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II 2018-2020

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Outline Approach to Co-creation

Elgeyo Marakwet County OGP LAP II 2018-2020

ABSTRACT

The document presents a general outline of the approaches, strategies and tools Center for Innovations in Open Governance endeavors to apply while supporting the county government of Elgeyo Marakwet County's Open Government Partnership (OGP) Local Action Plan II. The CIOG, with support of the OGPT Trust Fund through the World Bank is facilitating the county's action plan development and proposes to apply this strategies, approaches and plans outlined in this document.

Kiprono
tim@ciogkenya.or.ke

COUNTY GOVERNMENT OF ELGEYO MARAKWET
County of Champions

Open
Government
Partnership

CENTER FOR INNOVATIONS
IN OPEN GOVERNANCE
Transparency | Participation | Accountability

Background to the Co-Creation 2018

In 2016 when Elgeyo Marakwet County was admitted to the Open Government Partnership (OGP) Pilot program, Reboot, a social impact firm with offices in North America and Africa, provided technical expertise which ensured the action plan development processes benefited from as much due diligence as possible. However, after the plan was created, the co-creation process between stakeholders fell short of desired levels of engagement of both citizens, CSO community, media and government - which subsequently affected the implementation. Citizens and CSOs had little knowledge of the local action plan and those who had some knowledge were too few to generate sufficient motivation for the government and partner CSOs to deliver on the commitments. On the other hand, the media was rarely involved in the coverage of the OGP processes and moreso the county's progress on the LAP hence little interaction with the community and the OGP processes. Our approach to co-create the 2018-2020 action plan maintains the same level of technical expertise while placing particular attention and focus on facilitating robust citizen, government, CSO and media engagement and encourage more citizen-government interaction. A multi-stage co-creation strategy will be used to build stronger alliances between the community, the media and the CSOs to collectively support the government to execute the 2018-2020 action plan.

In the 2018 co-creation processes, the CIOG, along with support from Reboot, will bring together government and citizens to dialogue on issues, map and ultimately identify barriers impeding service access. The list will be enriched by invitation of submission of comments, input and proposals from government officials (who are primarily the implementing agency), CSO community, media and other citizens by the MSF. Technical experts drawn from government and CSO community, with strong media engagement under the leadership of the MSF and project team will develop solutions to address the identified barriers and identify opportunities to improve and/or change processes to support better uptake of the commitments. The project team will then convene community participatory follow-up workshops for the consideration, input and prioritization of the proposed solutions to their earlier identified concerns. The prioritized list will be used to develop the county's action plan 2018-2020 by the project team and MSF with support of the OGP point of contact. The process is outlined in more detail in the sections below.

Summary of Co-Creation Process

Broad Timelines

June 2018	convene inaugural meeting to officially launch the 2018-2020 action plan development process
June 2018	issue template and guidelines for submission of ideas and convene MSF to shortlist proposed solutions
June 2018	convene government – community dialogue to map and establish the basis for commitment development.
June/July 2018	convene community participatory feedback sessions to consider proposed solutions and identify the last five/four.
June/July 2018	MSF, project team and OGP point of contact to draft first and second draft actions plans.
July/Aug 2018	delivery of action plan and inception of action plan implementation.

Commitment Assessment Criteria
- Must demonstrate direct linkage to key challenge (s) identified by community and CSOs for service accesses and/or government officials for systems and process improvements.
- It must be a viable solution meaning when implemented there will be improved service accessibility, quality, and equity or promote transparency, accountability, information accesses and feedback mechanism
- It must be feasible meaning it should demonstrate the least challenges at implementation stage by showing proof of cost-effectiveness, political and wider stakeholder support.
- In general, all commitments must be: SPECIFIC and relevant to a shared concern, challenge or idea; MEASURABLE meaning there is means to measure success; ATTAINABLE within available means and resources available to the county and its stakeholders; REALISTIC so as to avoid commitment implementation suffering from over ambitiousness and TIME-BOUND meaning impact should be achieved within the Action Plan period of August 2018 to August 2020.

Commitment Assessment Processes
- ***Community and stakeholder map and identify concerns to be addressed by commitments to ensure commitments are robust***
  - Stakeholders will generate the first preliminary long list of concerns, challenges and ideas which shall be filtered by MSF and used to develop proposals for their address.
- ***Cutting from the longlist of concerns, challenges and ideas***
  - The MSF will assess and filter the long list and identify the most feasible and viable ten (10) proposals, strong towards addressing the community concerns and challenges.
- ***Harmonizing, prioritizing and shortlisting of proposals***
  - MSF and assigned docket holders will facilitate the community members to deliberate and shortlist the first and most viable ten (10) proposed solutions from the longlist of concerns, challenges and ideas.
- ***Action plan development***
  - MSF will further review the ten (10) community shortlisted proposals to arrive at the most feasible five/four priority areas
  - Additional basis for final shortlisting include the docket holders, the project and the OGP point of contact consultations with the relevant departmental heads, political leadership across relevant government units to obtain and assess support levels for implementation feasibility of each of the priority areas.
  - The docket holders, the project and the OGP point of contact begin the first and second draft using the above five/four and submit to MSF for review
  - The MSF will validate the final draft in readiness for the local launch and implementation inception meeting.

Section 1: Descriptive plan of action covering June 5 2018 through June 5, 2019

Introduction

The co-creation processes will take a participatory approach in which citizens, civil society and government are not only involved, but a robust and collaborative process is achieved throughout the co-creation processes. To achieve this the stakeholder engagement will take two approaches: a) online

submissions which is open to all stakeholders and; b) in-person discussion through FGD design of community participatory workshops and convening government officials to review government ideas. This first section gives a descriptive outline of the approach and timelines with emphasis on co-creation while the second section provides a tabular implementation matrix. The co-creation process will involve the following actionable steps:

Step 1: Inaugural Meeting to Lay Out Plan of Action – June (June 8) 2018

The first step will be to launch the co-creation processes. It aims at creating awareness among stakeholders on OGP processes and to outline the action plan development work plan, approach and timelines This will include convening an inaugural stakeholder meeting of CSO community and Government officials. It also includes awareness for CSOs as well as identification and training of selected small group of individuals to be engaged in awareness creation and subsequently facilitate the project team to conduct of community participatory workshops.

Step 2: Sub-county Level Community – Government Dialogue Forums – by July 3, 2018

The second step is designed and aimed at creating a platform for a government listen in tour, where sessions will be held in four sub-counties in Elgeyo Marakwet targeting 120 participants providing the opportunity for citizens to share their experiences and concerns relating to government service delivery efficiency, access and effectiveness of participatory opportunities, including sharing their perspective on feedback mechanisms among others.

The sessions are meant to do the following:

1. Enlighten participating citizens on the value and linkages of OGP principles to enhanced service delivery and define the role citizens are expected to play throughout the EMC OGP LAP II 2018-2020.
    ○ This will help lay a foundation for robust and informed citizen engagement for co-creation of the commitments, but also for implementation;
2. Guide the participants to share experiences on potential areas to co-create commitments.
    ○ We will design the framework of this discussion to stimulate experiences and ideas and elicit debate including allowing government officials to seek clarifications on the citizens' experiences and concerns, but also to address issues arising from these concerns.
    ○ These experiences will be captured through a user journey framework highlighting citizens' service delivery experiences and priorities, which will be utilized by the MSF to perform a technical review. This review will inform the agenda for the community workshops discussed below in step three.
3. Guide participants to pick delegates for county level community feedback, prioritization and ratification of the ideas.

Step 3: Convene Multistakeholder Forum to Deliberate and Filter Community List of Concerns – by July 3, 2018.

The MSF secretariat, the project team and the OGP point of contact will receive and perform the preliminary filter of the submissions using the template for submitting ideas and those collected from the community in the listen-in tour and present the shortlist (plus full list) to the MSF for technical review and shortlisting of the top ten (10) proposed solutions which shall form the agenda for the county level community workshop.

The shortlisted proposals will be presented to the community members for prioritization of the considered most viable and high impact proposals. To improve engagement, the shortlist proposals will be categorized into service thematic areas or OGP principles and assigned lead persons[1] to lead and defend their proposals throughout the processes.

Step 4: Convene government stakeholders to review online submissions – by July 5, 2018.
The fourth step will be to bring together stakeholders who will have made online submissions to deliberate, filter and review the submitted ideas. This will facilitate the MSF, the project team and the POC to understand and obtain clarifications on the ideas where necessary. At this stage, all the ideas both from sub-county in-person workshops and online submission will be consolidated and into thematic groupings as may determined by the MSF.

Step 5: County Level Community Participatory Feedback Workshops to Deliberate and Prioritize the list of Concerns, Challenges and Ideas – by July 6 - 9, 2018.
The fifth step will convene a county level workshop for community delegates, government officials, civil society and other stakeholder for prioritization and ratification of the potential commitment ideas. This workshop will serve as harmonization and feedback mechanism to provide update to the community through their elected delegates and to harmonize priorities from various community workshops.

The proposals are not to be an imposition, but rather a guide for participants for deliberation, consideration and ratification. These will be proposed solutions to the earlier identified concerns, challenges and ideas form the sub-county workshops and online submissions. The participants will be free to reject any of the proposals with strong reasons, while also being allowed to introduce new proposals with strong justifications.

Step 6: Assessment and Prioritization to Select Final Commitments – July 10 through August 24, 2018.
The sixth step involves a series of up to four one-day multi-stakeholder consultative sessions to technically review the prioritized concerns, challenges and ideas from step four above. During these sessions roles will be identified and assigned to lead docket holders for any newly generated proposals from the community workshops.

- **Session 1:** the first session will review and set rules of engagement in the technical review processes, including criteria for assessing commitments and, where need be, establish technical committees or thematic groupings and assign priorities for more targeted deliberation and considerations. Such technical committees or thematic groups will be led by persons assigned to the potential commitment idea, with technical guidance from the project team. Mainly, this session will facilitate the technical committees to perform their assigned tasks, prioritize the commitment priority candidates in their thematic areas and prepare to report back to the multistakeholder forum during the second session below – standard templates will be developed to facilitate reporting back to the MSF.
- **Session 2:** The MSF will consider the reports from each of the working/thematic groups discussed above, with strong emphasis on justifications of the groups' decisions, with view of shortlisting the top 5 from seven according to strength of impact, feasibility and implementation support from

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[1] Lead persons will be identified naturally by the admission and shortlisting of the proposed idea or by the MSF by submitting a predetermined prescribed form.

across stakeholders. The project team and the docket holders with support of the county OGP point of contact will consult government officials leading relevant sectors/departments to obtain their opinion and assess their political support to implement the commitments ideas. Others actors considered at this point are the national OGP actors. Using the resolutions from these wide consultations whose output is the top five priorities, having taken to account comments relating commitments received from relevant departmental heads in EMC and, the need for alignment of EMC LAP II to Kenya's OGP NAP III, MSF secretariat, the project team and the POC will proceed to develop the first draft.

- **Session 3:** MSF to review the first draft action plan. The project team and the docket holders will present the first draft and collect input from MSF members. Input will include ideas for restructuring commitment where need be, presentation of commitment information and clarifications. The input will be used to improve on the draft action plan and develop second draft for review and validation during the fourth MSF session.
- **Session 4:** MSF to review the second draft of the action plan for validation and facilitation of the development of the final draft. Upon approval by the MSF of this second draft, the project team, the POC and the docket holders will then prepare a final draft.
- **Session 5:** MSF to validate final draft of the action plan and prepare for inception meeting. This session will also discuss and assess plans for the county's action plan implementation. The sixth step will be open to relevant stakeholders across board –citizens, civil society and government officials among other stakeholders.

Step 6: Local launch and Implementation inception meeting – by August 28, 2018
The sixth and last step in this series will see convening of stakeholder to locally launch and, to inaugurate implementation of the EMC OGP Local Action Plan. In discussion with the OGP Support Unit, the county and, the MSF may consider inviting the Africa OGP Local participating local governments to the implementation inaugural meeting to promote peer learning. The MSF may also consider invitation of the Kenya's OGP NAP action actors.

Tools and guidelines for commitment identification, assessment and adoption
The project team will support the development of the following:

- Template and guidelines for submission of commitment ideas by stakeholders. This will be designed to provide sufficient guidance and to cultivate concrete ideas with strong focus on facilitation of assessment of the submitted commitments ideas. The form will be available to all stakeholders in the county to submit ideas.
- Training guidelines for community workshop facilitators. The facilitators with the MSF, project team and the POC to conduct community workshops.
- User journey framework to compile information gathered from communities to inform commitment development in the action plan.
- Template for presenting pre-selected priorities as well as capturing public feedback and input.
- Template for docket holders to develop implementation matrix for their respective commitments and presentation to the MSF.
- Repository
- Appointment letters for members to multistakeholder forum.

● MOU for government and CSOs to adhere to the multistakeholder forum rules and regulations.

Section II: Tabular Integrated Monitoring, Evaluation and Learning Framework (MEL)

The second section of the MEL document presents a detailed implementation plan, map expected outputs and provide key indicators for monitoring progress. The table is divided in to three deliverables which are explained in summary below:

Co-creation and action plan delivery: Immediate outcomes 1&2 are designed to support the co-creation, in particular as outlined in section one above. Majority of the activities described in the first section are covered under these outcome areas.

Strengthen media coverage, reporting and engagement with open government: immediate outcome 3 aims at increasing media coverage throughout the action plan in particular at implementation. This was identified as key weakness in the previous action plan by through the IRM report.

Expand citizen participation in planning and budget – beyond project selection: immediate outcome 4, which is basically outside the action plan, is intended to facilitate experimentation of decentralization of procurement. It aims to support the conduct of project tendering and award processes done at the local level where the ultimate beneficiaries are able to participate in the selection of the contractors to implement the projects.

Table 1: Implementation matrix: broad timelines

Activity	Expected Outputs	Timelines	Due date	Key Output monitoring indicator and targets
Intermediate Outcome 1	***Co-creation process:*** *Adoption of most feasible, impactful and highly executable commitments by Elgeyo Marakwet County for its 2018 – 2020 OGP Local Action Plan.*			
1. *Inaugural Meeting to Lay Out Plan of Action development*	1) *Inception report with clear outline of agreeable approach to inclusive, participative and collaborative EMC OGP LAP 2018-2020*	***June 8 – 19, 2018***	July 2, 2018	● Inception report ● Meeting report ● Validated work plan and co-creation approach. ● MSF guidelines approved and operationalized.
2. *Receive and continuous review of OGP ideas submitted by stakeholders*	2) *List of OGP ideas from EMC stakeholders to provide basis for commitment design*	*June 11, 2018. Ongoing*	June 29, 2018.	● list of ideas compiled ● Lessons learned on the approach used. ● a repository folder containing submitted ideas.

3. *restructuring and capacity development of multistakeholder forum to strengthen engagement and collaboration*	3) *functional EMC multistakeholder forum.*	**June 18 – 22, 2018**	**June 26, 2018**	• Operational guidelines of the MSF. • list of members. • Minutes and reports of MSF convenings • repository folder with MSF records.
4. *Identify and train facilitators to support community workshops*	4) *8 trained facilitators and ready for community engagement*	***June 15 - 22 2018***	**June 26, 2018**	• online templates developed for nomination and applications • review of nominees and applicants for shortlisting • one training conducted for facilitators • 8 facilitators trained • report on facilitator selection, training and engagement.
5. *Conduct participatory budgeting for government listen-in tour*	5) *Communities' list of gaps and barriers in service delivery linked to OGP principles for shortlisting.*	**July 3&4, 2018**	**July 4, 2018**	• 4 sub-county workshops held • One community workshop report on workshop design and; • photos • List of participants • Presence of 10 media coverage
6. *Convene government and other stakeholders making online submissions.*	6) Collated list of ideas from stakeholders	**July 4, 2018**	**July 4, 2018**	• list of participants • list of ideas collected, clarified and compiled. • photos • activity/meeting report
7. *Convene county level community workshop*	7) Harmonized priorities across sub-counties and online submissions.	**July 5&6, 2018**	**July 10, 2018**	• • one sub-county workshop held

					- one community workshop reports on workshop design and; - photos - list of participants - presence of 10 media coverage
8. *Convening of series of MSF session for technical review of shortlisted of community list of gaps and barriers for co-creation and LAP II development.*	8) *final action plan development.*	**July 10 – August 22, 2018**	**August 24, 2018**		- final draft action plan 2018-2020 ready for local launch - co-creation reports 5 MSF session minutes/reports - list of stakeholders engaged
9. *EMC OGP LAP II implementation conference*	9) *Elgeyo Marakwet County Action Plan for 2018-2020 locally launched.*	**August 24 – 28, 2018**	**August 28, 2018**		- Final and validated EMC OGP LAP II - List of invited stakeholders, attendees, photos 10 articles and stories featured in the media
Intermediate Outcome 2:	***Action Plan co-creation:*** *Civil society community with improved capacity and collaboration in promoting accountability and transparency in Elgeyo Marakwet County.*				
10. *Assess CSO structure, functionality and common capacity needs to facilitate development of capacity building content.*	10) *Baseline on CSO community capacity and functionality.*	**June 21 – 27, 2018**	**June 29, 2018**		- Baseline report on CSO structure and functionality - Program designed for CSO capacity development.

11. Training and capacity development of CSO community.	11) Structured, functional and collaborative CSO community in Elgeyo Marakwet.	June 20 – 25, 2018	July 9, 2018	• Training content • Training report. • List of participants in attendance for training, photos etc • Developed structure of CSO
12. Facilitate CSOs to simplify and disseminate the county's 2018 Action Plan for accessibility by citizens and media.	12) Improved citizens accessibility and media engagement on Open Government Partnership principles, and with the county's commitments.	August 28 – September 30, 2018.	Oct 10, 2018.	• Templates developed for simplification and • modes of presentation developed. • 2500 of simplified copies produced and disseminated. • 10000 people reached with simplified with OGP messages.
13.	13)			•
14. Capacity development for MSF to prepare and support the action plan implementation and media engagement.	14) Improved technical capacity of the MSF through technical support for sub-implementing units to ready and prepare for implementation. 15) Improve engagement with the media through regular updates and briefings	Continuous starting June 19, 2018	June 2019	• Documentation of identified areas of collaboration and technical assistance at implementation stage. • effectiveness and efficiency in which the commitments are implemented through progress reports • List of participants in attendance and event photos • quarterly media briefing reports and press releases.
Intermediate Outcome 3:	*Action plan implementation:* More collaboration and engagement between local media and the communities living in Elgeyo Marakwet county			
15. 1. Map and assess media interest and limitations to engagement with citizens and CSO on	16) Baseline information on improving media engagement.	June 29, 2018	July 2, 2018	• Media database established • Report on areas to address to improve engagement • Invitations sent and feedback received for media workshop.

open governance.				
16. 2. Media awareness creation on open governance and collaboratio n.	*17) Improved partnership and no. of media outlets covering and reporting on OGP (baseline, mid and exit survey surveys)* *18) Improved collaboration with the media and, knowledge on open governance.*	**July 2, 2018, ongoing .**	**Ongoin g**	● Meeting report with **resolutions** for greater collaboration and partnerships ● List of participants in attendance, photos
17. 3. Periodic review and engagemen t with the media on action plan implementa tion progress and updates.	*19) Increased engagement and collaboration with media on open governance.* *20) Highlights on action plan and commitments and implementation roadmap.* *21) Media feature stories, radio talks, blogposts, articles and social media updates on OGP.*	**August 2018 and ongoing**	**Ongoin g**	● 3 major highlights on LAP development progress ● 4 mainstream media interviews conducted within the project period on OGP ● 10 feature stories on OGP, with 4 being in the mainstream media
18. 5. Develop community media channels.	*22) Improved and direct citizen-government engagement.* *23) Commentary platforms to the county hotline (sub-county and county workshop participants as community WhatsApp structures)*	**June 29 – Novem ber 30, 2018**	**Dec 2018.**	● Concept note for design and establishment of official social media communication channel: e.g WhatsApp etc. ● Developed and piloted protocol for formalizing and operationalizing official communication channels. ● 4 Ward WhatsApp groups established and operational for pilot ● two (2) sub-county WhatsApp groups tested for pilot ● One county WhatsApp forum piloted.

				● 7500 members of public directly engaging with government on WhatsApp. ● Case study with plan for scaling the idea to the rest of the county. ..
Intermediate Outcome 4:	*Implementation: expanded citizen engagement in the process of procurement of goods and services*			
19. Identify gaps and limitations for procurement decentralization to which testing will generate ideas and lessons.	24) *Documented list of limitations and opportunities for decentralizing procurement processes.*	**September 1-15, 2018**	**Sept 30, 2018**	● Conceptual report establishing baseline for procurement decentralization. ● Plan and design for experimentation. ● Details of county officials contacted and interviewed for baseline.
20. Identification and mapping of existence of citizen organized groups such as development committees and assess capacity needs relating to procurement.	25) *List of organized of citizens equipped with knowledge and information to facilitate the process of procurement decentralization in their localities*	**September 15 – 30, 2018**	**Sept 30, 2018**	● No. of groups identified and capacity assessed for engagement in procurement decentralization.
21. Preparation of tools, mapping of projects for testing and experimentation.	26) *Documentary (case study) of lessons learnt on decentralization processes, ideas and plan for scaling.*	**Oct – Dec 2018**	**January 10, 2018**	● 4 projects identified for experimentation ● 4 procurement experimentation conducted ● Documentation (case studies) of lessons learned

				from experiment and plan for scaling.

Note:

The following reports and documentation should be produced for each component as maybe considered appropriate:

a. a concept note and work plan for each component area
b. a baseline report for each component area
c. a consolidated activity report for each component area
d. progress and final project report (World Bank to report)