeholders and beneficiaries taken ownership of the results, activities and goals of the Programme? Are they committed to continue working towards these results after implementation of the activities?
Partnerships and cooperation
<i>The evaluation assesses the partnerships and cooperation established during the project/ programme, as well as their functioning and value.</i>
16. To what extent have the activities and outputs benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?
17. How was the communication and knowledge exchange between responsible actors in the partner countries and the project management as well as between UNODC Field/Regional Offices and the UNODC Headquarters?
Human rights and Gender Equality
Human rights
<i>The evaluation needs to assess the mainstreaming of human rights aspects throughout the programmes.</i>
18. To what extent have human rights issues been adequately mainstreamed in the Programme design and implementation?
19. What measures have been taken during planning and implementation to ensure that human rights aspects were mainstreamed?
Gender equality
<i>The evaluation needs to assess the mainstreaming of gender aspects throughout the programmes.</i>
20. What measures have been taken during planning and implementation to ensure that gender aspects were mainstreamed?
21. What measures have been taken to ensure the inclusion of men, women and under-represented groups throughout the activities of the Programme?
Lessons learned
<i>Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.</i>
22. What lessons can be learned from the implementation of the Programme in order to improve performance, results and effectiveness in the future?

23. What good practices in general emerged from the implementation of the Programme that can be replicated in other programmes and projects?
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VI. EVALUATION METHODOLOGY

The methods used to collect and analyze data

This evaluation will use methodologies and techniques as determined by the specific needs for information and the questions set out in the TORs. In all cases, evaluators are expected to analyze all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation on which their conclusions will be based.

Evaluators are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as main evaluation users, namely, the Core Learning Partners (CLP). Furthermore, the evaluator is expected to develop a gender-sensitive evaluation methodology.

The present ToR provides basic information on the methodology, however this should not be regarded as exhaustive. It is rather meant to guide the evaluator in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in an Inception Report.

The evaluator will present a summarized methodology in an Inception Report which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the Norms and Standards for Evaluation in the United Nations System.

While the evaluator shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive.

The main elements of the methodology will include:

- Preliminary desk review of all relevant project documentation, (Annex II), as provided by the Project Manager and as further requested by the evaluator;
- Preparation and submission of an Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, evaluation matrix and timetable) to IEU for review and clearance before any field mission may take place;
- Initial meetings and interviews with the Project Manager and other UNODC staff followed by an informal briefing on preliminary hypotheses;

- Interviews (face-to-face or by telephone/skype) with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation.
- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website. <http://www.unodc.org/unodc/en/evaluation/index.html>)
- The evaluator submits the draft report to the Project Manager for the review of factual errors and the Project Manager shares it with IEU for review, comments and clearance. Subsequently, the Project Manager shares the final draft report with all Core Learning Partners for comments on factual errors.
- Preparation of the final evaluation report and 2-page evaluation brief. The evaluator incorporates the necessary and requested changes and finalizes the evaluation report following feedback from IEU, the Project Manager and CLPs for IEU clearance. The report should be accompanied by a PowerPoint presentation on final evaluation findings and recommendations.
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. through Skype.
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>

The sources of data

The evaluation will have to utilize a mixture of primary and secondary sources of data. The primary sources for the desk review may include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions in some of the Counties in Kenya where the Project was piloted, focus group interviews, observation and other participatory techniques. Secondary data sources will include the project documents and their revisions, progress and monitoring reports and all other relevant documents, including visual information (e.g. eLearning, pictures, videos).

Desk Review

The evaluator will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex II. This list is however not to be regarded as exhaustive, as additional documentation may be requested by the evaluator (please find attached a preliminary list of documents).

Primary Research Methods

Primary sources of data include, among others:

- Qualitative methods: structured and semi-structured interviews with key stakeholders, key representatives of different entities (face-to-face, by telephone or by webcam);
- Quantitative methods: survey questionnaires;
- Field mission

Phone interviews / face to face consultations

The evaluators will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- Government counterparts, including the relevant Ministry;
- Relevant international and regional organizations;
- Non-governmental organizations working with UNODC;
- UNODC management and staff.

Questionnaire

A questionnaire (on-line) will be developed and used in order to help collect the views of stakeholders (e.g. consultants, counterparts, partners, etc.), if deemed appropriate.

In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms, guidelines and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>

VII. TIMEFRAME AND DELIVERABLES

<i>Duties</i>	<i>Time frame</i> Deliverables	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation of draft Inception Report	08-01-2018 - 19-01-2018 <i>(10 working days)</i>	Home base	Draft Inception Report in line with UNODC evaluation norms and standards
Review of draft Inception Report by IEU (can entail various rounds of comments)	22-01-2018 - 26-01-2018 <i>(1 week for IEU review)</i>		Comments on the draft Inception Report to the evaluation team

Incorporation of comments from IEU (can entail various rounds of comments)	29-01-2018 – 30-01-2018 <i>(2 working days)</i>		Revised draft Inception Report
Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates	By 31-01-2018 (12 overall working days)		Final Inception report to be cleared by IEU
Interviews with staff at UNODC HQ/FO (including by phone/skype); Evaluation mission: briefing, interviews; presentation of preliminary findings	07-02-2018 – 28-02-2018 <i>(14 working days)</i>	UNODC ROEA / Nairobi/Kenya Counties: Migori Homabay Nyeri Nyandarua Nyamira Kisii	Presentation of preliminary findings
Drafting of the evaluation report; submission to Project Management and IEU;	01-03-2018 – 21-03-2018 <i>(15 working days)</i>	Home base	Draft evaluation report
Review of IEU for quality assurance and Project Management for factual errors	22-03-2018 – 06-04-2018 <i>(2 weeks for IEU review)</i>		Comments on the draft evaluation report
Consideration of comments from the project manager and incorporation of comments from IEU (can entail various rounds of comments)	09-04-2018 – 16-04-2018 <i>(6 working days)</i>	Home base	Revised draft evaluation report
Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	By 16-04-2018 (35 overall working days)		Draft evaluation report, to be cleared by IEU

IEU to share draft evaluation report with Core Learning Partners for comments	17-04-2018 – 30-04-2018		Comments of CLPs on the draft report
Consideration of comments from Core Learning Partners	01-05-2018 – 3-05-2018 <i>(3 working days)</i>	Home base	Revised draft evaluation report
Final review by IEU; incorporation of comments and finalization of report and evaluation brief (2-page summary of report).	04-05-2018 – 14-05-2018 <i>(2 working days)</i>	Home base	Revised draft evaluation report
Presentation of evaluation results (to be reviewed and cleared by IEU)	14-05-2018	UNODC Office	Power Point Presentation delivered
Deliverable C: Final evaluation report presentation of evaluation results	By 14-05-2018 (5 overall working days)		Final evaluation report; Presentation of evaluation results. All to be cleared by IEU
Project Management: Finalise Evaluation Follow-up Plan in ProFi	By 25-05-2018		Final Evaluation Follow-up Plan to be cleared by IEU
Project Management: Disseminate final evaluation report	By 31-05-2018		Final evaluation report disseminated

VIII. EVALUATION TEAM COMPOSITION

The evaluation will be undertaken by two independent, external evaluators – the Lead Evaluator and the Second Evaluator/expert. Under the overall guidance of the UNODC Independent Evaluation Unit, the evaluation process will be coordinated by the Head of the Criminal Justice Programme – UNODC ROEA.

The Evaluators will be international/regional/national consultants, who will be appointed on the basis of their experience in project evaluation, monitoring, implementation and knowledge of the subject, and whose selection will be cleared by IEU.

The Lead Evaluator should possess extensive knowledge of, and experience in applying qualitative and quantitative evaluation methods; a strong record in designing and leading evaluations; and excellent oral communication and report writing skills in English. Relevant work experience with the UN, in particular UNODC, will be an asset.

The second Evaluator/expert should possess extensive professional experience in criminal justice reforms and human rights; a strong record in providing technical assistance to law enforcement justice agencies in Eastern Africa; previous experience in providing support on strategic planning to the security sector and excellent oral communication and report writing skills in English. Relevant work experience with the UN will be an asset.

The Evaluators will be contracted by UNODC. The qualifications and responsibilities for the evaluators are specified in the respective Terms of Reference for Evaluators (Annex I). The evaluators will not act as representatives of any party and must remain independent and impartial.

More details will be provided in the respective Terms of Reference for Evaluators in Annex I.

Absence of Conflict of Interest

According to UNODC rules, the evaluator must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluator shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

IX. MANAGEMENT OF THE EVALUATION PROCESS

Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- managing the evaluation,
- drafting and finalizing the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them on their role,
- recruiting evaluators following clearance by IEU,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- reviewing the Inception Report as well as the evaluation methodology,
- liaising with the Core Learning Partners,

- reviewing the draft report for factual errors,
- developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year),
- disseminate the final evaluation report and facilitate the presentation of evaluation results.

The Project Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel of the consultants (including travel details, DSA-payments, transportation, etc.)
- All logistical arrangements for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter, if needed; set-up of meetings; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluators need to be released within 5 working days after the respective deliverable is cleared by IEU).

For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors, as appropriate.

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up actions. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Roles and responsibilities of the Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IEU provides guidance and evaluation expertise throughout the evaluation process.

IEU reviews and clears all steps and deliverables during the evaluation process: Terms of Reference; selection of evaluator(s); Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

X. PAYMENT MODALITIES

The Lead Evaluator and Second Evaluator will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the evaluator agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

- The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IEU;
- The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IEU;
- The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report and 2-page evaluation brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IEU, as well as presentation of final evaluation findings and recommendations.

75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

In order to collect the needed information amongst all stakeholders and ensure due process, it was best to design a series of interview guidelines. All interview guidelines will start with the following key points:

In header- put the name of the evaluators present for our own reference

Name of stakeholder:

Position:

Date and location of the interview

- The evaluator thanks the interviewee for awarding time to answer our questions
- Restate objectives of the evaluation.
- Explain the confidentiality of this interview and how that person's name will not be mentioned in the evaluation or any discussion related to the findings of the evaluation. Inform of the time needed for the interview -30 to 45 minutes and that their participation will be taken as the informed consent.
- Ask first question about that interviewee's responsibility or affiliation with the programmes to get context and level of engagement.

Interview guidelines will be divided according to the types of stakeholders as identified above (sampling) and according to GE&HR guidelines and considerations for 1) UNODC HQ; 2) UNODC FO; 3) implementing partners; 4) Donors; 5) Civil Society; and 6) Government bodies; 7) experts.

Interview question sheets will be prepared the day or a few days beforehand following the matrix from the IR and the instructions below. Each questionnaire should be adjusted to the interviewee. The interview should not exceed 45 minutes. Leave the right part of the page for note taking and comments – additional questions

A question excel sheet has been prepared with sub-questions to each question found in the matrix above. The excel sheet is changeable according to the type of stakeholder being interviewed.

Interview notes guideline – at the end of each day, each team member will review her/his notes and summarize them to send to the team leader following the template below. If possible, a debrief amongst team members will take place at the end of each day to discuss the data collection process, issues that may have arisen and missing information that is yet to collect.

Minutes template for interviews

Stakeholder:

Location:

Date:

Stakeholders attending:

Interview Overview

Write the answers on the questionnaire sheets so it is easier for reference. But in a summary form with key critical points that answers the questions (electronically). Here highlight any questions that could not be answered either through lack of time, refusal of the stakeholder.

Highlight any sensitivity during the interview.

Relevance:

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Key Takeaways and additional information to collect

Examples:

- Had no information on GE&HR
- Outcomes indicators are difficult to integrate on policy and legislative technical support because of lack of resources for data collection and for country level assessment before programming

Online questionnaire

A questionnaire has been developed for recipients of training activities of the programme.

It will be sent via email, using the programme's database of trainees available to the programme management team. The evaluation team concluded that the best way to send the questionnaire was in a word document and via email in order to avoid potential internet failures, if an online survey software was used instead. This process should hopefully yield a sufficient high level of responses so the information can complement the other collected data. The following introduction letter will be sent along with the table below via email.

**UNODC'S
THE POLICE REFORM PROGRAMME IN KENYA
FINAL EVALUATION
ONLINE SURVEY**

Dear Participant,

The Kenya Police Reform Programme has been implemented by UNODC from 2013 to December 2017. The Programme's objective was to transform the National Police Service (NPS) into an effective, efficient, accountable and trusted institution for the Kenyan people. The Programme aimed at providing support to the Government of Kenya (GoK) in the implementation of the Police Reform Programme (2011-2013) and the Revised Police Reform Programme Document (2015-2018). A final independent evaluation is currently being conducted so as to assess results and determine successes, challenges and lessons learned with a view to making appropriate recommendations for future programming.

As a participant in the training component of the programme, your views are important in helping obtain feedback for the evaluation process. Kindly spare a few minutes to respond to the following questions.

We guarantee you that the information you give us will be treated in confidence and only used anonymously to help us support general findings for the study without attribution to you as an individual.

The deadline for completion is February 28th. In case you have any questions do not hesitate to contact the lead evaluator for this process, Emmanuelle Diehl emdiehl@gmail.com.

We are grateful for your time and feedback.

1. Please indicate your occupation

2. For members of the National Police Service, tick which of the following agency you work for currently.

- Kenya Police Service
 Administration Police Service
 Directorate of Criminal Investigation

3. What is your Gender?

- Male
 Female

4. In which County are you currently stationed??

5. How many training workshops under this programme supported by UNODC have you attended over the last 5 years??

- -----
6. Based on the options below, please assess how useful the trainings you attended have been to your work.

Very Useful Useful Less Useful Not
Useful at all

7. Were you able to apply the learnings from the workshop into your daily work? Explain how in a few sentences.

8. Was Human Rights mainstreamed during the trainings organised by UNODC that you attended?

YES NO

9. If the answer to the above is no, how could this be improved in future trainings?

10. Was Gender mainstreaming discussed during the training sessions you attended?

YES NO

11. If the answer, to the above is no, how Could this be done better in future trainings?

12. Have you heard of the Strategic Plan for the NPS?

YES NO

13. Please rate the utility of the documents prepared under this programme, for your work as an officer?

Name of Document	Very Useful	Useful	Slightly Useful	Not Useful
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Strategic Plan				
Training Reform Toolkit				
Training Reform Handbook				
Police Training Manuals				
NPS Gender Policy				
NPS Human Rights Strategy				

14. Have you ever interacted with the experts on police reform seconded by UNODC?

YES NO

15. On a scale of 1-5 How would you rate the usefulness of the experts seconded to the police reform process by UNODC, with 5 being excellent and 1 being poor?

Rating

Please elaborate on your response: -----

16. On a scale of 1- 5(with 1 being poor and 5 excellent) have gender policies been mainstreamed within your Service? Is Gender equality better respected within your service in order to increase female's enrolments?

Rating

Please explain your answer above.

17. On a Scale of 1-5(with 1 being poor and 5 excellent) please rate how human rights issues are handled within the Service.

Rating

Please explain your answer above.

18. Please indicate whether you agree with the following statements.

i. The NPS has strengthened its internal policies

Agree Do Not Agree

ii. The levels of collaboration between the different police agencies has improved

Agree Do Not Agree

iii. The NPS is more aware of and respects Gender equality

Agree Do Not Agree

iv. The NPs is more aware of and respects Human Rights issues

Agree Do Not Agree

v. The NPS working conditions have improved?

Agree Do Not Agree

19. How has the support from UNODC affected your work and that of your institution?

- Very Positively
- Positively
- Not at all
- Negatively

20. Are you involved in community policing initiatives?

Please explain where and with what organization,-----

21. Please provide any further comments on what else should be done to improve police reforms in Kenya?

ANNEX III. DESK REVIEW LIST

UNODC documents

- Project document;
- Project revisions;
- Progress reports
- Signed Joint Statement of Intent
- External Review Report of the Police Reforms Programme in Kenya: September 2013-December 2014
- Final In-Depth Evaluation of the Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security in Eastern Africa” 2009 – 2015
- Guidance Note on Gender Mainstreaming in UNODC
- UNODC evaluation guidelines, templates, handbook, policy
- UNODC Inception Report Guidelines and Template;
- UNODC Evaluation Report Guidelines and Template
- UNEG: Integrating human rights and gender equality in evaluation
- UNODC Regional Programme for Eastern Africa “Promoting the Rule of Law and Human Security (2009-2015 and 2016-2021)”
- Training feedback forms and training materials
- Financial reports (official and non-official) for each year from 2013-2017
- Funds disbursements for each year and for each donor
- Work plans & implementation plans
- Media clips
- Joint Programme on Gender Equality and Women Empowerment in Kenya with UN WOMEN
- The regional programmes for East Africa 2009-2015, 2015-2018

- NPS Gender Mainstreaming Policy
- Human Rights Handbook and a Training Curriculum for the Independent Police Oversight Authority
- NPS Strategic Plan
- NPS Human Rights Strategy
- Sensitization programmes & trainings materials
- The Comprehensive and integrated Strategic Plan (2014-2019) and Annual Work Plan (2014-2015) for the NPSC.
- The IPOA Performance Management Framework (PMF)
- The Training Reforms Toolkit and Handbook
- Police Reform in Kenya - Basket Fund Monthly Bulletin, February 2016

Number of internal documents reviewed: 28

External documents

- UNDAF Kenya Annual Report 2014-2015
- UNDAF Kenya Mid Term Review 2014-2018
- National Police Service Action Point Work Plan 2017-2019
- The UN Code of Conduct for Law Enforcement Officials
- Transparency International Corruption Perception Reports
- Report of the National Taskforce on Police Reforms, October 2009 (Ransley Report),
- Audit of the Status of Police Reforms in Kenya: A joint report by the Kenya National Commission on Human Rights & Centre for Human Rights and Peace (The University of Nairobi [2015].
- Baseline Survey on Policing Standards and Gaps in Kenya, 2013 – Independent Policing Oversight in Kenya. Available online
- The Gazette- public publications of the Government of Kenya’s strategic reforms and progress – 2014 and 2016
- Making sense of Police reforms timeline, article by Voice of America, <https://www.voanews.com/a/making-sense-kenya-election-surprises-timeline-events/4070559.html>

- Special Report, 'Amid claims of police brutality in Kenya, a watchdog fails to bite' by Reuters, <https://www.reuters.com/article/us-kenya-police-watchdog-specialreport/special-report-amid-claims-of-police-brutality-in-kenya-a-watchdog-fails-to-bite-idUSKCN1G7178>
- 'Failure to Reform, A Critique of Police Vetting in Kenya', Feb 2017, by **The International Center for Transitional Justice in Kenya**. <https://www.ictj.org/sites/default/files/ICTJ-Briefing-Kenya-PoliceVetting-2017.pdf>

Number of external documents reviewed: 12

Overall number of documents reviewed: 40