

Kenya

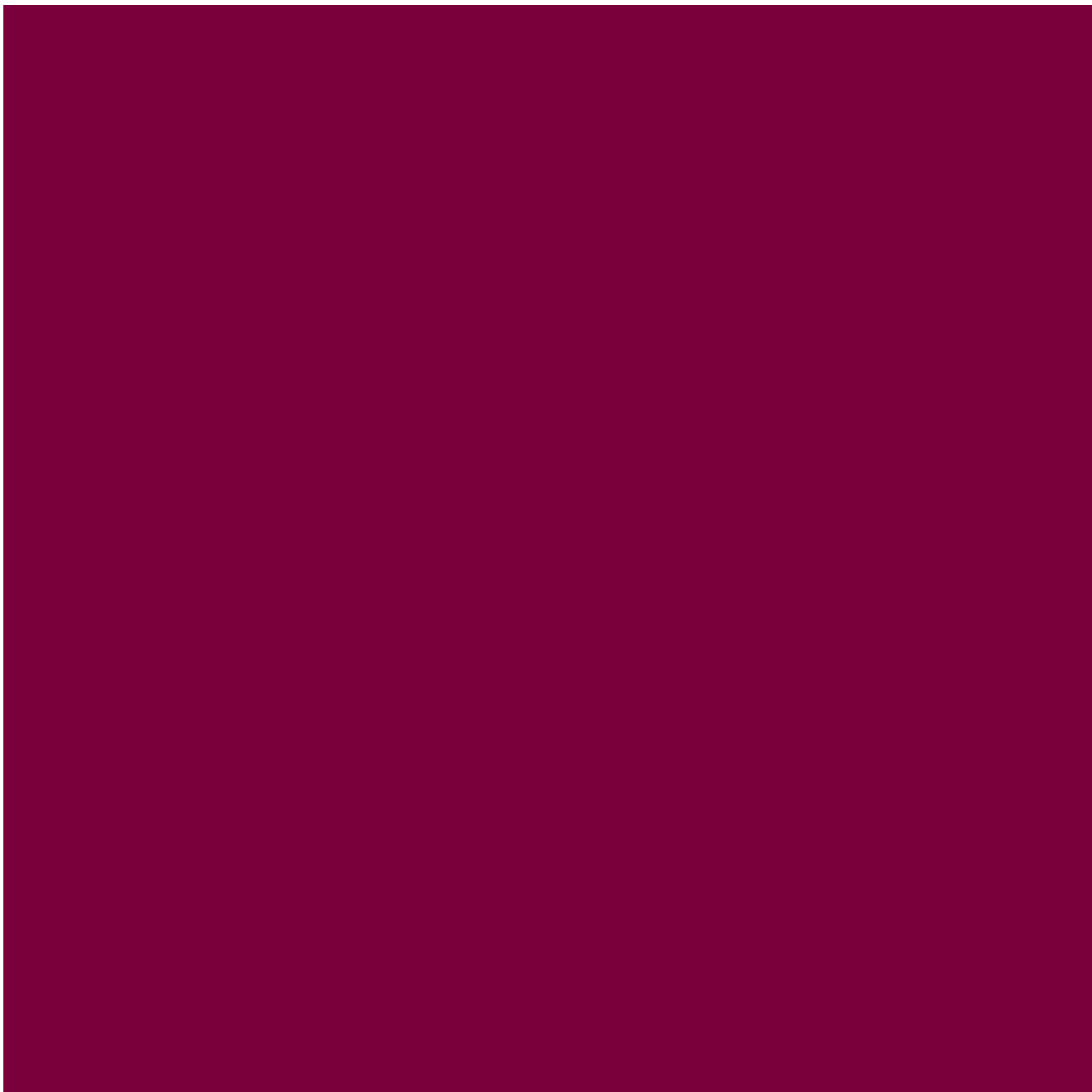


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1. General Performance Analysis

1.1 Objectives and Contents of the 1999–2003 Programme

The country strategy was based on the premise that development in Kenya during the strategy period was to be characterised by a gradual deepening of democracy and that old authoritarian structures would become weaker. It also assumed that severe and widespread poverty would continue to be one of the country's major development problems. The severe poverty and the democratic opening in the country justified continued Swedish support to Kenya. Swedish support was also motivated by the stabilising role which Kenya, despite internal tensions, plays in an unstable region.

Due to hesitations regarding the GoKs genuine political will to promote democracy & human rights and to combat corruption, a fully-fledged and formal partnership relation at the government to government level was not anticipated – at least not during the first years of the strategy period. A deepened partnership relation with Kenya was rather to be based on the open and reciprocal exchange that already existed at different levels within the civil society and parts of the civil service, particularly within the development cooperation.

The over-all objectives of the cooperation with Kenya was to promote:

Democracy and human rights; Sustainable economic and social development; Improved living conditions for the rural poor; Sustainable use of natural resources.
The Country Programme consists of support to five sectors: *Agriculture; Democratic Governance; Health; Rural Roads; Water & Sanitation.*

1.2 Overall development and effects of the development cooperation

1.2.1 Overall development

The economic development in Kenya has been negative throughout the strategy period. Economic growth rates have stayed below the population growth and the GDP/C has thus gradually decreased. Reasons for the poor growth can to a very large extent be contributed to economic mismanagement, corruption and the dilapidated infrastructure. In addition to this the El Nino rains of 1998 and the subsequent two years of drought had very damaging consequences for agricultural production as well as for manufacturing. Ethnic clashes in the running up to the 1997 elections

and the 1998 bombing of the US Embassy had severe negative impacts on the important tourist sector. An estimated 10–14% of the population is infected by the HIV/AIDS virus and about 1.5 million people have died of Aids since 1984, leaving almost 1.3 million orphans. It is estimated that without HIV/AIDS gross domestic product would be 14.5% higher than current levels. As a result of the poor economic performance poverty in Kenya is becoming worse. An estimated 56% of the population is presently living below the poverty line, of which three-quarters live in the rural areas but with the number of urban poor also rising. The delivery of both health and education services has been falling. Kenya today has one of the highest income inequalities in the world.

The last decade has been lost from an economic and social point of view but not politically. The top political leadership has failed to safeguard the human rights of its citizens and to implement necessary reforms. However, on the other hand the very active and vibrant civil society has expanded the democratic space during the last decade. It has become an important force that has exerted pressure for many of the changes and political reforms that actually have taken place. Many organisations are effectively advocating further reform and are empowering poor communities through mobilisation, civic education and legal assistance. Multipartyism seems to be firmly anchored in society as illustrated by the 2002 elections and the peaceful transition of power. In addition to this, also parts of the Kenyan civil service still have comparatively high levels of capacity and offer services to the poor. Some ministries have formulated sound sector policies and are trying to implement reforms in line with these policies. The constitutional reform process is an example of a process where popular participation, including state agents, have resulted in an important reform agenda

1.2.2 Effects of the Swedish development cooperation

As indicated above has the environment, in which Swedish development cooperation has been operating during the strategy period, been somewhat dual. On the one hand has continued economic mismanagement, together with the government's lack of political will to change the course of development, resulted in an increase of the already widespread poverty in Kenya. On the other hand has civil society together with parts of the government, the opposition and progressive forces within the civil service succeeded in strengthening the democratic development. This dual development is also reflected in the effects of the Swedish development cooperation.

Democracy and human rights

The direct support to democracy and human rights promotes both democratic reforms at the national level, such as the constitutional reform and civic education as well as access to justice for the poor – particularly women and children. Seen in a long-term perspective, democratic trends in Kenya are moving in a positive direction. On a more general level an assumption is that Swedish support has contributed to the relative strength of these positive forces and has thereby also contributed to the creation of conditions necessary for poverty alleviation in Kenya.

Sustainable economic and social development

The economic and social development during the strategy period has been a disappointment. The government's reluctance to implement necessary reforms and to fight corruption has led to worsening living conditions for the poor. To a large extent, the support provided for various programmes has been geared towards building appropriate systems and implementing sector reforms. The lack of national policies to support these efforts towards reform has made it difficult to reach the goal of promoting sustainable economic and social development.

The support to agricultural extension services is a good example of the situation that has prevailed. According to reviews the support has resulted in higher production and increased food security for the beneficiaries. However, it has not generated higher household incomes as lack of proper infrastructure and the sluggish economic growth have undermined the farmers efforts to market their produce. By contributing to increased food security the support has been successful in meeting immediate and short-term needs of the beneficiaries. In order to contribute to long-term *sustainable* economic and social development it would have had to be accompanied by necessary economic and social reform.

Improved living conditions for the rural poor

Even though the environment for development cooperation in some ways has been harsh, reviews indicate that several programmes – most notably within agriculture and water & sanitation – have been successful in reaching rural poor people in a direct way. This can be explained by the fact that senior officials in the respective ministries are committed to the implementation of these programmes. Another explanation is that earlier bottlenecks in the disbursement and reporting systems, from central to district level, have been removed through a constructive collaboration with the Ministry of Finance.

An example is the support to rural water and sanitation where in the service delivery components actual results exceeds programme targets. However, the long-term sustainability of achieved results is also in this case dependent on necessary reform.

There are also examples of ministries where there has been a lack of will and/or capacity to implement programmes. For instance has the cooperation within the health sector been cumbersome and planned activities have suffered serious delays.

Sustainable use of natural resources

Two programmes are directly related to the use of natural resources – NALEP and Rural Water & Sanitation. Effects of the development cooperation with respect to the sustainable use of natural resources show the same pattern as described above. Progress has been made within both programmes when it comes to introducing sustainable methods for irrigation and land husbandry. At the same time – with only some 20% of Kenya's land being highly productive – the government has failed to stop "land-grabbing", excision of forests and degrading of scarce water resources. While considerable results have been achieved within the cooperation, the sustainable use of Kenya's natural resources also requires a political will to implement policies that prevent plundering and exploitation.

General conclusions

In a 10 years perspective development in Kenya has been characterised by a gradual strengthening of democratic forces. Although this development has taken place against the will of the top political establishment, positive changes have taken place also within government structures. As can be expected in such a gradual process, the extent of change varies between different ministries and authorities. The positive changes have contributed to that Swedish development cooperation during the strategy period in many cases have been successful in reaching poor people in a direct way, and thus in meeting immediate needs of beneficiaries. In several cases Swedish support have also contributed to the initiation of institutional reform – such as the new water act and new institutions for the managing of funds for roads rehabilitation and maintenance. However, the long term sustainability of achieved results is dependent on a government that actually implement necessary reforms and fights corruption and economic mismanagement. One of the most fundamental preconditions for this is a continued strengthening of democratic institutions and structures in Kenyan society.

1.3 Experiences gained by other donors

There are at least four prominent features regarding donors policies for development cooperation with Kenya.

1. *Limited volumes.* In the early 1990s most donors reduced their volumes of support as a result of concerns regarding the human rights situation and the level of corruption. These low levels of external support have prevailed throughout the present Swedish strategy period.
2. *Avoiding government structures.* Several bilateral donors have chosen to channel a very large part of their support outside of government structures and directly to NGOs.
3. *No programme support.* Lack of good governance and the fact that policy documents (often of a very high quality) have not been translated into the budget and implemented have resulted in an absence of SWAPs and hence no programme support.
4. *Limited coordination.* As a result of 1–3, there has been a rather poor coordination between donors, except for democracy & human rights and economic governance.

The Bretton Woods Institutions

The Bretton Woods Institutions have made an analysis that fits into the dual development as described above, i.e. that they are operating in an environment where progressive forces, also inside government structures, are trying to gain momentum against a political elite inclined to maintain status quo. This is illustrated by the fact that IMF and World Bank conditions to resume lending are related to good governance and the fight against corruption rather than to macro-economic benchmarks. Another example is the World Bank support to the 1999 establishment of the so-called “Economic Recovery Team” consisting of externally recruited professionals on key positions within the administration.

Relations between the *IMF* and the government have been strained since the mid-90s. In late 1999 (or early 2000) relations became temporarily better and IMF released a first tranche under a new PRGF-agree-

ment. However, later in 2000 when the newly established Kenya Anti-Corruption Authority” was declared unconstitutional in a controversial decision, lending was suspended again. The IMF has set up a number of conditions for resumption of lending. These include the passage of anti-corruption and government ethic Bills in Parliament, increasing the Attorney-generals power to prosecute, evidence that the three measures are bearing fruit, and the implementation of the PRSP.

According to the *World Bank* the government did not own the strategy which was outlined in the latest “Country Assistance Strategy” (CAS, 1999–2001). However, the participatory way in which the strategy was elaborated sent a powerful signal on the priority given to economic governance issues. The CAS envisaged initially Kenya to be in a Low Case lending for the period, with a total lending volume of USD 150 million. Base Case lending, in a USD 300–500 million range, would be closely linked to economic governance reform. Following the establishment of the Economic Recovery Team the Bank granted a USD 150 million budget assistance loan in 2000. The first tranche was released but after the suspension of IMF lending and the failure of the government to pursue its privatisation policy, also the World Bank suspended further releases under the credit.

The World Bank experience is that some achievements have been made under the CAS-period. The governments governance agenda is annually submitted to Parliament, there is a PRSP (elaborated in a highly participatory and inclusive way), a MTEF-process to translate PRSP-priorities into the budget is initiated, and expenditure management and control has been improved. Obvious shortcomings are the failure to establish an independent anti-corruption authority and the halting of the sale of Kenya Telecom. The Bank tend to agree with other stakeholders that without political reforms not much progress is likely in economic governance. For instance could the effectiveness of an anti-corruption authority be impeded by endemic corruption in the judiciary, which in turn calls for the implementation of the constitutional review.

The UN

The current “United Nations Development Assistance Framework” for Kenya (UNDAF, 1999–2003) is concentrated on four areas: Good Governance for Sustainable Development; Employment and Sustainable Livelihoods; Gender Mainstreaming and Empowerment of Women; Environment and Natural Resources Management. The UN family shares the experiences of other donors that short-term effects can be achieved within the cooperation but that sustainability is dependent on political and economic reform.

The UNDAF setting has improved coordination between the various UN agencies working in Kenya and the new UNDAF (2004–2008) will take its departure in Kenyan PRSP and the Millenium Development Goals.

The EU

The EC is currently Kenya’s second largest cooperation partner after the World Bank. Disbursement rates under the 8th EDF remain behind schedule, reflecting the fact that EC cooperation with Kenya was almost

entirely refocused in 1995 and has subsequently largely been designed on a project basis. The ongoing EC Country Programme is relevant to Kenya's reform framework and consistent with the main policy objective of poverty reduction of both the GoK and the EC. The sectoral breakdown is also broadly consistent with the sectoral priorities defined in the PRSP. The major weaknesses of ongoing EC-cooperation is that (1) it is spread across too many projects, which are difficult to manage, (2) implementing agencies have not always performed satisfactorily, and (3) in the absence of sector-wide policy reforms, the sustainability of some programmes may be difficult to achieve.

The over-all objectives of the country strategy for 2002–2007 are to support GoK in its efforts to achieve higher and sustained economic growth and to reduce the incidence of poverty. On this basis the, EC support will be concentrated in two focal sectors identified as priorities in the PRSP. (1) Agriculture and rural development and (2) physical infrastructure with focus on roads. In addition, appropriate support will be given to macro-economic and public sector reforms as well as budget support reflecting the PRSP priorities.

The Netherlands

In 1998 the government of the Netherlands decided to reorient its so-called structural bilateral development cooperation policy. It was decided to concentrate on a relatively limited number of recipient countries in order not to spread the available resources too thinly. Three criteria were used to select the countries that would continue to receive assistance: the level of poverty, the quality of macro-economic and social policy and the level of the public sector regarding good governance. Given the poor governance situation in Kenya, the decision was taken not to include Kenya in the list of countries for structural (sectoral) development aid. This resulted in a shift in aid to Kenya with on the one hand reduced volumes and a phasing out of the structural bilateral cooperation programme and on the other hand the start of a programme in the field of Good Governance, Human Rights and Peace Building, focusing on NGOs and the civil society. Signals indicate that after the results of the 2002 elections, the Netherlands may reconsider its strategy for Kenya.

1.4 Implementing capacity of the public administration

By African standards the implementation capacity, or at least the *potential* implementation capacity, of the public administration in Kenya is high. There is a large cadre of highly skilled and well trained civil servants available for posts at various levels within the public administration. However, the potential of these manpower resources have not been fully utilised. On a general level, corruption and lack of political will have been major obstacles to efficient and smooth implementation of reforms and programmes. In addition to this, bottle-necks in implementation are often related to staff demoralisation due to low salaries and the fact that individuals have been appointed on the base of their political affiliation rather than their skills.

Regarding Swedish development cooperation the experience gained during the present strategy period shows that the implementation capacity varies between as well as within different ministries. The Ministry of

Water Resources Development and Management has effectively pursued the service delivery component as well as the policy and regulation component. The Ministry of Agriculture and Livestock Development has successfully transformed the old NSWCP into NALEP and started to implement the latter. On the other hand, within the Ministry of Health there has been a combination of lack of will and lack of capacity to implement the decentralisation programme.

One major obstacle for an efficient implementation of several Sida supported programmes has been reduced during the strategy period. Sweden is one of the few bilateral donors that use the Kenyan Government Revenue System for disbursement of funds. During the first years of the strategy period there were severe difficulties in the implementation of activities at the district level due to the slow and cumbersome procedures of the system. As a result, achievements within several programmes were considerable lower than what had been planned and anticipated. Sweden kept raising the issue in its dialogue with GoK and as a result new procedures for disbursements and reporting were introduced. These new procedures led to substantial improvements in the flow of funds and implementation of programme activities in the districts.

One key issue for strengthening the implementation capacity of the public administration is to effectively combat corruption at all levels. Another one is the continuation of the Public Sector Reform initiated by the so called “Economic Recovery Team” in 2000. This is a precondition for the right-sizing of personnel within the administration and accordingly for the governments ability to increase salary levels and increase staff motivation.

1.5 Corruption

The Risk Advisory Group (RAG), a British consultancy team that has worked on corruption in several countries visited Kenya in 2002 to assess the extent of corruption and make recommendations. It noted that corruption has reached such proportions that it increasingly prevents the state from solving even the most basic problems – “Our conclusion, is that the level of corruption is becoming so endemic that it is beginning to threaten the basic structures of the State Corruption is becoming much worse, in that it affects almost every aspect of daily life for ordinary Kenyans, and is an increasingly common factor in their lives”.

Kenya consistently ranks near the bottom of Transparency International’s (TI) annual “Corruption Perceptions Index”. In 1996–3rd from the bottom of all countries surveyed with only Pakistan and Nigeria performing worse; 1998–73rd out of 85 countries surveyed; 1999–90th of the 99 countries surveyed; 2001–84th out of 91 countries. The Kenya Bribery Index for 2002, released by TI in January 2003, shows that bribes are demanded or offered in two of every three encounters with public officials. However, the 2002 survey also revealed a significant change in expenditure on bribes – from KES 8 000 per urban respondent in 2001 to KES 4 900 in 2002. According to TI the improvement reflected a reduction in reported bribery activity in the organisations that featured most prominently in the 2001 survey. TI attributes the decline in the incidence in of bribery to adverse publicity from the 2001 report, which it says had a positive impact on the level of impunity.

Regardless of this improvement corruption in Kenya, has reached endemic proportions, and pose a real and recognised threat to democracy, the rule of law as well as economic and social development. According to TI, the Kenyan's most vulnerable to bribery are the poor with low income and education and the self-employed. A nation-wide opinion poll published by the International Republican Institute found that "24% of respondents say that corruption is the single most important issue facing Kenya now followed by poverty (22%) and unemployment (15%).

In order to prevent corruption within Sida supported programmes the Embassy has worked extensively with authorized audit bureaus. It has been made clear that all programmes will be audited and auditors have also been used in a proactive way in assisting ministries as well as NGOs in building appropriate systems for financial management before disbursement of funds. But even if corrupt practices have been avoided in the individual programmes it is clear that corruption is one of the major obstacles to reach the long-term goals of the Swedish development cooperation with Kenya. One key issue in combating corruption is the establishment of a strong and independent anti-corruption authority. Within the development cooperation one important instrument – beside the use of external auditors – is enhanced information on intended programme activities directly to the beneficiaries, in order to strengthen local "social control" of funds.

1.6 Channels that have functioned the best

Sweden is one of the donors which have chosen to continue to work within government structures, through the so called Kenya Revenue System. There are mainly three reasons for this. Firstly, supporting Kenyan programmes and channelling funds within the system tends to increase local ownership and thus make the support more sustainable. Secondly, working within the government increases the possibilities to continuously pursue Swedish views and values in the dialogue with the government – both within and outside of the direct development cooperation. Thirdly, working through the state systems also gives the benefit of using established structures with a broad national coverage. A national programme such as the NALEP would be difficult to implement in any other way.

However, during the former and in the beginning of the present strategy period there were severe problems in channelling funds via the Kenya Revenue System. From mid-2001 the system has improved considerably which is reflected in a more even flow of Swedish funds to several programmes and accordingly in that achieved results are closer to targets. This said, it should be noted that the degree of improvements varies between ministries as well as between districts and that the work with implementing the new instructions should continue – which in turn calls for continued dialogue as well as for continued training of government officials

Swedish support has also been channelled through NGOs, mainly within the Democratic Governance sector and the Service Delivery components within the Water & Sanitation programme. The benefits of operating outside the state system include a higher degree of flexibility and the opportunity to promote a better balance between private, civil society and state interests. Within the democratic governance sector, local or

internal fundraising has proven to be difficult, as human rights organisations are promoting a public goods (the so called “free rider” problem). Furthermore, most organisations do not want to charge local communities for their delivery of education, legal aid, mobilisation, etc, as this would alienate them from the most poor, which is their primary target group. As a consequence, most NGOs are reliant on external donor funding. The risk of misappropriation and misuse of funds is also considerable. During the strategy period various measures aimed at reducing these risks have been taken. Within the Democratic Governance sector support has been concentrated to a limited number of organisations well anchored in Kenyan society. Audit bureaus have been used in order to strengthen the organisations routines for financial management. The use of NGOs and Self Help groups within the water sector have been instrumental for reaching the targets within the Service Delivery components. The proposed financing mechanism, which will be established following the enactment of the Water Act, will have an enhanced ability to assess the capacity of NGOs and Self Help groups in financial and technical management of the disbursed funds to their projects.

1.7 Donor coordination

During the strategy period there has been a complex network of donor coordination and technical working groups at various levels in Kenya. Several of those coordination mechanisms have a specific history and/or were established in response to specific political and/or economic events and developments. Below is listed some of the more important coordination groups.

EU-coordination

The EU has a coordination mechanism under the EU-HOMs meeting. It focuses on the content of EU-Kenya political dialogue in the context of the Cotonou PA. It covers 8 areas: Democratic Principles; Human Rights; Constitutional Review; Economic and Structural Reform; Governance; Environment; Security; Regional Affairs. For some of the areas technical working groups on the counselor level have been established. The main objective of these groups is to provide an informed basis and input for the EU-HOMs political dialogue with the government.

The Economic Governance Group (EGG)

The Economic Governance Group was established in 1998. EGG was Co-chaired by the IMF and the World Bank its agenda was related to economic governance benchmarks formally agreed by the government. EGG-membership was linked to concrete support to economic reforms. Meetings took place on three levels – HOMs, Technical level (Economists), Full EGG (both groups). Over the last two years the EG has only been meeting sporadically and mainly in order to obtain debriefing from visiting IMF missions. In January 2003 it was decided to rename the EGG into the Donor Coordination Group (DCG). DCG aims at providing a high level forum for major donors to meet to exchange views and establish common positions on certain core issues of economic governance, including corruption, financial accountability, public sector reform

and the PRSP. DCG comprises of 15 members, including the EU, World Bank, IMF, UNDP, USA, Canada and Japan.

The Democratic Governance Group (DDG)

DDG was established in the 1980s and has since then been chaired by the Canadian High Commission. DDG has primarily been an advocacy group to promote political governance and democratic principles. Since the elections in 1997 its agenda has mainly been related to the so called IGG principles agreed by the government and the opposition (constitutional reform; reform of the election administration, etc). DDG is currently deliberating its future role and operating mode.

Like Minded Donors Democratic Group (LiMiD)

After the 1997 elections donors who were prepared to give financial support in specific areas related to the democratization process agreed to coordinate their support under LiMiD. LiMiDs support to democratic governance has been concentrated to Civic Education (National Civic Education Programme (NCEP) and Elections (Kenya Domestic Observation Programme, Donor Information Centre on Elections in Kenya, ECK Media Campaign, Engendering the Political Process). These jointly funded programmes have had donors steering groups under a formal Memorandum of Understanding signed by members who provide assistance to the respective programmes. Also LiMiD is currently deliberating its future role and mode of operation.

Sectoral Coordination Groups

There are several sectoral coordination groups chaired by the respective line ministries. There are up today no comprehensive assessment of the effectiveness of these groups available. In most cases they have met only on an irregular basis with no advance-provision of a calendar for regular and periodic meetings. One reason for a lack of effective coordination is that many donors have chosen to channel their support outside the government system and/or build parallel structures for implementation of programmes and projects. However in some cases – most notably within Water and Roads – much progress has been made during recent years.

It seems clear that donor coordination in Kenya should find new forms and structures. The EGG is already being restructured and the DDG and the LiMiD is discussing their future role. The environment for donors support to Kenya has changed with the 2002 elections and the installation of the NARC government. At the same time there is a general trend among several donors towards less traditional project support and more programme support (SWAPs and budget support). This trend is coherent with taking the governments PRSP as a point of departure for external support. The dialogue with the government on the implementation of the PRSP (budget allocations and budget execution) should be strengthened. In this context should primarily the donors prepared to provide some form of budget support be involved. It is also important that the sectoral coordination groups get a more prominent role in order to facilitate SWAPs. In both cases the government should take the lead as ownership is a precondition for efficient programme support.

References:

- EIU Country Report 2003
- SAIIA Analysis – Issue: Kenya Election 2002
- Kenya-EU Country Strategy Paper for the Period 2002–2007
- ECA: Economic Report on Africa 2002 – Tracking Performance and Progress, Kenya chapter
- World Bank Group: Country Assistance Evaluation: An update (March 2001)
- UNDP-Kenya Country Cooperation Framework (2002–2003)
- Sector performance reports and analyses (regarding Swedish support as below)

2. Sector Performance Reports and Analyses

2.1 Democracy and Human Rights Programme

2.1.1 Basic Facts

2.1.1.1 Background Context

Swedish support to human rights and democracy in Kenya was initiated in 1990/91. This was expanded the following year in view of the first multi-party elections of 1992. Support rose from 1–2 million SEK during 1990/91 to 7 million SEK in 1994/95. During 1995–1997 Swedish support amounted to 6 million SEK, with an additional contribution of 6 million SEK for an election monitoring project for the second multi-party elections held in 1997. The local strategy was prolonged during 1998 and support that year amounted to 5 million SEK. During 1999 a revised action plan on human rights and democracy was developed and was allocated support amounting to 4,5 million SEK. In the period under review (1999–2002), Swedish support to human rights and democracy sector amounted to?

2.1.1.2 Programme Objectives¹

This programme has three distinct objectives, which further translate into three programme components. The objectives are as follows:

- (a) *Political and legal empowerment of the poor.* This objective is divided into a further three areas of results which include:
 - Awareness through comprehensive programmes for civic education
 - Reducing distance between the poor and the law leading to strengthened access to justice.
 - Monitoring HR situation and advocating for change and reform
- b) *Strengthen the women's rights and the rights of the child.* Under this objective, there are four results areas:
 - Legislative and policy reforms
 - State organs entrusted with the monitoring and defence of the rights of the woman and child
 - Increasing access to justice for women and children through formal and paralegal aid education

¹ The Strategy Paper for this programme does not distinguish between the Programme goals, objectives and purpose. This analysis therefore advances from the position that these are to be inferred from the literature.

- Women’s participation in politics increased with special reference to the December 2002 elections
- c) *Combat Corruption and promote good governance.* There is only one component in this objective and it is as following:
 - To introduce and strengthen democratic, transparent and accountable governmental institution

2.1.1.3 Programme Components and Implementing Organisations

a) The National Civic Education Programme (NCEP)

- The Constitutional Reform Education Consortium (CRE-CO), a network of human rights advocacy and pressure groups and urban squatter movements;
- The Gender Consortium, a network of organisations and gender activities working for the promotion of women’s rights;
- The Ecumenical Constitutional Education programme (ECEP), a joint programme of the catholic church and the National Council of Churches of Kenya
- Constitutional Education for Marginalised Categories (CEDMAC), a network of recently formed interest groups representing Muslims, pastoralists and indigenous peoples, mostly from the coastal and northern regions of the country.

This programme was jointly funded by a number of bilateral donors within the like-minded donors group and co-ordinated by the Donor Steering Committee (DSC). The funding was done through a basket fund mechanism and managed by a Financial Management Agent who handled the disbursement of funds and the financial monitoring. A Technical Assistance Team assessed applications and provided continuous project management support.

b) Human Rights and Access to Justice Programme:

The Human Rights and Access to Justice Programme has been implemented largely through co-operation between the Embassy, other donors and a selected number of organisations with well documented capacity to deliver formal or paralegal aid and education. These CSOs include:

- Legal Resources Foundation (LRF)
- International Commission of Jurists (Kenya Section), ICJ(K).
- Kenya Human Rights Commission (KHRC)
- People Against Torture, (PAT)
- Release Political Prisoners pressure group (RPP)

As part from these organisations, co-operation between the embassy, the Raoul Wallenberg Institute (RWI), and the Department for Personnel Management (DPM) in the Office of the President, has led to a programme of education on administration of justice and human rights for strategically placed civil servants, ministry officials, police and provincial administration officials.

c) *Women's Rights Programme*

The Women's Rights Programme consists mainly of support to a number of advocacy organisations with well documented 'out-reach' capacity for promoting women's rights in rural areas as well as in national fora. However, the constructive and programmatic engagement by these organisation with various strategic state organs have been actively encouraged and supported. Among the organisations with which the Embassy has been co-operating, together with other grant makers, are:

- Kenya Women Political Caucus (caucus),
- Federation of Kenya Women Lawyers (FIDA),
- Kenya League of women Voters (KLWVs),
- Education Centre for Women in Democracy (ECWD).

d) *Rights of the Child Programme*

The Embassy has developed patnership with a selected number of organisations active in advancing the rights of the child and providing legal aid and education campaigns. These organisations include:

- Kenya Alliance for the Advancement of Children(KAACR),
- Child Rights Advisory,Documentation and Legal Centre (CRADLE),
- Child Legal Action Network (CLAN).

e) *Good Governance Programme*

Sweden has assisted the Ministry of Finance in training government officials, on central and district level, in new and more secure procedures for disbursement of and reporting on donors as well as government funds.

Together with the World Bank and Dfid Sweden supports the Integrated Financial Management Information System (IFMIS) project within Treasury. The project aims at improving disbursement and reporting routines between Treasury and the districts in order to secure that funds are utilised for intended purposes and properly accounted for.

Support to complementing civil society initiatives within the field of good governance and economic policy debate has also been given to prominent organisations such as Transparency International (TI) and Institute for Economic Affrairs (IEA).

2.1.2 Relevance

Relevance refer here to whether the programme has made "sense" in terms of the conditions obtaining in Kenya during the period under review. And whether, the programme was based on a sound understanding of local processes, the country's needs and strategies. It is a distinction between relevance of design and relevance of results. This is important because the design of the programme might be consistent with the aspirations of the country, but the results commensurate are not.

It is the position of this report that the three programme components were relevant, but in varying degrees.

2.1.2.1 National Civic Education Programme (NCEP)

This programme took place in the context of a constitutional review process and a transition election. As such, the need to raise levels of civic competence² through awareness creation was *a sine qua non*. This pro-

² In order to increase their ability to influence political processes.

programme was therefore timely and relevant given the transitional nature of politics in Kenya. However, the design and rolling out of the programme did not make “sense” in the context of the transition. According to one of the evaluations³, the design was heavy on bureaucracy at a time when politics was being conducted on the ‘fast’ lane. As such, the implementation of the programme tended to lag behind a fast-moving process. This notwithstanding, the results commensurate with the programme were considered highly relevant according to partner reports⁴.

It should be noted that this programme was designed against the background of transition election and constitutional review process. The new political dispensation will pose different challenges in the area of civic engagement and corresponding education. The relevance of this design to the overall Swedish development objective and the aspirations of Kenya in the new dispensation is therefore in question.

2.1.2.2 Engendering Political Process Programme (EPPP)

This programme was developed with the benefit of lessons learnt from NCEP⁵. As such, its conceptualisation, and design were cutting edge⁶. The programme was also implemented at a time when women politicians were positioning themselves for the political transition. As such, its intentions, design and results were highly relevant. However, two things should be noted. One, that the results of this programme would have resonated more if some of the implementing consortia were better organised and institutionalised⁷. Two, that the programme will have to re-define its relevance in the context of a new government⁸.

2.1.2.3 Human Rights and Access to Justice Programme

During the period under review, the relevance of support to this programme component varied. Funding to ICJ (K) in the area of judicial reforms was highly relevant. This came at the height of institutional decay in the judiciary and was instrumental in highlighting public perception of and confidence in the Judiciary⁹.

ICJ also played an important role in the crafting of provisions on the judicial reform in the ‘Ghai constitution’¹⁰. The relevance of support to KHRC was in the area of opening new avenues of rights advancement at a time when existing avenues had grown ‘tired’. KHRC’s work in the area of labour rights at Del Monte, EPZ, and the Flower Farms is indeed pioneering¹¹. Support to LRF was relevant in the sense that it helped grass-‘root’ legal awareness and assistance among the poor through paralegal support. This happened in the context of a collapsing justice system in the rural areas. Regarding RPP and PAT, it is more questionable if the support to the two organisation between 1999 and 2002 was

³ NCEP Systems Evaluation, BIRD/Matrix, October 2002.

⁴ For instance, the NCEP Implementation reports from FIDA, League of Kenya Women Voters and Law Resource Foundation.

⁵ Mid-Term Review of EPPP by Gender Links, November 2002.

⁶ EPPP Learning Platform Workshop Report, Centre for Independent Research, March 2003.

⁷ This position is implied by the Gender Links review of the programme.

⁸ The programme is undergoing a process of evaluation and future programming in the context of political transition is one of the areas under consideration.

⁹ Report of the Common Wealth Judges to the Constitution of Kenya Review Commission.

¹⁰ For instance, the recommendations made by the Common Wealth Judges to the Ghai Commission were as a result of the ICJ support. See also ICJ Annual Report, 2002.

¹¹ KHRC Mid-Term Evaluation, Mutahi Ngunyi and Simon Matsvai, September 2001.

of high relevance. This is because the two were set up to largely address the repressive years of the Moi regime. By 1999, significant changes in regime behaviour had occurred and the 'fire-fighting' approach adopted by these organisations was not effective. This is partly why such CSOs like KHRC changed their approach to regime engagement¹².

2.1.2.4 Women's Rights Programme

It is the position of this report that support to this programme was highly relevant in terms of design and the resultant effects. During the period under review, the partner CSOs institutionalised the gains made by women rights organisations in previous years. This was done through legislative advocacy and reforms¹³. Although some of the Bills drafted by the women CSOs are yet to be passed in parliament, evidence that they will be made law exists¹⁴.

The programme partners can also be credited with the creation of a Family Court aimed at reducing the distance between the indigent woman and the law. Through the work of Kenya Women Political Caucus (KWPC), ECWD and the League of Women Voters, space for women participation in political processes was expanded significantly. Evidence from reports indicates that KWPC was instrumental in negotiating for women representation in the Constitutional Review Commission for instance. The work of these CSOs is also credited with the inclusion of women in political party structures and subsequent appointments in parliament and government.

2.1.2.5 Rights of the Child Programme

Sida support to this programme is also considered very relevant. It came at a time when the constitutional review process was in its formative stages. As such, the CSO partners in the programme were able to 'force' some space in the review process to lobby for children rights¹⁵. The draft constitution has specific provisions touching on the rights of the child as a result of the work of these CSOs.

Support to the CSO partners in this programme has continued relevance in the future. Apart from providing legal services to the indigent children through CRADLE and CLAN, the partner CSOs in this programme will be expected to remain vigilant as the provisions of the new constitution are decomposed into law.

2.1.2.6 Good Governance Programme

This programme was highly relevant given that corruption and bad governance were the main causes of political and economic decay in Kenya during the period under review. As one of the few bilateral donors working through the government structures, Sweden had a strategic position regarding dialogue as well as support.

¹² KHRC *Mid-Term Evaluation*, September 2000. See also KHRC *Operational Plan*, 1999.

¹³ FIDA and the League of Kenya Women Voters were instrumental in this component of work.

¹⁴ FIDA *Report on Workshop to Lobby MPs on the Bills*, Mombasa October 2002.

¹⁵ CRADLE *Annual Report*, March 2003. See also the KAACR's *Progress Report*, August 2002.

2.1.3 Analysis of Outputs

The Strategy Paper for this programme did not define the outputs to be achieved. The assumption here was that the outputs of partner CSOs would also be the outputs of the programme. Given this assumption therefore, it is the position of this report that most of the planned outputs have been achieved¹⁶

However, the sustainability of the achieved outputs is not guaranteed¹⁷. Similarly, the cumulative effect of the outputs in some instances is in question. That is, in some of the organisations, the outputs do not seem to build on each other. This, in our assessment, is a function of poor planning and design¹⁸.

2.1.4 Analysis of Goal fulfilment

This programme had three goals. The first one was “political and legal empowerment of the poor” while the second was “strengthening the women’s rights and the rights of the child”. The third goal was “combating corruption and promoting good governance”.

Our analysis of CSO reports indicates that the first two goals were achieved to a large extent. The achievement of the third goal was only implied in reports.

2.1.4.1 Political and Legal Empowerment of the Poor

It is the position of this report that Swedish support to CSO partners has resulted in the political and legal empowerment of the target beneficiaries. This empowerment is evident from the fact that the beneficiaries have appropriated leadership positions nationally and locally as a result of engaging with CSO partners. In the case of ECWD for instance, this programme has thrust its paralegals into national and civic leadership through the December 2002 elections. ECWD reports indicate that one cabinet minister, two assistant ministers and one MP were paralegals with the organisation before their election in December 2002. The reports further indicate that a group of councillors at the civic level were also paralegals with ECWD.

Other than ECWD, the legal empowerment of the poor as a goal was fulfilled through paralegal training and assistance by LRF, ICJ and LKWV. Reports from these CSOs further show that some of the delegates to the Constitutional Conference are paralegals trained by these CSO partners. The goal of political empowerment of the poor was particularly attained through civic education under NCEP and other partner CSOs. There is evidence in the reports that some civic competence was created through this programme. And that this competence partly accounts for the results obtained in the December 2002 elections¹⁹.

This goal was also fulfilled through the monitoring of rights violations and advocating for reforms in the area of rights delivery. The monitoring done by KHRC, FIDA, and PAT has in particular opened up new frontiers of advocacy and rights advancement.²⁰

¹⁶ Position based on the partner progress reports and independent evaluations where they exist.

¹⁷ Implied in the Evaluation Reports of ICJ, KHRC, FIDA and LRF.

¹⁸ The Evaluation Reports suggest this and propose the adoption of a planning method that ensured the grooming of outputs into ‘effects’ or impact.

¹⁹ Evident in the reports of NCEP collaborating organisations.

²⁰ For instance the case of workers rights in KHRC and human trafficking in FIDA.

2.1.4.2 *Strengthening the Women's Rights and the Rights of the Child*

Evidence from the CSO reports show that during the period under review, the above goal was met to a satisfactory degree. This was basically done through legislative and policy advocacy on women and children by FIDA, CRADLE, CLAN and KAACR. The result of this advocacy has been two-fold according to the reports. One, it has put the women and children's issues on the legislative agenda and on the agenda on law reform. Two, the process of lobbying has created awareness and interest in women and children issues amongst Members of Parliament. The challenge for the CSOs is to groom the change in attitude among legislators into change in behaviour leading to the adoption of proposed Bills²¹.

There is evidence that the partner CSOs contributed to increased participation of women in the 2002 election. However, this evidence is only alluded to in reports and does not provide a causal relationship between increased participation and the intervention of the CSOs²².

2.1.4.3 *Combat Corruption and Promote Good Governance*

It is for obvious reasons no evidence to show how this goal was fulfilled on a more general level. However, the issuing of a number of Treasury Circulars introducing new routines for the handling of funds on the district level, and the subsequent training of government officials, led to major improvements in directing resources to the intended purposes.

2.1.5 **Conclusions for the Future**

The thematic areas covered in the Human Rights and Democracy Programme remain relevant to the political situation in Kenya. However, the approaches supported under this programme might have to change in light of the political transition and change of government. Changes should in particular focus on *programming approach* and *grant-making approach*.

2.1.5.1 *The NCEP and EPPP*

The premise of support to NCEP and EPPP should be re-defined. NCEP was event-based and its *raison de etre* being the transition election and constitutional review have now been overtaken by events. EPPP is different in the sense that engendering the political process must be a continuous process. However, it is probably difficult to engender a changing political process using the 'static' approach of the past. Ways of meshing the engendering 'content' with the changing political process should be sought. There is therefore need to identify a *strategic niche* for the two programmes in the context of regime change.

2.1.5.2 *Human Rights and Access to Justice Programme*

Most of the CSO partners in this programme had designed their interventions with a repressive government in mind. Now that a 'rights-friendly' government is in place, their approaches will have to change. The sequencing of this change is particularly important. That is, the

²¹ FIDA Workshop Report on Lobbying MPs for Gender Bills, October 2002.

²² This is largely because the reports of CSO participation in the December election were not yet finalised by the time this analysis was being conducted. The team is persuaded that once these reports are available, it is possible to establish causality between Swedish support and increased participation of women through CSO interventions.

CSO partners must first establish that indeed, the new regime will be rights-based. They must then determine who amongst them will be co-opted by the new regime to manage its rights advancement programme. Once this is done, support for these organisations to adjust their structures, approaches and strategic plans should be provided.

2.1.5.3 Women Rights and Child Rights Programmes

The new regime is expected to access justice and supply rights to the indigent in general. But we must not make the assumption that this will naturally include women and children. The struggle for space and voice continues in the case of the two categories in spite of change of government. Swedish support under this programme should therefore go to the ‘insulation’ of the space already claimed by CSOs in the women and juvenile justice sectors. This should then be taken a notch higher to support a legal and legislative framework for women and juvenile rights. This process is already in place and the goodwill to achieve such a framework already exists. This might only be dogged if the key players in this struggle are co-opted by government. Like in the case of the Human rights and Justice CSOs, the partners in these programmes should also be taken through a process of strategic thinking and scenario planning. This is the only way to forestall potential risks associated with a government that is made up of former civil society players.

2.1.5.4 Good Governance Programme

Sida should continue to work with the AGs office at the Treasury and the line ministries in order to further improve financial management on the central and district level. It is foreseen that the implementation of the “Integrated Financial Management System” (IFMIS) will substantially improve efficiency and transparency in the flow and utilisation of government as well as donors funds.

2.1.5.5 The Performance Analysis Model

Regarding the performance analysis model, the following recommendations should give the process of results analysis greater integrity.

- The Country Programme (CP) strategy objectives should be shared with the partners
- Partners should be chosen on the basis of their potential contribution to the achievement of the CP objectives
- Partner contributions should translate into project/programme objectives which are smart and agreed with Sida
- A statement of indicators of the achievement of the partner objectives (first level) and the CP strategy objectives (level two) should be generated
- These two levels of objectives should be linked to the sector level objectives defined in the context of the development priorities of Kenyan society.
- The reporting system should be based on the above variables.

Reference Sources (Reports):

1. *NCEP Implementation reports* from FIDA, League of Kenya Women Voters and Law Resource Foundation, 2002
2. *NCEP Systems Evaluation*, BiRD/Matrix, October 2002
3. *Mid-Term Review of EPPP* by Gender Links, November 2002
4. *EPPP Learning Platform Workshop Report*, Centre for Independent Research, March 2003
5. *Report of the Common Wealth Judges to the Constitution of Kenya Review Commission*, March 2002
6. *ICJ Annual Report*, 2002
7. *KHRC Mid-Term Evaluation*, Mutahi Ngunyi and Simon Matsvai, September 2001
8. *KHRC Operational Plan*, 1999.
9. *FIDA Report on Workshop to Lobby MPs on the Bills*, Mombasa October 2002
10. *CRADLE Annual Report*, March 2003.
11. *KAACR's Progress Report*, August 2002.
12. *ICJ, Comprehensive Narrative and Financial Report*, April 2002
13. *LRF, Evaluation Report*, 2000
14. *FIDA Mid-term Review*, Ngunyi et al, September 2000
15. *LRF Annual Report*, 2002.
16. *Report of the Independent Evaluation of ECWD Institutional Capacity and Paralegal Training Programme*, by Prof Edward Oyugi *et al.* 1999
17. *FIDA Annual Report* for 2002.
18. *KAACR's Stakeholder's Consultation Workshop Report*, August 2000
19. *KAACR, Project Report on Programme Implementation – January to July 2002.*

Performance Matrix – Human Rights and Democracy Programme

A	B	C	D	E
Overall Sector Goal	Programme Goals	Achieved Effects	Planned Outputs	Achieved Outputs
To support democratic development in Kenya²³	1. Political and Legal empowerment of majority poor	There is evidence that some civic competence was created through empowerment interventions. This in turn contributed to the quality of participation in the constitutional review process and CSO positioning in the Constitutional Conference. It is also responsible for the results obtained in the 2002 election, including the election of paralegals from partner CSOs into public office. ²⁴	1. Awareness through comprehensive programmes of civic education 2. Reduce the distance between the poor and the law leading to strengthened access to justice	Awareness has increased space for women participation in political leadership. ²⁵ Paralegal training has resulted in the grass-rooting ²⁶ of legal a modicum of legal awareness and competence in rural areas. ²⁷ Indigent women trained in self-representation and take up their cases in court. ²⁸
	2. Strengthening the women's rights and the rights of the child	Support has resulted in the placing of women and children issues on the legislative and law reform agenda. Has given women and children visibility and thrust women into positions of leadership. ²⁹	3. Monitoring human rights situation and advocating for change and reform	Rights monitoring has led to deterrence on the part of rights abusers and violators. ³⁰ This has also resulted in reforms in policy and practice. ³¹ Monitoring reports have highlighted cases, which have resulted in high impact public litigation and campaigns. Although some of this litigation is yet to result in case law, there is every evidence that such chances exist. ³²

²³ As stated in the Country Strategy.

²⁴ CSO partner reports on the implementation of NCEP.

²⁵ EPPP Learning Platform Workshop Report, Centre for Independent Research, March 2003. See also *Mid-Term Review of EPPP* by Gender Links, November 2002

²⁶ Word used to mean that legal services have been brought closer to the people and that legal awareness is taking root in municipal society.

²⁷ LRF Annual Report, 2002. See also Report of the Independent Evaluation of ECWD Institutional Capacity and Paralegal Training Programme, by Prof Edward Oyugi et al.

²⁸ FIDA Annual Report for 2002.

²⁹ FIDA Annual Report, 2002. See also ECWD Internal Evaluation on Preventive Human Rights Education, April 2002.

³⁰ Mid-term Evaluation of Kenya Human Rights Commission, November 2001.

³¹ The Community Policing project of KHRC was born from the realisation that on their own, the police cannot handle cases of rights abuses and violations. This was in turn as a result of the rights monitoring reports and the trend analysis arising there from (see, KHRC Mid-term Evaluation).

³² FIDA Mid-term Evaluation, September 2000.

A	B	C	D	E
Overall Sector Goal	Programme Goals	Achieved Effects	Planned Outputs	Achieved Outputs
	3. To Combat corruption and promote good governance	Improved disbursement procedures from central to district level.	4. Legislative and policy reforms 5. State organs entrusted with the monitoring and defence of the rights of the child and the woman 6. Increased access to justice for women through formal and paralegal aid education 7. Women participation in politics increased with special reference to the December 2002 elections 8. Introduce and strengthen democratic, transparent and accountable government institutions	The programme has helped to push the frontiers³³ of the state in the area of policy and to open up space for legislative advocacy and reform in the women and Juvenile justice sectors. This is particularly evidenced in the contribution of partners to the draft constitution and pending bills in parliament.³⁴ There is no evidence from the literature that this happened Indigent women given legal representation and trained in self representation.³⁵ Women accessed 'speedy' justice through arbitration³⁶ and informal conflict resolution by trained paralegal Although it is an established fact that women participation in politics increased significantly during the review period and partly because of Swedish support, there is no documentary evidence from CSO reports to this effect. No evidence of achievement of output

³³ This is particularly so in the case of children. See KAACR's Stakeholder's Consultation Workshop Report, August 2000.

³⁴ KAACR, *Project Report on Programme Implementation – January to July 2002*. See also FIDA Annual Report for 2002 and CRADLE Annual Report, March 2003.

³⁵ FIDA Annual Report, 2002. There are no specific figures for all the Swedish- supported initiatives regarding this component.

³⁶ ECWD Institutional Capacity and Paralegal Training Programme, by Prof Edward Oyugi et al.

2.2 Rural Integrated Health Services Programme

2.2.1 Basic Facts

<i>Agreement Period:</i>	1 st July 2000 to 30 th June 2004
<i>Agreement Amount:</i>	SEK 75 Million
<i>Total Disbursed:</i>	SEK 33 Million (44%)
<i>Implementing Organisations:</i>	The Health Sector Reform Secretariat (HSRS) at the Ministry of Health (MOH); Six districts: Kajiado, Koibatek, Nyando, Nandi, Busia, Kuria; Moi University, Eldoret and Linköping University, Sweden

2.2.1.1 The Rural Integrated Health Services Programme (RIHS)

The over-all objective of Swedish support to the health sector in Kenya is to contribute to the provision of sustainable quality health care services that are acceptable, affordable and accessible for all Kenyans. The RIHS is in line with Kenyas plan and policy for the health sector, the National Health Sector Strategic Plan 1999–2004 (NHSSP) and the Health Sector Policy presently covering the period up to 2010.

RIHS focuses on three areas:

- Health System Development.
Decentralisation, reform of administrative and institutional structures and stakeholder collaboration.
- Technical Areas.
Reproductive health, IMCI, HIV/AIDS, EIP, Malaria, Communicable diseases, etc. All these areas are priorities in the NHSSP.
- Research & Capacity Building.
Moi – Linköping Universities collaboration.

Together with the MOH six pilot districts were identified: Kajiado, Koibatek, Nyando, Nandi, Busia and Kuria. Nandi district has since then been divided in to two districts – Nandi North and Nandi South.

Objectives and expected outputs as described in the Programme Document.

Health System Development

Objectives:	Expected outputs:
Establish a integrated institutional framework with necessary capacities to implement health sector reforms.	1. Gazetted Boards/Committees. 2. Institutional managers roles and responsibilities developed 3. Number and minutes of managers meetings increased 4. Frequency of inspections increased 5. Increased quantity and improved quality of management reports 6. Wider range of training modules 7. Trainings, workshops & seminars 8. Guidelines/checklists produced and disseminated.

2.2.1.2 Other donors

Other donors working in the health sector are the World Bank, Dfid, DANIDA, EU, USAID, JICA, GTZ, WHO, ADB. Presently, Sweden and the World Bank are the only donors which supports both the central level and the district level. The other agencies are mainly working with vertical projects and programmes, targeting technical departments within MOH, NGOs, CBOs, etc. Dfid is supporting MOH through technical assistance to the HSRS, but is also responding to requests on a short time notice in order to meet various “emergencies”.

2.2.2 Relevance

Kenya made substantial progress in health care throughout the early 1990s, but it has experienced a broad decline since then. Infant mortality fell from 120 per 1,000 births in 1962 to 62.5 per 1,000 in 1993, but thereafter it increased to 72 per 1,000 in 1998. Life expectancy rose from 44 years in 1962 to 60 years in 1993. Subsequently it has declined to 47 years as a result of HIV/AIDS, deteriorating health service delivery and rising poverty. The rural area of Kenya is home to 65% of the population but receives only 20% of the Government resources towards health. There is only one doctor per every 33,000 rural residents and one for every 1,700 urban residents.

With respect to the serious decline in health service delivery, support to the health sector in Kenya is of high relevance. The short to medium term restrictions on reallocating domestic budget resources in favour of the sector are limited. External support is thus an important factor if attempts to reverse the negative trend shall succeed. The Swedish support is in line with Kenya's own National Health Sector Strategic Plan aiming at a decentralisation of health service delivery. It also reflects the 9 priorities of a national workshop organised in the year 2000 by the Health Sector Reform Secretariat.

2.2.3 Analysis of outputs

The Rural Integrated Health Services Delivery Programme has been slow in implementation and it is estimated that the programme now has reached a point where it according to initial plans in the project document were expected to be in mid 2001. The achievements related to health system development (i.e. decentralisation) has been significant. A decentralised financial management/administration, including a demand-driven system for procurement of drugs, medical supplies and equipment, has been established. An activity-based planning and budgeting system has been developed. Progress on actual health service delivery has, however, been more modest.

There are a number of reasons for the delay of the programme. It is clear that the implementation capacity of the Health Sector Reform Secretariat has been limited. Instead of being guided by one strategy-document, the decentralisation-process has been subject to several policy papers. These include the National Health Sector Strategic Plan 1999–2004, the document which was produced after the national workshop mentioned above and the Project Document for the Swedish supported RIHS. Even if the priorities of these policy documents by and large coincide, they may differ on important issues related to operational

modalities, guidelines, procedures and instruments designed to achieve planned outputs and reach sector goals.

One consequence of this was that there was little to guide those directly involved in the launch of the RIHS. This in turn led to that the parties involved with the implementation had little choice but to concentrate on developing the procedures and systems required for a decentralised approach. The work during the initial years of the programme has thus focused on establishing a decentralised management, financial, planning and administration system.

Implementing capacity has also to be seen in the context of the policies and the activities of the donor community. As indicated above there are a large number of donors active within the sector and in total donors account for more than 50% of the resources allocated to the health sector. Many donors have chosen to channel their funds either outside government structures (to NGOs and/or CBOs) or to work with the MoH through what best could be labelled as “internal by-pass solutions”. The prevailing situation has made it very difficult for the MoH to coordinate external support and ministry – donor consultations have to a very large extent been on a strict bilateral basis. Regarding donors directly supporting the MoH decentralisation of health service delivery policy, i.e. Sida, the World Bank and Dfid, their respective programmes have not been in phase, something which has contributed to the constrained coordination capacity of the HSRS. However, progress is being made in streamlining the programmes and coordination between the three donors have improved during the latest year.

A third reason for the slow implementation of the RIHS has been shortcomings in the communication between the MoH and the Ministry for Finance and Planning. This has adversely affected both the establishment of a new financial management system necessary for the implementation of the decentralisation policy and the actual disbursement of Swedish funds. Substantial progress has lately been made also regarding these issues.

2.2.4 Analysis of goal fulfilment

The latest 10 years have seen a deterioration in health status in Kenya. Undoubtedly HIV/AIDS is partially responsible for the increased mortality but there is also evidence to suggest that some of the rise is due to a deterioration in the public health system and reduced access of the poor to health services. The over-all objective of Swedish support to the health sector is, as stated above, to *contribute to the provision of sustainable quality health care services that are acceptable, affordable and accessible for all Kenyans.*

The National Health Sector Strategic Plan (as well as the Project Document for the RIHS) makes it clear that little improvement in health services can be made unless the reform process (i.e. decentralisation) gets under way. The two carrying themes of the RIHS can be said to be:

1. An emphasis on the administrative reform process, the core of which is identified as decentralisation and capacity building at the district level.
2. Improvement of district health services in three priority areas – reproductive health, environment related communicable diseases and malaria.

It is still too early to make a qualified assessment to whether the Swedish support has achieved its over-all goal. A comprehensive health sector reform takes time to fulfil and it takes even longer to assess its eventual results regarding acceptability, affordability and accessibility. However, it is possible to make some observations concerning the experience so far in trying to reach the over-all objective.

- The implementation of the RIHS has been delayed for a number of reasons such as lack of capacity and lack of coordination between various internal and external actors.
- Delays were most serious in the beginning of the RIHS. During the latter year and a half significant progress has been made regarding health system development – i.e. the administrative reform process.
- Progress on actual health service delivery has been more modest. However, the establishment of a decentralised organisation, including a demand-driven system for procurement of drugs, medical supplies and equipment strongly contributes to the preconditions necessary for a improved health service delivery on the district level.

2.2.5 Conclusions for the future

In November 2002 a delegation from the Health Division at Sida-HQ visited Kenya and an official meeting was held with MoH senior management. The delegation conveyed a message that significant progress had to be made before the annual health meeting in March 2003. Continued Swedish support to the Rural Integrated Health Services Programme required:

- Improvement in disbursement of funds to the districts
- Improvements in the reporting from the districts
- Elaboration of new Terms of Reference for the Technical Assistance financed by Sweden

After a cumbersome and slow start the pace of implementation of the Rural Integrated Health Services Programme has improved. The implementation of a major health reform is subject to a substantial portion of political commitment. There are reasons to believe that GoK commitment to the reform process within the health sector – as well as to the implementation of the country's PRSP which further strengthens the prospects to reach the over-all objectives of the Swedish support to the health sector – has increased considerably after the December 2002 elections.

References:

- MoH: The National Health Sector Strategic Plan 1999–2004. July 1999
- MoH: Project Document on Rural Integrated health Services (RIHS) March 2000
- MoH: Report of a Workshop on Decentralisation (Mombasa). March 2000
- Sida: Assessment Memo – RIHS. June 2000
- SPD AB: Rural Integrated Health Services – Mid-term assessment and facilitation mission. May 2002

2.3 National Agriculture and Livestock Extension Programme

2.3.1 Basic Facts

<i>Agreement Period:</i>	1st July 2000 to 30th June 2004 (including a one-year extension 030701–040630)
<i>Agreement Amount:</i>	SEK 110 million
<i>Total Disbursed:</i>	SEK 70,2
<i>Implementing Organisations:</i>	Ministry of Agriculture and Livestock Development (MoARD), in cooperation with: Kenya Agriculture Research Institute (KARI), International Centre for Research in Agroforestry (ICRAF), Advocacy groups (NGOs): Forest Action Network (FAN), East African Wildlife Society (EAWLS), Resource Project Kenya (RPK)

2.3.1.1 Background to the establishment of NALEP

Agriculture is the dominant sector in the Kenyan economy supporting some 70% of the population and contributing about half of the national GDP. However, the agricultural production per capita has been decreasing during the last decade. Population pressure and lack of growth and employment opportunities in other sectors have caused increasing pressure on natural resources, resulting in declining agricultural productivity, decreased soil fertility and general environmental degradation. The collapse of most agriculture oriented parastatals has led to low prices and marketing problems for the farmers, further aggravated by the general economic stagnation in the country. Poverty in rural areas has increased.

The Soil and Water Conservation and Agricultural Extension Programmes

The National Soil and Water Conservation Programme (NSWCP), a nation-wide land husbandry programme, started 1974 and has been supported by Sida from the start. The programme is considered as a success reaching over 1.5 million farmers and leading to considerable production and productivity increases as well as decreased soil erosion. NSWCP worked out a successful method for mobilisation and people's participation in catchment areas (geographically limited "focal areas") and had well trained, motivated and physically mobile staff reaching out to the farming communities.

NSWCP is generally regarded as the Ministry's most effective rural development programme. At the same time the Ministry's conventional agriculture extension programme, which was mainly supported by the World Bank and based on the "Training and Visit" approach, was inefficient and a disappointment. Towards the end of the 90's Government budget constraints led to retrenchment of GoK staff and thus fewer extension officers as well as less funds for activities and transport, making the agricultural extension even less effective. A new strategy for agricultural extension was developed over a number of years through a ministry taskforce. Many aspects were directly adopted from the NSWCP. The Sida support is designed to spearhead implementation of the new

National Agriculture Extension Policy (NAEP) and the National Agriculture and Livestock Extension Programme framework NALEP. The project has assisted in preparation, editing and launching of both these documents among senior staff and implementers within the Ministry and also to stakeholders and donor.

2.3.1.2 A brief presentation of the programme

(as described in the project document for 2002–2003)

NALEP is meant to be a transition from conventional agricultural extension to a broader and more farmer-oriented and demand driven extension better equipped to meet the needs of the small-scale farming population. The project will mainly focus on poverty reduction measures and empowerment of small-scale farmers and with strengthening the capacity of extension staff in meeting farmers' needs.

Goals and purposes are formulated in a LFA matrix:

Overall Goal: The contribution of agriculture to social and economic development and poverty alleviation enhanced;

Long-term Purpose: Effectiveness of integrated extension services to farmers and agropastoralists increased;

Short-term Purpose: SWCP transformed and merged with a unified national extension programme.

To ensure that the staff is well equipped with necessary skills, staff training covers many subjects: from project management and specific technical subjects to issues related to day to day interaction with farmers, e.g. communication skills (behaviour and attitudes), problem identification and problem solving techniques. The training programme is based on the experiences of the NSWCP.

In the first three-year period NALEP would serve more than 300,000 farmers in about 900 focal areas, FAs, one in each division of the 42 selected districts. As a starting point these FA communities are appraised in participatory sessions using various PRA-tools. Together with the MoARD field staff, the farmers will draw a Community Action Plan (CAP), which defines roles and responsibilities among the community itself as well as among the extension providers, including commercial companies and NGOs. A Focal Area development committee will be democratically elected for each FA and undergo specific training. Thus about 4000 committee members will be trained every year.

In the next step each farm in a Focal Area will be visited and a farm specific action plan (FSAP) will be developed jointly with the farmer, looking at challenges and opportunities to improve the farm enterprises. This will result in about 120,000 farm specific action plans every year. In addition, new technologies adapted to the local needs and conditions will be demonstrated in field days involving more than 100,000 farmers per year.

The extension messages are obviously cantered around agriculture and livestock production and marketing as well as soil and water conservation and agroforestry but also include socio-economic related issues like gender, HIV/AIDS, drugs/alcohol and problems facing the rural youth.

In order to ensure that appropriate interventions are promoted, NALEP has integrated two specific *research components*:

- The National Agroforestry Research Programme (NAFRP), implemented by KARI-Embu,
- The Improved Land Management in Lake Victoria Basin, implemented under the lead of ICRAF.

NALEP also includes an *advocacy component* aiming at informing rural populations of their rights and responsibilities with regard to the use of land, forests and other natural resources. The advocacy is carried out by the three NGOs mentioned under ‘1. Basic Facts’ above.

The Ministry and Sida have agreed on *strict control of funds* through intensive auditing by an international audit firm (PriceWaterhouseCoopers).

NALEP is now the Ministry’s general model for agriculture extension. Some other donors support parallel but smaller programmes (e.g. Danida, GTZ) but Sida is the only major donor. There are also some extension services by private commercial companies usually based on specific agricultural commodities such as tea, coffee, tobacco, sugar, and milk. NALEP is encouraging such private extension services and arrange joint workshops to share experiences. There is also some cooperation with area based NGOs having their own extension services.

2.3.2 Relevance

The overall objective of NALEP is to contribute to social and economic development and poverty alleviation in rural areas through advisory services to smallholders. Against the above-described background the relevance of the programme is considered as high.

2.3.3 Analysis of Outputs

NALEP is a new programme, just over two years old. It is still too early to expect any major impact w r t the main goal of social and economic development and poverty alleviation in the rural areas.

A *mid-term review* was carried out in November 2002 by a Sida-contracted external team (through OPTO-International). The final review report is expected at the end of January. The team found that:

- NALEP has been successful in achieving its short-term specific objective of adapting the concepts of NSWCP – focal area, PRA, local farmers’ committees and groups and that the extension service has become considerably more effective and efficient.
- The increased efficiency has been achieved through good utilisation of staff capabilities, reinforced by training in facilitation and management techniques and through restoration of mobility at field level. Efficient utilisation of resources has also been ensured by effective procedures for budgeting, accounting and auditing that have combined to significantly reduce waste and misuse of resources.
- The activities have been relevant in addressing the production constraints of small scalefarmers but less relevant to the poorest and most vulnerable families, including women headed households and households with family members affected by HIV/AIDS. The project needs to develop menus of actions specifically suited to the needs of the poor and vulnerable.

Outputs/achievements

The programme had a slow start late 2000 partly due to delayed disbursement of Sida funds. Since then activities have picked up and follow well the plans of the Project Document. During the past two years emphasis has been on retraining of existing staff, working out routines for management, planning from below, activity budgeting, accounting, auditing, monitoring and reporting, mainly based on established

NSWCP routines. At the same time NALEP has managed to start fieldwork in several hundred Focal Areas and reached several tens of thousand small-scale farmers with advice and training. The achievements, as described in the Annual Report for 2001–02, are summarised in the attached performance matrix.

2.3.4 Conclusions for the Future

NALEP is a new programme, just over two years old. It is still too early to expect any major impact w r t the main goal of social and economic development and poverty alleviation in the rural areas. After a somewhat slow start the Programme has gained momentum and is today regarded as the most efficient rural development programme of MoARD. A mid-term review was carried out in November 2002 by a Sida-contracted external team. Although they observed that NALEP had not yet been able to improve the situation of the poorest group they were positive to the work done so far and recommended a continuation. The team also made a number of detailed recommendations on how to strengthen the programme.

Sida and Treasury have extended the first programme phase by twelve months, up to June 2004, to give time for proper planning of a new phase. The recommendations of the Mid-Term Review, the findings of the Poverty Baseline Survey as well as the Government's Rural Development Strategy and Poverty Reduction Strategy Paper (expected to be revised/finalised during the first half of 2003) will form the basis for the planning for the next phase.

Reference sources (Reports)

NALEP Programme Document 2000–2003

N. Annual Plans of Work and Budget 2000–01, 2001–02, 2002–03

N. Annual Reports 2000–01, 2001–02

NALEP – Draft MTR Report

Adv. Component Review (J. O. Owiti, Nov. 2002)

Adv. Group Programme Document

Adv. Group Annual Reports

ICRAF Lake Victoria Annual Reports

KARI/KEFRI/ICRAF:

National Agroforestry Research Project Annual Reports

Baseline Survey Report on NALEP (Poverty issues) Dec. 2002

PriceWaterhouseCoopers: Audit Reports

Performance Matrix – NALEP 2000–2002

A	B	C	D	E
Overall Sector Goal	Project Goals (here=purposes)	Achieved Effects	Planned Outputs	Achieved Outputs
The contribution of agriculture to social and economic development and poverty alleviation enhanced		NALEP is a new programme, just over two years old. It is still too early to expect any major impact w r t the main goal of social and economic development and poverty alleviation in the rural areas. The activities have been relevant in addressing the production constraints of small holders, but less relevant to the poorest families, including women headed households and households with family members affected by HIV/AIDS.	1. A more inclusive catchment approach developed and implemented	NALEP's Focal Area Approach has been worked out based on the design and experiences from the NSWCP.
			2. Effective programme management of NSWCP adapted and used in NALEP	NALEP management routines elaborated with regard to planning from below, activity budgeting, accounting and auditing monitoring, reporting, based on NSWCP routines
			3. Technical and management capacity for integrated extension enhanced	During the first two years staff training and elaboration of guidelines have been given high priority
			4. Collaboration within extension and other service providers enhanced	Contacts with commercial companies and NGOs made and some but insufficient collaboration started
	Long-term purpose: Effectiveness of integrated extension services to farmers and agropastoralists increased	The extension service has become considerably more effective and efficient.	5. Appropriate mechanisms to address the resource poor developed and used	A large baseline study carried out as a start-up for producing the mechanisms. NALEP not yet able to reach the poorest people.
			6. Gender integration into project cycle management achieved	Training of a large number of MoARD field staff done and a booklet with guidelines produced.
			7. Research, extension and farmer interaction enhanced	This type of interaction established especially in the Lake Victoria component (ICRAF and NAFRP (KARI-Embu)
			8. Appropriate technical packages promoted (current NSWCP outputs and others as identified)	NALEP has worked out an extension "menu" covering 17 topics for the farmers to choose from. Part of the topics from NSWCP and the rest from the previous extension programme
	Short-term purpose: SWCB transformed and merged with a unified national extension programme	NALEP has been successful in achieving its short-term specific objective of adapting the concepts of NSWCP – focal area, PRA, local farmers' committees and groups.	9. Programme co-ordination for NALEP mainstreamed into extension	Several workshops and seminars held for MoARD staff at provincial, district and field level

NOTE: (Entries in columns A, B and D taken from the LFA-Matrix in the NALEP Project Document, column C from the draft mid-term review and column E from the NALEP annual report for 2001–02. For further details and quantities please refer to documents mentioned).

2.4 Roads 2000 Programme

2.4.1 Basic Facts

Sector Support Agreements:

Roads 2000 Nyeri:

Period 1 July 1997 to 30 June 2001

Agreement Amount: SEK 17,00 million

Total Disbursed: SEK 16,75 million

Roads 2000 Kirinyaga:

Period 1 January 1998 2000 to 30 June 2001

Agreement Amount: SEK 18,00 million

Total Disbursed: SEK 15,95 million

Roads (Continued Support):

Period 1 July 2001 to 30 June 2003

Agreement Amount: SEK 30 million

Total Disbursed as on 2003-02-06: SEK 22 million

The latter agreement contains activities aimed at phasing out support in Nyeri and Kirinyaga, and the project preparation process for future support in the Lake Victoria region. Discussions are underway for an additional 6-month increase in the Agreement period.

The Roads 2000 Programme is an initiative to improve maintenance of the classified roads network by introducing intermediate technology and labour based methods on a road network basis. The overriding objective of the Programme is rural development, through improvement of transport facilities, institutional development and employment creation. Immediate objectives are maintenance of the classified road network to an economic level of serviceability using local resources and labour based methods wherever these are cost-effective and to develop a sustainable road maintenance organisation in the districts.

Sweden has supported the Roads sector in Kenya since the early '80s through the Rural Access Road Programme (RARP), which was aimed at the construction of rural roads using labour-based technology. In 1984, the Minor Roads Programme (MRP) was launched, with Sida supporting 5 districts (Nyeri, Muranga, Kiambu, Kirinyaga, and Kitui). The MRP absorbed the RARP, and was aimed at the improvement and maintenance thereof of rural roads using labour-based techniques. This programme was largely a success, and led to the need to a similar project, but this time focusing on maintenance of roads using a network-based approach. Support to the Roads 2000 programme was initially started in Nyeri District, and later on extended to Kirinyaga District. The progressive focus of support to the roads sector gradually changed over the years, from construction of new roads to maintenance of existing ones.

Parallel to the implementation activities, Sweden has, as part of its development co-operation Programme, and in conjunction with other Donors, been involved in sectoral reforms in the Sector. The roots of the reform process was the Road Maintenance Initiative, a WB led initiative under the Sub-Sahara Africa Transport Programme. Following a stakeholder workshop in 1992, a Road Maintenance Levy Fund was enacted in 1993. The Road Sector Institutional Study launched in 1995 with EC assistance led to the drafting of the Kenya Roads Board bill in

1998. The Kenya Roads Board was enacted by Parliament in January 2000. A Roads Sector Strategic Plan published in 1997 determined the focus of development of a revised institutional organisation for delivery of road maintenance, with an emphasis on management and private sector involvement. The Strategic Plan incorporated a national road maintenance strategy based on the Roads 2000 concept.

The establishment of the Fuel Levy Fund in 1994 secured a source of funding for road maintenance. Initially funds were collected through road tolls, later replaced by a levy on petroleum products. The Ministry was initially fully responsible for the utilisation of these funds. In 2001, the Kenya Roads Board was established. The KRB was envisaged to be the custodian of the road network in Kenya, responsible for its maintenance, rehabilitation, and development.

2.4.2 Relevance

The funding requirements of the roads network in Kenya are estimated as follows: Kshs 35 billion for the reconstruction and rehabilitation of roads which are no longer in a maintainable condition (occasioned by deferred maintenance); and Kshs 6 billion to maintain the network. Fuel levy collections are in the region of Kshs 8 billion per year.

Thus the Swedish assistance is highly relevant in contributing to the rehabilitation of the road network in Kenya, and in setting up appropriate institutional arrangements to ensure long-term sustainability in the sector.

2.4.3 Analysis of Outputs

2.4.3.1 Roads 2000 Nyeri and Kirinyaga, original Agreements

The original Specific Agreements for Nyeri and Kirinyaga were due to expire in 2000 June. A 1-year extension (without additional funding) to June 2001 was granted in order to allow for completion of programmed activities. Swedish contributions were on a 'sliding scale', with progressively reducing contributions (e.g. Nyeri: 50% in 1997/98, 40% in 1998/99, and 30% for 1999/2000 and 2000/2001). Utilisation of funds was on reimbursement basis, i.e. GoK spent 100% up-front and then reimbursements were made after work was done and the appropriate amount claimed by GoK.

2.4.3.1.1 Road Works

Nyeri district met 80% and 90% targets for rehabilitation of paved and unpaved roads respectively. The figures for Kirinyaga were 169% and 187% respectively.

2.4.3.1.2 Equipment

The budget for equipment was subjected to the same sliding scale as in the Roads Works; however, in this case GoK and Sida did direct purchases. Equipment procured was utilised for supervision and implementation works. They included motor vehicles and motorcycles, asphalt mixers, pedestrian rollers, bitumen sprayers, asphalt cutters, hand tools, concrete mixers, graders, rollers, tippers and tractors. Some computer equipment was also procured. There were delays in the GoK procure-

ment due to insufficient and untimely funds allocation, and also bureaucratic procurement procedures.

However on balance it can be stated that the equipment procured improved the District's capacity to carry out routine maintenance activities.

2.4.3.1.3 Training

Various training activities were undertaken at Kisii Training Centre for supervision staff. Workshops on gender and soil conservation were undertaken on site. Some staff sent for international training courses on labour-based road construction and maintenance.

2.4.3.1.4 Analysis of outputs, Roads 2000 in Nyeri and Kirinyaga

There were initial difficulties in the implementation of the Project. Due to the sliding scale arrangement, GoK had to spend first and then Sweden reimburses. However, GoK allocations to the funds were often late and insufficient, and procurement procedures slow and cumbersome which led to poor results. A mid-term review of the Programme was carried out in May 1999, and the recommendations of this review resulted in several actions taken to improve the implementation of the Programme. This mainly consisted of improving the GoK flow of funds to the Programme and improved financial routines, such that the one-year extension to June 2001 was sufficient to complete the Programme.

2.4.3.2 *Ongoing prolongation Agreement*

2.4.3.2.1 Nyeri and Kirinyaga

The 2-yr prolongation period was programmed to carry out rehabilitation works in two divisions (namely Kieni in Nyeri and Mwea in Kirinyaga). A consultant, Norconsult, was hired to carry out prioritisation of the submitted 'candidate' roads; subject them to some agreed criteria, and select the roads that could be achieved within the available time and budget. Based on this, funds were released on a quarterly or biannual basis. Despite some initial hitches on disbursement procedures, this programme is proceeding on schedule.

2.4.3.2.2 Project Preparation Nyanza

A project preparation plan was prepared to guide the process. It is envisaged that 9 districts will be supported: Kisii, Nyando, Gucha, Migori, Kisumu, Rachuonyo, Homa Bay and Suba. Sweden has provided technical assistance in the form of a Programme Preparation Co-ordinator to assist the Ministry in the preparation activities. Activities so far carried out include inception workshops with the proposed implementers and key stakeholders, trainings on road inventory and condition surveys, traffic counts, and off-road soil conservation. Discussions are at advanced stages with Kenya Roads Board on development of a Roads Management System and a GIS presentation of the road network. Studies are planned on socio-economic analysis, community roads, and cross cutting issues (gender, poverty, democracy/human rights and HIV/AIDS). All these activities will be coalesced into a Programme Document, which will be the basis of a proposal for future support in the roads sector.

2.4.4 Analysis of Goal Fulfilment

2.4.4.1 Roads 2000 Nyeri and Kirinyaga

As seen before, the original objectives in the programme were largely met (and in some cases even exceeded) within the agreed budget and with an additional 1 year to the original agreement period. The measures taken after the mid-term review included improving GoK financial procedures. Based on negative experiences on Roads and other bilateral programmes, a dialogue was started with Treasury on how best the financial systems serving the districts could be improved. These discussions culminated in nation-wide reforms in the financial systems and led to greatly improved implementation in this and other sectors. An example of these reforms is the setting up of project accounts at district level where allocated funds could be directly disbursed, compared to the previous system whereby funds for all sectors were kept in a common account, and subjected to a 'cash float' system with priority for funding set by the District Commissioners and Accountants.

Institutionally, the establishment of the Kenya Roads Board, and District Road Committees, led to increased stakeholder participation in decision-making at the district level, and also improved accountability and transparency in allocation and utilisation of funds for road maintenance. It is hoped that once the KRB is fully established and operational, measures will be in place for efficient maintenance of the national road network.

2.4.4.2 Project Preparation Nyanza

Although still in a preparatory phase, preliminary findings show the great need for intervention in the area. Improvement of the infrastructure will be of major influence in combating poverty, improving access to markets, reducing transportation costs and expenses and other additional benefits. Through the programme, increased stakeholder participation in the design and monitoring of the project will lead to enhancement of human rights/democracy. The programme is designed to promote enhanced gender awareness and equality, and also considerations will be made on how HIV/AIDS prevention and mitigation measures can be effectively incorporated in the Programme.

2.4.5 Conclusions for the Future

For the immediate future, the planned future support in the Roads Sector has the aim of targeting intervention in the districts bordering the Lake Victoria. If the programme is designed and replicated along the lines of the support to Nyeri and Kirinyaga Districts, then benefits of an improved road network will be appreciable. The experiences and knowledge gained from the implementation process in Nyeri and Kirinyaga will enable efficient implementation in the proposed Districts.

For the immediate and longer term future perspective, the importance of institutional reforms in the sector, with particular emphasis to a strong and effectively functioning Kenya Roads Board, will be of key importance in determining sustainability for management of the national road network. With this regard, and building on from our experiences in the setting up of the Board and District Roads Committees, activities aimed at institutional capacity building will form an important part of future support in the roads sector.

Performance Matrix – Roads 2000 Programme, July 1997 to December 2003

A	B	C	D	E
Overall Sector Goal	Project Goals	Achieved Effects	Planned Outputs	Achieved Outputs
Rural Development, through improvement of transport facilities, institutional development, and employment creation	Maintenance of the classified road network to an economic level of serviceability using local resources wherever these are cost-effective	Rehabilitation of rural roads using both labour and equipment; Establishment of routine maintenance routines; Procurement of equipment; Construction of off-road soil conservation structures; Training; and Support to institutional reforms.	Nyeri (1997 to 2001) – Unpaved Roads Rehabilitation and Spot Improvements: 453 Km – Routine Maintenance: 1147 Km – Paved Roads Spot Improvements and Routine Maintenance: 568 Km. Kirinyaga (1998 to 2001) – Unpaved Roads Rehabilitation and Spot Improvements: 286 Km – Routine Maintenance: 2,915 Km – Paved Roads Spot Improvements and Routine Maintenance: 383 Km Nyeri and Kirinyaga (2001 to 2003, ongoing) Rehabilitation of selected Roads in Kieni Division, Nyeri, and Mwea Division, Kirinyaga	1997 to 2001 Nyeri: 61% and 69% planned outputs on paved and unpaved roads respectively were achieved. Kirinyaga: 110% and 118% of the planned outputs on paved and unpaved roads were achieved. Equipment procured with total value of Ksh 42 million for both districts Technical Assistance Provided (Equipment Maintenance Advisor) Training conducted on Labour-Based road construction methods, Soil Conservation, and Gender. Nyeri and Kirinyaga, 2001 to Date Works to be completed were identified in an exercise undertaken by a consultant (together with stakeholders) Progress on the works is good and it is projected that the programmed works will be completed by the end of the current Agreement period. Institutional Aspects: As part of ongoing institutional reforms in the sector, the Kenya Roads Board was formally established and is already operational.

A	B	C	D	E
Overall Sector Goal	Project Goals	Achieved Effects	Planned Outputs	Achieved Outputs
– as above –	Preparation of future support in Nyanza Province	Activities have been carried out in the target area in order to prepare for a new programme in Nyanza. 9 target districts have been identified and agreed upon. These are Gucha, Kisii, Migori, Kuria, Suba, Homa Bay, Rachuonyo, Kisumu, and Nyando.	The output for this exercise will be a Project Document and Plan of Operation. Activities to enable preparation of include the following: – Development of a Road Management System – Road Inventory and Condition Surveys – Traffic Counts – Soil Conservation training – Study on Community Roads – Socio-Economic Studies – District LFA workshops – Institutional Development – Cross-cutting issues	A Project Preparation Coordinator has been procured by Sida and is working with the Ministry in the preparation process. The following have been achieved: Stakeholder LFA workshops have been held in all the 9 districts. Implementation staff have been trained to carry out Soil Conservation activities, Road Inventory & Condition Surveys, Traffic Counts. Consultancies on Road Management System, and Socio-Economic Studies due to start, Discussions ongoing on community roadsInstitutional Support with the newly created Kenya Roads Board is being accomplished through their incorporation with the preparation activities, notably the development of the Roads Management System and proposed support to development of District Road Committee business plans.

References

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Ministry of Roads and Public Works, October 1996
2. Proposal to Sida for Funding in Kirinyaga District (from 1997/98 to 1999/2000)
Ministry of Roads and Public Works, September 1997
3. Roads 2000 Programme Close-Out Report for Nyeri and Kirinyaga Districts, Ernst & Young, November 2001
4. Review of Swedish Support to Roads 2000 in Nyeri and Kirinyaga Districts, Kenya, Sture Hjelm, July 1999
5. Preliminary Appraisal on Ongoing Development in the Field of Rural Road Maintenance in Kenya and Possible Justifications for Continued Swedish Support 2001–2004, Sture Hjelm, February 2001
6. Nyeri and Kirinyaga Districts: End of Project Report, Jim Hamper, June 2000
7. Project Preparation Plan, Nyanza Roads Project Kenya
8. Progress Reports

2.5 Kenya-Sweden Rural Water and Sanitation Programme

2.5.1 Basic Facts

Sector Support Agreement: 1 July 2000 to 31 December 2003

Agreement Amount: SEK 63,0 million

Total Disbursed as on 2003-02-06: SEK 47,5 million

Support to the water sector in Kenya is through the Kenya-Sweden Rural Water and Sanitation Programme, with the implementing government department being the Ministry of Water Resources Development and Management. Components of the Programme are as follows:

2.5.1.1 Policy and Regulation

National Water Policy – a policy document setting out the Government's vision for the management and development of water resources in Kenya.

Water Act Review –the legal framework for the water sector

Integrated Water Resources Management: support to national and catchment-level activities

Ministerial Rationalisation and Rightsizing- support to the GoK Civil Service reform process in as far as it relates to the water sector.

2.5.1.2 Service Delivery

Community Management of Water Supplies- also called the 'handing over component'. Communities in earmarked government-operated schemes are trained and prepared to take over the schemes from government and subsequently to operate and maintain them in a sustainable way.

NGO-implemented support to community groups- Community groups are assisted to implement their water and sanitation projects, through NGOs.

Direct Support to community groups. Funds are directly disbursed to rural community groups who then implement their projects. Supervision is from GoK technical staff at district level.

2.5.2 Relevance

Since the 70s, Sweden has continuously supported the water sector in Kenya. Support was then mainly directed to the construction of large piped rural water schemes. In the 80s support was focused mainly in operation and maintenance, training and rehabilitation of existing water schemes in order to achieve their original design objectives. At this time, simpler and more affordable technologies were being tried and tested on pilot basis. From the 90s onward the issue of sustainability came to the fore, with increasing focus on sectoral reform (through the development of the water policy and the review of the legal framework); and development of community managed water and sanitation projects, mainly in the rural areas

In general Kenya is classified as water-scarce, where in many cases the population is located in areas where available water resources are insufficient, resulting in inadequate access to clean and reliable water services. Where sufficient water is available, income-generating activities, such as agriculture and livestock husbandry, can be productively practised.

Insufficient access to reliable water services therefore has adverse effects to peoples' health and economic well being, among others problems. Particularly disadvantaged are women and children who in many cases have the primary responsibility of fetching water for the households.

The relevance of Swedish intervention in the water sector is two pronged; firstly in promoting sectoral reforms thereby creating efficient institutions that can effectively manage and sustainably develop Kenya's scarce water resources for the benefit of the people while at the same time safeguarding the environment; and secondly in promoting and assisting communities improve develop and run their own water and sanitation schemes. This will enhance their socio-economic development.

2.5.3 Analysis of Outputs

The various components as laid out in the Project Document are basically in two pillars, whose outputs can be defined as follows:

2.5.3.1 Policy and Regulation

In 1999, the Government of Kenya adopted a National Policy on Water Resources Management and Development (popularly known as the 'National Water Policy'. Preparation of this policy was done with Swedish support under the previous bilateral programme. In the current Programme, this component had the objective of increasing general awareness on the Policy and its implications and subsequently, in consultation with the stakeholders, to carry on and complete the revision of the 1971 Water Act, and its subsequent debate and legislation by Parliament. This was achieved in 2002 and has set the legal framework for carrying out reforms of the sector.

The Water Bill makes provisions for the environmentally sustainable management of water resources, and provides for the management of water supply and sewerage services by bodies specifically created for this purpose. The Department of Water Development will also require restructuring in order to reflect its new obligations, which will mainly consist of policy and regulation of the sector, with a much-reduced role in service delivery.

A Water Sector Reform Secretariat has been established. Among its mandates is to prepare a 3-year transition plan for the sector, a plan of operation for the year 2003, and finalisation of a National Water Strategy. Various studies have been initiated to assist the Secretariat implement its planned activities.

The other two components in this pillar can be summarised as follows:

1. **Ministerial Rationalisation and Rightsizing.** GoK had completed the first phase of the Civil Service reform process in 1999. The Programme intended to assist in the second phase, namely by identifying the Ministry's core functions, developing staffing norms, and to sensitise the Ministry's staff to the changing responsibilities in the future. 'right-sizing' and retraining would follow this. However, the GoK Civil Service Reform Programme did not proceed as planned due to difficulties with the World Bank funding of the project. The momentum in this component will be increased with the implementation of reforms following enactment of the Water Bill.

2. Integrated Water Resources Management Project (IWRM). Main activities were aimed at creating public awareness about the importance of IWRM, through establishment of catchment protection activities with stakeholders in pilot areas. Eventually, through the new Water Bill, catchment areas would be delineated, leading to the formation of a Water Resources Management Authority and Catchment Boards.

2.5.3.2 Service Delivery

The main goal of the service delivery components were to achieve improved coverage of demand-driven, community managed water and sanitation facilities in rural communities. Specific targets were set for number of beneficiaries during the Agreement period. In the NGO component, a target of 300,000 beneficiaries were envisaged by Dec 2003. The Direct Support component targeted 100,00 beneficiaries, and the 'handing-over component' 80,000. The results as at January 2003 were 360,000 for NGO supported, 94,000 for direct support, and 89,500 for the handing over component. The ongoing programme will therefore meet and even exceed the targets set in the Programme Document.

In view of the publicity generated in this component the needs were overwhelmingly above the budgeted amount, with applications exceeding Kshs 913 million from 250 applications as at October 2002. This is equivalent to 110 million SEK, which is double the entire Agreement budget. Applications continue to be received in large numbers, signifying the increasing demand for water services. In order to increase the Programme's capacity to fund and administer support to this component, the Specific Agreement included the requirement that a financing mechanism be established in order to more efficiently utilise funding and increase coverage. The new Water Bill contains provisions for a Water Services Trust Fund, which will be a semi-autonomous funding, and implementing body. The Trust Deeds for the fund have been finalised, and the Ministry is in the process of appointing Trustees as an initial step to establishing the Fund.

2.5.4 Analysis of Goal Fulfilment

2.5.4.1 Policy and Regulation

An adequate legal foundation is required in order to effectively carry out the necessary reforms in the sector, leading to improved provision of water services and management of water resources. The enactment of the Water Bill 2002 is a major milestone for the water sector and has been a culmination of many years of consultations between major stakeholders. The Water Sector Reform Secretariat has already embarked on its advisory role in the reforming the sector.

Kenya is classified as a water scarce country, with per capita availability forecast to reach 235 cubic meters, compared to the global benchmark of 1,000. In March 2002, the programme funded a National Conference on Integrated Water Resources Management in which a National Water Campaign was launched. The purpose of this was to raise national awareness on the need to have sound measures in place to effectively protect and manage the available resources in the face of demand form

the increasing population, commercial, industrial, agricultural and other interests. The ongoing sectoral reforms are designed to meet this challenge.

Sweden has been a key supporter of the reform process, through the current and previous bilateral programmes

2.5.4.2 Service Delivery

As indicated previously, the current Programme is likely to meet and even exceed targets set in the Programme Document. Emphasis on projects selected for support has been on sustainability, with significant contributions required from the communities. An integral aspect of implementation is the mobilisation and training of beneficiaries in project management, sanitation, and hygiene promotions. During the training of the committees and community members, several crosscutting issues are addressed. These include democracy and governance (through developing of by-laws, elections of committees which are required to transparently and efficiently manage project resources); environment (through catchment protection activities); gender equality (through representation in the committees); poverty (how to deal with disadvantaged members of the community); HIV/AIDS (issues discussed during trainings and other gatherings), and conflict resolution (needs and rights of upstream/downstream users).

2.5.5 Conclusions for the Future

Following on from the trend in previous support to the sector, the present Programme has established concrete outputs, which will be used as a basis of reforms and improved performance of the sector. Since the legal framework for reforms have now been adopted, and GoK has shown political will in supporting and implementing the reforms, we are now in a critical phase where the process of reforming existing institutions and creating new ones will require technical and financial assistance.

The time frame of implementing the reforms is 3–5 years during which time the type of support required will need to be assessed in consultation with other major stakeholders, including donors active in the sector.

The needs for support in the longer-term horizon will progressively reduce as the new institutions gain experience and develop their own sustainable resource base.

Performance Matrix – Rural Water Supply and Sanitation Programme, July 2000 to December 2003

A	B	C	D	E
Overall Sector Goal	Project Goals	Achieved Effects	Planned Outputs	Achieved Outputs
Improved socio-economic conditions for men, women, and children in rural areas of Kenya	Ministry of Water Resources restructured, rightsized and able to meet its sector responsibilities in the future	New water legislation passed, reform process for existing and new institutions commenced	1. Ensure a revised Water Act is in place by end of 2000	1. The Water Act was revised and passed into law in 2002. A Water Sector Reform Secretariat has been formed to advise the Ministry on setting up new institutions and reforming existing ones.
			2. Implement the National Water Policy	2. New Strategies have been developed in i) Water and Sanitation Services and ii) Integrated Water Resources Management. These have been incorporated in the Water Act 2002.
			3. Create public awareness on Integrated Water Resources Management	3. A National Conference on Integrated Water Resources Management workshop was held in March 2002, during which a National Water Campaign was held. In the new Water Act, a Water Resources Management Authority will be established.
	Improving access to water and sanitation facilities to rural communities and piloting approaches to financing of community projects	1. Over 440,000 beneficiaries from projects assisted under the Programme.	1. 400,000 beneficiaries under the three components of the Programme.	1. Beneficiaries per component as follows: i) 300,000 under NGO-implemented; ii) 100,000 under Direct Support and iii) 89,500 under the Community Management of Water Supplies component.
		2. Establishment of a Financing Mechanism for the service delivery components	2. A Trust Fund to be established and made operational during the current Programme	2. The Water Act 2002 contains provisions for the establishment of a Water Services Trust Fund. Trustees have already been appointed. Trust Deeds and subsidiary legislation are being prepared to make the Trust Fund operational.

References

1. Project Document: The Kenya-Sweden Rural Water Supply and Sanitation Programme, Three and a Half Year Programme, 1st July 2000 to 31st December 2003. Ministry of Environment and Natural Resources (Department of Water Development), June 2000
2. Evaluation Report on the KSRWSSP Direct Support to Self Help Groups Project. Impact Development Consulting, June 2001
3. Annual and Quarterly Progress Reports

3. Sida's support to Swedish NGOs' development cooperation programmes in Kenya 1999–2002

3.1 Background

The aim of Sida's support to Swedish NGO's development cooperation programmes under this specific budget line is to strengthen the development of a sustainable and democratic civil society, i.e. through capacity building of local partner organisations. Sida finances up to 80% of the programmes while the Swedish organisations raise a minimum of 20% of the requested funds. The programmes are developed in dialogue and are the expression of priorities from the Kenyan organisations and their Swedish partner organisations. Hence the programmes are not defined in relation to Sida's country strategies.

Nine of 13 Swedish NGOs with frame agreements with Sida have received funding from Sida for development programmes in Kenya during the period in question (see below).

The total amount utilised for the four years 1999–2002 was SEK 88.7 million. The estimated amount for 2002 is SEK 19.1 million.

The utilised amount is broken down as follows:

Organisation	1999	2000	2001	2002	Total amount
Rädda Barnen	7 840	-	-	-	7 840
PMU	3 095	3 316	1 039	-	7 450
LO/TCO	-	275	110	-	385
Diakonia	-	3	997	400	1 400
SHIA	3 201	2 068	1 854	1 769	8 892
Forum Syd	2 023	1 704	4 645	4 266	12 638
Swedish Cooperative Center	4 945	5 900	3 737	5 932	20 514
Swedish Mission Council	9 982	4 784	6 238	6 692	27 696
Swedish Red Cross	1 000	900	-	-	1 900
Total	32 086	18 950	18 620	19 059	88 715

Natural Resource Management is the most predominant sector of NGO co-operation. Other sectors receiving support are the social and education sectors, HIV/AIDS work and Human Rights/Democracy sector. The projects have mainly been implemented by local partners and not by the Swedish organisations themselves.

Four of the five organisations working in Kenya during 2002 have submitted reports (Forum Syd is missing). The following analysis is a summary of the information given by the four Swedish organisations. It reflects their own assessments of the programmes of co-operation and the results and effects.

3.2 Results of the support during 1999–2002

The Swedish NGO's have been requested by Sida to submit reports of their development cooperation work during the period. These reports form an attachment to the overall Sida results analysis for Kenya.

It should be stressed, though, that aggregated results of the Sida support are somewhat difficult to assess, due to the fact that the focus of each individual organisation varies and the initiatives are scattered among different thematic areas: children's rights, the rights of the disabled, strengthening of social awareness within the churches, the cooperative movement, etc. A clear trend that can be derived, though, is a common focus on capacity building and organisation development.

The Swedish organisations all emphasise that economic, social and political empowerment are the fundamentals for poverty alleviation. They also describe the rights perspective as an important tool for taking the necessary steps towards the objectives stated.

To a large extent the support from Swedish organisations is directed to organisations in the civil society, those organisations in turn represent the interest of poor and marginalised group. A majority of the organisations work with service delivery within the education and health sectors in rural communities. Some programs also consist of organisations that on a national level focus on policy formulation, campaigning and advocacy efforts on issues of poverty and inequality.

Many organisations have however expressed difficulties in assessing an effect from their interventions from a poverty alleviation perspective, as some of the work only relates to poverty alleviation indirectly. The organisations mention difficulties to discern the impact of a specific partner's work from how the situation develops as a whole.

As one example of impact Swedish Co-operative Centre (SCC) report the development and establishment of different micro finance and banking systems that represent the target groups. The farmers have also been able to increase their income as a result of diversification into new agricultural activities. But as SCC note poverty in general has increased and therefore it is hard to measure the long-term impact of the SCC programme.

The report of SHIA presents an example of impact on a national level through a rights based perspective which describes how a marginalised group such as the disabled is visualised within the PRSP as a result of awareness rising and advocacy.

SMC and SCC mention that they can see an increased involvement of women in activities and decision making and that their access to recourses and benefits can be seen a result of the development efforts. Diakonia describes an ambition to mainstream gender within their partner organisations and programs.

The organisations report concern regarding the development of partner organisations in relation to the change of the political environment.

The ongoing work of strengthening the local organisations has been a relevant strategy during the challenging political climate between 1999 and 2003. The partners of SMC report that although Kenya has experienced a slow democratic process the partner organisations has developed an open co-operation with local government officers. With the new government, organisations of the civil society express a hope for a constructive dialogue with the state on a national level. SCC gives examples of how the structural adjustment and liberalisation of the co-operative movement has led to increased member control and a greater independence from the government. The challenge is now to balance the good will of the new government with the risks of too much involvement and control of the state.

When the Swedish organisations are answering the question of whether their support has been relevant with regard to strengthening a vibrant and democratic civil society they also refer to the ongoing work of capacity building of local organisations. As examples they stress the importance of working with internal democracy and members and/or the primary target group's influence of the partner organisations.

Examples can also be found of impact at the national level, i.e. the role of civil society as a watchdog. In the projects of the SHIA funded NGOs, the theme is always to have a rights based approach to enable the organisations to act in a watch dog role towards the state on different levels. The partners of SHIA are for instance constantly urging the government to adopt standard rules, based upon UN documents, on the equalisation of persons with disabilities. SMC also gives examples of work related to the rights for disabled groups but SMC also notes the importance of greater co-operation between different organisations in order to increase and develop the capacity of the civil society as a watchdog. Diakonia notes the importance of strengthening the capacity for the partners to work with advocacy.

The Swedish organisations and their partner organisations have to some extent started to relate to the serious situation of HIV/AIDS in the country in their work. The focus is on awareness rising and prevention. Partner organisations have also been supported in developing internal strategies for mainstreaming the theme within their projects and programmes. SMC describes for instance that although the churches was not the fastest to react it is now evident that the issue of HIV/AIDS more clearly is integrated and structured into the work of the churches.

SCC is exploring the possibility to uplift the interventions on the theme. Although the opportunities to integrate the theme into the programmes not has been fully explored, the co-operative structure could be an appropriate channel for awareness rising, prevention and mitigation of the pandemic. Diakonia also intends to continue their work with mainstreaming of HIV/AIDS related issues as a part of their capacity building together with the partner organisations.

The Swedish organisations stress the importance of long term planning when they describe what outputs and outcomes that have been achieved in relation to the objectives stated. Swedish Mission Council (SMC) expresses for example that: "working for poverty alleviation often means working with creating prerequisites for the target group (poor and marginalised groups) to become agents for their own change".

From a general perspective, the support through the Swedish organisations seems to be relevant with regard to the development of a sustainable and democratic civil society in Kenya. The different interventions from the Swedish organisations can be considered to fill different and complementary kinds of need.

3.3 Lessons learnt

Several organisations identify the relationship between the civil society and the local authorities as fruitful though the relation with the government on a national level has been more complicated due to a long period of poor governance. As a consequence there has been little space offered for debate and dialogue with the government, particularly for organisations who has been critical towards the government and its policies. This is a problem that relates directly to the process of consolidating democracy in the country. On the positive side SCC reports that the 1997 Act provided a conducive environment for the growth and development autonomous and business oriented co-operatives in Kenya. But at the same time the government in the past intervened in a way that weakened the member's participation and ownership.

SMC reports that increased costs demanded by the Kenyan State towards international organisations with personnel co-operation/volunteers have caused problems for some organisations.

The Swedish organisations refer to good experiences of exchange and co-operation with different organisations working within the same field and having the same origin/belonging to the same network (for instance church to church, different co-operation and different organisations/movements for disabled). However all the organisations unanimously stress a wish to promote more exchange, co-ordination and co-operation in order to strengthen the work and impact. SCC also refers to the importance of addressing the sense of competition in order to enhance complementarity and synergism. More joint efforts between different kinds of organisations could also be realised in areas such as development of methods and advocacy. SMC have taken initiatives to offer their partners linking up with external resource organisations. Diakonia has an active participation in regional international NGOs network. Diakonia and SMC have established a close relationship co-ordinating their future planning for their Lake Victoria basin programs.

There are several suggestions on how the NGO support could be even more relevant for the ongoing political process of Kenya today. Partner organisations of SMC are looking for opportunities within the increased press freedom and they also want to develop more effective work of advocacy. SMC focus on the important role of the NGOs in setting standards for good governance, in a context of a political culture of corruption. In the same direction SCC refers to experiences with less serious NGOs established by professionals and with weak constituencies. They emphasise that in the future a more relevant support would go to rural organisations with a strong member base. Also SHIA refers to the importance of strengthening the target groups own organisations, and to keep up the work of awareness rising. "South-South exchanges" round different themes and objectives are also highlighted as an interesting and potentially very beneficial way of working.

3.4 Conclusions for the future work in Kenya

A common conclusion from the analysis presented by the Swedish organisations is that the need to support the Kenyan civil society, in order to strengthen the democracy and to achieve equality remains.

More or less all organisations identify a need for more co-ordination between the organisations, donors, projects and other development initiatives in order to secure the democracy process in Kenya.

The current government of Kenya has launched policies creating a conducive environment for the civil society organisations to fight corruption and stimulate the development of transparent and accountable leadership aiming at developing democratic organisations. The PRS is also mentioned as a possibility for the future. The need of a credible forum for continually dialogue between the government and the civil society is presented.

Several organisations present ideas on how Sida and Swedish NGOs can work for a more coherent and complimentary support in order to contribute to an enabling environment for Kenyan organisations. SCC suggest that Sida could consider developing harmonised guidelines for joint development co-operation efforts together with Swedish and local NGOs and that Sida could delegate more work to the Swedish NGOs that are represented in the region. For instance there is concrete suggestions of closer interaction of Sida and NGO staff members through regular workshops. The Lake Victoria initiative of Sida is welcomed by the Swedish organisations.

Among the conclusions of areas, which need to be strengthened, most organisations mention the importance of a more strategic work on gender, both with partner organisations and within projects and programmes. There is also an urgent need to seek further strategies in all work to meet up with the cross cutting threat of the HIV/AIDS pandemic.

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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