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Muhoro Ndung'u

KENYA WATER AND SANITATION PROGRAMME AND THE WATER SECTOR REFORM PROGRAMME:

A Joint Sida, GTZ and Government of Kenya Mid-Term Evaluation Mission Report

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Structure of the Joint Evaluation Report

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Introduction to the KWSP and WSRP Evaluation

The Role of the Evaluated Programs and Report Structure

The water sector has been undergoing a major restructuring in order to put in place a new institutional framework set out in the Water Act of 2002. The period since 2004 has seen the establishment of all the new institutions introduced in the Water Act 2002, and their commencement of implementation of their respective mandates in the sector.

The two projects, the Kenya Water and Sanitation Project (KWSP) and the Water Sector Reform Project (WSRP), have since 2005 been two of the key development partner programs that have supported the strengthening and make the new institutions operational. This has been through capacity development of the institutions, as well as through supporting them in the development of tools and systems to help them implement their respective mandates in the water sector.

Both programs have attached long term technical assistance and also provided short term technical assistance to help in organization development, subsector strategies as well as in the development of operational level systems and tools to help the institutions implement their mandates. This institutional support has been at national, regional and community level. The KWSP has in addition to the technical assistance provided funding to help finance development budgets to assist the institutions as they've rolled out their respective mandates.

This Joint Evaluation Report presents an evaluation of this contribution by the KWSP and WSRP programs to the water sector's institutional and systems development since 2005.

Overview of Implementation of the TOR

The evaluation mission was coordinated through the office of the Director of Water Services of the Ministry of Water and Irrigation (MWI) with input from the Kenya Water and Sanitation Project (KWSP) and the Water Sector Reform Project (WSRP) project management units and the development partners supporting the programs.

A list of the sites visited, interviews conducted and documents consulted are included as an Annex to this Joint Evaluation Report. The interviews, site visit findings and documents have been referenced where appropriate in the report. The Joint Evaluation Team benefited in particular from the annual sector reviews which provided the context and background of the water sector's performance.

The team faced a number of challenges as it implemented the TOR. The main problem was that the team was contracted by the development partners under different time tables and and considerable time was spent trying to harmonize the team's input given their different arrival and departure time tables. This was further compounded by a delayed start of the evaluation mission by about a week due to delay in holding the inception meeting. Given the time available the time for cross-checking information and follow up interviews was limited.

The logistics for field visits were also rushed, with only a short period of about 5 days available for the main field work, and about 3 days for supplementary visits, which gave only a short time to inform stakeholders of the visits, and for consultation with the persons and institutions visited. To facilitate future evaluation it is proposed that a more harmonized approach in order not to compromise the timeframe needed to conduct an independent and joint evaluation.

List of Abbreviations

ASAL	Arid and Semi-Arid Land
CAAC	Catchment Area Advisory Committee
CEO	Chief Executive Officer
CPC	Community Project Cycle
Danida	Danish International Development Agency
CMS	Catchment Management Strategy
DWO	District Water Officer
FDM	Flood and Drought Mitigation
GoK	Government of Kenya
GTZ	German Technical Cooperation
IWRM	Integrated Water Resources Management
JCA	Joint Co-operation Agreement
KSRWSP	Kenya Sweden Rural Water and Sanitation Programme
KWSP	Kenya Water and Sanitation Programme
LVN	Lake Victoria North
LVS	Lake Victoria South
MWI	Ministry of Water and Irrigation
NEMA	National Environment Management Authority
NWCPC	National Water Conservation and Pipeline Corporation
NWRMS	National Water Resources Management Strategy
RWSP	Rural Water and Sanitation Programme
RWSS	Rural Water Supply and Sanitation
Sida	Swedish International Development Agency
SIP	Sector Investment Plan
SIS	Sector Information System
SWAP	Sector Wide Approach to Planning
TA	Technical Advisor
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
UPC	Urban Project Cycle
WAB	Water Appeal Board
WDC	WRUA Development Cycle
WRIMS	Water Resources Information Management System
WRM	Water Resources Management
WRMA	Water Resources Management Authority
WSB	Water Services Board
WSI	Water Sector Institution
WSPs	Water Service Providers
WSR	Water Sector Reforms
WSRB	Water Services Regulatory Board
WSRS	Water Sector Reform Secretariat
WSTF	Water Services Trust Fund
WSSD	World Summit on Sustainable Development
WRUA	Water Resource User Association

Executive Summary

Introduction

The Ministry of Water and Irrigation (MWI), the Swedish International Development Agency (Sida), the Danish International Development Agency (Danida) and the German Technical Cooperation (GTZ) as partners of the Joint Cooperation Agreement (JCA) undertook to prepare a joint evaluation of their support to the water sector through the Kenya Water and Sanitation Program (KWSP) program, co funded by Sida, Danida and Government of Kenya and the Water Sector Reform Program (WSRP), co funded by German and Government of Kenya.

This evaluation is an assessment of the contribution of the two programs KWSP and WSRP to the development of the Kenyan water sector. The Terms of Reference[1] proposed an evaluation report with detailed achievements, challenges and identified recommendations for the KWSP and WSRP programs, an initial proposal (pointers to priority areas) for future support to the water sector; and, an evaluation on how well the Joint Cooperation Agreement (JCA) has worked in the interest of the partner institutions, and the challenges and areas for improvement.

Summary of Key findings of the Joint Evaluation

The key finding is that the support provided by KWSP and WSRP water sector reforms, water and sanitation services and water resource management have contributed as planned to build the capacity of institutions, to development strategies and policies, and to assist in the development of to the tools and system for implementing the institutions' and subsectors' mandates[2].

In terms of implementation systems the finding both the long and short term technical assistance and the financial assistance provided by the two programs has been through flexible and responsive systems that have been found effective and efficient by the sector and institutions.

IN terms of impact the finding is that the projects have contributed to the water sector reform, the water and sanitation services and the water resource management at institutional capacity development and in the tools and initial investments. Some initial results have been achieved and the current level of investment, as is indicated in the body of the report (see section 1.3). The investments made and the outputs achieved up to now have potential for contribution to sector outcomes in line with the initial project plans. Evaluation of the final level of impact achieved will have to wait the completion of project implementation cycles to verify through the service levels achieved.

There is a strong value based approach to programming with pro poor focus, gender, governance and other aspects being integrated into the sector policies, and in the design of subsector implementation tools such as the CPC, WDC and UPC. These systems and the value based programming are creating a foundation for targeting services to the poor and providing the foundation for a value based approach to meeting MDG targets in the future. Similar to earlier comments in this section this will however need to be guided by sector planning that will determine the level of MDG outcomes sustainable within the resources available to the sector, and based on strategic allocation of resource between the institutions and subsector to meet these targets.

[1] The TOR and the Inception Report are Annex 1 of this report.

[2] The status of the current level of achievement and potential impact of project outputs and investment are outlined in this report.

The evaluation found therefore that support by the KWSP and WSRP has been instrumental in supporting the development of the new institutions in the sector, and in providing assistance in the development of tools needed to implement their respective mandates[3]. The two programs have implemented in line with their objectives and have achieved their planned outputs as they have changed and been modified over time. The finding is that given their current level of implementation, both the WSRP and KWSP implementation have a high likelihood of achieving their stated objectives and targets by the end of the plan period.[4]

Challenges

– The evaluation found that this initial development supported by the KWSP and WSRP, and the Ministry of Water and Irrigation and other stakeholders had a number of challenges which needed to be addressed in order to improve the likelihood of achieving the water sector targets that the projects are supporting:

– First, each institution and subsector seems to be developing at its own pace, without an overall sector strategic allocation of resources to guide their development in line with their mutually supportive and complementary roles towards sector outcomes.

– Secondly, the sector wide management systems, and its systems of managing the sector for sustainable results over the medium term are not in place. Each development program in the sector seems to be driven by its own development objectives, programming policies and priorities and resource allocation decisions.

– SWAP is currently being seen as movement along the continuum of project to budget support and not as the set up of a well managed sector through systems designed to help improve achievement of sector results – sector strategy, sector investment plans, sector information system. sector implementation and reporting system, amongst other sector management tools.

– Though they work with the Government and are demand driven, the two programs have remained parallel to each other and to sector and institutional systems, which impacts on sustainability of the implementation modalities they are using for delivery of technical assistance and funding, and of the management capacities in the institutions of technical assistance and financial allocation and management. The Joint Cooperation Agreement is being interpreted as avoiding duplications between the programs, rather than alignment of program assistance to sector outcomes

– Without an overarching strategy to fit into, the interpretation of technical aspects is being guided by the funding agencies, such as WSRP and KWSP as well as other agencies. The programs are driving the development of UPC, WDC, CPC, information systems, sanitation concepts, etc. The two programs seem also to drive the sector's understanding of pro poor development.

– The sector does not have a strategy that is guiding subsector and institutional development in line with their contribution to sector outcomes.

– There continues to be overlaps in mandate and challenges in resource allocation in the sector and in many respects the institutional development process still needs further streamlining in order to avoid these overlaps.

[3] See the following section 1.3 of this report which presents key outputs supported by the two programs.

[4] See section 1.3 of this report.

Recommendations on KWSP and WSRP programming

In order to improve implementation of the projects the following steps are recommended:

Technical assistance

- Technical assistance has been provided through a management that is parallel to the sector and institutions. In order to ensure sustainability the following recommendations are made:
- The recommendation therefore is that the capacity for management of technical assistance should be integrated into the sector and institutions rather than being provided through parallel project managed systems.
- The institutions should take up the full responsibility for planning, procurement and quality control and following on implementation.
- The planned phase out of KWSP technical assistance in March of 2009 should be an opportunity to transfer the responsibility for management of technical assistance to sector and institutions.
- Any future support for technical assistance should be included in the sector and institutional plans.
- Projects should provide technical assistance as planned to help develop or strengthen the capacity for management of technical assistance.
- Similarly WSRP should determine with MWI the modality for enabling the institutions and subsectors to determine the full management of technical assistance, including determining the need for long term technical assistance.

Recommendations on resource allocation

- The MWI should allocate resources to subsectors and institutions in line with their contribution to agreed sector outcomes. This should then inform the allocation each year of the available resources from Government and donors through the budgeting process.
- The recommendation is that in order to determine the appropriate resource allocation in the sector the MWI should use the sector strategy
- The current recommendations in various sector documents for the government to align its allocation with the funding patterns of development programs should be reviewed in line with this sector level strategy.

Sector level recommendations

In order to address sector level coordination and management, to provide an enabling environment for projects, the following recommendations are made:

An overall outcome based approach to strategic planning is needed to inform institutions and subsector development to align their contribution to their respective roles towards achievement of sector outcomes.

This would inform the next phase of institutional development to achieve the appropriate capacity in the respective institutions given their roles in achievement of sector outcomes

- There is need for the MWI to develop a sector strategy, and for the programs to align their inputs in the sector within this strategy. In the meantime, before the strategy and its tools are in place, they should ensure their support to institutions and MWI would enable them fit within this sector wide approach.

– The sector should see SWAP as a system for enabling achievement of sector outcomes rather than a funding administration system such as budget support. The Joint Cooperation Agreement should shift to alignment of projects to sector outputs.

– In order to resolve the mandate overlaps identified in the sector, and to address issues of resource allocation between institutions which are related to mandates, it is recommended that a process to streamline functions of the new institution that takes into account the overlaps of the mandates of institutions and which provide a holistic interpretation of the water sector and its institutional relationships.

– The sector is poised to enter a consolidation phase. The current phase has focused on institutions and systems development and roll out of investment. The next phase should focus on enabling this capacity to achieve sector outcomes. This will need an overall sector strategy with management tools which at the operational level will identify the roles for institutions and subsectors role in achievement of outcomes, which will then inform the next level of institutional and system development.

– A system for development alignment should be established to direct development partner alignment within an outcome based approach and reduce the current transaction costs in the introduction and management of each project.

Future areas for support in the water sector

The recommendation is that future support should focus on consolidating the current institutional and subsector development by underpinning the next stage of development on a sector strategy which will ensure they are developed in line with their contributions to the sector outcomes. The sector outcomes should inform the level of subsector investments, and the capacity needed in the institutions, and the standards and technical specifications in the systems being developed. The outcomes should also be based on the allocation of available resources to the subsectors and institutions over the medium term to ensure sustainability of sector targets over the medium term.

The next phase of development of sector wide approach should focus on setting up of management system to achieve sector results. This should include the development of sector strategies, resource framework, implementation plans, information systems and monitoring and evaluation systems to guide tracking of sector implementation plans. It should set systems of fungible management of funds, and offsetting as necessary to ensure that all funding is aligned to sector outcomes irrespective of funding modalities – project, pooled, basket or budget support.

Coordination of programs in the next phase should focus on alignment of program funding to sector outcomes. The focus should shift from processes to avoid duplication between programs, to a more strategic focus on alignment of development assistance to sector outcomes through subjecting programs to the sector planning, budgeting and implementation planning processes and supporting outputs designed through this process.

1 Evaluation of KWSP and WSRP

1.1 Introduction

1.1.1 Background of water sector

The Kenyan water sector has faced a lot of challenges in its effort to meet the water needs of the country over the years. The water sector has not matched the increasing demand with a corresponding increase in water services with Kenya having only about 647m^3 out of desired 1000m^3. [5] The big challenge in Kenya remains how to increase sustainably coverage. The Kenya Government Vision 2030 estimates abstraction from surface and underground sources could increase seven fold and six fold respectively by 2015 with the right investments and policies.[6]

1.1.2 Water sector reform agenda

1.1.2.1 Overview of reform process

To address these challenges the Government of Kenya through the water policy of 1999[7] and the Water Act 2002[8] established a new institutional framework to manage the water sector. Reform in the water sector has been the process of setting up and building the capacity of the new institutions instituted by the Water Act 2002, and the introduction of the new service delivery framework for water and sanitation services and for water resource management. The reform process has seen the transfer of the functions previously held under the Ministry of Water and Irrigation, Local Government, and other stakeholders and reorganizing them under the new institutional and service delivery framework set up by the Water Act 2002. The reform process was guided from 2002 by the inter-ministerial Water Sector Reform Steering Committee (WSRSC) and the Water Sector Reform Secretariat (WSRS) and the Ministry of Water and Irrigation itself, and the transfer of functions was underpinned by the Transfer Act that took effect from July 1st 2005.

1.1.2.2 Water sub sector strategies

The Water Act 2002 proposed a number of strategies to be developed which have since been developed and guide the subsector of water services and resource management. These are:

– the National Water Services Strategy (NWSS) January 2007, whose overall goal is to ensure sustainable access to safe water and basic sanitation to all Kenyans which is currently estimated at about only 60% for water and 55 sanitation in urban areas; and 40% water and 45% sanitation in rural settings[9] and growth potential is based on the estimate that Kenya is currently only abstracting about 20% of the safe abstraction level;

– the National Water Resource Management Strategy (NWRMS)[10] which provides direction on water availability in an environmentally acceptable and sustainable way and provides a framework for the development of a Catchment Management Strategy (CMS) for each of the catchment areas; and,

[5] Kenya is classified as a water scarce country with an annual renewable fresh water supply of only 647 m^3 per capita which is based on an estimated average annual water availability of 20.2 Billion Cubic Meters (BMC; JICA, 1992) and the year 2002 estimated population of 31.2 million, Page 2, IWRM, April 2007.

[6] See Vision 2030, Government of Kenya, page 115

[7] *Sessional Paper No. 1 of 1999 on National Policy on Water Resources Management and Development, Government of Kenya*

[8] ACT NO. 8 OF 2002 – Water Act, Government of Kenya, effective 1st March 2003

[9] Quoted from the National Water and Sanitation Strategy, page 2, which also indicates that here has been no baseline or data collected to verify these coverage estimates

[10] The National Water Resources Management Strategy (NWRMS), 2007–2009, Ministry of Water and Irrigation.

– the Integrated Water Resources Management and Water Efficiency Plan for Kenya[11] whose objective is to address key water-related challenges across sectors through a cordinated decision making process, building on synergies across sectors, and providing a road map from a fragmented to an integrated and collaborative ways of developing, managing and using water resources.[12]

These subsector strategies have informed investment at subsector level. Institutional level strategic plans have guided the set up of the new service delivery systems guided by these subsector strategies.[13]

1.2 Overview of KWSP and WSRP support to the Water Sector

KWSP and WSRP have since 2004 been two of the key development partners projects designed to support the water sector implement the reforms initiated through the Water Act of 2002. The two programs were designed to provide support to the set up of the new water sector institutions, and to help the institution and subsectors establish the new service delivery systems for water and sanitation supply through the Water Sector Regulatory Boards (WSRB), the Water Service Boards (WSBs) and Water Service Providers (WSPs) and water resource management delivery system through the Water Resource Management Authority, CAACS and WRUAs.

1.2.1 Overview of Water Sector Reform Program (WSRP) components

WSRP is currently in its third phase with an overall duration of approximately 10 years and 3 months from 10/2003 till 12/2013. It is designed as part of a larger cooperation agreement which includes both technical (TC) and financial cooperation (FC). TC is provided by the German Technical Cooperation (GTZ) and FC by the German Development Bank (KfW). Additional components of the cooperative measures are implemented with the German Development Service (DED). The WSRP has indicative cost of approximately 16 million€ for GTZ technical assistance provision. An additional 43 million€ were provided by KfW as loans and grants for the development and rehabilitation of the drinking-and wastewater-infrastructure in Kenya is secondary towns. A further 33.6 million€ are envisaged.

This Joint Evaluation has focused only on the technical cooperation (TC) provided to the water sector through GTZ, that is, WSRP program. *Lead executing agency* is the Ministry of Water and Irrigation (MWI). *Implementing organizations* at the national level are the Ministry of Water and Irrigation (MWI), Water Sector Regulatory Board (WSRB), Water Services Trust Fund (WSTF) and Water Resources Management Authority (WRMA). On the regional level the regional WRMA, Water Services Boards (WSB) and commercialized Water Services Providers (WSP) are implementing partners. Important duplicators at the local level are members of the Water Resources User Association (WRUA) and the Catchment Area Advisory Committee (CAACs).

The program's *target groups* are the raw water users and the consumers of water and sanitation services (especially women) in the settlements of the urban poor in entire Kenya. The support has focused on the areas of jurisdiction of the WSBs Central, Lake Victoria North (LVN) and Lake Victoria South (LVS) for component 3, on the catchment areas Tana River (TR) and LVN for component 4 and the whole country for components 1, 2 and 5 (GTZ 2007).

[11] Integrated Water Resources Management and Water Efficiency Plan for Kenya, Water Resource Management Authority (WRMA), Government of Kenya, April 2007

[12] Ibid page 12, section 1.4, IWRS plan objectives.

[13] The support by KWSP and WSRP has been instrumental both in supporting the sector in development of these strategies, as well as in supporting the institutional capacity and providing subsector with development funding to implement them. The support provided is covered in section 2 of this evaluation.

The overall objective is: "to improve the sustainable access of the urban poor to safe drinking water, increase in basic sanitation and improved water resources management". To achieve this objective, WSRP uses an interlinked and parallel multi-level approach focusing on the macro, meso and micro level.[14] This multi-level approach is mirrored in the five components which aim at:

- Support to the Ministry of Water and Irrigation in the sector reform (MWI);
- Regulation of the water sector and poverty-oriented financing (WASREB and WSTF);
- Commercialization of water supply and sanitation services (WSBs and WSPs);
- Strengthening capacity of the WRM structure (WRMA, WRUAs); and
- Introduction of recycling-oriented sanitation (Ecosan).

From phase to phase specifications on WSRP components and measures have taken place to best suit sector needs, streamline impact and harmonize with other development partners to avoid duplication and overlap. For example a special emphasis was set on pro-poor support of urban population (instead of the entire urban and rural population as phrased in phase one), with the aim to improve the quality of life, especially of women. Furthermore, an emphasis was set on improving basic sanitation provision by including a further component on ECOSAN (phase three) (GTZ 2001, 2004, 2007). For details on components and their change from phase to phase please refer to part 23 of this report which outlines WSRP objectives, indicators and achievements.

1.2.2 Overview of Kenya Water and Sanitation Project (KWSP) components

KWSP support has three partners; Government of Kenya (GoK), Swedish International Development Co-operation Agency (Sida) and Danish International Development Agency (Danida). KWSP started in January 2005 for a five year period ending 31st December 2009. The WSPS comprises 3 components:

1. Rural water supply and sanitation (RWSS);
2. Water resources management (WRM), including Flood and Drought Mitigation; and
3. Support to water sector reform (WSR).

The Kenya Water and Sanitation Programme – Kenya – Swedish – Danish co-operation, of July 2004, forms the basis for the Kenya Water and Sanitation programme (KWSP)[15]. The Programme objectives were expected to lead to substantial social (increase in quality of life for the poorest) and economic (revival of economic infrastructure) gains and will create outputs that can be measured and monitored both during and after the co-operation effort. It is also expected that the programme will result in substantial gains for the environment (sustainable management of Kenya's most precious natural resource: water), gender (a focus on mainstreaming of women) and good governance (a focus on use of democratic mechanisms to empower local organisations).

The development objective of the KWSP is "sustainable, safe and affordable water supply and sanitation facilities managed by communities with a special focus on the poor, women and disadvantaged groups". This will be achieved through the following three components:

[14] On the macro level (policy) a new institutional framework is established and a new legal framework enhanced by advising sector institutions on strategy, policy, coordination, financing and monitoring issues (component 1, 2, 4 and 5). On the meso level WSRP supports the introduction of commercialization in WSS and selected WSPs to improve their service delivery (component 3 and 5). In addition regional WRMA as well as pilot CAACs are supported in planning their sub-catchment protection (component 4). Finally on the micro level WSRP supports pro-poor WSS as well as stakeholder participation in WRM (component 3, 4 and 5).

[15] Water and Sanitation Programme, Kenyan – Swedish – Danish Co-operation, Ref. no. 104.Kenya.814, July 2004

1. Rural Water Supply and Sanitation (RWSS),
2. Water Resources Management (WRM) including Flood and Drought Mitigation (FDM), and
3. Water Sector Reforms (WSR).

The recently added Flood and Drought Mitigation (FMD) Sub Component will contribute to funding part of the implementation costs of the Sub Catchment Management Plans (SMPS) that the KWSP is already supporting Water Resource Users Associations (WRUAs) and other Civil Society Organizations to prepare.

1.3 Overview of KWSP and WSRP Programs' Achievement

The section below has assessed the contribution by KWSP and WSRP under three components: water sector reforms; the water and sanitation services; and, water resource management. All the components of the two programs fit under these three broad subsectors. Although specific inputs and activities can be attributed to KWSP or WSRP, the overall outputs and subsequent impacts are shared and delivered through the same institutions. In this evaluation therefore where either KWSP or WSRP[16] have been identified with an output are not necessarily aspects where either of the programs has primary over outputs, or exclusively contributed in terms of inputs, but rather as the areas where their inputs have been substantial and significant contributions towards delivery of the output, either jointly, or independently to different stages of implementation of the same output.

1.3.1 Achievements on Water sector reform

The objectives of the water sector reform components of KWSP and WSRP were to support the MWI to establish a coordinated sector using the new institutional and service delivery framework. Some of the following outputs were stated as: i) the Water Sector Reform Secretariat enabled to complete its role by mid-2006, and technical support to the MWI to finalize the transfer plan; ii) a restructured MWI enabled to manage its new role in regards to rural water sanitation services and water resource management ii) instruments for sector coordination and harmonization such as annual sector conferences, annual sector reviews; iii coordination of development assistance through joint assistance strategy and joint financing agreements; support to sector wide approach through sector systems such as the sector information systems (SIS), sector investment plans (SIP) and sector strategies, donor alignment; and, sector policies such as the pro-poor, gender, governance and human rights oriented water policies. This was intended to enable water institution to coordinate and manage sector activities through annual conferences, SWAP and JAS, emphasizing harmonization, implementing pro-poor and human rights oriented water activities, monitoring sector institutions and sector performance reports.

The achievement have included support to the Water Sector Reform component and subsequent to the MWI on the implementation of the transfer plan, including support to transfer of mandates and capacity development of new institutions to implement their new mandates; technical support and studies to support restructuring of MWI; the preparation of an interim sector investment plan and draft water service board investment plans that are expected to support the sector investment plan; annual sector conferences, performance reports and sector reviews; studies and technical assistance to the sector information system, and to subsector information systems that are expected to contributed to the sector information system, support to sector and development partner forums moving towards sector wide approach and development partner coordination. This has included support to various sector policy documents such as the gender mainstreaming strategy, sanitation concept, flood and water storage policies, pro poor policy implementation that are in the process of development or are being rolled out in the sector. This has included ongoing support to the Director of Reform's office.

[16] Many outputs are jointly funded by KWSP and WSRP, and in areas where WSRP has specific geographic and thematic areas it targeted it has worked jointly with KWSP supported institutions since KWSP has provided technical assistance and finances to all the institutions that WSRP supported.

The support by the two projects has made substantive contribution to the set up and transfer of mandates to new water sector institutions. A number of key aspects remain outstanding in the transfer plan which the sector is in the process of addressing. The evaluation found that there are still a number o challenges in completing the sector level reforms and establishing a coherent sector level coordination structure.

In a survey by GTZ the following were found as key improvement in water sector reform

The challenges identified by the sector reviews in the water sector reform include

i) overlap in the mandates of water sector institutions under the ministry of water and irrigation, and overlap between these water sector institutions with other ministries and institutions responsible for education, health, environment which have residual or substantive roles in sanitation and resource management;

ii) resource allocation in the sector by the Government does not reflect the resource allocation pattern suggested by the new institutional and service delivery mandates set up under the reform process, and the Ministry of Finance in the past years has continued to recognize the district as the primary basis for allocating funds, and taking the NWCPC as the principle mechanisms for managing investments in the water sector[17].

iii) the restructuring of the Ministry of Water and Irrigation remains undone; in particular the need for reform of the departments that continue to have functions that duplicate those in the new institutions;

iv) the sector coordination mechanisms such as the sector investment plan, the sector information systems are not yet operational tools

v) the sector annual conference and sector reviews bring the sector stakeholders together but still remain largely parallel to the sector planning, budgeting and performance management systems.

The implications of these challenges are addressed in the findings and recommendations of this evaluation below.

1.3.2 Achievement on Water and Sanitation Services

The KWSP and WSRP both addressed water and sanitation services, and between them with emphasis both on rural and urban supply respective. The KWSP component had the objectives of supporting rural water supply and sanitation institutions to operate effectively and efficiently and in a demand-responsive manner; increased access to safe and sustainable water supply in rural communities; and hygiene awareness and practices improved in rural communities. The WSRPS had in turn a focus on strengthening regulation, urban water development, support to improvement in commercialization and service standards targeted through selected Water Service Boards and Water Service Providers[18]. It also supported to information systems and tracking of improvement on services and quality. There was expectation also that WSTF would use systems and guidelines on pro-poor and human rights oriented water and sanitation provision to develop and implement investment measures (e.g. water kiosk, HIV/AIDS prevention measures) and WSRB develops an information systems to collect data on key WSP and WSB performance indicators and regulate WSBs and WSPs (evaluation and sanctioning). WSBs and WSPs improve their technical performance and maintenance of WSS infrastructure, collection efficiency and reduce their costs (focus on: daily water supply, drinking water quality, response time for clearing blocked sewage lines, O+M cost coverage), cluster companies and establish associations.

[17] Negotiations initiated by MWI with MoF to address this but have not yet been concluded.

[18] 5 WSBs (Lake Victoria North, Lake Victoria South, Tana, Central and Rift Water Service Boards) and 14 Water Service Providers are being supported by WSRP.

The achievement in water services has included:

- capacity development and service delivery of the Water Service Regulatory Board (WSRB), the 8 Water Service Boards (WSBs), support to WSB in their establishment of 118 Water Service Providers (WSPs) by June 2008, and support to the capacity development and service delivery of the Water Sector Trust Fund (WSTF) to water service delivery;
- Support to strategic planning, development of organization and financial systems for the institutions;
- Development of policies such as water services regulations and water services contracting and licensing tools and support to the tariff management process;
- Support to commercialization aspects including business development, improving service standards, clustering and billing systems;
- An information system called the Water Regulation Information System (WARIS) has been launched by WSRB and it had produced its first report at the time of the evaluation using 25 WSPs which indicated the status of water services by WSP[19];
- Support to WSTF and WSB has included the development and launching of the Community Project Cycle (CPC), and the development and piloting of the Urban Project Cycle (UPC) that have introduced pro poor mechanisms for identification of investments at community level through a demand responsive process;
- KWSP through the Water Services Trust Fund (WSTF) and the Water Service Boards (WSB) the KWSP has funded of 107 projects initiated before the CPC systems was completed, called the non-CPC projects, and 85 CPC projects, and by June 2008 the completed projects are serving an estimated population of about 610,000 people with an expected figure of 864,271 out of a target of 900,000 persons when all those funded projects are complete;
- About 19,000 persons were reached through the UPC pilot out of a planned 1.6 million by the end 2013 by WSRP, and a survey by GTZ has indicated about 42% of users of facilities set up in the pilot are women and that many 55% reported improved access to water with the benefits associated, creating a foundation from the pilot results;
- A sanitation policy has been developed and both projects have supported the recycling sanitation pilot which had constructed 500 units of 4 compartments each institutional and public latrines at sites estimated to reach about 15,000 persons out of 500,000 target by WRSP by end of project cycle. The sanitation pilot measures showed there are still many capacity gaps in WSPs on effectively implementing, monitoring and evaluation of sanitation projects.
- WSP have improved a number of aspects in service delivery as has been documented through the WSRB report using WARIS information system.

Support has been provided to WSP to improve services standards such as water quality and many of the variables are tracked through the first WSRB data from 25 WSP which indicates a wide variation in quality, All WSPs face problems due to old infrastructure and frequent break down in equipment due to inadequate maintenance, increased costs for chemicals and electricity as well as high amounting of UFW rates. It is still not possible yet to assess the status of water service quality standards since many WSP and WSB do not have capacity to follow up, and WSRB at present is still relying on WSB self

[19] WSPs that were supported by German TA and FC measures (Nyeri, Nzoia and Eldoret), show comparatively good results in the first WARIS IMPACT report and furthermore, all supported WSPs (Nzowasco, Western, Amatsi, Eldowas, Nyewasco, Ewasco, Kiwasco, Kewasco, Nyahuwasco) that have received support for over 2 years since 2005 achieve over 60% of their annual goals.

reporting and it is not able to counter check. Many WSP do not have access to equipment or laboratories to follow through on quality[20].

From the outputs a substantive contribution has been made by KWSP and WSRP to the water and sanitation services. Some aspects are progress slowly, especially sanitation.

This input by KWSP and WSRP has contributed to overall WSRB capacity development and roll out of its mandate of licensing and supervising WSB in service delivery standards, and WSB contracting with WSP. The pro poor investments in rural areas as indicated above have now been initiated, and the piloting of the urban systems done. The GTZ notes in its survey many of the potential benefits that access to water brings are being noted although in limited target groups which indicate time saving, reduction in water borne disease and other benefits which can be expected to increase as the roll out of both CPC and UPC increase.

There are a number of challenges in this component which include:

- The sustainability and viability of the new water and sanitation institutions –WSRB, WSB, WSP and community level projects which has noted by various sector reviews and studies;
- Sanitation continues to be underfunded and initiatives at national, WSB, WSPs and communities address sanitation but this is still not as planned and equal coverage between water and sanitation remains a challenges;
- There is no data to verify actual levels of coverage in water and sanitation, and the sector lacks baseline data, and basic data to facilitate planning of rural and urban outreach;
- Many of the community projects through CPC are behind the agreed schedule with challenges from impact of post election violence, inflation which has raised cost of materials resulting in budget revisions
- Another cause of slow progress is that n many areas community contribution remains a challenge which excludes some communities at selection level, and it slows down implementation process, and it is reported that some communities have identified matching funding from other funds such as the Constituency Development Fund (CDF) and Local Authority Trust Fund (LATF) to address this challenge.
- There is no strategic collaboration between WSRB and Water Resource Management Authority (WRMA) and to ensure water service targets are supported by water resource management sustainable abstraction over time; and
- Institutional structural issues such as overlaps in mandate areas which are being resolved between WSB and Water District Officers, and between WSB and other sources of funding for water such as the Local Authority Transfer Fund, Community Development Fund, sanitation overlaps with health, education and others.

These challenges and recommendations are addressed in the findings and recommendation section below.

1.3.3 Water Resource Management component

The two projects had objectives to support the Water Resource Management Authority (WRMA) at national and regional levels, and to support the resource management strategies at national, catchment and sub-catchment levels, and to support participation of communities in sustainable water resource management through WRUAs. Under KWSP the components were that Water Resources Manage-

[20] A survey by GTZ indicated an improvement in the quality but it also questioned this because of the level of capacity in WSP and WSB.

ment Authority (WRMA) at national level functions effectively'; WRMA in the six river drainage basins functions effectively; and Water Resources User Associations and Catchment Area Advisory Committees in the river drainage basins manage water resources effectively'; and, Water Appeal Board functions effectively. Under WSRP similarly support was to ensure that WRMA and regional structures implement WRM strategies and plans: WRMA, CAAC and WRUA collect fees for water usage and sewage, solve conflicts, uncover and sanction cases of water pollution or excessive extraction with the support of established WRUAs; and ECOSAN-Systems are planed and constructed considering especially females for operation and maintenance.

The achievements in this component have included support to establishment and capacity building of WRMA and its regional and sub regional offices; set up of the Water Appeals Board; set up of CAACs and WRUAs; support to preparation of subsector strategies – the National Water Resource Management Strategy, the Integrated Water Resource Management Plan, the Catchment Management Plans and Sub Catchment Management Plans; rehabilitation and expansion of water resource management monitoring; development of the water resources information management systems (WRIMS); and, support to development of water resource management rules. Capacity building has included support to WRMA to improve its management of permits and collection of fees for water and pollution.

Indicators are that WRMA revenue is increasing over time, but it still faces challenges of collecting adequate fees. Many key outputs such as the planned stakeholder consultations that were needed for strategic at national, catchment and sub catchment levels were held, 4 CMS Drafts prepared and submitted to WRMA-HQ; WRUA establishment and SCMP development process underway in pilot sub-catchments with 14/25 Draft SCMPs delivered to WRMA-HQ. Most of the target sites selected for monitoring ground water were identified and information management through Mike Basis initiated. Polluters have been identified and wetlands identified.

The evaluation found that the implementation planed by the two projects has been done as planned. The WRMA and its regional and sub regional offices have taken over the mandate for water resource management. WRMA is still in the process of setting up its systems. More capacity development is needed and tackling of issues of funding and sustainability for WRMA. The development of WRUAs continues and rehabilitation of hydrometric systems. The end of Component situation is expected to be that the WRMA at national and regional level function effectively and that WRUAs and CAACs in the river drainage basins manage water resources effectively. The targets in the outputs have been in line with permits issued to abstractors, WRUA Development cycle (WDC) module development and initial 16 out of the planned 25 contracts done; 4 out of 6 Catchment Management Strategies done at time of evaluation with the rest in progress; 14 out of 25 sub catchment plans done and further 10 SCMP for TANA and 8 for LVN are being designed and the rest underway; classification of polluters done, infrastructure for monitoring in progress and monitoring sites, wetlands identified.

The process of development of water resource management is less developed than the water services aspects and is still in its early stages of roll out and it faces many challenges:

- WRMA still is under staffed and has limited equipment to facilitate it to implement its mandate and to supervise at catchment and sub catchment level on resource monitoring, permits and pollution;
- The sustainability and funding of WRMA is still dependent on Government and development partner funding since its revenues cannot yet cover its financing needs over the medium term, however, one of the major sources of funding, the KWSP, is closing in December 2009, and the Government and MWI still have not yet resolved how to reallocate resources to support the new institution like WRMA;
- The need to address overlap of mandates between WRMA with other institutions such as the National Environmental Management Authority (NEMA), the National Water Conservation and Pipeline Cooperation (NWCPC); and,

- The need for a system to facilitate cross sector planning between different water users to make operational the integrated water management plans and to support the wider national development goals are still at an early stage;
- Coordination process with WSRB to ensure sustainable abstraction at the planning stage in line with the catchment and sub catchment strategies now being developed and rolled out.

These challenges and their implications are covered in the findings and recommendations below.

1.4 KWSP and WSRP Implementation Systems: Technical Support and Financing

The outputs outlined above by the KWSP and WSRP project have been supported through both long term and short term technical assistance, and through funding by the KWSP.

1.4.1 Technical Assistance

WRSP long term technical staff has comprised of a mix of national and GTZ staff supporting the 5 components through the selected water sector institutions, WSBs and WSPs. The WSRP technical assistance has an indicative cost of approximately 16 million€. Advice is given to (1) MWI on sector reform and sector coordination (component 1), (2) WSRB and WSTF on regulation of water sector and poverty-oriented financing (component 2), (3) WSBs and WSPs on commercialization of water supply and sanitation services (component 3), (4) WRMA and WRUAs on strengthening capacity in WRM structure (component 4) and (5) MWI and WSBs/WSPs on recycling-oriented sanitation (ECOSAN) (component 5).

The KWSP technical is provided through Orgut Consulting AB contracted by Sida to support KWSP. The original budget for KWSP technical assistance is Kshs. 314 million. The technical assistance has been the primary mechanism for providing the inputs to the implementing institutions. During Phase 1, ORGUT's input included supporting the water sector reform organs and national level institutions) and 3 national LTTAs (supporting the WSBs). The three national LTTAs were shared between the 7 WSBs. However, during the 1st Water Sector Review in 2006, it was proposed that the LTTAs to the WSBs be increased so that each WSB has its own LTTA in order to create more impact at WSB level. The LTTAs have different professional expertise, and complement each other in their roles in a commendable cross-board TA support. At present the distribution of LTTAs is as follows: 7 LTTA supporting the WSBs; 1 LTTA supporting the FMIS (covering all new institutions); 1 LTTA supporting both Athi-WSB and WASREB; 1 LTTA supporting WRMA; 1 LTTA supporting the WSTF, the PCU and the WRMA, and also doubling up as TA Team Leader

The technical assistance has responded over time with substantive changes to the original design in response to emerging sector needs. The finding was that the planned deliverables of the revised technical assistance have been provided as planned which is reflected in the outputs covered under the three components above. Some of the changes have included an increase by KWSP in technical positions from 3 initial designed to cover the 7 original WSBs, to one for each WSB and a major reallocation of time to enable the development and to support the roll out of the Community Project Cycle (CPC). This has also included change in the technical assistance for the Financial Management Information System (FMIS) originally planned as a 4 month assignment into a long term technical assistance. KWSP has also instituted a mechanism for sharing technical skills across the Water Service Boards board support. The TA has contributed to institutions as part of senior management and subsequently

There a number challenges faced by the long term technical assistance.

– The institutions had very few staff members at the start and this resulted in lack of counterpart staff resulting in slow development and some gap filling by LTA, which has impacted on progress, but this

has continued to change positively over time as the institutions have begun to address the challenge of staffing and to build capacity to utilize the technical assistance as advisers.

– There are challenges of coordination between the KWSP and the WSRP technical assistance since they use different management process for both long term and short term technical assistance, and in harmonizing their respective modalities for supporting requests from the institutions;

– The delivery systems have been found efficient but have remained parallel to the sector and water sector institutions, which means the capacity to procure, manage and quality control the technical assistance remains outside the institutions which is not sustainable;

1.4.2 Financing

1.4.2.1 Contribution to KWSP

In addition to the technical assistance the KWSP has provided a budget line to support the components as indicated by Table 2 below.[21]

Table 1: Contribution by Funding Agency in million Kenya shillings (in ,000,000)

Contributor	GOK	Sida	Danida	Community	Total
Original Budget	382	1,910	1,910	369	4,571
Additional Budget support	0	500		0	500
Total	382	2,410	1,910,	369	5,071
Disbursement	296.2	1,670.2	1,512.3	200.1	3,679
Balance in disbursement	85	739	397	168	1,391

The table above indicates the status of contribution by KWSP partners. The main challenge identified was that Sida had continued to against the budget from its offices and which the KWSP Project Coordination Unit (PCU) had not been informed about, and had therefore not reflected. It had however continued to receive its disbursement request from Sida. The result was an underfunded budget line in 2009 since the PCU still indicated the balance by June 2008 as per the contribution it had received against the original commitment. The lesson here has been that the main stakeholders needed an updated overview of the commitments and disbursement by development partners. The implication has been that the status of drawdown on Sida's commitments was not identified on time[22].

1.4.2.2 Allocation to project components

The component allocation has remained within the scope set out in the KWSP inception report. The component budgets, showing the original budget have been made to the budgets and these are reflected in the Table 2 below.

[21] A similar analysis of component level allocation of technical assistance has not been done for KWSP
[22] Sida and the MWI are in the process of addressing this shortfall.

Table 2: KWSP budget by components, in million Kenya shillings (in .000,000)

Programme components	Original Budget	Revised Budget	Additional Budget support	Budget	Expendi-ture	Balance
Component 1: Rural Water Supply and Sanitation	3206	2886	0	2886	2299	587
Component 1: Rural Water Supply and Sanitation	3206	2886	0	2886	2299	587
Component 2: Water Resources Management	972	1258	0	1258	544	428
Component 3: Water Sector Reform	130	246	0	246	39	91
Component 4: Flood & Drought Mitigation	0	0	500	500	0	500
Component: Programme Management	133	146		146	89	44
Total incl. Conting.	4441	4535	500	5035	2971	2064
Unallocated	130	36	0	36		36
Total	4571	4571	500	5071	2971	2100

1.4.2.3 Budgeting, disbursement and reporting

KWSP has established a system for budgeting, annual allocation, disbursement and budget management and reporting at the institutions funded by KWSP. This process works through a system set up by KWSP which is managed by KWSP and the Ministry of Water and Irrigation. This financial management process of annual allocation of budgets and disbursement was an effective tool for budget management. The evaluation found that the WSB had good follow up on audit report and that there a number of audit issues which are still being addressed.

The process of resource allocation is initiated through KWSP meetings chaired by the Director of Water Services which determine the funding available and advises the institutions on their annual allocation. The institutions then budget and these budgets are reviewed in line with the allocation. The management system gives room for movement of resources within outputs. It provides clear thresholds on when to consult when reallocating funds between outputs.

The evaluation noted that the institutions and the PCU reported that the financial system has worked effectively and efficiently, and is seen to be accountable. The institutions noted there are delays in disbursement.

The observation is that the status of expenditure against budget was on schedule being at about 75 percent of the planned budget. The outputs were seen to be in line with expectations, and in line with projected spending with the component budgets by the end of the project period.

A number of challenges were noted:

– Similar to the observation it is noted that there was lack of an overall updated understanding of funding commitments, disbursements and balances shared with institutions, and knowing status of multiyear allocation would have improved planning over the project period;

– Secondly, the financial management system though effective and efficient has remained parallel to the sector and institutions' budgeting and planning process;

– Thirdly, as has already been observed and emphasized in the sector, the current level of funding by KWSP has implication for all the water sector institutions' ability to continue to finance their development budget after the end of KWSP. The KWSP funding has been a substantial share of the development budget and at the time of the evaluation there is no mechanism within the sector for reallocation of sector resources to fund the institutions once KWSP ends in December 2009;

– Fourthly, the management of community contributions has impacted on the selection of projects and in the pace of project implementation, and has posed a challenge especially where other funds that did not require community contributions were also available to finance water projects, such as the Local Authority Transfer Fund (LATF) and the Constituency Development Fund (CDF). There is also the challenge of different approaches being used to document community contribution, and cases where LATF and CDF are reflected as matching funds.

1.5 Overview KWSP and WSRP Achievements using DAC Criteria

The outputs in the previous section indicate the contributions by the two projects have remained in line with their planned levels with a few exceptions. As is evident from the outputs the contribution by the two projects has been significant in the development of many of the institutional capacities and systems for implementing mandates under the three components. The following sections review the achievement in line with DAC criteria.

Relevance: The project implementation systems have worked closely with the sector, and implementation has been in line with sector objectives, and has also responded to emerging sector needs and the sector has evolved. The support was structured and informed by the sector policy framework of the Water Act 2002 and it has remained relevant and continues to be in line with the water sector reform agenda in terms of setting up the new institutional framework and service delivery modalities for water services and water resource management. *Ranking is good (2), being fully in line with expectations and having no significant defects.*

Efficiency: The project implementation modalities for identifying and managing technical assistance were seen as efficient by the stakeholders. In various interviews and documentation projects have been seen as efficient in their response to the needs. A number of challenges have been identified because the delivery systems for technical assistance and resource allocation have remained parallel to the institutions introduces an additional steps unique to the projects, which has efficiency implication as well as sustainability after project completion. This has supported implementation through the target institutions, and has also focused on improving their capacities and policies to improve efficiency through business planning, strategies, capacity training and cost management. *Ranking is good (2), being fully in line with expectations and having no significant defects.*

Effectiveness: the projects supported outputs in each of the three components of water sector reforms, water and sanitation services and water resource management have been effective as outlined in the overview in this report. The water sector institutions identified the support of the projects as a key input into their capacity development at institutional and subsector level. The institutions have contributed to capacity, strategies, systems and tools which are identified as key contributors to the institutional and service delivery systems they were targeting. Challenges continue to be found in the effectiveness of the support provided at the sector level on ministry restructuring and set up of sector wide approach. Higher levels have been achieved in effectiveness of support to water and sanitation services and water resource management. *Ranking is good (2), being fully in line with expectations and having no significant defects.*

Impact: The two projects have contributed significantly to the water sectors results being realized by 2008 through capacity building of the new water sector institutions at national, regional and community level, and through support to new levels of service delivery in water services and resource manage-

ment. The actual numbers of persons reached through the projects supported through WSTF have not yet been established, but an estimated 900,000 will be reached. In services through WSP and WRMA the sector also needs to complete the information management systems to establish baseline as well as future numbers reached. The proposal later in this evaluation is to conduct evaluations that compare the actual number reached by the projects versus the numbers targeted at the design stage. The projects' contribution is however positioned to contribute to impact being achieved through the water sector institutions. *Ranking is good (2), being fully in line with expectations and having no significant defects.*

Sustainability: The sustainability of the institutions depends on a mix of revenues collected and continued funding by Government to support the institutions as they move towards sustainability. At present the most of the institutions have not yet demonstrated the ability to generate adequate revenues sustain themselves, and the Government allocation system has not yet responded to this funding gap where institutions require continued support to as they address their revenues. *Satisfactory (rate 3): with the overall success probably decreasing after program end but remaining positive with a high degree of probability.*

1.6 Key Findings of the Evaluation Team

1.6.1 Overview of findings

The support by the KWSP and RSWP has been instrumental in supporting the organization development of the new institutions in the sector, and in providing assistance in the development of tools needed to implement their respective mandates. Section 3 of this report presents the specific achievement and challenges of each program. Both the long and short term technical assistance and funding systems have been seen as flexible and responsive to the changing needs in the sector over time, and have remained in principle demand driven but parallel to the sector and institutional management systems.

1.6.2 Progress towards outputs

The evaluation found that the projects outputs at the time of the evaluation were in general in line with the planned outputs in the design documents. The support to new water institutions, the development of tools and systems to support water and sanitation supply and water resource management are in line with the planned interventions by the projects. The investments made through the institutions to increase water and sanitation supply and to enhance water resource management have also been rolled out and some of the initial projects have been completed. The number of projects completed and those already underway (for example through CPC, non CPC and WDC and eco-san interventions etc) are expected to contribute towards the achievement of the targets planned in the project documents for new water and sanitation supply targets. The challenge is that the information systems to support evaluation and impact assessment are still weak in the sector, a factor which is already recognized by the sector and it is well documented.

Without the baselines data many of the current investments will be hard to evaluate. Some of the new information systems and the projects funded by CPC are collected data which is providing localized baseline data, and benchmarking the anticipated service levels for specific project sites or institutions in the future. This is progress, but the sector still lacks baseline data to establish the current or past levels of coverage for water supply and sanitation in rural and urban areas, or the actual status of water resource management. The planning and future evaluation is still based on these estimates. Future steps to strengthen the process of evaluation of the systems are addressed later in the recommendations of this report.

1.6.3 Progress towards institutional development

The evaluation found the water sector institutions supported have shown increased organizational capacity and ability to implement their mandates which they can attribute in part to the interventions by the initiatives supported by the two projects through technical assistance and financing. The institutional development process of the two projects was found to be in line with the planned levels at the

design stage. The challenges found is in institutional development is that there is no clear strategic links between the institutions, and each institution and subsector continues to chart its own path of development. The interdependence between the institutions and their respective subsectors seemed to be well understood by stakeholders, and in interviews it was highlighted by the stakeholders that there was no mechanism at present to effect this strategic allocation of resource between subsectors and institutions since the institutions could not coordinate ensure this at their level, and there was no mechanism at sector level to direct investments across the institutions to promote complementarities and synergy. The finding is that water resource management is not necessarily resourced to support the targets being set by water and sanitation supply systems, and there is no joint allocation of resource over time though each understands their interdependence. This is the case across all the subsectors and institutions.

1.6.4 Progress towards Development of tools and systems

The evaluation found that at the time of the evaluation many of the new systems were still in the early stages of being rolled out, for example the new financial, the various organizational capacity initiatives, the information system and subsector investment management tools like the CPC, WDC, UPC and others. The trends in implementation and the initial results from the tools and systems indicate progress is in the right direction to achieve impact.

The actual impact of these tools and systems will have to wait to later assessments and evaluation after the roll out is completed and they have started to function. At the time of the evaluation the impact of these investment in the new level of water and sanitation supply and water resource management could not be assessed as it was still in early stages of project completion, and also because this evaluation wasn't designed to collect primary data to confirm new service levels achieved from even the initial investments already completed. This study has outlined tentative results from sector reviews and project reports and the results of interviews with stakeholders, and also it has included some of the achievements captured from an evaluation survey provided by GTZ from a survey conducted by them at the same time as this evaluation.

1.6.5 Progress towards pro poor development and value based programming

The evaluation found that in general the values of pro poor focus, gender, good governance, stakeholder participation, viability and sustainability and target towards MDG were amongst the core values integrated into the institutional and systems development process by the two programs. Apart from studies and training, these values are integrated into the subsector tools such as the CPC, WDC, UPC and others. The actual impact of this integration will have to await the evaluation at a later stage and this is covered in the recommendations of this report.

1.6.6 Progress towards sector reforms

The evaluation found that in the support to sector reforms at the national level the sector had more mixed results. It has made progress towards setting up of water sector institutions and support to subsector systems. The finding is that the sector reform has not made good progress with sector level management systems or ministry restructuring. The planned support to the water sector reform steering committee which was managing the reform process was done. This was successful at initiating transfer of responsibilities to the new water institutions, providing the legal framework and its success is reflected in the progress the sector made in this aspect of reform, and in the effectiveness of the support provided by the projects to the new water sector institutions and to the sub-sectors systems development process. However the support to the restructuring of the Ministry itself and to sector level management tools such as the sector information system, sector investment plan and sector strategic plans, budgeting and planning have been less successful overall, and these have affected the success of the support the projects have provided. Some of the components the projects have supported such as the steering committee and the office of director of reform, and previous support such as the studies on restructuring of the ministry, study of sector wide approach, the information systems and the sector annual conference and sector reviews are still potential building blocks towards building the sector level systems.

1.6.7 Overlaps in functions and mandates

The evaluation found that at the sector level many overlaps have continued between the new water sector institutions and the pre reform institutions and the ministry itself. The new institutions interviewed during this evaluation still expressed the need to get more flexibility and responsibility in line with their mandates. The ministry and institutions also expressed the need to complete the ministry restructuring in line with the reform process which has transferred many of the ministry mandates to the new institutions, and also in line with the ministry's sector level coordination and management function. The evaluation found that the different stakeholders in the water sector see the clarification of roles between the water institutions where there remains overlaps, and the finalization of the transfer plan and restructuring of the ministry remain key to the reform process.

1.6.8 Resource allocation in the sector

The finding was also that the allocation of resource within the sector between the new institutions and subsectors continues to be seen as a key challenge and that issues remain to be resolved between the allocation criteria used by the Ministry of Finance, that of the Ministry of Water and Irrigation and the understanding of what the sector needs are. These issues of overlap of mandates and of sector resource allocation continue to be key challenges that impact on the effectiveness of the support provided by the two projects, and other projects, since it threatens sustainability of the capacity and systems development process beyond the current support of the project. This is especially important for organizations receiving financial support from KWSP and which need resolution on how they will sustain their current capacity and systems development and investment in their respective subsectors beyond current external funding.

1.6.9 Progress towards SWAP

In terms of sector wide approach the finding was that there is no sector level coordination and very little progress was made towards sector wide approach or sector level focus outcomes or alignment of development assistance to sector outcomes.

The evaluation founds that sector wide approach in the sector is defined by development partners funding modalities, by whether donors are funding through project or through budget support, with budget support being seen as synonymous in many references in the sector with SWAP. However SWAP should focus on set up systems for management of the sector to achieve results. The finding was that the sector management systems such as the Sector Investment Plan, the Sector Information System have remained incomplete and without a clear role in the sector. The sector does not have a sector strategy to guide it towards outcomes and to form the foundation for SWAP. Many of the current efforts at the sector level including the sector conference and sector reviews are parallel to the sector planning and budgeting process and introduce a parallel set of undertakings.

1.6.10 Joint Cooperation Agreement

The evaluation found that the Joint Cooperation Agreement was put into action and it contributed to reducing overlaps between the projects, and it facilitated the two projects to jointly finance and collaborate on a number of initiatives. The challenge remains that the two projects have remained parallel to each other and to the water sector institutions and ministry systems. The finding is that the JCA has not facilitated the projects to align to sector outcomes. The continuing challenge is that the projects are working within a sector without a structured development partner coordination framework from which partners would select outputs to support from a sector implementation plan. Each project negotiates with the ministry without a guiding framework, for example, without a sector implementation plan showing which outputs remain unfunded, or an operational sector investment plan showing medium term resource allocation and what outputs these are supposed to achieve. Each project is guided by its programming priorities and the resulting are of support is the agreement with the ministry based on these programming priorities. Programs remain parallel to each other and to sector institutions.

1.7 Recommendations

The main recommendation is the aimed at enhancing the implementation of KWSP and WSRP and recommendation on strengthening the sector coordination framework to guide progress towards water sector outcomes.

1.7.1 Recommendation on KWSP and WSRP Implementation

The recommendation on improvement of KWSP and WSRP implementation are based on the finding that the projects have worked parallel to the sector and institutional systems.

1.7.1.1 Recommendations on Technical Assistance

- The management of technical assistance should be integrated into the sector and sector institutions and not through parallel project managed systems.
- The programs should integrate the capacity development where necessary for management of technical assistance
- Institutional development should include target of institutions taking up the full responsibility for planning and managing all stages of technical assistance
- The planned phase out of KWSP technical assistance should be an opportunity to transfer future responsibility technical assistance supported by KWSP
- Similarly WSRP should determine with MWI the modality for enabling the institutions and subsectors to determine the full management of technical assistance, including determining the need for long term technical assistance.

1.7.1.2 Recommendation on resource allocation

- The sector planning, budgeting and implementation planning process should inform all resource allocation, and KWSP funding and others should select outputs to fund from those approved through the system
- The recommendation is that the sector's resource allocation in line with sector resources and outcomes over the medium term should determine allocation to support sector outcomes.
- Resource allocation should also be informed by the streamlining of functions to avoid overlaps in mandate and potential audit queries if resource are allocated outside of mandates;

1.7.1.3 Outputs selected from sector implementation plans

- Technical assistance and fund allocation should be selected from outputs in the sector implementation plans. In the meantime to reduce the parallel nature of the projects both the KWSP and WSRP projects should provide support to enable this sector and institutions to fully manage technical assistance and budget allocation and management through sector and institutional systems.

1.7.1.4 Recommendation to enhance KWSP and WSRP impact assessment

Results of the impact from the evaluation and the results of survey conducted by GTZ are presented in this report. However, given that the evaluation was conducted at a point in the implementation cycle when most of the investment were not at a stage where they could be assessed in terms of impact, it is proposed that an evaluation schedule should be agreed to evaluate the investments when they mature and have deliverables in terms of new water and sanitation levels and new water management outputs. The schedule should identify the appropriate dates for evaluation of outputs based on planned implementation schedule. For example, the first 85 CPC funded in 2007/08 could be included in a 2010 evaluation on coverage achieved, while the CPC initiated in 2008/09 could be evaluated in terms of

impact in service levels in 2011 after they've been commissioned and operated for a year. The sustainability and other longer term aspects could be appropriately scheduled. The schedule should form part of the sector information system.

1.7.2 Recommendation on strengthening sector coordination

1.7.2.1 Recommendation on sector wide approach

These recommendations are in response to the finding that sector level coordination under sector reform has been poorly achieved:

- To develop a sector wide approach to facilitate managing the sector for results/outcomes with operational outcome and MTEF based sector investment plan, sector information system, sector implementation plan and reporting systems
- To establish a sector planning, budgeting and implementation system to translate the outcome based plan into medium and annual operational plans.
- To use the sector implementation plan as the basis for aligning all development partner support, through funding only of outputs selected from the sector implementation plan
- Water conference should be modified to become part of the sector budgeting and planning cycle. In this role the sector conference would contribute to the sector planning, budgeting and implementation planning and would not introduce undertakings parallel to the sector performance contracting by facilitating and outcome based sector planning and budgeting and implementation planning.

1.7.2.2 Recommendations on JCA

- Joint Cooperation Agreement and sector level partnership agreements should facilitate the alignment of development assistance to sector outcome through the sector planning, budgeting and implementation system
- All support whether project or budget support should fund only the outputs selected to ensure alignment to sector outcomes and to reduce the transaction costs of negotiating and managing development assistance;

1.7.2.3 Recommendations to improve synergy across the sector

- A sector level planning process should facilitate allocation across institutions and subsectors to ensure synergy and complementary development of water sector institutions and subsectors;
- Institutional capacity and resource allocation between institutions should be informed by the institutions and subsector contribution to sector outcome targets over the medium term

1.7.2.4 Recommendation on resource allocation

- There is a growing disparity between the desired and proposed resource allocation, It is proposed that the discussion on resource allocation between institutions and subsectors should be informed by a sector strategy and the roles of the institutions. It should identify the roles of each institution in the implementation of sector outcomes and utilize this as the basis for discussion of allocation with the Ministry of Finance.

1.7.2.5 Recommendations on sustainability

- Sustainability should be guided by determining the sustainable level of outcomes given the available resources to the sector from revenues and grants, and based on what is feasible given the environmental, social and political context.

1.7.2.6 Recommendations on sector information systems

- In order to address the growing gap in sector information it is proposed that sector information system should be based on the information needs of the sector strategy and outcomes. The outcomes agreed should inform the appropriate methods for collecting data, and the appropriate data collection schedule.

- In order to provide a foundation for the sector planning and evaluation it is recommended that the sector plans a comprehensive baseline data collection as part of this sector information system, by latest 2010, to document the current level of coverage in urban and rural areas, and the state of water resources. Surveys and data collection should be scheduled each year or bi annually to update changes to this baseline position

1.7.2.7 Recommendation on community contributions

- A study should be conducted on the impact of community contribution on targeting the poor, on impact on household resource and implementation of programs for the poor versus its perceived benefits. The point is not to eliminate it but to structure it to support development without some of the impacts already noted in the sector seen where some communities might be left out or impact on progress of implementation. This should be reviewed taking into context that richer urban areas are not being required to make similar contribution.

1.7.3 Recommendation on KWSP and WSRP parallel implementation

1.8 Proposed Future Support to the Sector

The recommendation is that future support should focus on consolidating the current institutional and subsector development by underpinning the next stage of development on a sector strategy which will ensure they are developed in line with their contributions to the sector outcomes. The sector outcomes should inform the level of subsector investments, and the capacity needed in the institutions, and the standards and technical specifications in the systems being developed. The outcomes should also be based on the allocation of available resources to the subsectors and institutions over the medium term to ensure sustainability of sector targets over the medium term.

The next phase of development of sector wide approach should focus on setting up of management systems to achieve sector results. This should include the development of sector strategies, resource framework, implementation plans, information systems and monitoring and evaluation systems to guide tracking of sector implementation plans. It should set systems of fungible management of funds, and offsetting as necessary to ensure that all funding is aligned to sector outcomes irrespective of funding modalities – project, pooled, basket or budget support.

Coordination of programs in the next phase should focus on alignment of program funding to sector outcomes. The focus should shift from processes to avoid duplication between programs, to a more strategic focus on alignment of development assistance to sector outcomes through subjecting programs to the sector planning, budgeting and implementation planning processes and supporting outputs designed through this process.

The next phase should focus on enabling this capacity established in this process of setting up and initial development of capacity of institutions to implement their mandate towards achievement of sector outcomes.

Annex 1 Terms of Reference

Kenya Water Support Programme (KWSP) and the Water Sector Reform Programme (WSRP), 2008

1. Evaluation Purpose

The Ministry of Water and Irrigation (MWI), Sida, Danida and GTZ as partners of the Joint Cooperation Agreement (JCA) have agreed to undertake a joint evaluation of the Kenyan Water Sector.
The joint evaluation aims to assess the impact of the programmes in relation to Kenya's needs, challenges and objectives in the development of its water and sanitation sector. It will thus have rather a retrospective view and focus on performance of the programmes by assessing the success in facilitating the Water Sector Reforms in Kenya. The evaluation will build on the findings and recommendation of the preceding annual sector review which will focus on the financial, managerial and operational viability of the sector institutions as well as the sector needs/demands, including the MWI to improve further the sector performance. The recommendation of the evaluation of the ongoing programmes shall also include progress of the development of the Sector Wide Approach to Planning (SWAp) process.
In addition, the evaluation will concentrate on the experience of harmonisation and alignment in the Kenyan water sector.

The 2008 joint evaluation is particularly valuable as it supports the recommendations of the Paris Declaration, especially: ownership by the Partner (MWI), reduction of transaction costs and harmonisation, and the JCA objectives which aim to coordinate reporting and follow-up of supported programmes. UNICEF, the other Partner in the JCA, has only recently commenced a new Water, Sanitation and Hygiene (WASH) Programme in 2008 and not be part of the Evaluation process, but will be consulted. The links between all the programmes supported by the JCA partners and the potential synergies will be explored by the team.

For KWSP, the evaluation is based on the agreement between Government of Kenya (GoK), Sida and Danida that an in-depth review (or/and) evaluation will be carried out during 2008. The aim of the evaluation is to look back but also move forward, in terms of support to the sector when KWSP comes to an end 31st December, 2009.

For GTZ the mission is within the framework of external independent evaluation (annually 30 world wide) of water sector programs, including the WSRP in Kenya, organised by the GTZ Evaluation Unit and carried out by independent research bodies or institutes. Each year, GTZ randomly samples programs from thematic priority areas to subsequently be able to issue comparative and overarching statements. The priority themes in 2008 are consolidation of the reforms, decentralisation and water.

The Evaluation will be undertaken by a team of consultants whereby KWSP/Sida and GTZ each will engage an international and a national consultant forming a team of 4 consultants. This team of consultant will be coordinated by the MWI and will report to the Director of Water Services, MWI.

The MWI expects from this joint Mission:

– An evaluation report of KWSP with detailed achievements, challenges and identified recommendations for the continued support to the sector. The recommendations will be incorporated into the programme.

– An initial proposal (pointers to priority areas) for the future support to the sector after the current KWSP phase, the clear linkages to possible support for a forthcoming SWAp or similar current set-up. The proposal will be based on the generated experiences which will influence the design of the next phase.

– An evaluation report of WSRP with progress made by the current support, detailed achievements and challenges. This will include recommendations for the continued support to the sector and the SWAp process.

– An evaluation on how well the JCA has worked in the interest of the partner institutions and the reform and challenges and areas for improvement.

The evaluation of the support so far and the proposals for further support shall be based on the findings of the annual sector review which will also include the needs of the Kenyan sector institutions, including the MWI. The findings will be compiled into a joint report to the MWI and signed by all parties in Joint Evaluation. All parties are free to elaborate additional reports for their needs.

2. Water Sector Background

Kenya suffers from chronic water shortage. This is due to several reasons, not least the poor management of water resources and the mismatch between available resources and the steadily growing population. The consequences limit the potential of social and economical growth in Kenya. In order to reduce the constraints the water sector reform has led to a new legal and institutional framework. For water resource management, the Water Resources Management Authority (WRMA) regulates WRM issues such as water allocation, source protection and conservation, water quality and pollution control. The activities of WRMA are supported by Catchment Area Advisory Committees that represent a cross section of stakeholders within the catchment and provide advice particularly in relation to difficult decisions regarding water allocation and permitting. WRMA became operational in July 2005 and is responsible for the regulation of the use of water resources with a view to ensuring the ecologically sustainable management and development of the nation's water resources. The mandate of WRMA includes responsibility for the conservation of water resources and includes the facilitation of WRUAs in establishment and their development and operation.

Stakeholder participation in water resource management at the local sub-catchment level is anchored around the emergence of community based water resource user associations (WRUAs). This are voluntary membership associations made up of water users and riparian owners interested in proper management of their water resources. WRUAs are by definition open to all water users within a sub catchment and are responsible for cooperative water resources management and conflict resolution. There is broad recognition that WRUAs can channel the desired stakeholder participation in a way that helps to address some of the chronic problems that have constrained water resource management in the past e.g. low levels of awareness, poor land and water use practices, low levels of compliance with regulations, and the lack of proper monitoring.

Urbanization in Kenya grows at an enormous speed and is at present estimated at approx. 39% (derived from the UN World Cities Report). In 2030 it will amount to 60% (GoK Vision 2030). This and pronounced management deficiencies in the water companies as well as the sector challenges, including political influence, result in insufficient access to drinking water and deficient sanitation, especially for the poor. This affects mainly poor women and children who traditionally supply the family with drinking water and are responsible for domestic hygiene. According to the first results of the new Sector Information System (WARIS) only around 50% of the population in the cities is being supplied with treated drinking water and only 19% are connected to a sanitation system.

The Rural Water and Supply coverage for drinking water and sanitation in the rural areas is even lower with estimated 45% for water and sanitation. The situation in Kenya consists of community, private and public utilities. Domestic water sources in the rural setting include small-scale piped systems, water points with hand pumps (wells, boreholes) and traditional sources such as streams, dams, shallow wells and springs. These traditional sources are very susceptible to pollution because they are open or not

protected.The coverage for water in rural areas is still insufficient and estimated at 45%. In Kenya the majority of rural water supply sources are non-piped systems. The small-scale piped systems in particular face challenges of sustainability, reliability (insufficient source, maintenance) and quality, particularly water quality.

Sustainability of rural water facilities is affected by limited community ownership, choice of technology (pumped schemes are expensive to operate and maintain) and insufficient maintenance and thus, some of them wait for donor support to attend to the problems of the water supply. Sustainability is also affected by insufficient availability of spare parts and the limited involvement of the private sector. In addition, communities are often not sufficiently trained in running the installations, including management aspects, such as bookkeeping and also register a high turnover of committee members. Water quality at the source is generally not monitored, thus subjecting the users to water of unknown quality. There is not enough awareness and appreciation of the importance of good hygiene in most rural areas.

In order to stop the negative trend in water supply and sanitation services as well as the increasing environmental damage the MWI decided to address these problems at the beginning of the new millennium with a radical reform which includes all internationally recognized modern principles such as integrated and river based management of water resources, water as an economic good, human rights to water and sanitation, separation of policy making/regulation/service provision, checks and balances to ensure transparency and accountability, user participation, etc.

The achievements so far are:

- A new legal framework (Water Act, 2002) in place.
- A new institutional framework established and operational. This includes: Water Resources Management Authority (WRMA), Water Services Regulatory Board (WSRB), the Water Services Trust Fund (WSTF), and seven Water Services Boards (WSBs). At the regional and local level, Water Services Providers (WSP), regional WRMA offices, Water Resources Users Associations (WRUA) and the Catchment Area Advisory Committees (CAAC).
- National strategies for Water Supply and Sanitation (WSS) and Water Resources Management (WRM) gazetted.
- The development of a poverty-oriented implementation plan – Pro Poor Implementation Plan (PPIP).
- Key instruments for the regulatory framework for WSS created.
- Information system WARIS and PROMIS in place.
- Participatory approaches and concepts to serve the poor and manage water resources established – the Community Project Cycle (CPC), Urban Project Concept (UPC) and the Water Resources Development Cycle (WDC).
- WSBs licensed and commercially operators contracted country wide.
- Regulation for water pricing published.
- Catchment Management Plans published for 2 of the 6 main catchments, and 4 sub-catchment management plans, as pilots, commenced.

In addition to the reform, the SWAP process was launched, SIP/sector investment planning and SIS/sector information system commenced, joint evaluations carried out and a technical cooperation coordination in place through the JCA. In addition regular bi-monthly joint partner and donor meetings

(Water Sector Working Group (WSWG)) are being organized by the MWI, as well as the Annual Sector Conference. Bi-monthly Development Partners meetings (Water Sector Technical Group (WSTG) are also held between the development partners to the sector.

The most important findings of the joint sector evaluations in 2007 (including 5 sub-sectors) are that the rate of progress of the sector reform is acceptable, the restructuring of the MWI is very slow and with considerable delays, the national sector budget does not reflect the strategic orientation of the reform, the operation of the Board of Directors of the new institutions is in some cases a concern (good corporate governance), the implementation of the reform has a strong poverty and human rights orientation, the commercialization and the clustering leads to increased performance for urban WSS, but self-financing of the sector institutions is still unsatisfactorily.

3. Programmes' Brief

For WSRP as well as KWSP a close cooperation exists with the relevant bilateral and international Development Partners active in the water sector. The other partners are the World Bank (WB), France (AFD) and recently AfDB and EU. Between MWI, Sida, Danida, UNICEF and GTZ there exists a formal cooperation agreement (JCA).

Status of the WSRP

The German supported "KV Program for the Water Sector Reform in Kenya" is currently in its third phase. The current phase started in November 2007 and will end in December 2009. The overall duration is foreseen to go until December 2013. The technical cooperation (TZ) and individual interventions that were carried out before the program and that concentrated on the commercialization of the service and training within the sector, were partly incorporated into the program. The overall objective of the program is the sustainable access of the urban poor to safe drinking water, increase in basic sanitation and improved water resources management.

The five components of the program aim at:

1. Support to the Ministry of Water in the sector reform,
2. Regulation of the water sector and poverty-oriented financing,
3. Commercialization of water supply and sanitation services,
4. Strengthening capacity of the WRM structure and
5. Introduction of recycling-oriented sanitation (Ecosan).

The program is carried out in cooperation with the German agencies KfW and the DED, derived from the joint strategy on priorities. The beneficiaries of the WSRP program are the raw water users and the consumers of the water and sanitation services. For components 2 and 3 however, it is the Tana, Lake Victoria North (LVN) and Lake Victoria South (LVS) WSBs. Component 4 targets the catchment areas of Tana and LVN. Intermediaries are those working in the new institutions supported by the program: MWI, the WSRB, WSTF, and WRMA, at the national level, as well as the WSBs, WSPs, and the offices of the WRMA at the regional level. Locally, members of the WRUA, and the CAACs, are important duplicators. The MWI is the partner on the policy level.

The programme is integrated into the supported institutions such as the MWI, WASREB, WSTF, WRMA whereby the advisors become part of the institutions management team. The support is aligned to the strategic plans of the institutions from which the common activities are derived from. With annual planning work shops both the management of the partner institutions and the advisors provided by the programme work towards the common goals to be achieved.

Status of the KWSP

KWSP support has three partners; Government of Kenya (GoK), Sida and Danida. KWSP started in January 2005 for a five year period and is according to agreement ending 31st December 2009 with a total budget of Ksh. 4,571 million. An early component of investment in rural water Supply and Sanitation, supported by Danida, started in September 2004 which involved the implementation of 18 Water Supply and Sanitation Projects within Athi, Tana and Coast Water Service Board Areas. Sida has been involved in the sector for a long period and the previous support to the KWSP being the Kenya Sweden Rural Water and Sanitation Programme.

The three main components of the KWSP are:

1. Rural Water Supply and Sanitation (RWSS),
2. Water Resources Management (WRM) including Flood and Drought Mitigation (FDM)
3. Water Sector Reforms.

The RWSS component is implemented through the seven Water Service Boards (WSBs) and the Water Services Trust Fund (WSTF). The Community Project cycle development has been one of the main focus areas in the component together with the implementation of community projects. The WSBs have been enabled to support the communities in the development of the Project Proposals and to strengthen their institutional capacity to undertake their mandate.

The WRM component is implemented by the WRMA with little input and support from the Water Resource Department in the Ministry headquarters. The main focus has been institutional strengthening and the development of Catchment Management Strategies and Plans, and the establishment of regional offices and sub-catchment plans. The development of the Water Resources Development Cycle to support the investment by WRUAs at the river basin levels has also been a significant development support by the programme.

WSR component has supported the finalization of the waters sector reforms. It's focused on capacity building and Technical support to pending issues and those that required revision and/or amendments. These have involved revisiting the Water Act 2002 and the consequent subsidiary arrangements. The development of Sector Investment Plan, Sector Information System and the first Water Sector Performance Report was part of the support in the movement towards SWAp by the MWI. To actualize this arrangement, KWSP has facilitated the MWI/Development Partners consultations forum, WSWG which is held once every two months.

KWSP is managed by MWI Staff. The Programme Coordination Unit (PCU) coordinates disbursements, the provision of Technical Assistance (TA) to all the institutions, audit procedures and reporting on programme activities. It also has the mandate to prepare and coordinate reviews and other coordination consultations of the programme.

4. Stakeholder Involvement

The MWI will oversee the joint evaluation and make one officer responsible for the organization of the missions (including making appointments for interviews as per the agreed schedule, organizing meetings at the MWI, the stakeholder workshop, and coordinating the feedback from stakeholders and MWI on reports and minutes). The officer will not only be the link between the Ministry and the mission but will also be available as a resource person for the evaluation team.

The evaluation team will conduct interviews with all key stakeholders (as per the attached Annex) in the sector, and in particular with the relevant departments of the MWI, the supported sector institutions,

key donor and civil society (e.g. NGOs) representatives, and a sample community based organizations and beneficiaries.

The interviewed will receive the draft reports and will be invited to a stakeholder workshop where the findings will be presented. Comments from the stakeholders will be taken into consideration when the reports are finalized. The final documents will be distributed to all interested stakeholders through the WSWG meeting.

5. Evaluation Questions

The assessment is concentrating on but not limited to the following block of questions relating to the support in the past and to future support to the sector reform.

a) Assessment of the support provided so far by WSRP and KWSP

The success of the programme is to be described and assessed on the basis of predefined evaluation criteria: relevance, effectiveness, impact, efficiency and sustainability. In addition the evaluation need to compare the outcome of the annual sector review and compare the status of the WS reforms versus how have the WSRP and KWSP supported the process

1) Assessment of the programmes in terms of poverty reduction and achievement of the Millennium Development Goals (MDGs)

The evaluation should include an assessment of the extent to which the programmes contribute to reducing poverty and achieving the MDGs

Key questions:

- Was the programme's concept differentiated by target group, and was a poverty analysis available?
- How have the programmes fostered the involvement of the poor in economic and political processes?
- Have the programmes had positive results in terms of reducing poverty?
- Do the programmes help overcome structural problems identified in the national poverty reduction strategy?

2) Assessment of the programmes in terms of promoting gender equality

The evaluation should include an assessment of the extent to which the programmes promotes gender equality.

Key questions:

- Are the programmes' concepts gender-differentiated and was a gender analysis available?
- Do women and men make an equal contribution to shaping the programme?
- Do women and men benefit equally from the programme?
- How do different types of institutions and user associations address gender issues?

3) Assessment of the programmes in terms of promoting sustainable development

The evaluation should include an assessment of the extent to which the programmes promotes sustainable development.

Key questions:

- Is it apparent that the programmes use a holistic approach (linking the economic, social and ecological dimensions of objectives; linking sectoral, organisational and policy advice; linking the micro, meso and macro levels)?

- Is it apparent that the programmes use a process-based approach (help for self-help; establishment of transparency of actors' interests; mediation of the interaction between the state, civil society and the private sector)?
- Is it apparent that the programmes use a value-based approach (promotion of democracy, the rule of law, human rights; good governance; social and ecological market economy)?
- Other issues of high relevance include the financial and managerial viability of various sector institutions: what are strengths and weaknesses and what should be done – by Kenya and DPs – to reduce weaknesses?. Lessons learnt should be highlighted and included among the conclusions for future cooperation:
- What measures should be taken to safeguard against fraud and mismanagement?

4) Sector-related assessment of the success of the Water Sector Reforms and the support provided by the programmes (financial in the case of KWSP and technical assistance in both cases) and harmonisation efforts

The evaluation of success of the programmes on the basis of the above criteria should in particular include an assessment of the programme according to theme-specific issues.

Financial (KWSP specific)

- What is the value added by the financial support from the programs/DPs? Are there dangers/risks in the levels of DP funding? What is the GOK commitment to funding the sector? Are there really any reforms in regard to financial flows.
- Is there a coordinated effort to finance the sector or does the different ways of support cause problems?

Technical Assistance

1. What is the value added by the TA and what are the strengths of the TA against the overall reform agenda and progress. What contributions have been made – what has worked and what has not
2. How effective is the TA coordination between the programmes?

General issues

1. To what extent has it been possible to apply the multi-level approach in advisory services, i.e. the use of synergies through simultaneous advice at international/supranational level, national level (ministries), regional and local level?
2. With which themes should the development partners align its future advisory content in the water sector? Supply and demand for service packages
3. To what extent are sector strategies, regional and country strategies as well as Kenya Joint Assistance Strategy (KJAS) useful for pooling advisory and financial resources in the water sector and shaping advisory services in an innovative way?
4. Do Kenya's water sector policies and development efforts incorporate IWRM and to what extent is external support supportive thereof?
5. How is this approach or strategy implemented in concrete terms?
6. How are the programmes/projects embedded in the activities of the international donor community? Cooperation and division of tasks? Overlaps and harmonisation efforts?
7. How does cooperation and work division take place between agencies of the supporting countries e.g. the German implementing organisations ("joined-up development cooperation")?
8. Are the particularly special features of the supporting countries e.g. Advisory services (direct contributions and capacity development) successful or not?

9. What are the essential impacts and results of the evaluated programmes/projects in the water sector?
10. Which innovative and/or replicable methods and/or instruments are recommended for dissemination or further use? Successful methods/instruments and knowledge management
11. How is knowledge management methods used to update and improve the quality of the advisory services offered?
12. Has the programme fulfilled its intentions with regard to sanitation? How is sanitation implemented in concrete terms? Do the water sector institutions fulfil their mandates within the agreed institutional and policy frameworks in Kenya?
13. What critical issues/things have not worked and should be changed? How should these be handled?
14. What has worked well and does the client find most beneficial? What are the challenges and recommended way forward?

b) Assessment of the needs for support concerning further implementation of the Kenyan water development agenda

1. The capacity constraints (financial or other) for progress towards achievement of the Kenyan water development agenda, in particular as concerns achievement of the MDGs and the water sector's contribution to poverty reduction and sustainable development in the country
2. The pending water sector reform areas that are crucial for further development of the sector
3. Proposal on the ways these pending issues may be supported and facilitated. This may include a proposed way forward on how Kenya could strengthen its leading role in sector developments and gradually reduce external advisory and financial support?

How to consolidate the crucial remaining issues for aligned support

6. Recommendation and Lessons

The review report will consist of:

1. Findings on the contribution of the programmes to the reform agenda.
2. Lessons learnt in the implementation of the Programmes and the major contributions to the water development agenda in Kenya.
3. Practical recommendations on the way forward taking into consideration the prevailing circumstances
4. The proposed plan and way forward for the envisaged support after December 2009, in specific relating to the KWSP but also on a more general approach towards a SWAp for the sector.

7. Methodology

The assignment is proposed to be undertaken in the following steps:

1. Mobilisation and Planning. This will include: (i) getting consensus on the objectives of the assignment between the consulting team on the one hand, and the MWI, GTZ, Sida, Danida on the other; (ii) planning for the assignment and agreement on the process and deliverables; (iii) design and review of the assignment tools/questionnaire; (iv) agreement on the final work plan, interviewees and timeframe. The appointments and field logistics should be coordinated and finalized at this stage under the leadership of the Team Leader of the consulting team.

Output: Inception Report.

2. Document Review. To review background documents, progress reports so as to establish a working understanding of the current status of the programmes, challenges faced and documented strategies and vision. Can be undertaken by all consultants parallel to step 1 above.

3. Interviews (national level). Discussions with stakeholders at the national level including the MWI, new water institutions, donors and other partners. This will provide views on the experience and activities of the key implementing institutions and partners in terms of progress, performance, achievements and challenges, and the overall impact to the sector reform program. Recommendations for improvement will also be presented here.

4. Field Interviewees and Visits (regional and local level). To collate views, and also for the consultants to obtain a firsthand experience and engage directly with regional and local (key) stakeholders, including the community/beneficiaries. This should facilitate an objective assessment of the activities and results of the programmes, and the progress, performance and issues of the overall sector reform program on the ground. In addition, recommendations from the stakeholders on possibilities and areas of improvement will also be presented here.

5. Analysis and Report Writing. Collating the information collected from the previous steps into a draft report established by team of consultants based on the format to be agreed upon in the inception report.

Output: Combined Draft Report.

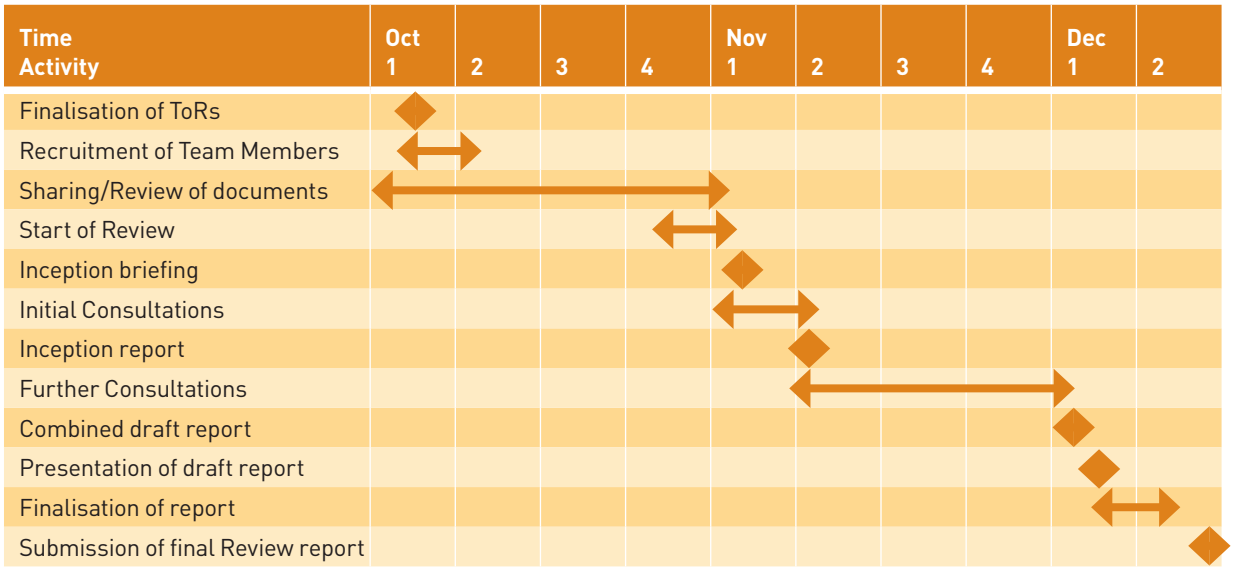
6. Presentation of the Draft Report. Development and presentation of the key findings and the strategic recommendations. The presentation of the findings will add value to the report, by providing an opportunity for the stakeholders to brainstorm on the findings, validate information and provide recommendations for improvement. This session will also correct any omissions or misunderstood information.

7. Combined Review Report. Collating the discussions and recommendations from the presentation meeting and incorporating them into a final document, including the way forward.

Output: Combined Review Report.

8. Work Plan and Schedule

The proposed schedule for the review exercise is;



If possible the review team shall meet at the start of the review in order to work out a detailed work plan for the team and each of the experts. If one of the members are not available immediately at the start of the review close harmonization and coordination by other means such as internet, telephone etc. are expected to take place. The international experts shall be available for the review for 3 weeks and the national for 5 weeks.

The detailed consultation schedule will be refined by the review team members, presented at the inception meeting and discussed.

The tentative milestones are:

27th October 2008	Start of initial work by the 2 National Consultants (5 weeks involvement)
03rd November 2008	Sida/Danida contracted International Consultant start working (3 weeks involvement)
10th November 2008	GTZ contracted International Consultant starting/continuing working (3 weeks involvement)
28th November 2008	Presentation of the draft report second (combined) report

9. Reporting

The review team will report to the Director of Water Services. He is the team Leader of the SWAp process in the Water Sector and is heading the task team looking into the pending sector reform issues. The Reports expected from the team are;

a. Inception report: one week after start of the review

b. Combined draft review report: five weeks after start of the review

c. Final Combined Review report: one week after the reception of comment on the draft report

10. Evaluation Team

The Evaluation will comprise of a team comprising of 2 international, 2 national and one expert from the MWI. The officer from MWI shall coordinate the review team activities and ensure a close follow up by the Director of Water Services, to whom the team will report. One member of the consulting team shall be appointed Team Leader by MWI.

The evaluation team commencing the first mission will validate the proposed time schedule and further detail it with a schedule of interviews, meetings, etc.

The consultants shall work in close collaboration with the focal person/designated specialist from the MWI without limiting the independence of the evaluation. This will be as per the timeframe validated by the consultants and harmonized with the MWI.

Responsibilities

a. MWI Coordinator

- Overall team coordination
- Ensure logistical facilitation brief and arrange the consultations
- Appraise the DWS on progress

Evaluation Team

- The Consultants shall provide the following inputs:
- inspect and analyze relevant documents

- before the evaluation is conducted, the experts shall take part in preparatory talks with the MWI
- prepare, organise and implement data collection
- produce an inception report which will be submitted no later than five weeks after the start of the evaluation exercise.
- prior to finalising the main report present and discuss the provisional results of the evaluation with respective partners as may be necessary
- produce the final version of the Combined Review report (no more than 25 pages) and annexes one week after receiving comments from the MWI.

MWI/KWSP/WSRP

MWI and KWSP shall provide the following inputs:

- make the necessary documents available (List Proposed as attached)
- hold preparatory talks with the institution and the experts and organise and run a initial seminar for the experts
- announce and introduce the evaluation mission to the relevant partners and important contacts in the country of assignment
- on request, provide logistical support through the KWSP, WSRP PCUs
- organise and run the evaluation briefing meeting with the involvement of the responsible sectoral and regional institutions, and in the case of cooperative programmes also the other development cooperation organisation
- approve the inception report and the evaluation report

b) Qualification of international and national experts

The individual team members selected will have the following qualifications:

- At least 10 years of international development support experience
- Be conversant with Evaluation Missions, should have participated in at least five such missions
- Be familiar with the Water Sector in developing countries and inparticular Kenya Water Sector
- The team composition will comprise of the following expertise:
- Reforms and Institutional Development Expert
- Rural Water and Supply Development Expert
- Urban Water Management Expert
- Water Resources Management Expert
- The KWSP and WSRP partners will utilise their own selection criteria and procurement procedures to select the experts

Annex 2 Background Documents for Review

Audit Reports
Background Studies on the Status of the Reform (WB)
Community Project Cycle (rural)
Golden Indicators and definitions
Joint Cooperation Agreement (Sida, Danida and GTZ)
Matrix detailing support of DPs (amounts, project, period)
National Water Resources Management Strategy
National Water Services Strategy
Project Document: Kenya Water and Sanitation Programme
Project Document: KV Program for the Water Sector Reform in Kenya
Pro-Poor Implementation Plan
Reports: TA/TC Quarterly Reports and Project Reports; Evaluation Reports, JTR reports, etc.
Sub-sector review reports, 2007 (including issue papers from the institutions)
Sector Information System (draft)
Sector Investment Planning (draft)
Urban Pro-Poor Cycle (UPC)
Water Sector Performance Report, 2007
Water Resources Development Cycle
Water Service Regulatory Board
Water Services Trust Fund
Interim Sector Investment Plan
Value for money study

Interviewees

Institution	Name of Person(s) to be interviewed
Community Based Organisations	
German Technical Co-operation	
Kenya Water and Sanitation Programme	
Ministry of Water & Irrigation	Director, Sector Wide Approach to Planning Team?
National Water Conservation and Pipeline Corporation	
Programme Steering Committee (also known as WSPS committee)	
Service Providers	
Swedish International Development Co-operation Agency	
Water Resources Management Authority	
Water Resources User Association	
Water Sector Reform Secretariat	
Water Sector Reform Steering Committee	
Water Sector Technical Group members)	
Water Service Regulatory Board	
Water Services Boards	
Water Services Trust Fund	

Annex 3 Interviews and Field Visit Program

Time schedules for the Joint Evaluation Team – Actual

Day	Date	Activity	Involvement	Remarks
Monday	3rd November	Roger's arrival	–	–
		Internal meeting to harmonize understanding of TOR	Roger, Nancy, Muhoro	Agreeing on approach and methodology, milestones
Tuesday	4th November	Preparation of interviews/field schedules	Roger, Nancy, Muhoro	Nicola's comments via e-mail
Wednesday	5th November	Preparation of interviews/field schedules	Roger, Nancy, Muhoro	
Thursday	6th November	Preparation of Inception Report	Roger, Nancy, Muhoro	Nicola's input to the Inception Report via e-mail
Friday	7th November	Preparation of Inception Report	Roger, Nancy, Muhoro	MWI to arrange
Saturday	8th November	Internal meeting to plan on interviews/ field schedules; finalize the questionnaires/interview guidelines	Roger, Nancy, Muhoro	–
Weekend				
Monday	10th November	Internal meeting	Roger, Nancy, Muhoro	MWI to arrange
		Inception Report meeting	Roger, Nancy, Muhoro	MWI to arrange
Tuesday	11th November	Nicola's arrival	Nicola	MWI to arrange
		Meeting with Director, WS	Roger, Nancy, Muhoro, Nicola	MWI to arrange
		Meeting with Mr. Mogens, Danida	Roger, Nancy, Muhoro, Nicola	MWI to arrange
Wednesday	12th November	Meeting with WSRP	Roger, Nancy, Muhoro, Nicola	MWI to arrange
Thursday	13th November	Meeting with KWSP	Roger, Nancy, Muhoro, Nicola	MWI to arrange
		Meeting with Sida	Roger, Nancy, Muhoro, Nicola	To capture Sida's views on Inception Report
		Evening flight to Kisumu	Roger, Nancy, Muhoro, Nicola	–
Friday	14th November (split the team)	Work in LVS – Kisumu (WSB, WSP, WRMA, DWO)	Roger, Muhoro	Split the team to maximize on time
		Work in LVN – Kakamega (WSB, WSP, CAAC, WRUA)	Nancy, Nicola	Travel from Ksm to Kakamega by road (65 km). Return to Nairobi.
Weekend				
Monday	17th November	Work in Tana WSB (WSB, WSP)	Nancy, Nicola	Travel by car from Nairobi to Nyeri, spend night in Meru and proceed to Maua in the morning

Day	Date	Activity	Involvement	Remarks
Monday	17th November	Work in Athi WSB, WSP (Nbi); WRMA – Machakos Mavoko-EPZ WSC	Roger, Muhoro	Travel by car from Nairobi to Machakos
Tuesday	18th November	Visit Bwathonaro WRUA in Maua		
		Visit Tana WRMA regional office in Embu	Nancy, Nicola	Return to Nairobi
Wednesday	19th November	Roger to finalize his input into the joint review report	Roger	–
Thursday	20th November	Meeting with WASREB	Nancy, Muhoro, Nicola	–
Friday	21st November	Meeting with Sida	Nancy, Muhoro, Nicola	–
		Meeting with Director, WSR	Muhoro	–
		Meeting with WRMA	Nancy, Nicola	–
Saturday	22nd November	Internal meeting to recap on interviews and field visits; agree on report format	Roger, Nancy, Muhoro, Nicola	–
		Roger returns to Stockholm	Roger	–
Sunday				
Monday	24th November	Visit to Naivasha WSC, Ecosan Pilot Project	Nancy, Nicola	Travel to Naivasha by road and return in the evening
Tuesday	25th November	Meeting with MWI, Sida	Muhoro, Nancy, Nicola	De-briefing session
		Meeting with Donor Coordinator, MWI	Muhoro, Nancy, Nicola	–
		Meeting with WSTF	Muhoro, Nancy, Nicola	–
Wednesday	26th November	Meeting Kyengo, MWI	Muhoro	–
		Meeting with UNICEF	Nancy, Nicola	–
		Meeting with PMU-KWSP	Nancy, Muhoro	–
Thursday	27th November	Annual Water Sector Consultative meeting	Nancy, Muhoro	–
Friday	28th November	Annual Water Sector Consultative meeting	Muhoro, Nancy	–
Weekend				
Monday	1st December	Meeting with KfW	Muhoro, Nancy, Nicola	–
		Submit combined Review (Draft) Report	Muhoro (Team Leader) with the support of the rest of the team	–
Tuesday	2nd December	Meeting with GTZ	Muhoro, Nancy, Nicola	–
		Meeting with DED	Muhoro, Nancy, Nicola	–
		Final team meeting	Muhoro, Nancy, Nicola	–
Wednesday	3rd December	Nicola returns to Germany	Nicola	–

Presentation of the Draft Joint Evaluation Report will be done on 5th December. At the same time, the consultant team will receive feedback – comments/suggestions on the report.

Thereafter, the team will finalize the Review Report and submit it to the client by 10th December (since 12th December is a public holiday).

Annex 4 List of the New Institutions Established under the Water Act of 2002

Table 3: Responsibilities of new institutions established under the Act [23]

Institution	Responsibilities
Water Services Management Authority	Implementation of policies and strategies relating to management of water resources
	Development of catchment level management strategies, including appointment of catchment areas advisory committees and their facilitation
Water Services Regulatory Authority	Overseeing the implementation of policies and strategies relating to provision of water services
	Regulating the provision of water supply and sewerage services
	Licensing water service boards and approving their appointed water service providers
	Monitoring the performance of water service boards and water service providers
Water Service Boards	Planning for improvement in provision of water supply and sewerage services
	Appointment and contracting of water service providers
	Asset holders of central government facilities
Water Services Trust Fund	Assisting in the financing of provision of water supplies in areas that are inadequately provided for
Water Appeals Board	Adjudicating disputes between sector players
Catchments Area Advisory Committees (CAACs)	Advising WRMA on water resources issues at catchment level.
Water Resource Users Associations (WRUAs)	Involvement in decision making process to identify and register water user.
	Collaboration in water allocation and catchments management.
	Assisting in water monitoring and information gathering.
	Conflict resolution and co-operative management of water resources

[23] See Tranfer Plan: *Table I: Responsibilities of new institutions established under the Act.*

Annex 5 Overview of WSRP Survey results

Description of WSRP Components, Indicators and Results chain

WSRP is current in its third phase and consists of five component objectives and their indicators: (1) Assisting the MWI to improve the management and coordination in the water sector measures by (a) carried out agreed upon tasks from the annual water sector conference, (b) implementation of MWI poverty-oriented implementation plan activities, (c) provided investment plans by WSBs for MWI's sector investment plan, and (d) use of Sector Information System (SIS) output for yearly performance reports.

(2) Advising WSRB on improving regulation and financing of water supply and sanitation services measured by (a) data based evaluation and sanctioning of WSPs, (b) accessibility of WSPs key performance indicators, (c) additional urban poor with access to safe water supply, and (d) water kiosks operated by women. (3) Assisting selected WSPs to improve the water supply and sanitation services measured by (a) increased duration of daily water supply, (b) drinking water quality compliance, (c) reduced response time for clearing blocked sewage lines, and (d) WSPs with covered operation and maintenance costs. (4) Assisting WRMA in improving their performance measures by (a) annually increased income from water extraction and waste water disposal fees, (b) uncovered and sanctioned cases of water pollution or excessive extraction, (c) coordinated and gazetted catchment management strategies, and (d) sub-catchment management plans which comply with catchment management strategies. (5) Introducing strategies and adapted solutions for ECOSAN measured by (a) settled responsibilities for recycling-oriented sanitation services on the national and operational level, (b) number of people using the services, (c) existing experience at WSPs for construction and operation of ECOSAN installations, and (d) number of farmers using the ECOSAN waste products.

To measure the achievement of the overall objective: "Sustainable access of the urban poor to safe drinking water and basic sanitation is increased and the water resources management improved", four further indicators were phrased: (1) increase of population in peri-urban areas with access to safe and affordable drinking water, (2) minimum of 500.000 underserved urban poor use recycling-oriented sanitation systems, (3) % of water extraction and wastewater disposal in line with permits and (4) improvement of quality of life of men and women.

Overall, the evaluators assess the indicators as suitable for measuring the achievement of the component and overall objectives. The only refinement that needs to be considered is a more specific wording of indicator 2 and 4 as they are difficult to measure. For Indicator 2 it is not clearly stated what sufficiently supplied households and institutions are, that is when their sanitation is sufficient and when not. Based on information provided by program stakeholders, the evaluators interpret "not sufficiently supplied" as having no sanitation at all or inadequate sanitation systems such as old pit latrines. In indicator 4 it is also not clearly stated, how to measure "improved living quality". The evaluators operationalize this indicator by using improved access to water and sanitation as an indication for improved living quality. Further aspects that can be measured for this indicator are less time spent for fetching water, more leisure time and more time for economic activities as well as health improvements.

The evaluators assess the approach followed by the program as plausible with an adequate aspiration level displayed in the objectives and indicators. This is also demonstrated by the results chain of WSRP, which reads as follows:

Promotion components comprise of technical, organizational and in-process advice by international, regional, local long-term and short-term experts and inputs of material and equipment (office equipment, IT, vehicles) summing up to a total of 17500.000 € (including partner contribution of 1,500,000 €).

Advice is given to (1) MWI on sector reform and sector coordination (component 1), (2) WSRB and WSTF on regulation of water sector and poverty-oriented financing (component 2), (3) WSBs and WSPs on commercialization of water supply and sanitation services (component 3), (4) WRMA and WRUAs on strengthening capacity in WRM structure (component 4) and (5) MWI and WSBs/WSPs on recycling-oriented sanitation (ECOSAN) (component 5).

With the support of the advice, the following outputs are supposed to materialize: (1) MWI designs instruments for sector coordination and harmonization such as annual conferences, annual investment plans, SWAP and JAS, pro-poor and human rights oriented water policies and concepts as well as implementation plans and improved sector information systems (SIS) for monitoring of sector institutions and sector performance reporting; (2) WSTF develop systems and guidelines on pro-poor and human rights oriented water and sanitation provision and WSRB on information systems to regulate WSB and WSP (WARIS); (3) WSBs and WSPs develop concepts for establishing associations, commercialization and improved technical performance and maintenance of WSS infrastructure; (4) WRMA and regional structure develop catchment management strategies and sub-catchment management plans for the development and implementation of WRM, collection procedure for water usage and sewage fees and participative conflict solving procedures together with WRUAs; (5) A responsible institution for the development and implementation of ECOSAN-Systems is identified and concepts are developed.

These outputs are intended to be used by the various stakeholders to create intermediate outcomes as follows: (1) MWI is coordinating and managing the sector activities through annual conferences, SWAP and JAS, emphasizing harmonization, implementing pro-poor and human rights oriented water activities, monitoring sector institutions and drafting sector performance reports. (2) WSTF uses systems and guidelines on pro-poor and human rights oriented water and sanitation provision to develop and implement investment measures (e.g. water kiosk, HIV/AIDS prevention measures) and WSRB develops an information systems to collect data on key WSP and WSB performance indicators and regulate WSBs and WSPs (evaluation and sanctioning). (3) WSBs and WSPs improve their technical performance and maintenance of WSS infrastructure, collection efficiency and reduce their costs (focus on: daily water supply, drinking water quality, response time for clearing blocked sewage lines, O+M cost coverage), cluster companies and establish associations. (4) WRMA and regional structures implement WRM strategies and plans: WRMA, CAAC and WRUA collect fees for water usage and sewage, solve conflicts, uncover and sanction cases of water pollution or excessive extraction with the support of established WRUAs. (5) ECOSAN-Systems are planed and constructed considering especially females for operation and maintenance.

These intermediate outcomes are supposed to directly result in improved sustainable access of the urban poor to safe drinking water and basic sanitation and improved WRM in Kenya.

In the long run the impact should sum up to the populations improved hygienic and health situation. Furthermore, the improved access especially for females and children to safe water results in improved living conditions and living standards. A sustainable use of water resources is achieved through IWRM, also minimizing occurrences of water pollution and equitable water allocation. On MDG level WSRP can thus contribute to MDG 7C (improved access to safe water and sanitation), MDG 7A (environmental sustainability), MDG 7D (living conditions), MDG 4A (child mortality), MDG 5A (maternal mortality), MDG 1A and 1C (poverty reduction), MDG 3A (girl school attendance) and MDG 2A (education)[24].

[24] The contribution of the program to MDGs is not listed in numerical order but sorted according to the program's possible strength of influence.

WSRP Achievements

As the program is still in its third phase and ongoing, the achievement of the overall objective is conditioned by the achievement of the component objectives The evaluators primarily assessed the achievement of WSRP's component objectives and secondarily assessed the likelihood of WSRP's achieving its objective by program end. The assessments are based on comparing the actual and the predicted situation at phase and program end with the targets on the basis of the defined indicators. Please refer to Annex 8 for the detailed description of objectives and indicators. In the following, first the component findings are presented followed by the findings on the overall objective.

The assessment of component 1 indicators shows that the objective of component 1 is likely to be achieved by program end. The efficiency of the MWI in managing and coordinating the KWS is improving. Since its establishment and the establishment of the new sector institutions MWI took over the management and coordination. Indicator 1 findings show that since 2006 MWI holds Annual Water Sector Conferences during which undertakings are agreed upon which are followed up by MWI. All nine undertakings are being carried out by the relevant actors. WSRP itself supports 4 of the 9 agreed undertakings[25] in 2008. Indicator 2 assessment shows that MWI designed a pro-poor implementation plan which specifies activities which are in the process of being implemented by the sector institutions. Indicator 3 addresses sector investment planning based on WSB investment planning. Up to date two of the eight WSB are working on drafting their investment plans. These are LVS and LVN which serve as pilots for the implementation of a detailed investment planning process. Indicator 4 stresses the drafting of annual water SPR based on the information collected in the SIS. The evaluators found that the first performance report was drafted in 2007, using data from 05/06 collected through the SIS. Interview partners pointed out though, that definitions of the SIS indicators are in such a way that annual reporting for most of them is not efficiently manageable as they depend a lot on surveys instead of on annual data being provided by sector institutions. Furthermore, the SIS is designed only to monitor these indicators and cannot help the MWI as a management tool in the delivery of its output. SIS data does not sufficiently display the sector institutions. Lack of available information also leads to quality weaknesses in the report (INT). Overall, the evaluators come to the conclusion that the achievement of component one objective is in line with planning and is likely to be reached by end of phase 3.

The assessment of component 2 indicators show that regulation and financing of water supply and sanitation services are improving. Indicator 1 is fulfilled as WSRB collects performance data from WSBs and WSPs and uses this for evaluation and sanctioning their performance. The tariff review process was started in 2008, seven applications were handed in to WSRB out of which so far one tariff increment has been approved for Nyeri Water and Sewerage Company (NYEWASCO). Thus so far the regulator has used the information generated by the WSBs and WSPs for evaluating their performance. Sanctioning measures for good or non-performance, such as prices for best performance or a special regulatory regime used for example in Zambia is not yet applied though. Indicator 2 is partly fulfilled as key performance indicators of the urban water service providers are collected and made accessible in the Impact Reports of WSRB. For the first impact report 25 out of 50 WSPs were covered, the second report covered data from 50 out of approx. 120 WSPs. Thus, not yet 2/3 of all WSPs data is collected, but an increase is visible. The achievement of Indicator 3, which sets the target of additional 300.000 urban poor with access to safe water, is being worked on with the support of the WSTF. The WSTF focuses on pro-poor water and sanitation investment measures. Therefore, WSTF has developed the

[25] The undertakings are: (1) Implementation of Restructuring Plan MWI, (2) Sanitation Concept for Water Sector, (3) Pro-Poor Mapping/baseline for urban poor, (4) Reducing Water Losses, (4) Reducing Water Losses, (5) Establishment of IDIMS, (6) Modalities of channelling funds discussed with MoF, (7) Harmonise functions of NWCPC with reform, (8) Development of Water Resources User Association (WRUA) Development Cycle, (9) Finalise Land Reclamation Policy and Legal Framework. Whereby WSRP itself supports undertaking 1, 2, 3 and 4.

UPC for water and sanitation measures in 2008 which will lead to benefitting approx. 19.200 people. Large-scale implementation of the UPC concept will follow in 2009. Plans are to realize 160 urban low income WSS projects, benefiting additional 1.6 million people in the next four years up to 2013 with funds provided by KfW and EU (15 Mill.€ for 4 years) (WSTF 2008). So the percentage of the urban poor with access to safe water and sanitation is predicted to grow in the upcoming years. Results from the survey show that Indicator 4, which sets the goal of 50% water kiosks operated by women, is almost being fulfilled. In the survey, the target and comparison group stated that approx. 42% of the vendors are female, showing no statistically significant differences between the groups Based on the indicator assessment for component 2, the evaluators therefore come to the conclusion that the achievement of component two objective is also in line with planning and is likely to be reached by end of phase 3.

Component 3 assessment shows that improving the water supply and sanitation services in selected commercialized urban WSPs is taking place and the objective is thus fulfilled. The water sector reform process has been enhances through the large scale implementation of commercialization and the clustering of WSPs that was piloted by WSRP. Based on WSRB reports, Indicator 1 is fulfilled as the average hours of water supply in LVN have increased to an average of more than 10 hours a day (WSRB 2008). Yet the evaluators would like to note that this report is based on the calculation of the average over all serviced towns in LVN. Based on interview reports, the evaluators assume that there are several towns which do not come up to reaching the 10 hours a day, for example Vihiga in Amatsi WSP district with only 6 hours water supply due to rationing schemes. Survey results demonstrate that the hours of access to water (considering only serviced water sources with opening hours), ranges from 1 up to 24 hours in the target and the comparison group, thus displaying a big variance in opening hours in both groups. The average service hours for drinking water sources is approx. 10 hours for both the target and the comparison group, showing no significant difference between the groups now and five years ago. The average opening hours for household water source is approx. 9 hours for both the target and the comparison group, again showing no significant difference between the groups and to five years ago.

Table 4: Opening hours a day of main drinking and household water source

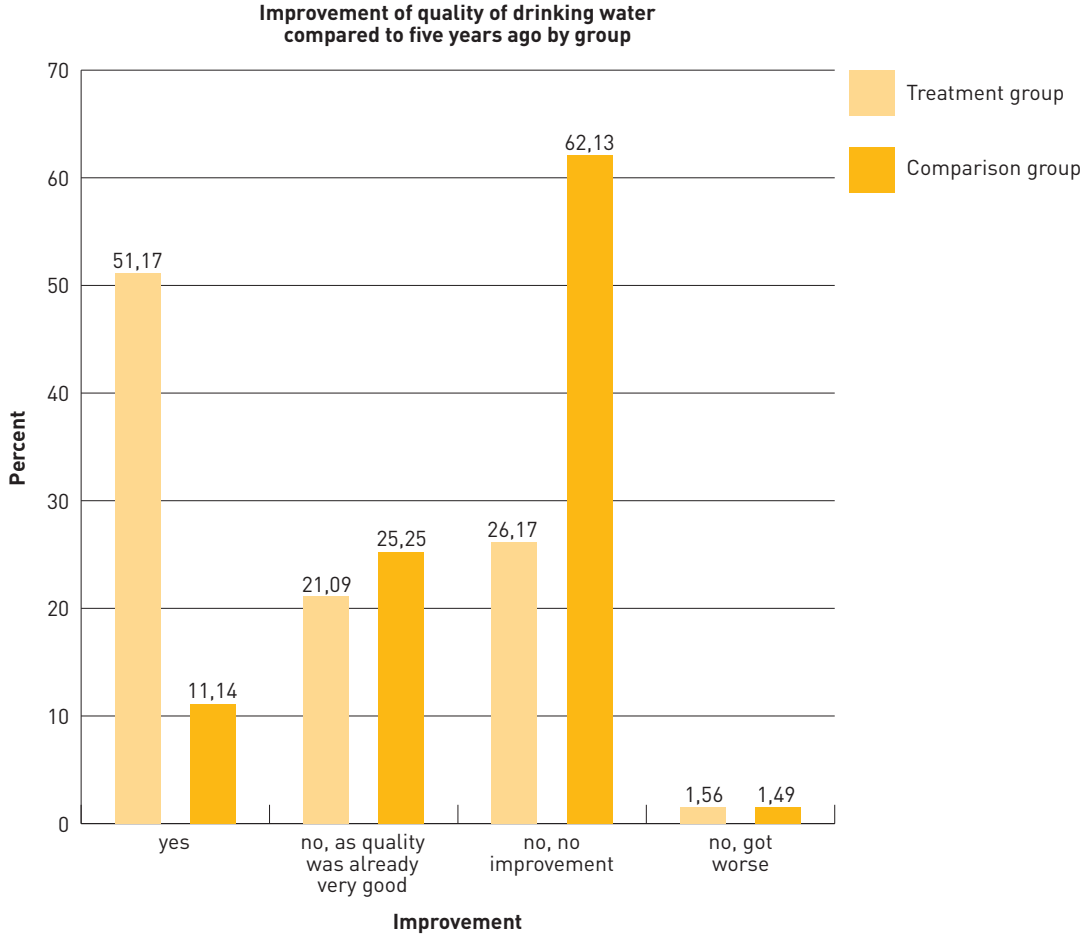
	Average opening hours drinking water source		Average opening hours household water source	
Group	**Target**	**Comparison**	**Target**	**Comparison**
5 years ago	10,40 +/– 5,17	9,89 +/– 4,51	9,19 +/– 4,03	9,48 +/– 5,43
Now	10,01 +/– 5,25	10,69 +/– 5,03	9,08 +/– 3,62	9,55 +/– 5,37

The survey results measuring the water kiosks opening hours show that in average water kiosks are open 10 hours a day (+/– 4 hours deviation) for both the target group and the comparison group, showing no statistical significant difference.

Furthermore, indicator 2 is fulfilled as 90% of all the tested drinking-water samples of at least half of the WSPs (52%) meet WHO standards (WSRB 2008). The reference to access to safe drinking water is questioned though by the evaluation team as many WSPs lack the equipment and capacity to fulfil all the water quality tests required (INT). WSRB is urgently required to follow up water quality testing. The survey results though also show an improvement in drinking water quality compared to five years ago reported by the respondents. 51% of the target group stated, that their drinking water quality has improved in contrast to 62% of the comparison group stating that there has been no improvement, the difference between target and comparison group showing high statistical significance[26].

[26] Results statistically significant on 0,000 level.

Figure 1: Improved quality of drinking water compared to 5 years ago



Improved aspects for the target group are less water born diseases stated by 59% of the respondents and the better taste (48%). For the comparison group improved aspects are also less water born diseases (62%) and the quality of service provision (53%) [27] [28].

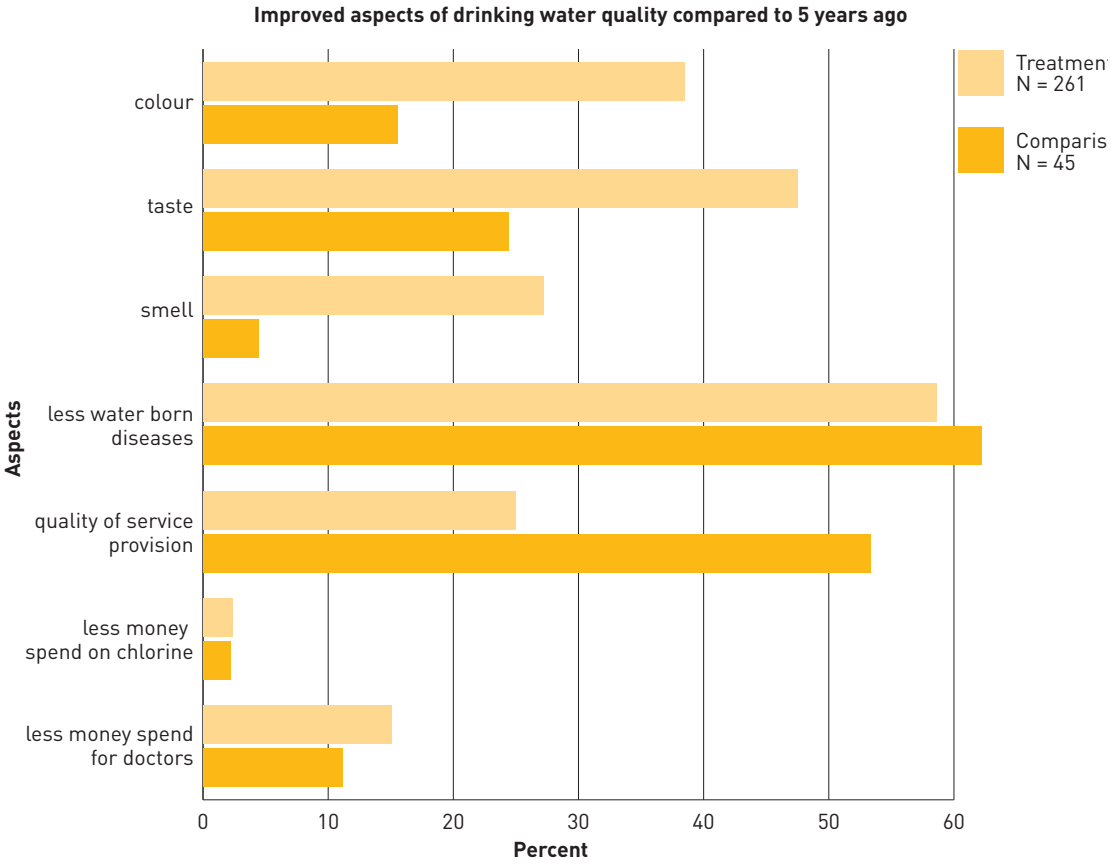
Indicator 3 is also fulfilled, as the maximum response time for clearing blocked sewage-canals in the towns of LVN exemplified by Eldoret WSP reduced to 24 hours (WSRB 2008). Finally, indicator 4 is fulfilled as six of the supported WSPs (Eldowas, Kiwasco, Kewasco, Nyewasco, Nzowasco and Ewasco) meet their operation and maintenance costs (WSRB 2008)[29]. The evaluation team however found that although all indicators are reached, WSPs face severe constraints in service provision which affects their water and sanitation services, efficiency and cost recovery at state. All WSPs face problems due to old infrastructure and partly breaking down equipment due to inadequate maintenance, increased costs for chemicals and electricity as well as high amounting of UFW rates (in average 45% in 2005/06 and 43.5% in 2006/07) and still to low metering rates (in average 86% in 2005/06 and 88% in 2006/07) (INT, WARIS 2008). The evaluators still come to the final assessment that the achievement of component three's objective so far is in line with planning, and can be reached by end of phase 3, although the overall achievement of the component objective is endangered due to above presented constraints.

[27] Results on colour, taste, smell and quality of water service provision show statistical significant differences between target and comparison group.

[28] Worsened aspects mentioned by respondents from the target group are the taste (6 persons) and the quality of service delivery (4 cases). 5 members of the comparison group also mentioned a worsened quality of service delivery and in 4 cases the taste as worsened aspects.

[29] For details on WSPs performance see Annex 14 with results on performance indicators.

Figure 2: Improved aspects of drinking water



Component 4 indicator assessment shows that the performance of WRMA is improving. The income, collected by WRMA country-wide for water extraction and waste water disposal is increasing, supporting the revenue base of WRMA (INT) (indicator 1). The revenue for selected WRMA regions for the term 2007/08 was as follows[30]:

Revenue in Mio. KSh	LVN	Tana	Rift	LVS	Athi	Ewasco
	9.6	17.59	20.77	7.42	20.3	5.5

Indicator 2 is partly fulfilled as cases of water pollution or excessive extraction are being uncovered and sanctioned with the support of WRUA and CAACs. So far 5 cases of water pollution have been reported and followed up by personnel of the WRMA in collaboration with the WRUAs and CAACs[31] (INT). Indicator 3 which refers to the gazettement of CMS is also nearly fulfilled. With the support of WSRP two CMSs (for Tana and LVN) are already complete, gazetted and they serve as models for the elaboration of the remaining 4 CMSs which are complete, though not yet gazetted. Indicator 4 has the same status; so far 4 SCMPs in demonstration areas in LVN and TANA have been designed based on the CMS. These serve as examples for other WRMA regions and WRUAs. With the support of a DAAD Summer School Training, further 10 SCMP for TANA and 8 for LVN are being designed (INT).
The evaluators therefore come to the final assessment that the achievement of component four objective is in line with planning and likely to be reached by end of phase 3.

[30] No further data as reference was available.

[31] Cases on water pollution that have been reported are the following: LVN: (1) Cattle dip located next to a river, (2) Hides and Skin Factory in Eldoret town. Athi: (3) Construction in the riparian zone across the Nairobi river, (4) discharge of effluent from slaughter houses. LVS: (5) effluent discharge from slaughter houses.

Component 5 assessment results point out that ECOSAN is in the process of being introduced in Kenya. For introducing recycling-oriented sanitation services on a large scale, a Sanitation Concept (SC) for the KWS was drafted and is currently still in elaboration. The SC will propose the distribution of responsibilities of the water sector institutions which will then be agreed upon (indicator 1). Currently, concepts and pilot projects for household (urban and rural), public (e.g. at market places), institutions (e.g. schools and prisons) and informal settlement sanitation are being drafted and implemented through which so far approximately 15,000 people have benefited (INT). For urban sanitation there is strong collaboration with the WSTF who will finance the implementation of further sanitation measures starting mid 2009 (indicator 2)[32]. Pilot measures (2 bio latrine sanitation blocks) were implemented among others with Naivasha WSC, where a combination of water kiosk and bio latrine sanitation blocks was set up at the market place. The pilot measures showed clearly that there are still many capacity gaps in WSPs on effectively implementing, monitoring and evaluating sanitation projects (INT). Thus, indicator 3 is partly fulfilled. Concerning indicator 4 the evaluators were told that so far 5 schools and 50 rural farmers are using the by-product of ECOSAN installations (INT). Based on the indicator results, the evaluators assess the achievement of component five objective as being in line with planning, the overall achievement likely to result.

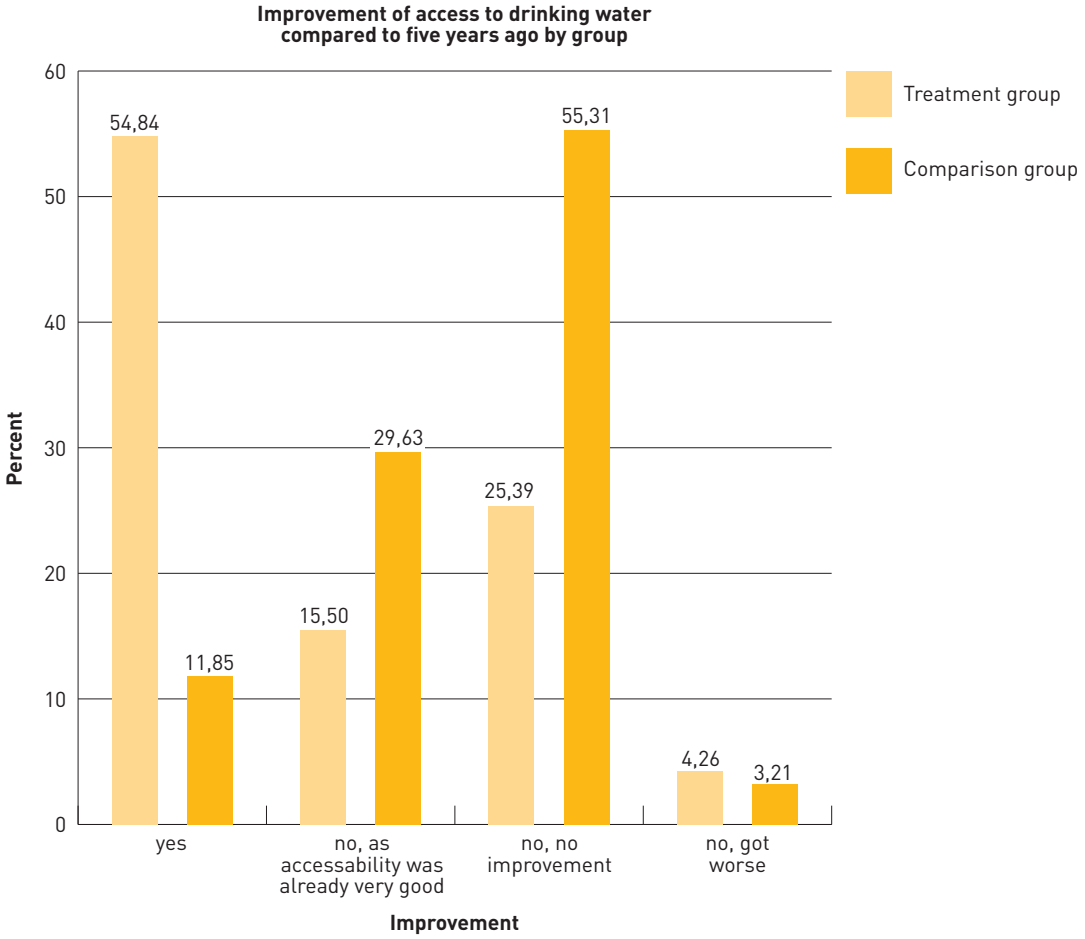
As mentioned above and displayed in WSRP's results model, the achievement of the component objectives, being intermediate results (intermediate outcomes), directly influences the achievement of WSRP's overall objective, the direct result (outcome). Thus, supported by the results of the single components, the progress on achieving the overall objective measured through the four indicators is as follows:

(Indicator 1) The number of peri-urban population with access to safe and affordable drinking water is increasing. The target is to supply additional 1.6 Mill. poor in the supported towns with safe and affordable drinking water. Available data shows that in 2008 approx. 19.200 additional people had access to safe drinking water through WSTF UPC pilot projects. Up to 2013 the number is planned to increase to 1.6 mission people. Based on WSRB information, the water coverage for the urban population was 39% in 2005/06 and 36% in 2007/08. Sanitation coverage is assumed to be approx. 41% (WSRB 2008). The evaluators thus find a slow but increasing service rate of peri-urban poor population with WSS through the WSPs. Survey results demonstrate an improved access. 55% of the target group respondents said that they experienced an improved access compared to five years ago. For the comparison group the case is different, there 55% reported that there has been no improvement [33].

[32] A detailed list of all project measures can not be provided as at time of drafting the report the detailed information was still missing.

[33] Results show high statistical significance on 0,000 level.

Figure 3: Improved access to drinking water compared to 5 years ago

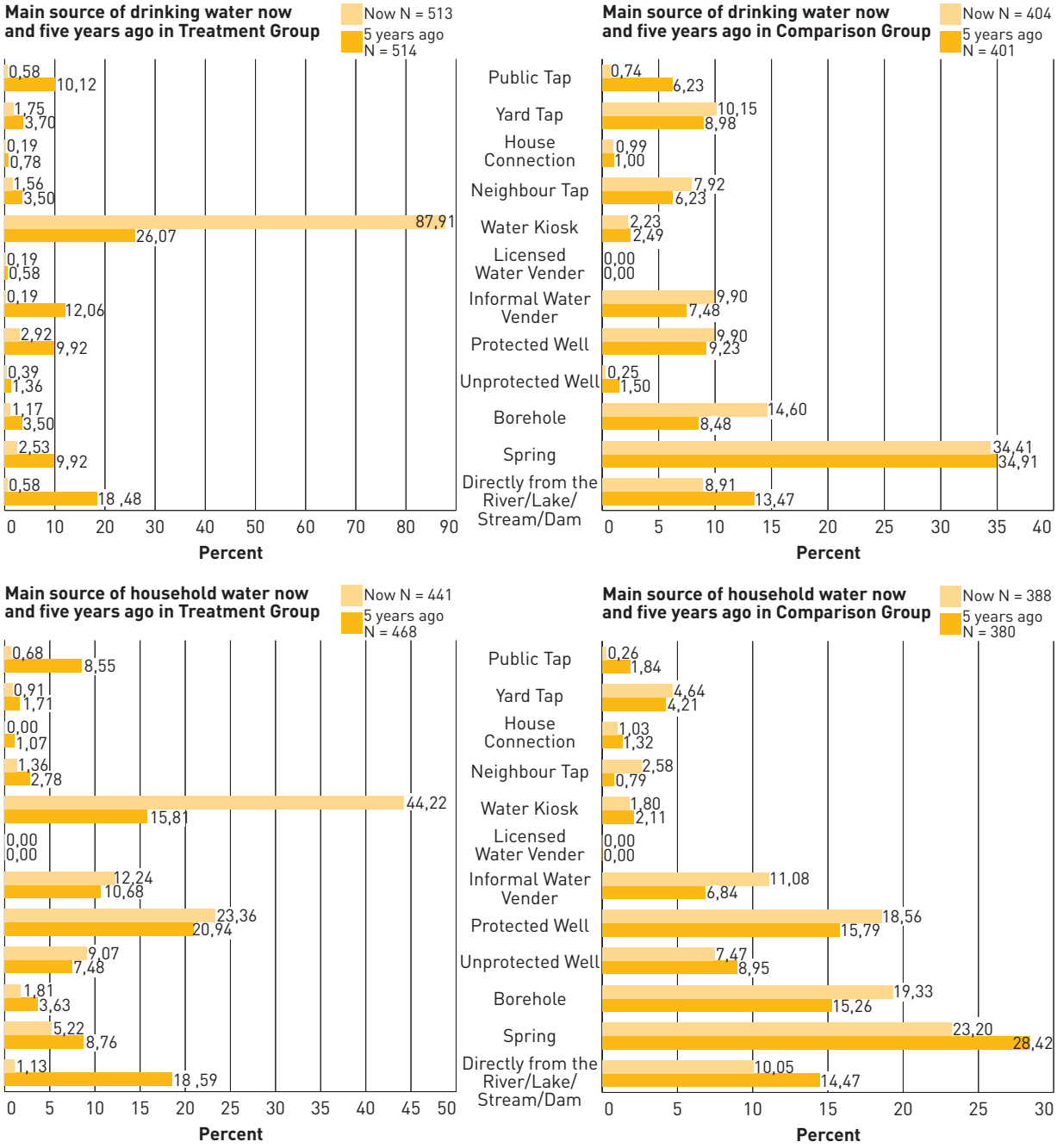


For both target and comparison group improved aspects are the distance to water source (67% target group vs. 77% comparison group) and the water supply hours (27% target group vs. 29% comparison group), showing no statistical significant difference between the groups. Worsened aspects for the target group are erratic water supply (68%) and water prices (50%), for the comparison group worsened aspects are breakdowns (54%), erratic water supply (38%) and water prices (38%)[34]. This stated improved access by the survey respondents is also demonstrated when taking a look at the water sources used by the survey respondents now compared to five years ago. The survey shows an improved access clearly in favor of water kiosk, visual both for drinking water, and for household use water, strongly visible for the target group, results being statistically significant[35]. For the target group, five years ago the main drinking source was already the water kiosk with 26%, followed by the river (18%). Main source for household use was the protected well (21%) and the river (19%). Now, the main drinking source is the water kiosk (88%) and the main household water source is also the water kiosk with 44%. For the comparison group the main drinking source was the spring (35%) and remains to be the spring (34%), as they mostly do not have access to safe water sources. Main source for household use water was also the spring (28%)

[34] Only the worsened aspect of "breakdown" shows statistical significant difference on a 0,028 level.
[35] Results are highly significant for drinking water and household water use for the target group (0,000 level), but not significant for the comparison group.

and remains the spring (23%)[36]. The data thus clearly shows an effect of availability of safe water sources especially for the target group due to WSRP and WSTF activities. The survey analysis thus clearly shows an improvement on the access to safe drinking water for people in peri-urban areas.

Figure 4: Main water sources now and five years ago by target and comparison group



[36] In the target group, 98% of river and informal water vendor users, 88% of public tap, 86% of unprotected well, 76% of protected well, 75% or spring, 67% of borehole and licensed water vendor users and finally 66% of yard and neighbour tap users changed to using the water kiosk as main source for drinking water. In the comparison group there were no notable big changes in favour of safe water sources apart from the borehole to which 50% of unprotected well and 48% of public tap users changed. For household water use the target group also changed their water source in favour of the water kiosk as follows: 87% of river, 75% of house connection, 42% of informal vendor, 40% of neighbour tap, 38% of public tap, 33% of yard tap, 27% of spring and 24% of borehole users changed to using the water kiosk as source for household water. But some also changed to using the informal water vendor (46% of public tap and 41% of borehole users). The comparison group respondents mainly remained with their water source for household use as five years ago, noticeable changes only took place for 86% of public tap users who switched to informal water vendors and for 75% of the water kiosk users who switched to using the borehole.

The survey also provides results on the affordability of safe water: Although prices for drinking water and household water have increased, in average the target group (which mainly uses the water kiosk as source) pays less than the comparison group[37]. For drinking water the target group pays only 77% of the amount the comparison group spents, for household water the target group pays only 70% of the comparison group expenses.

Table 5: Daily expenses for drinking and household water

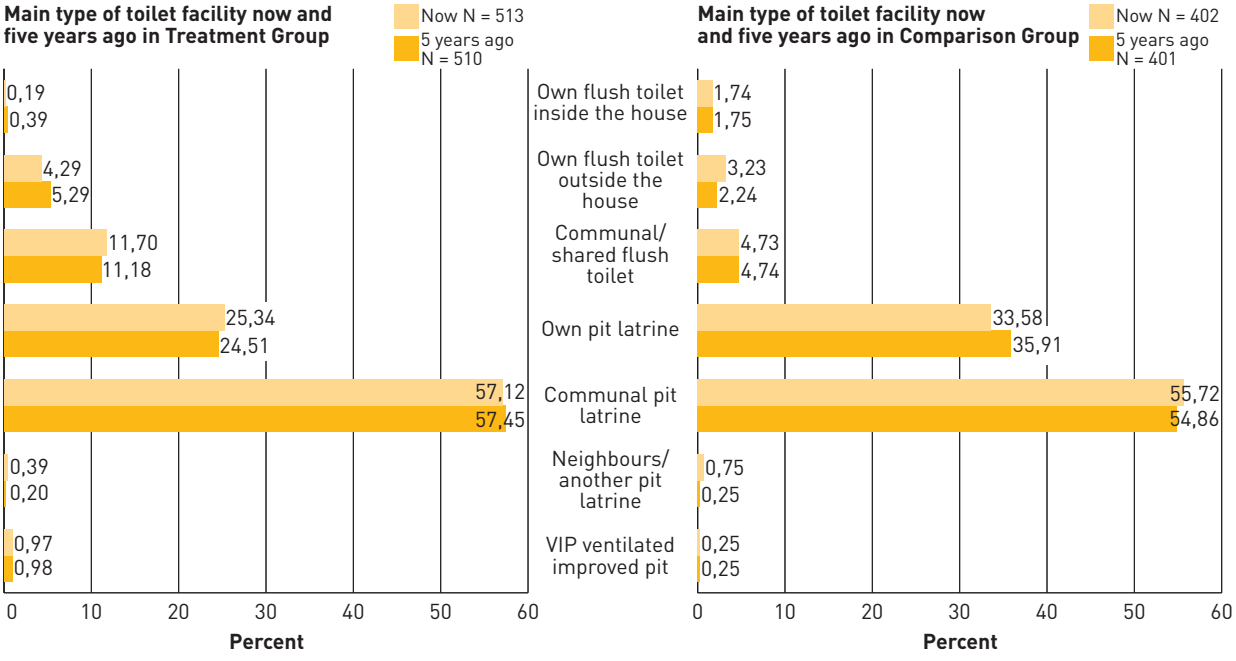
	Average amount spent for drinking water (Ksh)*		Average amount spent for household water (Ksh)*	
Group	Target	Comparison	Target	Comparison
5 years ago	3,99	2,07	10,76	11,24
Now	5,46 (77% of CG amount)	7,09	11,17 (70% of CG amount)	16,05
Difference	+1.47	+5.02	+0,41	4,81

*per day per household

The evaluators assume that the improved access to safe water will increase even more in the future as WSTF will start its first call for the UPC in 2009, investing in urban water supply and sanitation projects addressed to the urban poor. These reports are all indications that the achievement of overall objective indicator 1 is reasonable by program end.

(Indicator 2) The number of households and public institutions in settlements of the urban poor using recycling-oriented sanitation (ECOSAN) systems is slowly increasing. The target is to supply additional 500.000 people up to 2013. As pointed out under component 5, so far 15.000 people are using ECOSAN systems and further projects will be implemented by WSTF starting in 2009, benefitting further people. The survey results though show that ECOSAN systems are not yet distributed widely in urban poor settlements, as only 3 respondents out of 1071 noted that they use ECOSAN sanitation systems. Furthermore, hardly any change in access to sanitation is visible for the target and the comparison group (see figure 6). Both groups remain to use the communal pit latrine (target group over 57% users, comparison group around 55% users now and in the past) as most frequent toilet facility, followed by the own pit latrine (target group around 25% users, comparison group around 34% users now and in the past).

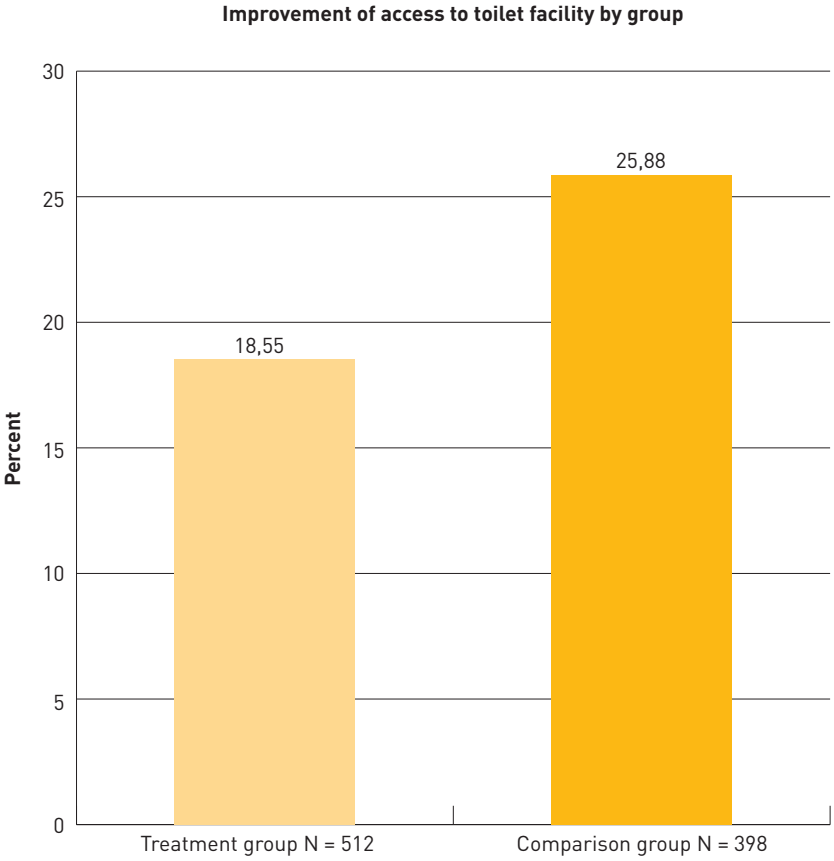
Figure 5: Toilet facility now and five years ago



[37] Both for target and comparison group prices for drinking water have increased, results being highly statistical significant (0,000). Furthermore the different prices paid by target and comparison group also show high statistical significance (0,000).

Still respondents, however especially from the comparison group (26% in relation to 19% of target group), reported that they experience improved access to toilet facilities (see figure 7)[38]..

Figure 6: Assessment of improved access to toilet facilities



Due to the presented results, the evaluators assess the progress on achieving this indicator as delayed and endangered for being reached until program end.

(Indicator 3) Concerning the compliance of water extraction and wastewater disposal with permits issued by the WRMA the evaluators received no data apart form interviewees responding that the indicator is fulfilled. Furthermore it was mentioned, that WRMA expects that compliance to permits will increase slowly due to increased number of SCMPs and WRUAs addressing these topics (INT). The indicator is therefore assessed by the evaluators as being in progress.

(Indicator 4) There are several indications on the improvement of the quality of life of men and women in the regions supported by WSRP which were mentioned by various stakeholders. On the one hand women are highly affected by improved access to WSS as they are responsible for fetching water. On the other hand, in the supported WSRP regions the WSPs involve women as kiosk vendors, enabling them to earn some money which can be used to enhance their quality of life. Furthermore, the survey conducted during the evaluation shows that there is an improvement in quality of life in terms of time saving for males and females of the target group. 47% of target group members reported on time savings, only 14% of comparison group members experienced time saving benefits, showing little differences between gender[39] (table 5).

[38] Results are statistically significant on a 0,008 level.

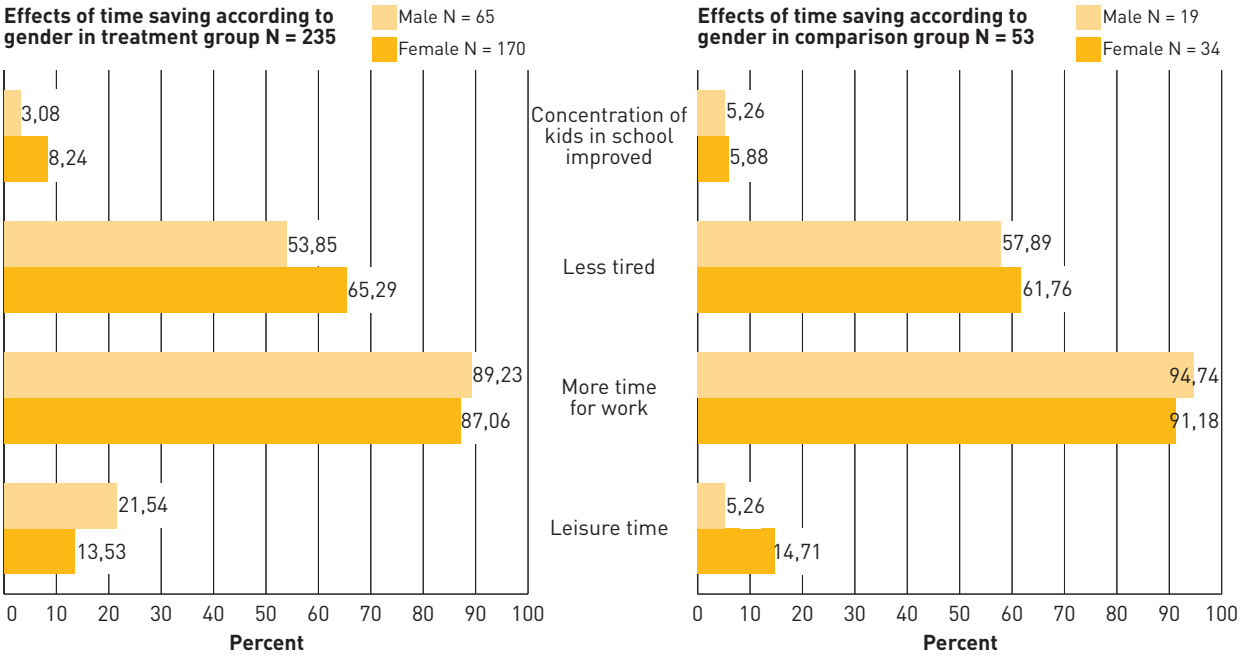
[39] Overall, 21% of the target group report on time savings between 31 and 45 minutes, 39% on time savings between 16 and 30 minutes and 31% on time savings below 15 minutes. Similar results were reported in the comparison group, with 20% of the target group reporting time savings between 31 and 45 minutes, 39% on time savings between 16 and 30 minutes and 26% on time savings below 15 minutes.

Table 6: Reported time savings by WSP

Time Savings	Yes %	Males %	Average min. males	Females %	Average min. females
Target group	47	27	31,57	73	30,61
Comparison group	14	36	35	64	27,10

Females and males in both the target and the comparison group emphasize as effect of time saving having more time for work (around 90%) and being less tired (around 60%) [40].

Figure 7: Effects of time saving according to gender and target/comparison group



Based on the demonstrated improvements of quality of live, the evaluators assess the indicator as likely to be achieved by program end.

Due to these assessments, the evaluators come to the conclusion that the achievement of the WSRP overall objective shows slow yet steady progress and the achievement of the objective up to program end seems likely. The efficiency of MWI in steering the sector is improving (component 1) as well as regulation through WSRB and financing though WSTF (component 2). Commercialization in water and sanitation provision is spreading and services slowly improving (component 3). WRMA is also showing some improvements in sector regulation and steering (component 4). Furthermore, ECOSAN is being introduced which address the topic of sanitation (component 5). No further unintended negative or positive direct results were identified by the evaluators. The evaluators therefore rate effectiveness as good (2), the progress on achievement of objectives being fully in line with expectations and having no significant defects.

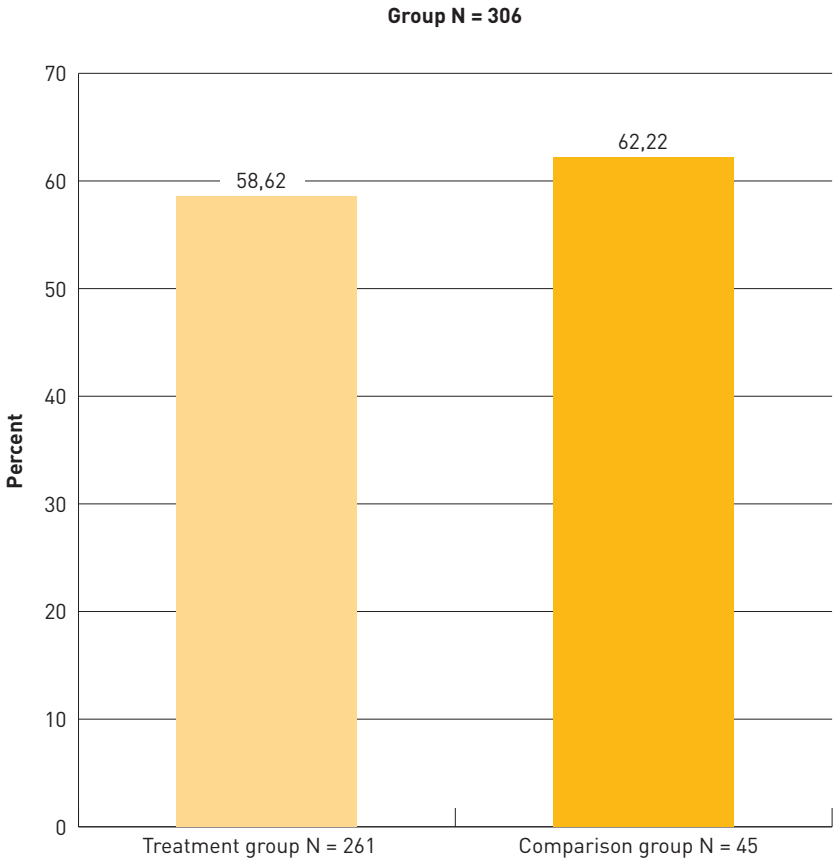
[40] Results though are not significant, thus it can not be generally stated that males and females emphasize different effects of time saving. Only the respondents of the survey emphasized theses differences.

WSRP Contribution to Impacts

In the long run WSRP is aiming at contributing to following impacts: (1) improved access to safe water and sanitation (MGD 7C) leading to urban populations hygienic and health situation improvement and reduced frequency of water induced sicknesses; (2) Reduced child and maternal mortality (MDG 4A and 5A); (3) Improved living conditions (MDG 7D); (4) Improved living standards (MDG 1A, 1C and MDG 3A and 2A); (5) Sustainable use of water resources and improved environment through less occurrences of water pollution (MDG 7A). The evaluators assess WSRP's contribution to these impacts as follows:

(1–2) With component 1, 2, 3 and 5, WSRP addresses structural problems affecting access to water and sanitation. Through increasing accessibility to safe water supply especially in the peri-urban areas, WSRP has and will continue to significantly contribute to improving the hygienic and health situation in these areas. Due to improved access to WSS (through UPC projects), more poor people in peri-urban areas get access to safe sources for drinking water and improved sanitary facilities (water kiosks and ECOSAN facilities). As a result, less water born diseases are likely to be reported. Already the rate of diarrhoea has gone down (INT). The survey results also show that by both the target (59%) and the comparison group (62%) less water borne diseases are reported[41] [42].

Figure 8: Reports of less water induced sicknesses

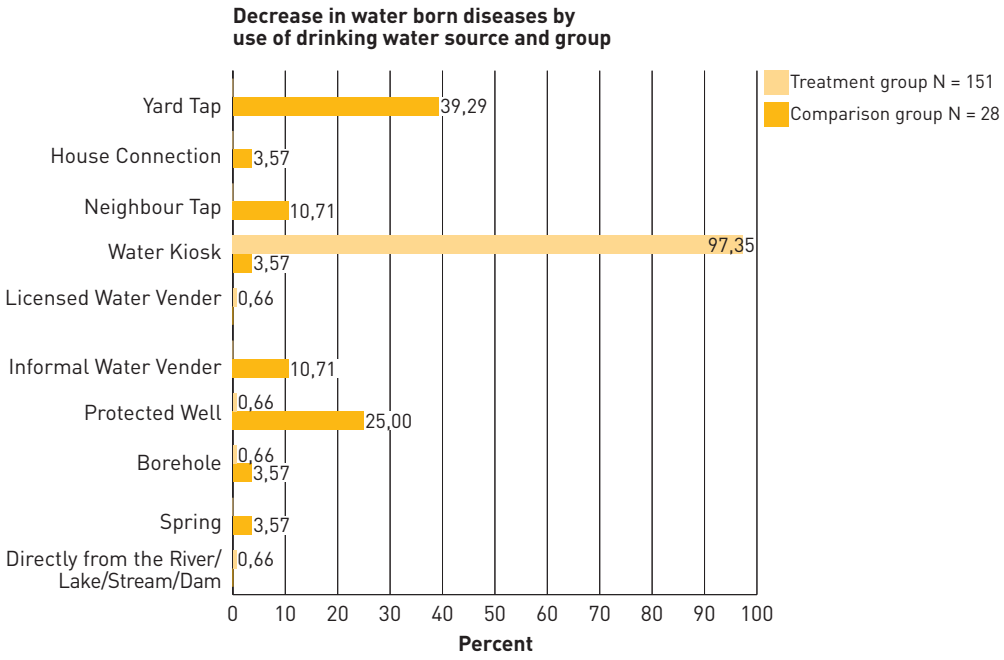


In most cases where less water born diseases were reported, clean water sources such as the water kiosk is used. Due to this improved hygienic and health situation, the reduction of child and maternal mortality can be plausibly attributed to WSRP's impacts.

[41] There is no statistically significant difference between target and comparison group. This means the statement that the rate of water born diseases depends on the provinces is not valid as a general statement. Only for the conducted survey and the respondents asked, this statement can be made, but not for the entire target group.

[42] Further data on health improvements could not be collected during the evaluation mission due to time restrictions.

Figure 9: Decrease in water born diseases by use of drinking water source



(3–4) The improved access to water (and to sanitation), results in improved living conditions especially for females and children who are responsible for fetching water for household usage. Females and children reported spending less time for fetching water and having less strenuous time fetching water as safe water sources are closer (INT). As less time is spent for fetching water, more time is left for productive, leisure or scholarly activities (INT). Furthermore, women are encouraged to operate the water kiosks, having an additional small income (INT). Also, the installed infrastructure specifically for the provision of WSS is expected to contribute to improving the school environment, making it more conducive for learning. Thus, the evaluators conclude that WSRP contributes to improving living conditions and living standards which in the long run contribute to reducing poverty. The contribution to reducing poverty is plausibly linked to the fact that more than 2 million people are pushed below the poverty line due to high expenditure on health services (INT). Commercialization can stop this by improving access to safe water and sanitation.

The extent of WSRP contribution to the reported impacts though is limited by the fact that various problems on water service provision were reported – break down of equipment, bad and insufficient infrastructure, power shortages, inadequate supply which result in rationing water, in extreme cases no water is supplied and sanitation is lacking (INT). These factors of course especially hamper the full development of the impacts related to improved health and hygiene. Furthermore, these impacts have not yet fully materialized as WSRP has so far not yet fully emphasized on improving access to sanitation. WSRP will still be implementing measures until program end in 2013, which will of course additionally contribute to improving health and hygiene conditions.

Apart from that, a still prevalent use of unsafe water sources, although safe water sources are available, has to be emphasized especially for the comparison group. The survey demonstrates that 98% of the target group respondents have access to safe water sources[43]. Out of these 98%, still 5% use unsafe sources[44] for getting drinking water. In contrast in the comparison group only 46% have access to safe

[43] As safe sources the public tap, yard tap, house connection, neighbour tap and water kiosk are considered
[44] Unsafe sources which are used by the target group are the protected well, the spring and the river.

drinking sources, out of which still 43% use unsafe sources[45] for drinking water. For household water results are worse, yet again more positive of the target group. From the 98% of the target group respondents with access to safe water sources, 48% use unsafe sources for household water[46]. Out of the 46% of the comparison group respondents with access to safe water sources, 69% use unsafe sources for household water[47].

Table 7: Access to safe sources and use of unsafe sources

	Access to safe drinking water sources	Use of unsafe sources for drinking	Access to safe household water sources	Use of unsafe sources for household use
Target Group	605 out of 617 (98%)	34 (5%)	525 out of 538 (98%)	235 (48%)
Comparison Group	204 out of 447 (46%)	87 (43%)	193 out of 429 (45%)	133 (69%)

Furthermore, although the populations' access to safe water has improved, service levels still need to improve to have a bigger impact on improving living conditions and standards. It has to be kept in mind that due to fast urban population growth rates (10% yearly) improvements made are quickly lost.

(5) Contributions made by WSRP to impacts as sustainable use of water resources and improved environment through less water pollution are already becoming visible and can be plausibly linked to WSRP activities. Through the establishment of WRUAs and the drafting and implementation of projects related to the sub-catchment plans, water resources and the environment are being protected and pollution of water is reduced. For example in Meru and Kakamega, wetlands, springs and dams are increasingly being protected, pollution is being checked (slaughterhouses and pit-latrines are being moved from the close vicinity of the rivers), and reforestation is conducted. WRUA and WRMA activities already led to rivers not drying up in the dry season, as exemplified by Bwathonaro and Ewaso-Nyiro rivers in Tana and Ewaso Nyiro catchment areas respectively. Other impacts include improved water use especially in irrigation and improved water quality (INT).

Reduced conflicts over water can also be attributed to WSRP WRM activities due to water catchment and sub-catchment planning and the participative approach that is being used by involving WRUAs and CAACs in sub-catchment protection measures and increased flow of funds for WRM activities e.g. from community development fund.

Another impact reported related to the water sector reform process is a slowly developing change of mind-set among people working in the WSS sector as a result of improved governance which is being achieved through establishing autonomy of institutions, ownership and empowerment. Although many stakeholders still reported various problems related to good governance, the overall assessment was that it is slowly improving and will continue to improve in future.

Positively affecting the extent of the impacts is the replication of certain program approaches: For example (i) the concept of the kiosk system used for peri-urban water supply which is used by the WSTF and thus funded also by other donors in all WSPs to increase the access of safe water in urban poor settlements; (ii) the commercialization of urban WSS services and especially the regional clustering of small WSPs all over Kenya, (iii) the funding concept applied at WSTF.

[45] Unsafe sources which are used by the comparison group are the informal water vendor, the protected well, the borehole, the spring and the river.

[46] Unsafe sources which are used by the target group for household water are the informal water vendor, the protected and unprotected well, the borehole, the spring and the river.

[47] Unsafe sources which are used by the comparison group for household water are also the informal water vendor, the protected and unprotected well, the borehole, the spring and the river.

The evaluators find that the contribution WSRP makes to the identified impacts on hygiene, health, water induced sicknesses, child and maternal mortality, living conditions and living standards and sustainable use of water resources and improved environment are, considering the highlighted constraints and the fact that the program is still continuing its support until 2013, good. Impact is therefore rated as good (2), the progress on achievement of objectives being fully in line with expectations and having no significant defects.

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KENYA WATER AND SANITATION PROGRAMME AND THE WATER SECTOR REFORM PROGRAMME:

A Joint Sida, GTZ and Government of Kenya Mid-Term Evaluation Mission Report

The Ministry of Water and Irrigation (MWI), the Swedish International Development Agency (Sida), the Danish International Development Agency (Danida) and the German Technical Cooperation (GTZ) undertook a joint mid-term evaluation of their support to the water sector through the Kenya Water and Sanitation Programme (KWSP) Programme, co funded by Sida, Danida and Government of Kenya and the Water Sector Reform Programme (WSRP), co funded by German and Government of Kenya. The evaluation found that support by the KWSP and WSRP has been instrumental in supporting the development of the new institutions in the sector, and in providing assistance in the development of tools needed to implement their respective mandates. The two programmes have implemented in line with their objectives and they have achieved most of their planned outputs. The finding is that given their current level of implementation, both WSRP and KWSP have a high likelihood of achieving their stated objectives and targets by the end of the plan period. In terms of implementation, both projects have provided technical assistance through flexible and responsive systems. Further evaluation after the completion of the programmes will verify actual improvements in water service levels for the intended beneficiaries.

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