



# CO-CREATION REPORT

Elgeyo Marakwet County

October 2018

# FACILITATION OF CO-CREATION PROCESS IN ELGEYO MARAKWET COUNTY, KENYA

Program Title: Facilitation of the Open Government Partnership Participation and Co-Creation Process in Elgeyo Marakwet County, Kenya

Supporting partner: World Bank

Award Number: 7187835

Date of Publication: .....

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## EXECUTIVE SUMMARY

Open Government Partnership (OGP) is a multilateral initiative that aims to secure concrete commitments from national and sub national governments to promote open government, empower citizens, fight corruption and harness new technologies to strengthen governance. It provides an international platform that brings together government reformers and civil society organizations to create action plans that make their governments more inclusive, responsive and accountable to citizens.

Following successful participation in the pilot program since joining in 2016, Elgeyo Marakwet County Government's participation is now extended through 2020 and in which another work plan is expected to be developed. Center for Innovations in Open Governance, an advocacy organization based in Eldoret, Kenya and Reboot, a social impact firm based in New York with an office in Nigeria in Africa facilitated the action plan development processes.

In this report, CIOG Kenya and its partners present strategies applied in the development of Elgeyo Marakwet county government's action plan 2018-2020 and lessons learnt. Key among lessons discussed in this report is co-creation and its role in implementation of the commitments. Co-creation is also viewed as participatory mechanism for solving complex community challenges and which facilitates the creation of resources for implementing the identified solutions through established partnerships, collaboration and improved trust between government and citizens.

In terms of role of co-creation at implementation, the report argues that when done effectively, meaning involving wide and the right type of stakeholders across stages and applying the right tools and strategies, co-creation can create conducive and facilitative environment for action plan implementation through community ownership and expectations as well as strong alliance between governments and citizens.

In terms of co-creation as a participatory mechanism, the report discusses how the approach cultivates safe spaces for citizens and government officials alike to express and share own experiences and collectively identify solutions to address gaps and deficiencies in service delivery ecosystem. In addition to these two highlights of the co-creation, is the delivery of Elgeyo Marakwet County OGP Local Action Plan.

The county government's 2018-2020 action plan is a product of robust, inclusive and deliberative processes. With support from the OGP Trust Fund Managed by the World Bank, CIOG Kenya and its partners consulted about 120 community members drawn from citizen organized interest groups across the county. It also involved additional stakeholders at county level meetings as well as well through Stakeholder Coordinating Mechanism (SCM). Specifically, the participants were Civil society, academia, business community, children, People with Disabilities (PWDs), Youth, women, Elderly, government officials as well as development partners. It is from these workshops' output that the county's commitments were developed.

## Project Background

Governance and institutional capacity touch the World Bank's work in all sectors – serving as a foundation for effective investment in growth, resilience, and opportunities. The World Bank supports client countries to build open, effective, and accountable institutions for inclusive development. This involves a focus on both: (i) strengthening of core systems at the center of government necessary for channeling resources to the bottom 40 percent; and (ii) development of a public sector grounded in transparency, which combines fiscal transparency, technological innovation and citizen participation to increase trust between governments and citizens. To provide support and advice beyond simply strengthening government institutions, the Governance Global Practice (GGP) help governments understand how drawing on openness, transparency and citizen engagement in the policy making process can be a 'win-win.' In other words, the GGP supports systematic inclusion of citizen engagement and openness dimensions throughout the policy implementation cycle of policy formulation, policy implementation, and policy evaluation as part of creating an enabling environment. This is further reflected in the inclusion of policy commitments in the Governance and Institution thematic area under International Development Association IDA18 that aim to “Support at least one-third of IDA countries to operationalize reform commitments towards the Open Government Partnership agenda to strengthen transparent, accountable, participatory, and inclusive government through Open Government commitments;” and “Support projects in at least 10 IDA countries in the development and implementation of user feedback and/or enhanced GRMs for service delivery that ensure participation by women in these processes.”

To reach these objectives, the World Bank pursued a partnership with the Open Government Partnership (OGP), a multilateral initiative that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. In the spirit of multi-stakeholder collaboration, OGP promotes the participation of both representatives of governments and civil society organizations. The World Bank established the OGP Multi-Donor Trust Fund (MDTF) to support World Bank client countries in completing their OGP commitments; broadening the stakeholder base, particularly by leveraging the Bank's convening power in countries and subnational entities engaged in the OGP; supporting non-OGP countries that are considering participation; deepening the research on results and impact; and increasing the scale and effectiveness of OGP-related Bank operations. The OGP MDTF aims at facilitating participation and co-creation and implementing national or local led commitments with potentially high impact that lead to increasing government transparency, improving accountability and strengthening citizen engagement and government responsiveness. In so doing, the OGP MDTF supports the engagement of civil society and citizens in the policy formulation process and provides an instrument to help achieve the IDA18 policy commitments.

## Project rationale

With support from the OGP MDTF, CIOG Kenya aimed at strengthening inclusive and participative co-creation process in Elgeyo Marakwet County, Kenya. As one of the localities selected in the local OGP program in 2016, Elgeyo Marakwet County is expected to submit their second OGP Action Plan in late 2018 consisting of potentially high impact open government commitments. Elgeyo Marakwet County aims at strengthening engagement of key government and civil society stakeholders and enhance community participation in the

development of the Action Plan. Holding dialogues and training for relevant stakeholders on participatory budgeting and open procurement are expected to bolster engagement and commitment to implementation of open government commitments. To support these efforts, the OGP Trust Fund supported Center for Innovations in Open Governance (CIOG) to facilitate this year's co-creation process and to bring together government and civil society stakeholders to jointly discuss and prioritize the commitments in the Action Plan in a series of workshops, trainings and media awareness events.

CIOG Kenya is a non-profit institution that seeks to transform citizens' lives through effective Public Financial Management (PFM). Through research and experimentation, CIOG Kenya seeks to establish and promote scaling of good PFM / governance practices. CIOG Kenya's mandate is to create a platform for partnerships and to develop capacity of stakeholders engaged in the public finance sector through research and testing of innovative ideas to influence prudent management of public finances.

## Purpose of the Assignment

CIOG Kenya was supported to provide strategic engagement and facilitation support in delivering an inclusive and participative co-creation process that broadens engagement in and ownership of OGP in Elgeyo Marakwet County. Specifically, CIOG Kenya was expected to:

- Facilitate the development of commitments for the 2018 OGP Action Plan for 2018 through an approach that (i) broadens and strengthens the local multi-stakeholder forum and coalition of reformers engaging in the domestic OGP process at the national and regional levels; (ii) reflects the lessons learned from the previous Action Plans; (iii) applies the recommendations by the OGP Independent Reporting Mechanism (IRM); and (iv) seeks opportunities to align with the development priorities of Elgeyo Marakwet County.
- Promote the participation of relevant local government actors, local government and vulnerable and underrepresented groups in the consultation process through innovative collaborative approaches suitable for the local context.
- Increase public awareness on open government issues to raise visibility of open government and promote transparency, accountability of the utilization of public resources and public service delivery, and participation in the policy formulation process.
- Build capacity of the existing OGP multi-stakeholder forum and stakeholders (government and civil society) on open government issues and leverage this to strengthen participation.
- Increase public awareness on open government issues to raise visibility of open government and promote participation in the policy formulation and budgeting process, as well as to promote transparency and accountability in the utilization of public resources and public service delivery.

## Methodology & SCOPE

The process of developing the second OGP Local Action Plan for Elgeyo Marakwet County (EMC) was designed deliberately to place communities at the heart of the commitments. The ideas and strategies borrowed heavily from lessons learnt in 2016 co-creation process and experiences from 2017 pilot Action Plan implementation.

Key among values expected to be achieved by the co-creation strategy was to ensure inclusivity of wide range of stakeholders with particular focus on marginalized and special interest groups, collaboration among open government reformers and communities in Elgeyo Marakwet County. To achieve these, the approach incorporated online and offline channels and platforms for stakeholder engagement:

- a) Online submissions which was open to all stakeholders. To ensure that co-creation opportunities were accessible to all stakeholders including those would not access physical gatherings and meetings, the approach provided for online submission template. The template was published in the county website alongside co-creation notice.
- b) Offline channels and platforms included series of in-person meetings with communities, civil society and government officials. These in-persons meetings applied different methods including Focus Group Discussions (FGDs) and user journey. These methodologies are discussed below.

### Choice of approach and methodology

As a desire to move the co-creation beyond business-as-usual, CIOG Kenya and its partners assessed the 2016 co-creation processes and how it impacted on the implementation of the action plan. Does the approach to co-creation have any linkage and relationship to action plan implementation? what mechanism exist for accountability and oversight of the action plan formulation and implementation? In attempting to answer these questions, CIOG Kenya and its partners established that in consideration that OGP being a voluntary process and that IRM assessment is non-binding, there was need to, using the co-creation to established a strong local accountability ecosystem. Going forward, the big question for CIOG Kenya and partners was “how do we co-create in a manner that establishes accountability and oversight mechanism at implementation?”

Consideration of the strengths of the county’s previous co-creation processes was crucial to bring into the mix past lessons in particular how the 2017 action plan was developed. CIOG Kenya analyzed possible causes for below-bar performance of the county in the implementation of its action plan. Key among lessons which were also captured by IRM in its assessment report was greater role of communities in the co-creation and action plan implementation.

As the county and its partners designed the co-creation approach, at the heart of it was how to involve communities in the processes. Collectively, we determined the role of communities on the premise of the assumption that, “the stronger the role of communities in determining what the commitments are and, having clear understanding of expected outcomes from their implementation, the higher the demand for the implementation of the commitments hence improved performance at implementation”. In other words, when communities are part of identifying barriers impeding service delivery and their possible solutions, they built expectations of the impending change while on the other hand, the government is well aware of such community expectations - yet providing impetus for implementation. Finally, strong community partnerships, collaboration and government trust is born out of strong results from implementation.

## Participatory and deliberative identification of barriers impeding service access

CIOG Kenya, along with its consultant, Reboot, designed and conducted Listening Tours targeting community and government to facilitate inclusive and participatory identification of barriers - concerns, challenges and limitations preventing communities from accessing services or experiences that sway public opinion on government openness. Technical reviews were integrated along the co-creation chain for quality control.

### Community Listening Tour

Participatory and deliberative workshops were organized at each of the county's four sub-counties. The community Listening Tours applied Focus Group Discussions (FGDs) and integrated phases of learning, deliberative and decision-making phases.

*Learning phase* - Participants were introduced to open governances and its relationship to service delivery and role of citizens in promoting open government. This was done in both open plenary and at FGDs.

*Deliberative phase* - Participants, were divided into groups of FGDs and guided to identify and build narratives using own experiences of barriers, challenges and issues impeding access to public services as well as opinions of the openness of the county government of Elgeyo Marakwet. The list of issues was long and participants in each FGD were asked to dialogue of over experiences that were widely shared and to rank the same in terms of priorities while also listing possible ways to address them.

*Decision-making phase* - Participants were recalled back to plenary to share the groups' priorities and allow the rest of participants to reflect on the different prioritized experiences from the various breakouts and, to collectively select priorities at each workshop. The output from each community workshop was a list of four priorities and, delegates nominated by the participants to represent the sub-county (or the workshop) at the next stage of decision-making. This phase was escalated to county level to allow delegates selected from the sub-county workshops to harmonize the different workshop priorities to form a shared basis for designing commitments.

### Choice of participants and facilitation

The participants for the community workshops were drawn from organized groups of citizens representing Civil Society, Business community, Children, Persons with Disabilities (PWD), Youth, Academia and Elderly. The selection of participants considered gender and regional representation across the county. To provide guidance, a group of facilitators were identified and trained. The facilitators, who were mainly drawn from government officials and Civil Society Organizations within the county, guided the deliberations at the community workshops and served as rapporteurs for FGDs.

### Government Listening Tour

In consideration of government being the implementing agency, CIOG Kenya and its consultants, convened a second version of the Listening Tour targeting government departments. The main aim of this second type of Listening Tour was to get feedback and clarifications from government departments on the issues and barriers raised by citizens during the community Listening Tours. CIOG Kenya believed that by giving the government officials an opportunity to add to and synthesize these barriers, a shared view of the identified issues from

which commitments will be designed was established - reflecting both government and citizens perspectives. As discussed earlier in the document and in order to create linkages between co-creation and implementation, this shared ownership of the commitments by stakeholders will result in collaboration and partnerships for stronger implementation of the commitments.

CIOG Kenya team consulted each government department separately and a specific time was allocated to allow for personalized deliberation and time with the government officials. The findings from the government listening tour were captured in a report and is found [here](#).

## Results & findings

The co-creation processes had various types of results - both intended and emerging lessons. The first intended output from co-creation was [Elgeyo Marakwet County's OGP Local Action Plan II 2018-2020](#) submitted to the OGP on September 6, 2018. Elgeyo Marakwet County OGP Action Plan II is a product of community-led problem mapping and participatory co-creation of solutions to address the identified issues, concerns and barriers.

The second type of products from the co-creation are summarized below while a more detailed output from community listening tours are annexed to this report:

- a. Citizen desire for open government is ever increasing, albeit in small ways. The idea that, the more open, transparent and accountable government is, the higher the chances that its decisions and priorities are aligned to needs and preference of its citizens is a motivating factor for citizens to demand for more openness, transparency and accountability.
- b. Co-creation is not just a process, but also a participatory mechanism for addressing complex community problems. When done effectively, co-creation creates an environment that allows stakeholders to express their concerns and collectively find solutions. In the process of co-creating, trust between communities and governments emerge partnerships and shared ownership of challenges facing communities as well as their solutions. For example, commitment one of Elgeyo Marakwet Action Plan recognize a shared view that lack of openness in procurement process denies citizens opportunity to get value for their money from community projects while on the other hand denying government the chance to hasten the pace of development and service delivery.
- c. Action Plan implementation is affected, either negatively or positively by the process in which it was developed. Whereas it is early to say much on this claim yet, improved citizen understanding of the value of open government as well as what the commitments are, there are expectations from the implementation of the commitments. This is supported by the claim that the stronger the linkage of open government to improved service delivery, the higher citizens' demand for government openness.

## Limitations & Constraints

While CIOG Kenya consider the co-creation largely a success, pockets of challenges and constraints impeded full achievement of the desired outcomes of the [approach](#) and strategies as experienced in the coordination of various facets of the process as discussed below:-

- Limited co-creation period curtailed execution of an effective community engagement strategy forcing CIOG Kenya to consult smaller than desired number of participants, 120 representatives of citizens.
- Variation between government planning and that of non-state actors affected execution of co-creation schedule - number and sequence of co-creation meetings were affected. While the co-creation approach which embedded a co-creation, schedule was approved by the interim committee comprising of state and non-state actors, unpredictability of the availability of targeted government officials was an impediment to achieving full results of the co-creation approach. This include multi-stakeholder forum engagements whose meetings had to be rescheduled on many occasions due to unavailability of government officials.
- Inadequate functionality of the county website affected utilization of online channels. Foremost, the online channel had weaknesses which made it less sufficiently interactive and facilitative for stakeholders because the forms for submitting ideas were to be downloaded rather than filled and submitted online and, such stakeholder input being accessible to stakeholders where necessary. Secondly, the county website was not functional at all times making the online platforms inaccessible when needed. These two notable challenges are likely to affect or manifest themselves at implementation.
- There exists adversary between a section of Civil Society, in particular the network that coordinates civil society and the county government at respective leadership levels. Whereas this is not loud and not an emerging adversity, it has negative effects by making it difficult for organizations such as CIOG or other external entities to convene the two stakeholders. In some way, this affected the co-creation processes.

## Conclusion and Recommendations

CIOG Kenya team consider the co-creation to have been largely successful. With recorded strong collaboration among stakeholders in the Elgeyo Marakwet County, CIOG Kenya is optimistic of stronger results from the implementation of the Action Plan, however, it also notes the need for support external support to the commitment lead persons and the multistakeholder for proper implementation to occur. CIOG Kenya recommends the following to improve both future co-creation and to strengthen implementation of the action plan 2018-2020:

1. We recommend continued engagement of citizens beyond co-creation by empowering and building capacity to monitor and put pressure on the multi-stakeholder forum and generally, the government at implementation. As captured in this report, communities are increasingly demanding for open government as noted from co-creation and there is need to extend their role throughout implementation.
2. Strengthening of working relationship between Civil Society and Elgeyo Marakwet to improve collaboration and partnership for proper implementation of the action plan. The strengthening should include capacity development of the civil society to better represent the voice of ordinary citizens by engaging with government in an objective manner. While CIOG Kenya has a program as part of its current project supported by the OGPTF to support CSOs, it is our view that an assessment of the

relationship of the two actors is better executed by an external consultant so as to have the assessment findings form basis for our support.

3. CIOG Kenya also recommends establishment of two units of the multi-stakeholder forum to spearhead resource mobilization initiatives and execute qualitative monitoring and evaluation respectively. To ensure proper functionality of such units, it is our view that the units are supported independent of government and answerable to external stakeholder such as CIOG Kenya for efficiency.
4. Finally, CIOG Kenya recommends further exploration of the extent to which co-creation can be applied to other subjects beyond commitments, e.g. service delivery budgetary programs or policies. Whereas guidance on co-creation may exist among the OGP tools, there is need to generate targeted and deliberate guidance on its application.

## Annexes

### I. Photographs

Assorted photographs and images from our co-creation are accessible from this [folder](#) of EMC OGP LAP II

### III. Detailed and integrated output from listening tours

The output from listening tours is found from this [folder](#) of EMC OGP LAP II