EX-POST INTERNAL EVALUATION REPORT FOR IDF PROJECT: "STRENGTHENING THE CAPACITY OF THE GOVERNMENT OF KENYA TO MANAGE NATIONAL

IDENTITY PROGRAMMES"

Final Report

April, 2020

Project Identification:	**Project Code: TC.1052**
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	*Kenya, Nairobi* *IOM Regional Office for East and horn of Africa*
Evaluation Commissioned by:	IOM Kenya Country Office
Project Period and Overall Duration:	October 2017 – March 2019 18 Months
Geographical Coverage:	Kenya
Project Beneficiaries:	Ministry of Interior and Coordination of National Government (National Registration Bureau, Civil Registration Department, Department of Immigration Services, the Integrated Population Registration System)
Project Partner(s):	Directorate of Immigration and Registration of Persons, National Coordination Mechanism on Migration (NCM)
Total Funding:	USD 150,000

Table of Contents

1. List of Acronyms

CRS   Civil Registration Services

DAC   Development Assistance Committee

DIS   Directorate of Immigration and Citizen Services

GoK   Government of Kenya

HQ   Headquarters

IATA   International Air Transport Association

IBM   Immigration and Border Management

ICAO   International Civil Aviation Organization

ID   Identity

IDF   IOM Development Fund

IOM   International Organization for Migration

IPRS   Integrated Population Registration System

ISO   International Organization for Standardization

KCO   Kenya Country Office

KSG   Kenya School of Government

NCM   National Coordination Mechanism

NRB   National Registration Bureau

MiGOF   Migration Governance Framework

OECD   Organisation for Economic Co-operation and Development

RAS   Refugee Affairs Secretariat

SDG   Sustainable Development Goal

SMART   Specific, Measurable, Achievable, Relevant, Time-Bound

ToC   Theory (ies) of Change

ToT   Training of Trainers

2. Executive Summary

The IOM Development Fund (IDF) in coordination with the Migration Management Unit in IOM Kenya Country Office (KCO) have commissioned an ex-post evaluation of the project "Strengthening the capacity of the Government of Kenya to manage national identity programmes" which was implemented in Kenya from October 2017 to March 2019. The overall objective of the project was to contribute to improved identity management in Kenya. Upon request from the Government of Kenya (GoK) and in consultation with key stakeholders, IOM supported National Registration Bureau (NRB) under the Ministry of Interior and Coordination of National Government in strengthening the capacity of the GoK to manage national identity programmes. The project has three main components; (a) conducting an assessment to review the current situation of the identity management, and distributing to relevant stakeholders; (b) improving knowledge and skills of the government officials (both national and county levels) on identity management through Training of Trainers (ToT) and ToT cascading training; and (c) raising public awareness through awareness campaign (community *barazas*, radio campaign, etc.).

The final internal evaluation is to assess: the extent of the project's success in achieving its intended objective and expected results, document lessons learnt and good practices and provide clear and specific recommendations to inform future or related programming and implementation. The intended audience for this evaluation is mainly IOM Kenya Senior Management, IDF and key government stakeholders.

The evaluation was conducted using qualitative methods mainly consisting of: 1) desk review, 2) Key Informant Interviews (KII), 3) Focus Group Discussions (FGDs), and 4) observations. Field visits and on-site observations were conducted in selected counties (Meru, Nyeri, Isiolo, Kilifi, and Mombasa), and for other sites, it was informed by KIIs with NRB officials in HQ, IOM project staff, and the relevant documents.

Summary of Findings

RELEVANCE	**The evaluation found the project highly relevant.** The project is aligned with governments and communities' needs and priorities. The project was designed in close collaboration with different key stakeholders from the government. Timely as well as frequent consultation with government enabled the project to make any necessary adjustment to stay relevant. The project also responded well to the needs of communities, especially those of the remote areas where there are high poverty and illiteracy rates, and difficulty in accessing NRB offices and information in general.
	At the same time, the evaluation found some gaps between the project design and its implementation. Although, initially the project was to cover full identity management, due to limited available fund it was not able to cover entire spectrum of the identity management chain, which fall under different government institutions/departments like IPRS, RAS, DIS, NRB and CRS. However deliberate efforts were made to include these institutions/departments in needs assessment, validation of the findings and ToT training (one IPRS staff was trained on ToT).

EFFECTIVENESS	**The effectiveness is medium for Outcome 1 and high for Outcome 2**. For Outcome 1 "*effective management* of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration," it is partially achieved by development of the needs assessment report which identifies the current situation and gaps, and by strengthening the capacity of the NRB (both HQ and the field). Some of the recommendation of needs assessment were taken in certain offices to increase the number of staff, or to improve the office facilities which contributed to increase the staff motivation and hence improved the work of NRB. The capacity development of staff also contributed to improve their work and as a result, the timeline for ID acquisition has been reduced. However, there are some gaps left. For example, bridging the gaps in staff capacities as well as financial capacities should be further enhanced, and improving the coordination with different stakeholders is required to tackle the full ID management chain. **Digitization of ID processing especially in remote, non-urban locations will enhance efficiency in screening and issuance of IDs**. Outcome2 *["Kenyan citizens, women and men, at targeted pilot counties demonstrate improved ability and willingness to acquire legitimate IDs and breeder documents"*]was achieved as most of the respondents mentioned that they understand better the importance of ID, and have better knowledge on ID acquisition procedure. As a result, the registration number increased in 9 sites where IOM collected the data. Some of the gaps identified are; challenges of illiteracy which led to non-comprehension of brochures and Service Charters for some people, community *barazas* sometimes excluded certain populations such as youth who were reluctant to participate, elders and persons with disabilities who have challenge in mobility, and people in extreme poverty who have difficulty in paying transport, or to sacrifice a day to participate in *barazas*, and radio channels which was not adopted to certain regions. Support for marginalized groups (elders, persons with disabilities, and minority, etc.) should be further improved as well.
EFFICIENCY	**The evaluation found the project highly efficient.** The project took several effective measures to make the project efficient as possible. These measures included co-funding with the government to maximize the outcomes, sharing the responsibility with government to optimize the limited human resources, and close and timely consultation with the government for smooth implementation. Some of the challenges encountered for the efficiency of the project are; creating mutual understanding between IOM and the government at the beginning of the project (as it was first time to collaborate with each other), lack of

	resources and equipment (such as vehicles, communication means, etc.) on the government's end.
SUSTAINABILITY	**The sustainability is medium.** From the designing stage, the project incorporated some measures / approaches to sustain the project impact including; working closely with the national and county authorities and involving them throughout all the phases, ToT and ToT cascading training conducted to promote the knowledge transfer among the institutions, involving the local administration at community level, and awareness raising campaigns to enhance their roles and capacities. However, the government regular budget was limited for the continuous capacity building activities for the officials, and community awareness raising / mobile registration. Lack of vehicles, internet facilities / communication means at NRB field offices also hindered the sustainability of the project impact.
IMPACT	**The greatest impact of the project is the increase in number of registrations for IDs in project locations.** The timeline of processing application has reduced in general, and there is quick turnaround from HQ in terms of processing IDs. These positive changes happened through the intervention of the project, namely: capacity building of government officials, and community awareness raising through information materials (brochures and Service Charters), community *barazas* / mobile registration, and radio campaign. Another unintended positive impact was the enhanced relationship / mutual trust between NRB HQ and the field offices, as well as NRB and the customers (community people). With the strong ownership of NRB, both officials in HQ and the fields were well involved in the project, and community people showed their appreciation for the selection of the sites, and the improved customer service for ID acquisition. On the other hand, one unintended negative impact expressed mainly by NRB officials was the increase in complaints from the community people, concerned that the ID processing took longer than indicated in the Service Charters. NRB officials still struggle to completely align with set timelines. Aligning this will surely contribute to further improving ID management of the government to serve the population better.

Recommendation

The evaluation identified strategic, operational, and thematic recommendations. The strategic recommendation is for both NRB and IOM Kenya country office to strategically utilize the needs assessment report, and the results of the evaluation to explore new partners to scale up the project. Also, it is important to consider creating synergy with other IOM projects, especially, with other on-going IBM projects.

As for the operational recommendation for IOM, some of the good practice identified were; co-funding with the government to maximize the outcomes, sharing of human resources with the government, and most of all, frequently and timely consultation with the government to assure the smooth implementation.

For thematic recommendation, the key recommendations for NRB are as follows;

Capacity Building / Trainings

- Inclusion of more cascading training in the project.
- Involvement of more clerical/registration officers in the field.
- ToT training contents to be improved (customized by regions, addition of IT, customer care, inclusion of marginalized group such as elders, persons with disabilities, and minority groups)etc.).
- Training targeting key village elders and members of Vetting Committee to be added.

ID Management

- Shift to digital registration, developing online system to improve the customer service.
- Delay issue on ID production timeline should be improved as per citizen service charters especially for the remote and border communities
- Development of SOPs for Vetting Committee, and guidelines/ SOPs for better support marginalized group/border communities.
- Enhancement of collaboration with other key agencies in ID management.

Community Awareness Raising / Mobile Registration

- Enhance collaboration with local administration for community *barazas.*
- Considering different channels to cover all groups, leave no one behind
- Equipping NRB field offices with vehicles, communication tools, biometric registration gadgets, etc. to sustain the community awareness raising / mobile registration activities.
- Awareness raising on vetting procedures, particularly in border communities to address perceptions of discrimination for applicants that are requested for additional feeder documents.

3. Introduction

The IOM Development Fund (IDF) in coordination with the Migration Management Unit in IOM Kenya Country Office (KCO) have commissioned an ex-post evaluation of the project "**Strengthening the capacity of the Government of Kenya to manage national identity programmes**" which was implemented in Kenya from October 2017 to March 2019. The evaluation was conducted from November 2019 to the end of December 2019 in Nairobi and in selected counties (as nominated by Government of Kenya) where project activities were implemented.

This ex-post evaluation assesses the project's results based on OECD/DAC criteria of relevance, efficiency, effectiveness, sustainability and impact, aiming at deriving lessons learned and recommendations to inform future or related programming and implementation. The evaluation also looks at gender, including women, men, boys and girls, as an IOM cross-cutting issue, based on IOM Gender Equality Policy 2015–2019.

This document compiles the evaluation findings and is structured as follows: context and purpose of the evaluation, evaluation methodology, findings according to OECD/DAC criteria, and conclusions and recommendation.

4. Context and Purpose of the Evaluation

4.1. Context

Kenya faces several challenges *related* to border control and immigration which contribute to its vulnerability to irregular migration, transnational organised crime, and terrorism. Kenya shares borders with Ethiopia, Somalia, South-Sudan, Tanzania and Uganda. The under-resourced and under-capacitated border management and law enforcement agencies at these borders means that there is an increased likelihood of irregular movement of individuals across borders which can be linked to the recruitment of youth into violent extremist groups such as Al-Shabaab; and human trafficking/smuggling. It is vital to ensure border authorities are prepared to respond in a way that effectively protects national and local security in settings affected by migration, while at the same time protecting the rights of migrants.

A Kenyan ID is crucial to citizenship, which is a precondition for the fundamental rights to one's identity, and is tied and associated to civil, political, social and economic rights including the free movement of persons, access to services across borders, trade, realizing a common market and women's empowerment.

Nevertheless, the levels of public awareness in the remote areas of Kenya, about the rights and benefits associated with obtaining legal identity documents is still low. Similarly, there is unawareness of the implications of identity fraud or of the implications and risks of fraudulent or fraudulently obtained documents.

In this context, this IDF funded project was implemented with the overall objective to contribute to improved identity management in Kenya through strengthening the capacity of the Kenyan Government in travel documents and related issuance systems, as well as creating awareness of full identity management chains. In this project, IOM supported GoK in conducting (a) an assessment reviewing the current identity management situation and a report that includes recommended measures for improved identity management, the assessment report was distributed to relevant stakeholders; (b) two (2) Training of Trainers (ToT) for the government officials from key departments involved in identity management for improving knowledge and skills on identity management; (c) ToT cascading training for County Registrars on security features of national identity cards, registration procedures, and record management in public service and; (d) the project supported NRB in various awareness raising activities reaching an estimated population of five million through; 1) updating citizen service charters and brochures, 2) conducting community *barazas* in four counties, 3) conducting mobile ID registration and 4) conducting a radio campaign in six counties where the level of awareness was still low.

4.2. Evaluation Purpose

The ex-post internal evaluation seeks to determine the extent of the project's success in achieving its intended objective and expected results.

The intended audience for this evaluation is mainly IOM Kenya Senior Management and key Government stakeholders.

4.3. Evaluation Scope

This ex-post evaluation covers the whole project implementation period from 1st of October 2017 to 31st of March 2019. It evaluates all the outcomes:

Outcome 1: *Effective management of civil registration of Kenyan citizens, women and men, issuance of secure ID documents and prevention of illegal registration*;

Outcome 2: *Kenyan citizens, women and men, at targeted pilot counties demonstrate improved ability and willingness to acquire legitimate IDs and breeder documents*.

In the project, training was conducted to government officials of 47 counties; awareness raising activities were conducted in 4 counties of Kwale, Kilifi, Meru and Isiolo, and radio campaign was done in 6 counties of Mandera, Garissa, Wajir, Marsabit, Isiolo and Tana River. Among these target counties, this evaluation conducted the field survey consisting of Key Informant Interview (KII), Focus Group Discussions (FGD), and Observation in Nairobi headquarters (KII with government officials), Nyeri, Meru, Isiolo, Kilifi, Malindi, and Mombasa.

4.4. Evaluation Criteria

This ex-post evaluation has been done based on the following evaluation criteria.

Relevance:

- Do the project's expected outcomes remain valid as originally planned?
- Were the project activities and outputs consistent with the intended outcomes and objective?
- To what extent has the project addressed migration challenges and supported GoK development plans and strategies?
- To what extent did the project incorporate IOM cross-cutting issues on: i) gender mainstreaming, ii) rights-based approach

Effectiveness:

- To what extent has the project achieved the intended results? To what extent has the project enhanced:
  a) Effective management of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration, and
  b) Increased ability and willingness to acquire relevant ID documents among target population.
- What were the key factors influencing the achievement of the project's expected outcomes?

Efficiency:

- Extent of the project's use of resources as planned versus the actual status?
- Extent of the project's leveraging and complementing interventions with other initiatives?

Sustainability:

- To what extent IOM KCO project enhanced structures, policies, resources and processes in place to ensure that benefits are maintained once external project support ceases?
- How engaged were the main stakeholders throughout the development and implementation of the project?

Impact:

- Based on stakeholders' feedback, what impact (positive and/or negative, intended or unintended) did the project have on its' beneficiaries and relevant stakeholders?
- What observed changes in attitudes, capacities and institutions etc. have occurred as a result of the project? Is the impact attributable to the project activities, or are they from external factors or from both?

5. Evaluation Methodology

5.1. Data Sources and Collection

Following the Term of Reference (ANNEX 1), an evaluation matrix was developed at the start of the evaluation process (ANNEX 2) and shared with the evaluation team to assure a common understanding of the project evaluation methodology. The evaluation approach comprised: A desk review of all relevant documents relating to the project (ANNEX 3), a series of semi-structured Key Informant Interviews with IOM staff, government stakeholders (ANNEXES 4), a series of Focus Group Discussions with partners such as local administrations, and community people, and field visits and on-site observations in selected counties (Meru, Nyeri, Isiolo, Malindi, Kilifi, and Mombasa).

The evaluator informed the key informants beforehand about the purpose of the evaluation, confidentiality, anonymity, and voluntary participation and answering to interview questions. Participants for Key Informant Interviews and Focus Group Discussions have been selected carefully to represent different groups; male, female, elders, youth, and persons with disabilities, and the discussion was conducted separately when it seemed more appropriate.

5.2. Data Analysis

This evaluation has been conducted using qualitative data analysis. Collected data mentioned above such as texts (all project related documents) and narratives (KIIs and FGDs) were categorized by each project components (needs assessment, capacity building, and awareness raising) to analyze the level of achievement relation to OECD/DAC Evaluation Criteria: Relevance, Effectiveness, Efficiency, Sustainability, and Impact. Key evaluation questions for this ex-post evaluation were:

a)   Were the project design and strategies used relevant to the government needs and priorities?
b)   To what extent did the project achieve the intended objective and expected results?
c)   How efficient was the project management?
d)   To what extent was the government capacities enhanced to support the sustainability of the project?
e)   What are the positive / negative impacts occurred as a result of the project?
f)   What lessons learnt can be shared to inform future programming of a similar nature?

Data analysis and rating of findings was based on a judgement scale below.

Data analysis scaling (Judgment Scale)

Evaluation Criteria Scaling	Explanation
High (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.
Medium (Mostly, with some exceptions)	There is an evidence of good contribution but with some areas for improvement remaining.
Low (Never or occasionally with clear weakness)	There is low or no observable contribution.

5.3. Limitations and Proposed Mitigation Strategies

a) Baseline data is critical for a project and its evaluation; this project does not have baseline data against which achievement can be measured. Therefore, the evaluation does not focus on looking at achievements in reference to baselines, but relies on secondary data and views of key informants to estimate the changed situation as a result of the project as compared to pre-intervention period.

b) Ideally a project/programme is based on a clearly defined Theory/ies of Change (TOCs) - "an explanation of how and why project's interventions are expected to yield results". There is no explicit theory of change defined within the project proposal. However, TOC was briefly considered during the mid-term evaluation to clarify the project's underlying assumptions and theories, and it was re-analyzed / confirmed during this ex-post internal evaluation.

c) Although the ToT trainings for government officials targeted all counties, this evaluation interviewed the officials only from several counties as field visits were conducted in selected counties (Meru, Nyeri, Isiolo, Kilifi, and Mombasa). For the narratives of officials from other counties, it was informed by KIIs with NRB officials in HQ, IOM project staff, and the relevant documents.

6. Findings

Relevance

Were the project design and strategies used relevant to the government needs and priorities?

The project is highly relevant. The project design and strategies were relevant to the government's needs and priorities, and responded well to the needs of the communities as well. The project was designed and implemented in close coordination and partnership with the National Registration Bureau (NRB), and implemented activities were based on the needs identified during the needs assessment which was conducted in the beginning of the project. IOM also coordinated with the National Coordination Mechanism (NCM) on Migration who is the internal agency coordination platform responsible for national migration management to strengthen the whole-of-government approach. The project contributes to Sustainable Development Goal 16.9 which states that by 2030, *provide legal identity for all, including birth registration.* As mentioned in the mid-term internal evaluation report, Government of Kenya (GoK) is collecting data on this SDG indicator, which shows their strong commitment.

The GoK is pushing hard for long-term development "*to create a globally competitive and prosperous nation with a high quality of life by 2030 that aims to transform Kenya into a newly industrializing, middle-income country providing a high quality of life to all its citizens by 2030 in a clean and secure environment. (Kenya Vision 2030)."* Obtaining a national ID is a crucial and inevitable first step for Kenyan citizens to access any economic, social, and political opportunities which contributes to achieve this government's Vision. Nevertheless, there are no other partners, apart from IOM, supporting the Government of Kenya

(GoK) on this subject at present. As a result, GoK stakeholders showed their satisfaction on the methods and results of the implementation of the project overall.

The Theory of Change (ToC) was not defined clearly at the designing period, but the understanding of the key stakeholders were, as written in the mid-term evaluation report, as follows;

> **If** i) the project identifies gaps and needs that GoK have regarding the identity management and bring together relevant agencies working with identity management and ii) train trainers on international standards and to build capacity in their agencies and iii) conduct public campaigns in consultancy with local communities on ID's;
>
> **then** the project will influence in a) building effective management of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration and b) increasing ability and willingness to acquire relevant documents among public, and eventually contribute to improving identity management in Kenya;
>
> **because** the project will 1) increase **understanding** among GoK agencies and officers, and public on the meaning and importance of the National ID for civil, political, social, and economic rights, free movement and women empowerment; 2) build **ownership** of the Identity Management Chain for GoK officers, 3) increase **access** to acquire breeder documents and 4) increase **resource mobilization** opportunities through building understanding on the needs and gaps.

These assumption on ToC shared by stakeholders during the mid-term evaluation were confirmed relevant. The evaluation found the evidence of increased understanding among GoK agencies, officers, and public (63% of officers and more than 50% of community members responded that they increased their understanding on ID) , ownership built by GoK officers (most of respondents stated that the motivation of officers increased), and increased access to acquire breeder documents (number of registration increased in 9 target sites at the end of the project), and increased resource mobilization opportunities (created by Needs Assessment Report), and these positive changes are likely to influence the effective management of civil registration.

Training contents were confirmed that it responded to the government's needs, and remained valid. The contents were selected collectively with NRB, Kenya School of Government, and IOM. Although NRB requested to add Senior Management Course (for HQ and field offices), due to lack of funding, this was not possible. Otherwise, most of the respondents stated that they are satisfied with the contents, however, some respondents suggested to include, for the future, use of IT, how to handle the prosecution process (for example, when the false ID is found, what will be the procedure in the court, etc.), and report writing skills. Also, there was a suggestion on customizing the training contents by region as each region has specific issues. For example, in Mombasa and Nyeri, NRB officers mentioned that their priorities are to enhance their capacities on the customer care, quality control and report writing skills.

Community sensitizations (*barazas*) and mobile registration were also confirmed to be linked to the needs mentioned by community members. Based on the results of several Focus Group Discussions (FGDs) conducted by evaluator in Meru, Isiolo, Nyeri, and Kilifi, community members expressed the relevance of the contents of the *barazas* that it was useful to learn the importance of ID since some community members mentioned that there are no other ID related sensitization ever done in their communities. Mobile registration was equally very much appreciated by community members as they mentioned that NRB office is often too far, and youth are sometimes afraid of going to government offices. Also, in case of Nyeri, where the evaluator conducted FGDs in a slum area, people expressed the difficulty in making time to go to NRB offices since most of them are casual laborers, and losing time to work means having

zero income for the day. At the same time, it is important to take note that there are some counties such as Kilifi and Mombasa that community *baraza* seemed not effective enough since it cannot always reach the youth and persons with disabilities, people who do not necessarily attend *barazas*. In such cases, it was suggested to use other channels such as schools, places where youth congregate, and other youth events. Also, the evaluation could not confirm the relevance of the radio station used to conduct the radio campaign which was targeted 5 counties. For example in Isiolo, key respondents mentioned that the radio station selected is not the popular station in the region. It might have been better to double check when the project selected the station in order to maximize the impact.

For IOM, ID management is part of the Immigration and Border Management (IBM) that IOM Kenya Country Office is putting priority on, and as obtaining ID is considered as a foundation for promoting safe, orderly, dignified and regular migration, it perfectly fits to the IOM's mandate.

The project also incorporated IOM cross-cutting issues on gender mainstreaming in the project design to ensure both women and men participate in the project activities, and the suggestion made by mid-term evaluation on the inclusion of "Gender and ID" in the training contents was reflected.

However, it should be noted that the project did not address the full identity management chain as planned in the proposal and yet there was no rectification done in the Results Matrix. The project was not able to cover entire spectrum of the identity management chain (from breeder documents to national ID and passport and other travel and identity documents), which fall under different government institutions/departments such as Integrated Population Registration System (IPRS), Refugees Affairs Secretariat (RAS), Department of Immigration Services (DIS), National Registration Board (NRB) and Civil Registration Services (CRS) due to the limited fund. However deliberate efforts were made to include these institutions/departments in needs assessment, validation of the findings and ToT training (one IPRS staff was trained on ToT). After the consultation with government, the project finally decided to orient the focus on the ID acquisition and as a result, the main beneficiary became NRB HQ and the field offices.

Effectiveness

To what extent did the project achieve the intended objective and expected results?

Effectiveness of the project is mixed, as evidence of effectiveness for Outcome 1 is considered medium while for Outcome 2, was high.

Outcome 1. Effective Management of civil registration of Kenyan citizens, women and men, issuance of secure ID documents and prevention of illegal registration.

A needs assessment was conducted in the very beginning of the project in order to identify the current situation of the ID management in the country, and the recommendations were made for the improvement. NRB Deputy Director and senior officers in HQ, as well as the officers in the fields confirmed that the assessment report was detailed and comprehensive, and captured well all the aspects of identity management components. Most of the NRB officers appreciated this report mentioning that they could enhance their understanding on the major concerns / issues in ID management. The project produced 150 copies (target: 100) and distributed them to NRB field offices through the NRB headquarter. Part of the needs assessment report recommendations were taken up in the project, through some of the key activities such as capacity building of the officials and the awareness raising of the communities. Moreover,

NRB HQ also addressed some of the recommendations already in certain counties, for example, on human resources. Government has deployed 116 new staff to coastal region from the assessment's recommendation, although 5 of them separated for other opportunities. There were also two new sub-county offices opened in the past 3 months, 1 in Jomvu and 1 in Likoni. In Tana River, an office at Madogo was activated and 2 staff deployed. Although some NRB field offices expressed that nothing has been changed after the needs assessment exercise, the improvement is expected to happen progressively. This increase in number of staff contributed to improve the NRB capacity to handle the increased ID application, and both staff and community members in most of the offices visited acknowledged that services had been brought closer to people, and the timeline of processing application has reduced.

For the capacity development of officials, the project enhanced the capacity of 87 (55 male, 32 female) officials (target: 40) on national identity management. According to the survey taken at the end of the project, 63 % of respondents (among 87 trained) confirmed that they were able to cascade the knowledge / skills in their working places, and 48% responded that they increased their understanding on the importance of IDs, and 39% responded that they could give appropriate information to citizens. These survey results were double-checked and confirmed at the field survey during the evaluation. All the NRB senior officials interviewed answered that the training enhanced the staff capacity. As a result, a NRB staff in Meru mentioned that the interview technique of staff improved and number of rejection of ID application reduced. Also, most of the NRB staff who participated in the training stated that they cascaded their knowledge to their staff, and this contributed to increase the motivation of the staff as well as the performance of the office in total to handle the customers.

> Thanks to the training, the service improved, officers are motivated, and we can serve the population better. (NRB HQ)
>
> Sub county registrars improved their capacities after the training, especially, to handle the customers. (NRB Meru)
>
> Most significant achievements is capacity building. Now it is possible to reach public and we can link better with HQ. (NRB Isiolo)

However, in terms of achievement of the Outcome 1 statement "*effective management* of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration," there are some gaps left. In fact, regarding the staff capacities, it is important to bear in mind that the numbers of staff trained in the project is small (87 among over 5,000 NRB staff). Moreover, some of the key respondents also revealed the challenges in keeping their motivation due to the lack of promotional opportunities and lack of allowances to conduct the mobile registration, etc. These factors stay as bottleneck to achieve the "effective management" of ID in the country.

For the collaboration / coordination with other stakeholders such as CRS, RAS, IATA, and others who are members of NCM, although most of them were involved at the designing stage, and participated in the project as members of steering committee, finally the project almost exclusively worked with NRB, hence there was not enough evidence to conclude that the project made the positive impact on bringing different stakeholders together to tackle full id chain management.

Outcome 2. Kenyan citizens at targeted pilot counties demonstrate improved ability and willingness to acquire legitimate IDs and breeder documents.

14

860 copies (target 0) of revised Service Charters, and 10,000 copies of brochures (5,000 in English, 5,000 in Swahili + 430 in Swahili, 430 in English A0 size service charter) were distributed, which served both NRB officials and customers well. Some of the NRB officials had never been trained, hence the Service Charters became a good reference to understand procedures, timelines, and the cost for ID acquisition. Many NRB field officials also stated that the Service Charter also served them to follow up the progress with NRB HQ as timeline is stated clearly. Most of the key informants both from NRB HQ and the fields responded that the timeline of processing application of ID has reduced, and there is quick turnaround from HQ for processing IDs. In addition to that, the corruption cases are decreased, as now people understand the cost related to ID production or reproduction in case of the lost ID. As a result of these improvements, NRB officials expressed that they feel the customers trust them more than before.

The project supported the NRB to conduct community *barazas* for awareness raising on the ID acquisition in Kwale, Kilifi, Meru, and Isiolo. According to the final report, estimated number of participants in *barazas* were: Isiolo 200 (120F, 80M), Kwale 360 (120F, 240M), Kilifi 230 (80F, 150M) and Meru 180 (120F, 60M). The selection of the target sites has been done in consultation with NRB, and as a result, the project could reach the hardest areas where people have difficulty in accessing information. When IOM conducted a survey to 64 community members at the end of the project, more than 50% responded that they understood the benefits of the ID, and nearly 40% reported that they cascaded the information to their family members, friends and neighbors. However, some challenges were also seen in the fields. In Nyeri, NRB officer expressed his concern that even though people are now aware of the importance of ID, they only come to apply for ID when they actually want to do something (opening account, accessing to government services, for travelling purposes, etc.). This was expressed in other field offices as well, but the community members explained that the cost of obtaining an ID, especially in the rural area is still challenging for them and that could be the reason why people wait until the last moment. In Kilifi, some other issues were expressed especially from the youth. They have indicated some concerns on the accuracy and / or adequacy of information shared by local administration. For example, there were cases that they were not provided with full details on which documents to bring to register for IDs during mobile registration events, and sometimes they felt that the staff were unfriendly when they didn't have all required documents. Also, in Malindi, the main complaint captured from the youth was that information about the fees charged or what to do when an ID is lost was not shared during campaigns. These information gaps could be caused by different reasons, yet it is certain that there is need for improvement.

Considering the long term impact, awareness raising and mobile registration activities have fundamental challenges of funding. Most of the officers interviewed responded that despite the well-recognized needs and importance of conducting more awareness raising and mobile registration, there are not enough vehicles, and no fixed budget to conduct these activities.

The project also conducted a radio campaign in 6 counties (Mandera, Garissa, Wajir, Marsabit, Isiolo and Tana River), through *Star FM*, for the purpose of awareness raising in hard to reach areas, and the campaign was expected to reach a population of 5 million. However, in Isiolo, one of the informants stated that *Star FM* was not a common station in the area, and suggested to select other national radio station for the future awareness raising.

As for the mobile registrations which have been conducted together with community *barazas,* the project could serve 1,204 individuals. The mobile registration was well appreciated both by NRB and community members. NRB conducts regular mobile registrations in each region, but the frequency is still low as the

budget is limited. There are still many regions, especially in remote areas that people do not obtain IDs, they may be lost but no chance to replace, or never have been informed about IDs. In this situation, the project could well respond to the needs of NRB and community members. Mobile registration is indeed a one-stop service where all key actors are in one place registering people, it is considered one of the most effective ways to increase ID registrations. In fact, the registration figures collected from 9 sites where project activities were conducted show that 785 persons (371 male, 414 female) newly registered and 419 persons (187 male, 232 female) replaced their IDs.

> Number of persons without IDs have drastically reduced in Kilifi County. (NRB, Kilifi)
>
> Now the community is aware, and NRB can vet more people, vetting is becoming more efficient. (NRB, Isiolo)
>
> *Barazas* covered everything we wanted to know, and we passed the information learned at *barazas* to youth, and elders. (FGD, Meru)

Efficiency

How efficient was the project management?

The efficiency of the project is high.

There was no delay in project implementation and resources (both human and financial) were efficiently utilized. Since it was a first NRB – IOM collaboration, at the beginning, it needed time for both parties to understand and adjust to the best way for working together. For example, the project had limited resources despite the ambitious goals of Government of Kenya, which required some adjustment in the work plan, and this caused the slow start. Nevertheless, the close consultation with the government, together with their high level of ownership seemed to help the project to quickly get on track. In terms of resources, the project made good use of NRB's existing programs to maximize the results. For example, the cascade training which was supposed to target about 20 people at the beginning, increased the target number to 47 with the participation of NRB. From the USD 150,000 received from the donor, the project utilized USD$ 144,418.95 achieving 96 % burn rate

Some of the challenges related to efficiency that the evaluator heard from NRB (both from HQ and the field offices) are; lack of transport and lunch stipends during mobile registration, use of manual systems which affects the entire process of ID registration, and insufficient office environment (lack of office telephone, internet connection, vehicles, etc.). For the coordination and consultation between NRB and IOM, all the respondents mentioned that it was good, however, the meetings were often done informally that it was suggested, for the future, to formalize them to follow-up the activities / actions to be taken more efficiently and effectively.

Sustainability

To what extent was the government capacities enhanced to support the sustainability of the project?

The sustainability of the project is medium.

Activities of the project are still relevant, and aligned with GoK's priorities, namely the *Kenya Vision 2030*.

As for the design to contribute to sustained impact and enhanced government capacities, the project took several measures such as; targeting national, county and community levels, sufficient consultations with the government (including joint designing, implementation, and progress review), and capacity building of the government. Indeed, these measures contributed to enhance the ownership of the government of the process, and is likely to ensure continuity of the services and project benefits by these authorities.

For the needs assessment, it could work as a foundation for fund raising for NRB. All the NRB key informants stated that the report is comprehensive and still relevant that it can be utilized to approach other partners, or to budget appropriately their programs to finance.

In terms of capacity building, some of the Senior Officials stated that the motivation of the staff is increased after the training and it contributed to the improvement of their work. Most of the participating officers also responded that they cascaded their knowledge to their staff, although not in an organized way. The biggest challenge is the lack of funding for NRB training activities. There is no regular training, and therefore, there are even staff who never had any training after 10 years' experience. At the same time, there is risk of sustaining their motivation that training raised due to the lack of promotional opportunities, and general lack of allowance for staff to conduct the mobile registration, etc. Some staff in the field claimed that they often are obliged to sacrifice themselves (by working without any allowance, for example) to achieve the target outcome to get better evaluation.

Awareness raising and mobile registration activities also have fundamental challenges of funding. Most of the officers interviewed responded that despite the well-recognized needs and importance of conducting more awareness raising and mobile registration, there are not enough vehicles, and no fixed budget to conduct these activities. On the other hand, collaborating with local administration including chiefs, assistant chiefs and village elders for awareness raising and mobile registration is sustainable practice. Most of the community members stated that they receive information from chiefs or assistant chiefs, and their roles in information sharing in the communities is inevitable.

Lastly, when we consider the sustainability of these ID related activities as a whole, we cannot ignore the poverty issue. All the target sites that the evaluator visited, respondents mentioned that high level of poverty, and high illiteracy rate are the main concerns to promote the ID acquisition. There are many people who have difficulties in paying transport to access NRB offices or paying the ID replacement fee, or spending time to go to NRB offices (as some of them are casual workers) to apply or to pick up IDs. The complexity of obtaining required breeder documents is also blocking some people to acquire an ID. For example, there are still many who do not have birth certificates, and sometimes they cheat, by bringing false documents. This makes the Vetting Committee spend more time in the vetting process while committee members' allowance is limited.

Impact

What are the positive / negative effects that occurred as a result of the project?

Impact of the project is high.

All the respondents confirmed that the greatest impact of the project is the improvement in processing ID application especially timewise. As the Service Charters are displayed in public and people understand

the application process and its timeline, there is now quick turnaround from NRB HQ, and the field offices treat the customers better than before, which contributed to increase the number of registrations. According to the final report, 785 (371 male, 414 female) persons registered for a new ID during project activities, which was 43% increase from the last registration in these sites. In addition to that, 419 (187 male, 232 female) registered for a replacement of ID, which was a 72% increase from the last registration. This increase in number of registration is still continuing, based on the discussion with NRB officers in the field. An NRB Senior Official mentioned that longer term impact of the project is, indeed, that more people have IDs in the country. ID is critical in Kenya, and providing ID to people is a part of empowerment.

As an unintended positive impact, NRB officers added that the relationship between local NRB officers and community people were strengthened, saying that people are very happy because the areas the project targeted are the areas where people think that government forgets easily.

Number of applications increased and we could achieve the target number for the year and this is due to community *barazas*, and the Service Charter. The officers also have clearer understanding of their roles and obligations to applicants. (NRB, Mombasa)

As most significant changes, it increased the frequency of registration, and increase in Vetting Committee. (FGD, Isiolo)

On the other hand, unintended negative impact was also heard from NRB that targeted community members' had high expectation on the ID acquisition process in terms of speed, etc. although there are still delays in process especially in certain regions such as in Isiolo and Malindi.

Support to Marginalized Group

This evaluation also tried to look at the challenges faced in terms of supporting marginalized groups for ID acquisition since providing ID to all citizen is the objective of the Kenyan government. Each NRB office in the field is making an effort to reach marginalized groups such as the elderly, persons with disabilities, street families, and minority groups. In Mombasa, an NRB officer mentioned that the challenge of the transport such as lack of vehicles, and its cost have hindered access for persons with disabilities, elderly and mentally challenged applicants who cannot come to the office. Affirmative actions are taken to reach these people but not with required efficiencies. The same challenge was seen in Meru that NRB officers have difficulties in reaching them due to the lack of means of transport. Street families also possess challenges since some of them do not have required documents for identification. They often do not know their parents. Most of the NRB field offices stated that they collaborate with County Government for their registration. In the case of Nyeri, verification is done in collaboration with social services, who go to hospital to check ages of applicants, etc. However, there are no standardized operating procedures for supporting these marginalized groups, and most of the NRB offices wished to have some guidance, or SOPs to be able to support them more efficiently.

There was also a perception among some respondents in Kilifi and Malindi that there is discrimination against certain ethnic groups for lack of proper communication on purpose and required procedures, which was likely to be a barrier to access IDs instead of facilitating legal acquisition of IDs. It is therefore worth revisiting issues around vetting procedures and communicating the purpose to applicants.

Coherence

OECD / DAC newly adopted new criteria called "Coherence" which looks at the compatibility of the intervention with other interventions in a country, sector or institution, including collaboration to increase synergies and minimize duplication. In this regard, the project consulted and coordinated with other key stakeholders such as DIS, CRS, and RAS who were the members of steering committee and well involved in the Needs Assessment exercise. Also, it is worth mentioning that United Nations Economic Commission for Africa (UNECA) is currently conceptualizing a project to develop comprehensive, holistic and coordinated civil registration and identity management in four countries in East Africa including Kenya. On 20th December 2019, there was a workshop organized by UNECA, and IOM Kenya participated. The objective of the workshop was to identify gaps, and entry points for this project, and both CRS and NRB presented on overview of civil registration and identity management process. The results and lessons learned of this IDF project will surely contribute to the conceptualization of this new project, and it is important to assure the complementarity.

7. Conclusions and Recommendations

7.1. Conclusions

As a conclusion, the project partially achieved the intended objective, which is, "to contribute to improved identity management in Kenya through strengthening capacity of the Kenyan Government as well as creating awareness of full identity management chains" by enhancing the capacity of the NRB (both HQ and the field), and raising awareness of community members in targeted remote communities. The training supported by the project strengthened the capacities of NRB officers. Community members are now more aware of the importance of the ID and the procedures for its acquisition. As a result, the number of registrations increased, and it will continue to be increased, given the structures established by the project.

However, challenges are still observed mostly due to the lack of human and financial resources. In order to fully achieve the objective, it needs the continuous enhancement of the institutional capacities (both human resources / financial resources) as well as better coordination / collaboration with other key stakeholders.

The project was designed and implemented in close collaboration with the government, and the activities were relevant to governments and communities' needs and priorities. The government showed their satisfaction in the design and the results of the project overall and appreciated the collaboration with IOM. Through the frequent and timely consultation with the government, the project addressed the needs and priorities of the government well. Indeed, the high level of ownership of NRB is considered the key factor for the success of this project.

The needs assessment report captured the current situation of ID management in the country well and its recommendations will continuously serve the government to improve their work and to conduct the resource mobilization to address identified gaps.

The greatest impact of the project is, borrowed by the words of one of the respondents, the *empowerment* of people through acquisition of IDs. As written in the project proposal, and confirmed by many respondents during the evaluation, national ID is crucial to citizenship in Kenya as a precondition for the fundamental rights to one's identity, and is tied to associated civil, political, social and economic rights including the free movement of persons. The project could reach people residing in some of the most hard to reach areas, and as a result, the relationship between NRB officers and people were strengthened. Although there are some challenges left such as long duration of ID acquisition procedures especially in these remote areas, NRB is making effort in prioritizing these areas for awareness raising / mobile registration.

To conclude, the project contributed to improve identity management in Kenya.

7.2. Recommendations

What lessons learnt can be shared to inform future programming of a similar nature?

Strategic Recommendation

Having confirmed that Needs Assessment report is detailed, comprehensive, and still relevant, it is recommended, to both NRB and IOM Kenya, that the report should be utilized strategically. The results and lessons learned identified in this final evaluation should be also shared to relevant partners. This project is, as mentioned in the mid-term evaluation report, an important seed project, and it is expected to be scaled up. ID management is a foundation for facilitating citizens' access to any social / economic activities. Although there are no donors so far, except IOM, supporting specifically the ID management in the country, there are donors such as World Bank, WHO, UNICEF, JICA, etc. supporting Universal Health Coverage (UHC) for example which requires people to have national IDs for registration. In order for GoK to achieve the health coverage for all, increase in number of ID registration is inevitable. In this context, NRB and IOM are recommended to explore the possibilities of collaboration with them and the other new donors. Equally, it is important to put energy on maximizing the synergy with other IOM projects. For example, ID management is the part of the Immigration Border Management (IBM) and it could be worth trying to consider including the ID management component in the other on-going IBM projects. This is also linked to IOM's work on facilitating safe and regular migration, of which a secure ID is a good foundation.

Operational Recommendation

The project implementation was smooth in general, and there is high level of satisfaction among key stakeholders. However, most of the meetings were held informally, and it is recommended to formalize these meetings with the stakeholders through listing the discussion points in the Note for File (NFF) and later to be shared. This would enable the easy follow-up, and accumulation of the institutional memories on the project.

Project's effort on maximizing outcomes through co-funding between IOM and NRB as well as sharing human resources (NRB took initiatives in community mobilization, etc.) was a good practice that IOM should adopt in similar programs and projects. This will not only efficiently use the allocated budget but also contribute to enhance the ownership and sustainability of the outcomes.

Thematic Recommendation

Capacity Building / Trainings

- ➢ Project could consider including several cascading trainings as activities, to be conducted by the Trainers trained in ToT.
- ➢ Training of more clerical officers on customer service and application process is needed.
- ➢ Training should be customized considering the different context of the target sites.
- ➢ Use of IT for ID management could be included in the training.
- ➢ Capacity building for the elders, and members of Vetting Committee is needed. Especially, Vetting Committee needs to understand the application process, importance of ID documents, and clarify the role of Committee. Developing SOPs to standardize the vetting procedures is important for make the vetting process transparent.

ID Management

- ➢ NRB should move from manual registration to digital registration to reduce the cost of files transfers, storage, postage charges, and be more efficient.
- ➢ Registration offices and officers should be linked directly to NRB database to improve efficiency and effectiveness of service delivery. It needs to have the online system to check the status.
- ➢ Finger printing can be difficult for some persons with disabilities, there should be alternative.
- ➢ Decentralizing NRB is important to be more efficient.
- ➢ Delays should be minimized as it creates the mistrust from people.
- ➢ Increase of budget for activities, for staff allowance, communication fee in NRB offices.
- ➢ Frequency of vetting should be increased in border areas, with SOPs developed, and tough requirements of documents to be improved (especially, birth certificate is difficult to obtain in certain areas).
- ➢ Development of guideline / SOPs for supporting marginalized group such as elders, persons with disabilities, and minority groups.
- ➢ Vetting Committee should be involved from the beginning of vetting process to be efficient.
- ➢ The information sharing on the consequence of miss-representation should be well communicated to people, to avoid wasting time in vetting process.
- ➢ Collaboration with other key agencies on ID management should be enhanced continuously.

Community Awareness Raising / Mobile Registration

- ➢ Printing of more Service Charters, displaying them in different strategic locations especially within communities at sub location level, and accompanying them to community awareness campaign are effective. At the same time, it needs to consider how to capture the high rate of illiteracy in rural areas.

- For community *barazas*, collaboration with local administration such as with Chiefs and Assistant Chiefs is the key for success.
- Other important channels for awareness raising / mobile registration at schools.
- It is important to provide vehicles to NRB at regional offices to conduct more awareness raising / mobile registration.
- NRB should have a "Mobile Registration Plan" and it should be shared with target sites well in advance so that people can prepare the required documents and be efficient.

8. Annexes

1. Evaluation Terms of Reference
2. Evaluation Matrix
3. List of Documents Reviewed
4. List of Persons Interviewed or Consulted