

Evaluation

Finnish Aid in Western Kenya



Evaluation report 2009:5

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Impact and Lessons Learned

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Andrew Weir
Maria Notley
Munguti Katui-Katua

Evaluation report 2009:5

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

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PREFACE

The evaluation found out that in Western Kenya, the health services are working better than before. Similarly, drinking water is more readily available, and the conditions and status of women has been influenced positively by the Finnish Development cooperation from 1981-2003. The best results have been achieved in the health sector. The evaluation considered the improvement of the knowledge of hygiene a great success.

Milk production and cattle farming had also been developed, and the models and methodologies introduced with the development projects are still in use. Likewise, water and sanitation projects succeeded and bear particular importance in an area where population growth is high. In rural areas, good quality potable water is now available to a higher number of people than before.

What was gratifying was that the evaluation found out that the status and conditions of women had been improved. The development programmes offered to the women an opportunity to earn their own money and to learn and achieve special skills, such as the repair of the water pumps. The evaluation points out that the women the evaluation team met, were proud of their skills. Thus the development projects had also raised the self-esteem of the women in these areas.

The evaluation recommends to include the key success factors in the future cooperation projects. Yet, it is well recognized that the future holds important challenges that remain, such as ownership and inheritance of land and property; the attitudes change very slowly in the society. With well planned cooperation programme between the Governments of Finland and Kenya, and by taking into account the lessons and good practices from the past, these challenges may gradually be addressed.

The evaluation was performed by an experienced team of senior experts offered by OR-GUT Consulting AB from Sweden.

Helsinki, 9 September 2009

Aira Päivöke
Director
Development Evaluation

ACRONYMS

AI	Artificial Insemination
ASCU	Agricultural Sector Coordination Unit
ASDS	Agricultural Sector Development Strategy
CBO	Community Based Organization
CFCRS	Cow-from-Cow Rotation Scheme
CPC	Community Project Cycle
CWSMP	Community Water Supply Management Project
Danida	Danish International Development Assistance
DDC	District Development Committee
DHMT	District Health Management Team
DPHK	Development Partners in Health Kenya
ERSWEC	Economic Recovery Strategy for Wealth and Employment Creation
EUR	euro (€) currency
GDP	Gross Domestic Product
GOF	Government of Finland
GOK	Government of Kenya
HAC	Harmonising Alignment and Coordination
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HSCC	Health Sector Coordinating Committee
ICRAF	International Centre for Research in Agroforestry
IFAD	International Fund for Agricultural Development
IMF	International Monetary Fund
KARI	Kenya Agricultural Research Institute
KCC	Kenya Cooperative Creameries
KJAS	Kenya Joint Assistance Strategy
KSh	Kenya Shilling currency
LDP	Kenya-Finland Livestock Development Programme
LVN WSB	Lake Victoria North Water Services Board
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs of Finland
MMS	Ministry of Medical Services (Kenya)
MOA	Ministry of Agriculture (Kenya)
MOCD	Ministry of Co-operative Development (Kenya)
MOH	Ministry of Health (Kenya)
MOLD	Ministry of Livestock Development (Kenya)
MPHS	Ministry of Public Health and Sanitation (Kenya)
MWI	Ministry of Water and Irrigation (Kenya)
NASEP	National Agriculture Sector Extension Policy
NGO	Non-governmental Organization
NHSSP	National Health Sector Strategy Plan
O&M	Operation and Maintenance

PHC	Primary Health Care
PHCP	Kenya-Finland Primary Health Care Programme
RDDP	Rural Dairy Development Project
Sida	Swedish International Development Agency
SRA	Strategy for Revitalizing Agriculture
STD	Sexually Transmitted Disease
TOR	Terms of Reference
UM	Ulkoasiainministeriö/Utrikesministeriet
UN	United Nations
UNDP	United Nations Development Programme
US\$=USD	United States Dollar currency
VIP latrine	Ventilated Improved Pit latrine
WASH	Water Sanitation and Hygiene
WB	World Bank
WHO	World Health Organization
WKWSP	Western Kenya Water Supply Programme
WRMA	Water Resources Management Authority
WSB	Water Services Board
WSS	Water Supply and Sanitation
WSTF	Water Services Trust Fund

Suomen Kehitysyhteistyö Länsi-Keniassa Vaikutukset ja Opetukset

Andrew Weir, Maria Notley ja Munguti Katui-Katua

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TIIVISTELMÄ

Kenian hallituksen ja Suomen hallituksen välisellä kumppanuudella tähdättiin 1990-luvulla Suomen kehitysavun yhtenäisyyden parantamiseen korostamalla voimakkaammin köyhyyden vähentämistä, oikeudenmukaista taloudellista kehitystä ja luonnonvarojen parempaa hallintaa. Vuonna 1998 Suomen hallitus päätti, että lahjonta, ilmeinen kuilu Kenian hallituksen politiikan ja sen täytäntöönpanon välillä sekä demokratiaan ja ihmisoikeuksiin kohdistuvat väärinkäytökset Keniassa olivat niin huomattavia, että uusia sopimuksia ei allekirjoitettaisi vaan että senhetkiset ohjelmat saatettaisiin päätökseen.

Tämän evaluoinnin tarkoituksena oli arvioida, missä määrin Suomen Länsi-Keniassa rahoittamat ohjelmat ovat saaneet aikaan vaikutuksia alueen kehityksen tasoon ja kohdeväestön elintasoon. Suomen kehitysapu Länsi-Kenialle vuosina 1981 – 2003 kohdistui pääasiassa perusterveydenhuoltoon, pienitilallisten maidontuotannon kehittämiseen ja maaseudun vesihuoltoon.

Evaluoinnissa tultiin seuraaviin johtopäätöksiin

- Suomen rahoittaman perusterveydenhuolto-ohjelman vaikutukset ovat edelleen havaittavissa terveystalouden toiminnan jatkumisena ja väestön kohentuneissa hygieniatavoissa sekä yleisenä tietoisuutena hygieniakysymyksistä.
- Suomen investoinnit vesihuoltoon lisäsivät merkittävästi juomaveden saantia Länsi-Kenian maaseudulla. Lisäksi ne ovat myötävaikuttaneet suoraan julkisen ja yksityisen sektorin kumppanuuksiin perustuvan maaseudun vesihuollon hallinnan nykyisiin uudistuksiin.
- Suomen tuki on johtanut pienitilallisten maidontuotannon yleiseen kaupallistumiseen Länsi-Keniassa.
- Useat kenialaisista henkilöistä, jotka koulutettiin Suomen ohjelmissa ja jotka työskentelivät niiden parissa, työskentelevät yhä terveydenhuolto-, karjanhoito-, osuuskunta- ja vesihuoltoalalla. He jatkavat edelleen näissä ohjelmissa pilotoitujen ajatusten ja lähestymistapojen edistämistä.

Avainsanat: Kenia, terveys, maidontuotanto, vesi, evaluointi, vaikutus, opetukset

Finlands Utvecklingssamarbete i Västra Kenya Effekter och Erfarenheter

Andrew Weir, Maria Notley och Munguti Katui-Katua

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ABSTRAKT

Målsättningen med partnerskapet mellan den kenyanska och den finländska regeringen under 1990-talet var att öka samstämmigheten i det finländska biståndet med en större betoning på bekämpning av fattigdom, rättvis ekonomisk utveckling samt förbättrad hantering av naturresurser. Finlands regering bestämde 1998 att, på grund av korruption, de tydliga skillnaderna mellan politiken och verkställande av den och kränkandet av demokratiska och mänskliga rättigheter i Kenya, inga nya överenskommelser skulle skrivas under. Man bestämde dock att rådande program skulle slutföras.

Syftet med denna utvärdering har varit att fastställa i vilken utsträckning de program, som finansierats av Finland i västra Kenya, har skapat en effekt på utvecklingsnivån i området samt på levnadsstandarderna hos målbefolkningen. Finlands bistånd till västra Kenya mellan 1981 och 2003 fokuserade på primärvård, utveckling av småbrukare med inriktning på mjölkproducenter, samt vattenförsörjningen på landsbygden.

Slutsatserna man drog av utvärderingen var att

- Effekten från Finlands primärhälsovårdsprogram är fortfarande synbar genom hälsovårdsinrättningarnas fortsatta arbete samt genom de förbättrade hygienvanorna och den höga kännedomen om hygienproblem bland befolkningen.
- Finlands stöd har lett till en omfattande kommersialisering av småbrukssektorn med inriktning på mjölkproducenter i västra Kenya.
- Finlands investeringar inom vattensektorn ökade väsentligt tillgången på drickbart vatten på landsbygden i västra Kenya. Investeringarna har också direkt bidragit till aktuella reformer inom hanteringen av vattenförsörjningen på landsbygden i och med offentliga-privata partnerskap.
- Flera personer ur den kenyanska personalen som arbetade med och utbildades av de finländska programmen arbetar fortfarande inom hälso-, boskaps-, andelsverksamhets- och vattensektorn. Dessa personer har fortsatt att främja idéerna och tillvägagångssätten som införts av de finländska programmen.

Nyckelord: effekt, erfarenheter, hälsovård, Kenya, mjölkproducenter, utvärdering, vatten

Finnish Aid in Western Kenya Impact and Lessons Learned

Andrew Weir, Maria Notley and Munguti Katui-Katua

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ABSTRACT

The partnership between Government of Kenya (GOK) and Government of Finland (GOF) in the 1990s aimed to increase the coherence of Finnish aid with a greater emphasis on poverty alleviation, equitable economic development and improved management of natural resources. In 1998, GOF decided that corruption, the evident gap between GOK policies and implementation and the abuses of democratic and human rights in Kenya were such that no new agreements would be signed but that current programmes would be completed.

The purpose of this evaluation was to assess the extent to which the programmes financed by Finland in western Kenya have generated impact on the level of development of the area and on the living standard of the target population. Finnish aid to western Kenya between 1981 and 2003 focussed on primary health care, smallholder dairy development and rural water supply.

The evaluation concluded that

- The impact of the Finnish Primary Health Care programme continues to be felt through the continued operation of the health facilities and the improved hygiene habits and high levels of awareness of hygiene issues among the population.
- Finnish investment in the water sector substantially increased access to potable water in the rural areas of western Kenya and has contributed directly to the current reforms in the management of rural water supplies based on public-private partnerships.
- Finnish support has led to the widespread commercialisation of the smallholder dairy sector in western Kenya.
- Many of the Kenyan personnel who worked with and were trained by the Finnish programmes are still working in the health, livestock, cooperative and water sectors and continue to promote the ideas and approaches piloted by these programmes.

Keywords: Kenya, health, dairy, water, evaluation, impact, lessons

YHTEENVETO

Tausta

Tämän evaluoinnin **tarkoituksena** on arvioida, missä määrin Suomen Länsi-Keniassa vuosina 1981–2003 rahoittamat terveydenhuolto-, karjanhoito ja vesihuolto-ohjelmat ovat saaneet aikaan suoria tai välillisiä vaikutuksia alueen kehityksen tasoon ja kohdeväestön elintasoon. Evaluoinnissa on pyritty määrittelemään, onko Suomen yhteistyö aiheuttanut muutoksia väestön ja viranomaisten, yksityisen sektorin, kansalaisyhteiskunnan järjestöjen ja yhteisöryhmien asenteissa ja toimintatavoissa. Evaluoinnin tärkeimpänä tavoitteena on ollut pyrkiä tunnistamaan syyt menestymiselle ja epäonnistumisille sekä tarjota opetuksia, joiden avulla annetaan tietoa alueelle suunniteltua uutta Suomen ohjelmaa varten.

Evaluoinnin aikana tarkasteltiin seuraavia viittä ohjelmaa

- Western Kenya Water Supply Programme, WKWSP (Länsi-Kenian vesihuolto-ohjelma)
(neljä vaihetta; 28,98 miljoonaa euroa; 1981-1996)
- Community Water Supply Management Project in Western Province, CWSMP (yhteisön vesihuollon hallintaa koskenut hanke läntisessä maakunnassa)
(kaksi vaihetta; 5,5 miljoonaa euroa; 1997-2003)
- Western Kenya Primary Health Care Programme, PHCP (Länsi-Kenian perusterveydenhuoltoa koskenut ohjelma)
(neljä vaihetta; 15,7 miljoonaa euroa; 1984-1995)
- Rural Dairy Development Project, RDDP (maaseudun maidontuotannon kehittämishanke)
(neljä vaihetta; 8 miljoonaa euroa; 1979-1989)
- Kenya-Finland Livestock Development Programme, LDP (Kenian ja Suomen välinen karjanhoidon kehitysohjelma)
(neljä vaihetta; 14,8 miljoonaa euroa; 1991-2003)

Arviointimenetelmät perustuvat taustoja ja nykyisiä asiakirjoja kartoittavaan kirjoitus-pöytätyöskentelyyn, tapaustutkimuksiin sekä entisiä ja nykyisiä sidosryhmiä edustavien henkilöiden haastatteluihin, joihin osallistui valtionhallinnon, yksityisen sektorin ja kansalaisyhteiskunnan edustajia Suomessa sekä kansallisella, maakunnallisella ja paikallisella tasolla Keniassa.

Suomen Länsi-Keniassa tukemien ohjelmien toimintojen ja toteutusstrategioiden analyysi toteutettiin kehitysyhteistyössä tuolloin vallinneiden peruseriaatteiden tarjoamaa taustaa vasten.

Havainnot

Taloudelliset ja yhteiskunnallis-poliittiset kysymykset 1980-2009

Viimeisten 30 vuoden aikana Kenia on laatinut valtavan määrän poliittisia, taloudellisia ja yhteiskunnallisia kehitysstrategioita, joissa keskitytään kiitettävästi tasa-arvoisuuteen ja osallistavuuteen. Strategiat ovat saaneet huomattavaa tukea monenvälisiltä ja kahdenvälisiltä avunantajilta. Niiden toteutus on kuitenkin jäänyt kauas odotuksista, eikä niiden avulla ole onnistuttu vähentämään köyhyyttä ja eriarvoisuutta. Heikko hallinto, etnisyyteen perustuva politiikka, hallitsevien luokkien omien etujen ajaminen, laajalle levinnyt lahjonta ja epäonnistuminen keskeisiin yhteiskunnallis-taloudellisiin kysymyksiin, kuten maareformiin, puuttumisessa ovat syventäneet rikkaiden ja köyhien välistä kuilua sekä saaneet aikaan laajamittaista syrjäytymistä Kenian yhteiskunnassa.

Ilmeisesti vastakkaisista poliittisista intresseistä syntynyt ja niiden kärjistämä vaalien jälkeinen väkivalta, hävitys ja tappaminen vuoden 2008 alussa kiinnittivät huomion Kenian nopeasti kasvavan alaluokan taustalla oleviin epäkohtiin. Tätä seurannut poliittinen kompromissi, jonka yhteydessä hallitukseen on itse asiassa valittu poliittinen oppositio, on tarjonnut tilapäisen hengähdystauon. Kenian perustavaa laatua oleviin eriarvoisuutta ja syrjäytymistä koskeviin ongelmiin ei kuitenkaan ole vielä puututtu. Ellei niitä käsitellä tehokkaasti lähitulevaisuudessa, lisää poliittista, taloudellista ja yhteiskunnallista sekasortoa on todennäköisesti luvassa.

Poliittinen kehys vuosina 1980-2009

Kenia on aina ollut tarkka politiikan kehittämistä. Tällä hetkellä se mukauttaa ja vahvistaa poliittista kehystään entisestään. Heikkoutena on kuitenkin politiikan täytäntöönpano ja toteuttaminen. Hallitus ja muut sidosryhmät ovat kehittäneet lukuisia poliittisia, sääntelyyn liittyviä ja operatiivisia aloitteita, joiden avulla puututaan kasvua, köyhyyttä ja tulojen epätasa-arvoista jakautumista koskeviin keskeisiin kysymyksiin. Yleisesti ottaen myönteisestä poliittisesta kehiksestä huolimatta hallitus ei kuitenkaan ole onnistunut alentamaan Kenian köyhyysastetta.

Erityisesti maatalous-, karjanhoito- ja osuuskunta-asioista vastaavien ministeriöiden usein toistuneet jakamiset ja yhdistämiset viimeisten 30 vuoden aikana ovat tuhlanneet valtion varoja, hämmentäneet sidosryhmiä ja johtaneet huomattavaan tehottomuuteen valtionhallinnon toiminnassa. Sama pätee myös, joskin vähäisemmässä määrin, terveysministeriön vuonna 2008 tapahtuneeseen jakamiseen. Vesihuollosta vastaavat valtion virastot ovat myös käyneet läpi useita muutoksia. On kuitenkin ilmeistä, että selkeyden puute jaettaessa vesihuollosta vastaavien virastojen vastualueita sekä veteen ja kasteluun liittyvistä asioista vastaavan ministeriön haluttomuus luopua entisistä vastualueistaan haittaavat vesihuollon uudistuksen toteuttamista.

Hallinto- ja johtamisrakenteet

Suomen ohjelmien hallinto- ja johtamisrakenteiden tarkastelu osoittaa seuraavien avunantajien tukemien toimenpiteiden ominaisuuksien merkityksen.

- **Kenian hallituksen uudistusohjelman tukeminen:** hallituksen sekä kahden välisten ja monenvälisen avunantajien kanssa toteutettavien toimien avulla, jotta voitaisiin vaikuttaa ohjelmaan ja myötävaikuttaa Suomen Kenialle antaman kehitysavun jatkuvan merkityksen varmistamiseen.
- **Rahoituksen ja hallinnon koordinointi kansallisella tasolla:** varmista malla, että avunantajien rahoitusjärjestelmät ovat avoimia ja vastaavat Kenian hallituksen omistajuudelle asettamia vaatimuksia sekä vastuuvollisuutta koskevia avunantajien tarpeita.
- **Yhdenmukaistaminen valtion hallintorakenteiden kanssa kansallisella, maakunnallisella ja paikallisella tasolla:** omavastuullisuuden ja kestävyuden varmistamisen edesauttamiseksi ja sidosryhmien osallistamiseksi kaikilla tasoilla.
- **Julkisen ja yksityisen sektorin kumppanuudet:** sidosryhmien osallistamiseksi täysimääräisesti ja tehokkaan toiminnan varmistamisen edesauttamiseksi vapautetussa maaseudun taloudessa.
- **Paikallisen tason yhteydet muihin teknisiin ohjelmiin:** sidosryhmien osallistamiseksi sekä yhtenäisyyden ja tehokkuuden varmistamisen edesauttamiseksi paikallisella tasolla.
- **Teknisen tuen saanti paikallisella tasolla:** sidosryhmien osallistamiseksi sekä tehokkuuden ja kestävyuden varmistamisen edesauttamiseksi.
- **Sisäänrakennetut osallistavat menetelmät ja kansalaisyhteiskunnan osallisuus koko suunnittelun ja toteutuksen ajan:** omavastuullisuuden, kestävyuden ja vaikutusten varmistamisen edesauttamiseksi.
- **Oleellinen tietoisuuden herättäminen ja panostaminen toimintaedellytysten kehittämiseen kaikkien sidosryhmien osalta:** osallistumisen tehostamiseksi sekä omavastuullisuuden ja kestävyuden varmistamisen edesauttamiseksi sekä vaikutusten ja merkityksen lisäämiseksi.

Ristimatriisianalyysi

Suomen Länsi-Keniassa tukemat ohjelmat on arvioitu ristimatriisianalyysin perusteella.

Kaiken kaikkiaan myöhemmät ohjelmat onnistuivat paremmin kuin aikaisemmat, koska kehitysavun peruseriaatteen, jotka tarjosivat tietoa ohjelmien suunnittelusta ja toteutuksesta, kehittyivät kokemuksen myötä. Kaikki ohjelmat sopivat hyvin sekä Kenian hallituksen että Suomen hallituksen politiikkaan, ja yleisesti ottaen ne hyötyivät huomattavasti Suomen tuomasta lisäarvosta.

Perusterveydenhuoltoa koskenut ohjelma sai hyvän arvion, koska se oli selkeä ja hyvin määritelty toimenpide, se toimi tiiviissä yhteistyössä Kenian hallituksen ja muiden sidosryhmien kanssa ja oli sisällytetty niiden toimintaan. Lisäksi sen fyysinen infrastruktuuri oli suunniteltu ja toteutettu hyvin. Ohjelmat aineelliset tuotokset, terveysasemat ja -keskukset, ovat toimineet suhteellisen hyvin ajan mittaan. Ne ovat kyenneet palvelemaan lisääntyntä maaseutuväestöä yhteisöön perustuvien tukirakenteiden avulla. Kenian hallitus on nostonut useita näistä terveyskeskuksista aluesairaaloiksi, mikä on osoitus niiden suunnittelijoiden kauaskantoisesta ajattelusta. Ohjelmalla on ollut voimakas ja kestävä vaikutus

ihmisten asenteisiin terveydenhoitoa ja hygieniaa kohtaan, ja sen myötä Länsi-Keniaan on rakennettu runsaasti käymälöitä. Sukupuolta ja Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS) koskevia monialaisia kysymyksiä käsiteltiin hyvin.

Maaseudun maidontuotannon kehittämishanke sai alhaisen arvion, erityisesti siitä syystä, että sen kestävyys oli heikkoa ja siinä kiinnitettiin liian vähän huomiota monialaisiin kysymyksiin. Naisten ja heikossa asemassa olevien ryhmien korostamisen puute oli erityisen silmiinpistävää, samoin kuin sen heikko tekninen ja institutionaalinen kestävyys ja taloudellinen kannattavuus. Suomen tuoma lisäarvo oli heikompaa kuin muissa ohjelmissa epätarkoituksenmukaisen teknologian siirron takia. Sitä seuranneessa karjanhoidon kehitysohjelmassa otettiin opiksi aikaisemman hankkeen useista kokemuksista. Siinä keskityttiin voimakkaasti toimeentuloon ja tehtiin kattavaa sidosryhmien välistä yhteistyötä korostaen vankasti monialaisia kysymyksiä – keskittyen erityisesti naisten asemaan ja mahdollisuuksien kehittämiseen yksityisellä sektorilla.

Länsi-Kenian vesihuolto-ohjelma arvioitiin kahdessa osassa: vaiheissa 1 – 3, jotka olivat tarjontalähtöisiä, ja vaiheessa 4, joka oli kysyntälähtöinen. Aikaisemmat vaiheet saivat heikon arvostelun kestävyuden ja monialaisten kysymysten osalta, mutta onnistuivat paremmin tehokkuudessa. Ne saivat hyvän arvion henkilöstön pätevyyden ja institutionaalisen lujittamisen osalta. Alun perin ohjelman kustannusvastaavuus oli heikkoa, mutta hankalan käyttäjämaksujen käyttöönoton myötä tilanne parani myöhemmissä vaiheissa. *Yhteisön vesihuollon ballintaa koskenut hanke* hyötyi Suomen aikaisemmasta osallistumisesta vesihuoltoalalle, ja paransi huomattavasti kestävyttä ja lähestymistapaansa monialaisiin kysymyksiin. Näiden monialaisten kysymysten puitteissa kummassakin vesihuoltoa koskeneessa ohjelmassa pantiin täytäntöön selkeitä strategioita naisten aseman edistämiseksi.

Kaiken kaikkiaan Suomen Länsi-Kenialle osoittaman tuen osalta ristimatriisialyysi viittaa voimakkaaseen ohjelmayhteyteen ja vaikutukseen. Myöhempien ohjelmien aikana kohtunut kestävyys osoittaa, että aikaisemmista ohjelmista otettiin opiksi.

Suomen Länsi-Kenialle osoittaman tuen vaikutukset

Suomen investoinneilla Länsi-Keniaan on ollut seuraavia merkittäviä vaikutuksia:

- **Parantunut sidosryhmien pätevyys:** kattava koulutus ja toimintaedellytysten kehittämiseen tähdätyt ponnistelut paransivat huomattavasti Kenian valtionhallinnon henkilöstön teknisiä valmiuksia terveydenhuollon, karjanhoidon, osuuskuntien ja vesihuollon alalla sekä paikallisten sidosryhmien valmiuksia kentällä.
- **Parantunut palvelujen saanti:** terveyspalvelujen ja vesihuollon sekä tehokamman maidon markkinoinnin ja maatalouteen panostettujen palvelujen osalta.
- **Parempi terveydenhuollon ja vesihuollon infrastruktuuri:** alun perin Suomen ohjelmien myötä perustettu infrastruktuuri, jota Kenian hallitus ja muut palveluntarjoajat ovat myöhemmin käyttäneet ja ylläpitäneet.
- **Kestävien karjanhoitoon liittyvien tekniikoiden käyttöönotto:** muun muassa

niittoruokinta, rehuntuotanto ja -säilöntä sekä keinosiemennys, jotka otettiin käyttöön ja tehtiin suositukseksi Suomen ohjelmien myötä ja jotka nykyisin ovat yleisiä ja leviävät yhä laajemmalle.

- **Pientilallisten maidontuotannon kaupallistaminen:** otettiin käyttöön laajamittaisesti ja kehittyi edelleen.
- **Tehostettu sidosryhmien tietoisuus:** valtion tarjoamien ja muiden palvelujen saatavuudesta, mikä kannustaa ihmisiä osallistumaan toimintaan Kenian valtion hallinnon kanssa.
- **Naisten vaikutusvallan lisääminen:** naisten suora osallistuminen tuloja synnyttävän maidontuotannon hallinnointiin sekä terveyspalvelujen ja vesihuollon hallinnointiin ja toimintaan ovat tehostaneet naisten vaikutusvaltaa.
- **Yksityisten palveluntarjoajien esiinmarssi:** terveydenhuollon, karjanhoidon ja vesihuollon alalla tukien kyseisillä aloilla tarjottavien palvelujen jatkuvaa kehittämistä.

Suomen Länsi-Kenialle osoittaman tuen myötä saadut opetukset

Suomen tuki Länsi-Kenialle on antanut useita keskeisiä opetuksia:

- **Tarve asettua hallituksen politiikan ja alakohtaisten uudistusten kannalle:** vaikutusten ja kestävyiden tehostamiseksi ja Suomen antaman kehitysavun jatkuvan merkityksen varmistamiseksi Kenian hallituksen politiikalle.
- **Paremmen ohjelmasuunnittelun, myös joustavuuden, sekä asianmukaisten ja käyppien tekniikoiden ja poistumisstrategioiden tarve:** kehitysavun vaikutusten ja kestävyiden tehostamiseksi.
- **Sidosryhmien osallistumisen ja kustannusten jakamisen merkitys:** tehostaa osallistumista ja omavastuullisuutta, ja johtaa kestävyiden ja merkityksen parantamiseen.
- **Riskinhallintaa koskevien paranneltujen lähestymistapojen tarve:** yksityiskohtaisen riskianalyysin avulla ohjelmasuunnittelun aikana ja seuranta toteutuksen aikana merkityksen parantamisen edesauttamiseksi.
- **Teknisiä rajoitteita voidaan käsitellä, jos asianmukaiset hallinto- ja rahoitusjärjestelmät ovat olemassa:** vesihuollon alalla.
- **Mahdollisuudet tehostaa naisten asemaa ja lisätä heidän vaikutusvaltaansa:** asianmukaisen tasa-arvopolitiikan avulla ja sekä miesten että naisten osallistumisella kehitysyhteistyöohjelmien määrittelyyn, suunnitteluun ja toteuttamiseen.

Kestävää kehitystä edistävät tekijät

Suomen Länsi-Keniassa saamien kokemusten perusteella keskeiset kestävä kehitystä edistävät tekijät ovat seuraavat:

- **Kokonaisvaltainen ja herkästi reagoiva osallistava ohjelmasuunnittelu:** sidosryhmien tarpeisiin paikallisella ja kansallisella tasolla vastaamaan suunniteltu jen asianmukaisten ja onnistuneiden toimenpiteiden varmistamisen edesauttaminen.
- **Sidosryhmien tietoisuuden lisääminen ja toimintaedellytysten kehittäminen:** sen varmistamiseksi, että kaikki sidosryhmät ovat tietoisia ohjelman tavoit-

teista, että heillä on omia etuja valvottavanaan määriteltäessä heidän asemaansa ja vastuualueitaan, että he ovat tietoisia mahdollisista eduista ja että he saavat tarvittavat tekniset ja johtamistaidot osallistuakseen ohjelmaan ja hyötyäkseen siitä.

- **Kustannusten jakaminen ja sidosryhmien omavastuullisuus:** sidosryhmien täysimääräisen ohjelmaan osallistumisen ja ohjelman tukemisen varmistamisen edesauttamiseksi vaikutusten ja kestävyiden tehostamiseksi.
- **Asianmukainen tekniikka:** jota voidaan käyttää, huoltaa, korjata ja vaihtaa paikallisesti tarjolla olevan teknisen osaamisen ja aineellisten resurssien avulla, kun avunantajien rahoitus on päättynyt.
- **Yhteisön osallistuminen hallinnointiin:** asianmukaisen osallistavan ohjelmamäärittelyn ja -suunnittelun avulla, sidosryhmien toimintaedellytyksiä kehittämällä ja sitoutumalla Kenian hallituksen politiikkaan.
- **Kyky vastata politiikan muutoksiin ja vaikuttaa Kenian hallitukseen:** osallistumalla kansallisella tasolla ja suunnittelemalla ohjelmatuki joustavasti vaikutuksiin ja kestävyteen myötävaikuttamiseksi.
- **Hyvä hallinto:** suunniteltu kehittämään hallintoa ja vaikuttamaan ulkoiseen politiikkaan ja tukiympäristöön osallistumalla kansallisella ja paikallisella tasolla.
- **Asianmukainen tasa-arvopolitiikka:** myötävaikuttaa naisten vaikutusvallan lisäämiseen ohjelmatasolla sekä vaikuttaa kansalliseen politiikkaan ja yhteiskunnalliseen asennemuutokseen naisia kohtaan kansallisella ja paikallisella tasolla.

Asememuutokseen vaikuttavat tekijät

Suomen Länsi-Keniassa saamien kokemusten perusteella keskeisiin asenne muutosta edistäviin tekijöihin sisältyvät seuraavat seikat:

- **Sidosryhmien tietoisuuden lisääminen ja toimintaedellytysten kehittäminen:** vuoropuhelun ja luottamuksen aikaansaamiseksi ja sen varmistamiseksi, että kaikki sidosryhmät ovat tietoisia ohjelman tavoitteista, että heillä on omia etuja valvottavanaan määriteltäessä heidän asemaansa ja vastuualueitaan, että he ovat tietoisia mahdollisista eduista ja että he saavat tarvittavat tekniset ja johtamistaidot osallistuakseen ohjelmaan ja hyötyäkseen siitä.
- **Taustalla oleva kansallinen ja paikallinen taloudellinen tilanne:** vaikuttaa ihmisten tulotasoon ja kykyyn osallistua ja hyötyä kehitysavusta.
- **Asiaankuuluvien terveyshyötyjen aikaansaaminen:** näillä vastataan suoraan sidosryhmien terveydenhuoltoa koskeviin tarpeisiin.
- **Asianmukaisten ja käypien tekniikoiden käyttöönotto:** jotka vaikuttavat suoraan ihmisten elämään.
- **Asianmukaisten tuloja synnyttävien mahdollisuuksien käyttöönotto:** jotka vastaavat sidosryhmien tarpeisiin ja johtavat kestäväan kaupalliseen järjestelmään.
- **Tehokkaat toiminta- ja huoltojärjestelmät vesihuollon alalla:** joissa osallistetaan suoraan paikalliset sidosryhmät ja jotka johtavat vesihuoltojärjestelmien kestäväan toimintaan ja talousveden säännölliseen saantiin.

Laaja-alaiset kysymykset

Kenian hallituksen politiikan toiminnallistaminen: Puutteilla Kenian hallituksen pyrkimyksissä toiminnallistaa politiikkaa on ollut kielteinen vaikutus Suomen Länsi-Kenialle antamaan kehitysapuun. Jos ongelmia ei ratkaista, ne vaikuttavat todennäköisesti kielteisesti Suomen kaikkien tulevien investointien vaikutuksiin ja kestävyys. Poliitiikan muuntaminen kestäväksi kansalliseksi kehitykseksi tapahtuu todennäköisimmin vain siten, että avunantajat sitoutuvat toimimaan Kenian hallituksen kanssa ja tukevat sitä.

Ohjelmasuunnittelu ja -hallinnointi: Puutteet ohjelmasuunnittelussa, erityisesti riskien analysoinnissa ja hallinnassa sekä asianmukaisten poistumisstrategioiden luomisessa, vaikuttavat haitallisesti avunantajien investointien vaikutuksiin ja kestävyys. Ulkoasiainministeriön (UM) tulevien ohjelmien yhteydessä pitäisi varmistaa, että näihin kahteen kysymykseen kiinnitetään riittävästi huomiota ja että ohjelmasuunnittelu on tarpeeksi joustavaa, jotta johto kykenee vastaamaan muuttuviin olosuhteisiin ja muokkaamaan lähestymistapoja Suomen investointien kestävyys tehostamiseksi.

Avunantajien pitkän aikavälin sitoutuminen: Yhteinen piirre kaikille edellä mainituille päätelmille on UM:n tarve (i) toimia suoraan Kenian hallituksen ja muiden sidosryhmien kanssa ja (ii) tukea sitten kaikkia sovitun kehitysapua koskevia aloitteita pitkällä aikavälillä. Vain pitkän aikavälin sitoutumisen kautta UM kykenee kehittämään hyvän työskentelysuhteen Kenian hallitukseen ja ylläpitämään sitä. Se johtaa kestäviin kehitysvaikutuksiin ja mahdollisuuden vaikuttaa Kenian hallitukseen onnistuneesti.

Köyhyyden vähentäminen: Koska enemmistöllä pientilallisista, jotka hyötyivät suoraan Suomen tukemista maidontuotantoon liittyvistä ohjelmista Länsi-Keniassa, oli myös muita kuin tilaan liittyviä tulonlähteitä, köyhimmät maaseudun kotitaloudet eivät ole hyötynet suoraan Suomen investoinneista. Länsikenialaisen pientilallisen näkökulmasta parempi lypsylehmä on suuri yksittäinen investointi, johon sisältyy jonkinasteinen riski, joka on todennäköisesti liian suuri köyhemmille kotitalouksille. Pienempien eläinten (kuten parempien vuohien ja kanojen) käyttöönotto käyttäen samoja eläinten omaan ravinnon etsimiseen perustuvia tekniikoita avaisi tuloja synnyttäviä mahdollisuuksia köyhimmille kotitalouksille.

Hallinto- ja johtamisrakenteet: Vaikka hallinto- ja johtamisrakenteiden uudistamisessa on edistytty hyvin vesihuollon alalla, vastaavaa edistymistä ei ole edelleenkään saavutettu terveydenhuolto-, karjanhoito- ja osuuskunta-alalla. Kaikkien UM:n aloitteiden yhteydessä on oltava tietoisia ratkaisematta olevista hallinto- ja johtamisrakenteista näissä ministeriöissä, ja varmistettava, että kaikissa Suomen kehitysyhteistyön toimenpiteissä mukaudutaan viimeisimpään tilanteeseen ja että toimenpiteiden suunnittelu on riittävän joustavaa, jotta kyetään vastaamaan tuleviin muutoksiin kyseisillä aloilla.

Tasa-arvokysymykset: Vaikka Suomen tuki Länsi-Kenialle on vaikuttanut myönteisesti naisten asemaan, heidän pohjimmiltaan alempiarvoinen asemansa yhteiskunnassa ei ole muuttunut olennaisesti, koska paikallisten yhteisöjen hyväksymät lainsäädännölliset muutokset sekä ponnistelut muuttaa miesten asenteita puuttuvat.

Osuuskunnat: Vaikka osuuskunnat eivät yleisesti ottaen ole kyenneet vastaamaan tehokkaasti 1990-luvulla tapahtuneen maaseudun talouden vapauttamisen synnyttämään kilpailuun ja vaikka niiden asema on vielä määrittelemättä kyseisessä taloudessa, ne ovat yhä merkittävässä asemassa paikallisella tasolla tuettaessa yhteisiä eturyhmiä kehittymään kaupallisesti suuntautuneiksi yksiköiksi, jotka voivat kilpailla markkinoilla.

Tiedonsaanti: Maaseutuyhteisöiltä puuttuu usein tietoa esimerkiksi perushyödykkeiden hinnoista, markkinointimahdollisuuksista, teknisistä tukipalveluista sekä tuotantopanosten ja luoton saatavuudesta.

Arvoketjut: Vaikka Suomen tuki pientilallisten karjanhoidon kehittämiseksi on myötävaikuttanut Länsi-Kenian maaseudun talouden useiden näkökohtien kaupallistumiseen, heikkouksia ovat edelleen. Niihin voidaan paneutua parhaiten käyttämällä arvoketjuihin perustuvaa lähestymistapaa, joka sisältää tuotantoon, jalostukseen ja markkinointiin liittyviä seikkoja.

Päätelmät ja Suositukset

Evaluoinnin havainnoista ja päätelmistä johdettujen seuraavien suositusten pohjana on periaate, jonka mukaan UM:n pitäisi varmistaa, että tekijät, jotka johtivat Suomen Länsi-Keniassa tukemien terveydenhuolto-, karjanhoito- ja vesihuolto-ohjelmien sidosryhmien nyt nauttimiin merkittäviin etuihin, pitäisi sisällyttää Suomen kaikkiin uusiin kehitysyhteistyöhön liittyviin investointeihin Keniassa.

UM:lle suositelluissa toimita oletetaan, että Suomen hallitus haluaa jatkaa Kenialle antamansa kehitysavun toteuttamista yhdenmukaisesti Suomen kehityspolitiikan ja Kenian kansallisen politiikan kanssa ja että Suomen hallitus haluaa toimia Kenian hallituksen kanssa kansainvälisten sopimusten ja avunantajayhteisön Keniassa tällä hetkellä sovelttaman lähestymistavan mukaisesti. Jälkimmäinen on määritelty Suomen allekirjoittamassa yhteisessä avustusstrategiassa Harmonising Alignment and Coordination (HAC) vuodelta 2007. Ilmeisesti on mahdollista soveltaa myös yksipuolisempaa strategiaa, jossa keskitytään suoraan ohjelmarahoitukseen ja rajattuun toimintaan Kenian hallituksen kanssa. Vaikka tällainen lähestymistapa saattaakin tarjota lyhyen aikavälin etuja suorille osallistujille, se eristäisi Suomen hallituksen avustajayhteisöstä ja Kenian hallituksesta, tekisi lopun Suomen hallituksen nykyisestä osallistuvasta politiikasta ja puuttuisi vain vähäisessä määrin tai ei lainkaan Kenian tämänhetkisiin perustavaa laatua oleviin ongelmiin. Siksi suositellaankin ponnekaasti, että Suomen hallitus liittyy muihin kahdenvälisiin ja monenvälisiin avunantajiin toimittaessa Kenian hallituksen kanssa kansallisen politiikan tasolla, ja jos edistystä ei saada aikaan esimerkiksi vaalien jälkeisen väkivallan perimmäisten syiden ratkaisemisessa, Suomen hallituksen pitäisi jatkaa työskentelyä avustajayhteisön kanssa yhteisten lähestymistapojen puitteissa. Aikaisemmin avunantajien yhteistoiminnan puute on epäilemättä myötävaikuttanut jossain määrin Kenian nykyisiin yhteiskunnallisiin ja taloudellisiin ongelmiin.

SAMMANFATTNING

Bakgrund

Syftet med utvärderingen har varit att fastställa i vilken utsträckning hälso-, boskaps- och vattenprogrammen, som fi nansierats av Finland i västra Kenya mellan 1981 och 2003, har skapat direkta eller indirekta effekter på utvecklingsnivån i området samt på levnadsstandarderna hos målbefolkningen. Utvärderingen har försökt fastlägga om Finlands samarbete har medfört ändringar i attityden och förfarings sättet hos befolkningen, myndigheterna, den privata sektorn, de civila samhällsorganisationer och samhällsgrupperna. Utvärderingen har dessutom eftersträvat att fastställa orsakerna bakom framgångarna och misslyckandena hos de tidigare programmen som hjälp för det nya fi nländska programmet som planeras i området.

Under denna utvärdering granskades följande fem program

- Western Kenya Water Supply Programme, WKWSP (Västra Kenyas vattenförsörjningsprogram)
(fyra faser; 28,98 miljoner euro; 1981-1996)
- Community Water Supply Management Project in Western Province, CWSMP (projekt för samhällsvattenförsörjningen i västra provinsen)
(två faser; 5,5 miljoner euro; 1997-2003)
- Western Kenya Primary Health Care Programme, PHCP (Västra Kenyas primärvårdsprogram)
(fyra faser; 15,7 miljoner euro; 1984-1995)
- Rural Dairy Development Project, RDDP (utvecklingsprojekt för landsbygdens mjölkproducenter)
(fyra faser; 8 miljoner euro; 1979-1989)
- Kenya-Finland Livestock Development Programme, LDP (utvecklingsprogram för boskap mellan Kenya och Finland)
(fyra faser; 14,8 miljoner euro; 1991-2003)

Metoden för utvärderingen baserar sig på en s.k. ”desk study” av bakgrunds information, aktuella dokument, fallstudier och intervjuer med gamla och nya intressenter från regeringen, den privata sektorn och det civila samhället i både Finland och Kenya.

Analysen av de fi nländska programmets programaktiviteter och realiseringsstrategier har utförts mot bakgrunden av aktuella utvecklingsparadigmer.

Resultat

Ekonomiska och sociopolitiska problem 1980-2009

Kenya har under 30 år utvecklat en överväldigande mängd av politiska, ekonomiska och sociala utvecklingsstrategier med en berömvärd egalitär och omfattande fokus. Trots stöd

från multilaterala och bilaterala givare har verkställandet av dessa strategier emellertid inte motsvarat förväntningarna och de har misslyckats i att bekämpa fattigdom och ojämlikhet. På grund av ett flertal orsaker, såsom svagheter inom styrelseskicket, etniskt baserad politik, de regerande klassernas egenintresse, genomgripande korruption samt en underlåtenhet att vidta åtgärder mot socioekonomiska problem såsom landsreformer, har klyftan mellan de rika och de fattiga vuxit sig större och skapat ett stort utanförskap i det kenyanska samhället.

Den serie av våld och förstörelse som förekom efter valet under början av 2008, och som uppenbarligen hade uppviglat av den politiska oppositionen, drog uppmärksamhet till de underliggande missförhållandena hos Kenyas växande underklass. Den politiska kompromiss som uppstått efter valet 2008 har tillhandahållit ett temporärt andrum. Den har emellertid ännu inte lett till att åtgärder vidtagits mot sådana fundamentala problem som de rådande ojämnligheterna och utanförskapet. Om dessa problem inte åtgärdas inom en snar framtid kommer det sannolikt att uppstå en ännu större politisk, ekonomisk och social splittring i landet.

Det politiska ramverket 1980-2009

Kenya har alltid hållit hårt på politisk utveckling och för närvarande anpassar och förstärker landet ytterligare sitt politiska ramverk. Svagheter ligger emellertid i verkställandet och realiserandet av politiken. Regeringen och andra intressenter har utvecklat ett flertal politiska, reglerande och operationella initiativ för att kunna åtgärda sådana problem som tillväxten, fattigdomen och de stora inkomstskillnaderna. Regeringen har dock inte lyckats med att bekämpa fattigdomen i Kenya, trots ett i allmänhet positivt politiskt ramverk.

De upprepade uppdelningarna och sammanslagningarna av jordbruks-, boskaps- och andelsverksamhetsministerierna har över de senaste 30 åren tärt på regeringens resurser, förvirrat intressenter, samt lett till en omfattande ineffektivitet i regeringens arbete. Det samma gäller också, om än i mindre utsträckning, uppdelningen av hälsovårdsministeriet 2008. De ämbetsverk som är ansvariga för vattensektorn har också genomgått flera förändringar. Det är emellertid uppenbart att verkställandet av vattensektorns reform hämmas av den otydliga uppdelning av ansvarsområdena mellan ämbetsverken som ansvarar för vattensektorn samt vatten- och bevattningsministeriets motvillighet att överlåta sitt tidigare ansvar.

Styrelse- och förvaltningsstrukturer

Granskningen av styrelse- och förvaltningsstrukturerna hos de flernåliga programmen pekar på vikten av följande egenskaper hos de givare som stöder insatserna:

- **Stöd till den kenyanska regeringens reformprogram:** genom direkt engagemang i regeringen samt bilaterala och multilaterala givare. På så vis kan programmet påverkas och det fortsatta flernåliga biståndet till Kenya kan säkerställas.
- **Samordning av finansiering och förvaltning på en nationell nivå:** genom att säkerställa att flernåliga finansieringsmekanismerna från givarna är transparenta och

möter den kenyanska regeringens behov, samt givarnas behov av ansvarsskyldighet.

- **Harmonisering av regeringsstrukturer på en nationell, regional och lokal nivå:** för att säkerställa äganderätt och hållbarhet samt för att engagera intressenter på alla nivåer.
- **Offentliga - privata partnerskap:** för att engagera intressenter samt för att kunna säkerställa ett ändamålsenligt arbete inom den liberaliserade landsbygdsekonomin.
- **Sammankoppling till andra tekniska program på lokal nivå:** för att engagera intressenter samt för att kunna säkerställa sammanhållning och effektivitet på lokal nivå.
- **Tillgång till tekniskt stöd på lokal nivå:** för att engagera intressenter, samt för att kunna säkerställa effektivitet och hållbarhet.
- **Inbyggda deltagandeprocesser och engagering av det civila samhället genom hela planeringen och verkställandet:** för att kunna säkerställa äganderätt, hållbarhet och effekt.
- **En omfattande utveckling av medvetenhet och kapacitetsuppbyggande för alla intressenter:** för att förbättra engagemanget samt kunna säkerställa äganderätt och hållbarhet såväl som utveckla effekt och relevans.

Tvärgående matrisanalys

De program som Finland stöder i västra Kenya har utvärderats på basen av en tvärgående matrisanalys.

De senare programmen har lyckats bättre än de tidigare programmen på grund av att man kunnat dra nytta av de tidigare erfarenheterna när man planerat nya utvecklingsparadigmer och verkställande. Alla program har lämpat sig väl med både den kenyanska och den fi nländska regeringens politik och programmen gagnades i allmänhet väsentligt av det fi nländska mervärdet.

Västra Kenyas primärhälsovårdsprogram som värderades högt hade en klar och väldefinierad insats, nära samarbete och institutionell integrering med Kenyas regering och andra intressenter, samt en välutformad och genomförd fysisk infrastruktur. Programets fysiska outputs, hälsovårdsplatserna och -centrerna, har lyckats relativt bra och är i stånd att betjäna den växande befolkningen på landsbygden med hjälp av lokalt baserade stödstrukturer. Ett fl ertal av hälsovårdscentrerna har uppgraderats av Kenyas regering till underdistriktssjukhus, vilket antyder på ett framåttänkande. Programmet har haft en betydande effekt på människors attityd mot hälsa och hygien, vilket har lett till införande av latriner i västra Kenya. De genomgående frågorna gällande kön och HIV/AIDS behandlades grundligt.

Utvecklingsprojekt för landsbygdens mjölkproducenter värderades lågt, speciellt på grund av dess låga hållbarhet och begränsade fokusering på de genomgående frågorna. Programets bristande betoning på kvinnor och utsatta grupper var speciellt slående. Det samma

gällde dess svaga tekniska och institutionella hållbarhet och ekonomiska genomförbarhet. Det finländska mervärdet var svagare än i andra program på grund av överföring av olämplig teknologi. LDP tog lärdom av den erfarenhet som fanns inom tidigare projekt och hade en stark försörjningsfokus och ett omfattande samarbete med intressenter där betoning låg på de genomgående frågorna. Programmet fokuserade särskilt på kvinnornas roll och utvecklingsmöjligheter inom den privata sektorn.

Västra Kenyas vattenförsörjningsprogram utvärderades i två delar: faserna 1 till 3 som drevs av tillgång och fas 4 som drevs av efterfrågan. De tidigare faserna värderades lågt när det gällde hållbarhet och genomgående frågor. Dock lyckades programmet bättre när det gällde effektivitet och värderades högt för personalkapacitet och institutionell stärkning. I början hade programmet en låg kostnadsåterhämtning, men efter en viss svårighet i början av programmet förbättrades situationen i de senare faserna. *CWSMP* gagnades av tidigare finländskt engagemang i vattensektorn och lyckades avsevärt förbättra hållbarheten och tillvägagångssättet gällande de genomgående frågorna. Båda vattenprogrammen genomförde, med hjälp av de genomgående frågorna, klara strategier för att främja kvinnornas roll i samhället.

Den tvärgående matrissanalysen visar på en stark programkontext och -effekt med hållbarhetsnivåer som förbättrades i senare program. Detta visar på att erfarenheterna från tidigare program överfördes till senare program.

Effekterna av Finlands stöd till västra Kenya

Finlands investering i västra Kenya har haft en betydande effekt genom:

- **Förbättrad intressentkapacitet:** som ett resultat av omfattande utbildning och kapacitetsuppbyggnadsförsök, vilket i sin tur förbättrade den tekniska kapaciteten hos den kenyanska regeringens personal inom hälso-, boskaps-, andelsverk samhets-, och vattensektorerna, samt kapaciteten hos intressenterna på en fältnivå.
- **Förbättrad tillgång till service:** inom hälsovårdsinrättningar och vattenförsörjningen såväl som förbättrade lantbrukstjänster och mjölkmarknad.
- **Förbättrad hälsovårds- och vatteninfrastruktur:** som etablerats av de finländska programmen och som följlaktligen sköts och underhålls av Kenyas regering och andra serviceföretag.
- **Införandet av hållbara tekniker för boskapskötsel:** däribland zero-grazing, fodertillverkning och konservering samt artificiell inseminering. Dessa tekniker har införts och gjorts kända av de finländska programmen och är nu vitt spridda och fortsätter att bre ut sig.
- **Kommersialiseringen av småbrukare med inriktning på mjölkproducenten:** har etablerats i stor skala och fortsätter att utvecklas.
- **Förbättrad medvetenhet hos intressenterna gällande:** tillgängligheten till regeringen och annan väsen, vilket uppmuntrar till engagemang i den kenyanska regeringen.
- **Kvinnornas självbestämmanderätt:** vilken har förbättrats genom kvinnornas direkta engagemang i styrandet och skötseln av hälsovårdsinrättningar och vattenförsörjningen.

- **Uppkomsten av privatägda serviceföretag:** inom hälso-, boskaps- och vatten sektorerna och som stöder den fortsatta utvecklingen av tjänster inom dessa sektorer.

Erfarenheter från Finlands stöd till västra Kenya

Finlands stöd till västra Kenya har resulterat i ett flertal erfarenheter:

- **Behovet att rätta sig efter regeringspolitik och sektorreformer:** för att på så sätt kunna förbättra effekten och hållbarheten samt kunna säkerställa ett fortsatt bistånd från Finland till Kenyas regering.
- **Behovet av att förbättra programutformningen, däribland flexibilitet, lämpliga och antagbara teknologier, samt strategier för utträdande:** för att förbättra effekten och hållbarheten hos utvecklingsstödet.
- **Vikten av intressenternas engagemang och kostnadsdelning:** vilket förbättrar engagemanget och äganderätten. Detta leder i sin tur till förbättrad hållbarhet och relevans.
- **Behovet av att förbättra tillvägagångssättet gällande riskhanteringen:** genom detaljerad riskanalys under planeringen av programmen och uppföljningar under verkställandet.
- **Tekniska restriktioner kan hanteras om lämpliga förvaltnings- och finans system finns på plats:** inom vattensektorn.
- **Möjligheten att förbättra kvinnornas roll och självbestämmande rätt:** genom lämplig könspolitik och genom att få både män och kvinnor att medverka i identifieringen, planeringen och verkställandet av utvecklingsprogrammen.

Faktorer som inverkar på en hållbar utveckling

Nyckelfaktorer som befrämjar en hållbar utveckling omfattar:

- **Genomgripande planering av deltagarprogram:** för att säkerställa en lämplig och framgångsrik insats som riktar in sig på intressenternas behov på en lokal och nationell nivå.
- **Utveckling av medvetenhet och kapacitetsuppbyggande hos intressenter:** för att säkerställa att alla intressenter är medvetna om programmets målsättningar, att de har en del i definieringen av deras roller och ansvarskänsligheter, att de är medvetna om fördelarna samt ges tekniska och ledarskapserfarenheter för att kunna delta i och gagnas av programmet.
- **Kostnadsdelning och intressenternas äganderätt:** för att säkerställa att intressenterna är engagerade i och stöder programmet, vilket förbättrar effekten och hållbarheten.
- **Lämplig teknologi:** vilken kan användas, underhållas, repareras och bytas ut med hjälp av lokalt tillgängligt personal och material även efter att givarinvesteringen dragits tillbaka.
- **Lokalt engagemang i styrandet:** genom lämplig utformning av deltagarprogram, kapacitetsuppbyggnad och politiskt engagemang med Kenyas regering.
- **Förmågan att agera på politiska förändringar och påverka Kenyas regering:** genom engagemang på en nationell nivå samt genom en flexibel utformning av programstödet, vilket bidrar till effekt och hållbarhet.

- **Gott styrelseskick utformat:** för att förbättra förvaltningen och för att påverka den externa politiken och miljön genom engagemang på nationella och lokala nivåer.
- **En lämplig könspolitik:** som bidrar till att ge kvinnor självbestämmanderätt på programnivå samt påverkar politiska och sociala attityder mot kvinnor på en nationell och lokal nivå.

Faktorer som påverkar attitydförändringar

Nyckelfaktorer som befrämjar attitydförändringar omfattar:

- **Utveckling av medvetenhet och kapacitetsuppbyggande hos intressenter:** för att skapa en dialog och tillförlitlighet, samt för att säkerställa att alla intressenter är medvetna om programmets målsättningar, att de har en del i den fördelningen av deras roller och ansvarskyldigheter, att de är medvetna om de möjliga fördelarna och att de ges tekniska och ledarkunskaper för att kunna delta i och gagnas av programmet.
- **Den underliggande nationella och lokala ekonomiska situationen:** som påverkar människornas inkomstnivåer och möjligheter att delta i och gagnas av utvecklingsstöd.
- **Införandet av relevanta hälsovårdsfördelar:** vilka riktar sig direkt till intressenternas hälsovårdsbehov.
- **Införandet av lämpliga och antagbara teknologier:** vilka direkt påverkar människors liv.
- **Införandet av lämpliga möjligheter för inkomstskapande:** vilka uppfyller intressenternas behov och som resulterar i ett hållbart kommersiellt system.
- **Effektiva drift- och skötselsystem inom vattensektorn:** vilka direkt engagerar lokala intressenter och resulterar i en hållbar vattensystemsdrift och regelbunden tillgång till hushållsvatten.

Att överbrygga problem

Operationaliseringen hos den kenyanska regeringens politik: Finlands utvecklingsstöd till västra Kenya har påverkats negativt av den kenyanska regeringens brister i att operationalisera politiken. Om dessa brister inte löses kommer de sannolikt att ha en negativ effekt på framtida finländska investeringar. Det är genom givarengagemang och stöd till Kenyas regering som politiken för en hållbar nationell utveckling kan förverkligas.

Planering och styrande av program: Brister i programplaneringen, såsom analys och hantering av risker samt etableringen av lämpliga strategier för utträdande, påverkar effekten och hållbarheten av givarinvesteringen negativt. Utrikesministeriets framtida program bör säkerställa att man fokuserar på dessa två problem och att programutformningen är tillräckligt flexibel för att ledarna skall kunna svara på ändringar i omständigheterna samt kunna ändra tillvägagångssättet för att förbättra den finländska investeringens hållbarhet.

Långsiktliga givarförpliktelser: Ett gemensamt grunddrag för alla ovannämnda slutsatser behövs för att utrikesministeriet ska kunna (i) engagera sig direkt i Kenyas regering

och andra intressenter, samt för att (ii) långsiktigt kunna stöda nya utvecklingsinitiativ. Utrikesministeriet kan endast genom en långsiktig förpliktelse med Kenyas regering utveckla och bibehålla ett gott arbetsförhållande som kan leda till en hållbar utvecklingseffekt och därmed möjligheten att framgångsrikt kunna påverka Kenyas regering.

Bekämpning av fattigdom: Majoriteten av småbrukarna som dragit direkt fördel av de fi nländskt stödda mjölkproducentprogrammen i västra Kenya har också haft tillgång till en icke lantbruksbaserad inkomstkälla. Detta innebär att de fattigaste hushållen på landsbygden inte har gagnats direkt av Finlands investering. En mjölkko är, från en småbrukares synpunkt, en stor, enskild investering som för med sig en viss risk som med all sannolikhet är alltför stor för fattigare hushåll. Att införa mindre djur (såsom getter och kycklingar), och samtidigt använda samma utfordningsbaserade teknologier som för mjölkkor, skulle skapa inkomstmöjligheter för de fattigaste hushållen.

Styrelse- och förvaltningsstrukturer: Även om framsteg har gjorts inom reformeringen av vattensektorns styrelse- och förvaltningsstrukturer så har liknande framsteg inom hälso-, boskaps- och andelsverksamhetssektorerna visat sig svår genomförbara. Utrikesministeriet bör vara medveten om alla olösta styrelse- och förvaltningsstrukturer inom dessa ministerier vid planerade initiativ och man bör säkerställa att alla fi nländska utvecklingsinsatser tillgodoser det aktuella läget. Dessutom bör insatsernas utformning vara fl exibel nog att svara på framtida ändringar inom sektorerna.

Könsfrågor: Kvinnornas position i samhället har, trots fi nländskt stöd till västra Kenya, inte ändrat märkbart på grund av bristande ändringar i lagstiftningen och misslyckade försök att ändra attityden hos männen.

Andelsverksamhet: Andelsverksamheten har, trots att den visat sig vara känslig för konkurrensen som introducerades av liberaliseringen av landsbygdsekonomin under 1990-talet, en viktig funktion på lokala nivån i och med att den försöker utveckla gemensamma intressegrupper till kommersiellt orienterade enheter som kan tävla på marknaden.

Tillgång till information: Landsbygdssamhällen saknar ofta information gällande varupriser, marknadsmöjligheter, tekniska stödtjänster och tillgången till inputs och kredit.

Värdekedjor: Trots att utvecklingen av småbrukarna har bidragit till kommersialiseringen av fl era aspekter inom landsbygdsekonomin i västra Kenya så kvarstår brister som enklast åtgärdas genom fokus på värdekedjorna, vilka omfattar produktion, beredning och marknadsfrågor.

Slutsatser och Rekommendationer

Principen bakom följande rekommendationer, som härletts från utvärderingens resultat och slutsatser, är att utrikesministeriet bör säkerställa att faktorerna, som lett till de väsentliga fördelarna som nu besitts av intressenterna inom de fi nländskt stödda hälso-, boskaps- och vattenprogrammen i västra Kenya, inbegrips i alla nya fi nländska utveck-

lingsinvesteringar i Kenya.

Åtgärderna som rekommenderas för utrikesministeriet gäller under förutsättning att Finlands regering önskar att fortsätta förverkliga sitt utvecklingsstöd i Kenya enligt Finlands utvecklingspolitik och Kenyas nationella politik. Detta gäller också under förutsättning att Finlands regering önskar fortsätta samarbetet med Kenyas regering i enlighet med internationella avtal och givarsamfundets aktuella tillvägagångssätt i Kenya, såsom angetts i den gemensamma givarstrategin, *Harmonising Alignment and Coordination (HAC) 2007*. En mer ensidig strategi är också möjlig med fokus på direkt programfinansiering och begränsat engagemang. Även om ett sådant tillvägagångssätt kan ha kortsiktliga fördelar så kan det också leda till att Finlands regering isoleras från givarsamfundet och Kenyas regering. Dessutom kan det leda till att den finländska regeringens engagemanspolitik upphävs och Finlands regering därmed har föga eller lite inverkan på de fundamentala problem som Kenya för närvarande står inför. Det rekommenderas därför starkt att Finlands regering ansluter sig till andra bilaterala och multilaterala givare i sitt samarbete med Kenyas regering. Om försöken att åtgärda de grundläggande orsakerna till våldet efter valet inte resulterar i några framsteg, bör Finlands regering fortsätta sitt samarbete med givarsamfundet. Bristen på sammanhållning inom givarsamfundet har utan tvivel bidragit till Kenyas aktuella sociala och ekonomiska problem.

SUMMARY

Background

The **purpose** of this evaluation is to assess to what extent the health, livestock and water programmes financed by Finland in western Kenya between 1981 and 2003 have generated direct or indirect impact on the level of development in the area and on the living standards of the target population. The evaluation has attempted to identify whether Finnish cooperation has caused changes in the attitudes and modes of action of the population and the authorities, the private sector, civil society organisations and community groups. Most importantly, the evaluation has attempted to identify the reasons for successes and failures and to provide lessons that will inform the planned new Finnish programme in the area.

The following five programmes were reviewed during this evaluation

- Western Kenya Water Supply Programme (WKWSP)
(Four phases; 28,98 million Euros; 1981–1996)
- Community Water Supply Management Project in Western Province (CWSMP)
(Two phases; 5,5 million Euros; 1997–2003)
- Kenya-Finland Primary Health Care Programme (PHCP)
(Four phases; 15,7 million Euros; 1984–1995)
- Rural Dairy Development Project (RDDP)
(Four phases; 8 million Euros; 1979–1989)
- Kenya-Finland Livestock Development Programme (LDP)
(Four phases; 14,8 million Euros; 1991–2003)

The **methodology** is based on a desk study of background and current documents, case studies and interviews with stakeholders, past and present, from government, the private sector and civil society, in Finland and at national, provincial and local level in Kenya.

The analysis of the Finnish supported programme activities and implementation strategies in western Kenya was carried out against the background of the development paradigms prevailing at the time.

Findings

Economic and Socio-Political Issues 1980–2009

Over the past 30 years Kenya has developed a plethora of political, economic and social development strategies with a laudably egalitarian and inclusive focus. However, the implementation of these strategies, with considerable support from multilateral and bilateral donors, has fallen far short of expectations and has failed to reduce poverty and inequality. Weak governance, ethnic based politics, the self interest of the ruling classes, pervasive corruption and a failure to address key socio-economic issues such as land reform have widened the gap between rich and poor and have created massive alienation within Kenyan society.

The post-election violence, destruction and loss of life in early 2008, apparently instigated and exacerbated by opposing political interests, drew attention to the underlying grievances of Kenya's burgeoning underclass. The subsequent political compromise, which in effect has co-opted the political opposition into the government, has provided a temporary respite but has not yet addressed the fundamental problems of inequality and exclusion facing Kenya. Unless these are addressed effectively in the near future more political, economic and social disruption is likely.

The Policy Framework 1980–2009

Kenya has always been strong on policy development and is currently adapting and strengthening its policy framework still further. However, the weaknesses lie in the implementation and realisation of these policies. Numerous policy, regulatory and operational initiatives have been developed by the government and other stakeholders to address the key issues of growth, poverty and income inequality. However, despite a generally positive policy framework the government has not succeeded in reducing poverty levels in Kenya.

In particular, the frequent and repeated divisions and amalgamations of the ministries of agriculture, livestock and cooperatives over the last 30 years have wasted government resources, confused stakeholders, and led to considerable inefficiencies in the operations of the government. The same is also true, although to a lesser extent, for the 2008 division of the Ministry of Health (MOH). The government agencies responsible for the water sector have also gone through several metamorphoses. However, it is evident that a lack of clarity in the division of responsibilities among the agencies involved in the water sector and the reluctance of the Ministry of Water and Irrigation to relinquish its former responsibilities are hampering the realization of the water sector reform.

Governance and Management Structures

The review of the governance and management structures of the Finnish programmes indicates the importance of the following characteristics of donor supported interventions:

- **Support for the GOK reform agenda:** through direct engagement with the government and with bilateral and multilateral donors, in order to influence the agenda and contribute to ensuring the continuing relevance of Finnish aid to Kenya.
- **Coordination of financing and management at national level:** through ensuring that donor financing mechanisms are transparent and meet GOK ownership requirements as well as donor needs for accountability.
- **Harmonization with government structures at national, provincial and local level:** to help ensure ownership and sustainability and to engage stakeholders at all levels.
- **Public – private partnerships:** to engage stakeholders fully and to help ensure efficient operation within the liberalised rural economy.
- **Local level linkages to other technical programmes:** to engage stakeholders

and to help ensure coherence and efficiency at the local level.

- **Access to technical support at local level:** to engage stakeholders and to help ensure efficiency and sustainability.
- **Built in participatory processes and involvement of civil society throughout planning and implementation:** to help ensure ownership, sustainability and impact.
- **Substantial awareness creation and capacity building input for all stakeholders:** to enhance engagement and to help ensure ownership and sustainability as well as improving impact and relevance.

Cross Matrix Analysis

The Finnish supported programmes in western Kenya have been evaluated based on a cross matrix analysis.

Overall, the later programmes fared better than the earlier ones as the development paradigms informing their design and implementation evolved in the light of experience. All programmes fitted well with both GOK and Government of Finland (GOF) policies and generally benefited substantially from the Finnish value added.

The *Primary Health Care Programme* was rated highly, having a clear and well defined intervention, close cooperation and institutional integration with GOK and other stakeholders, and well designed and implemented physical infrastructure. The physical outputs of the programme, the health posts and centres, have fared relatively well over time, being able to serve the increased rural population with community based support structures. Several of the health centres have been upgraded by GOK to sub-district hospitals indicated the forward thinking of their designers. The programme has made a strong and sustained impact on people's attitudes to health and hygiene and has achieved a high level of latrine in western Kenya. The cross cutting issues of gender and HIV/AIDS were well addressed.

The *Rural Dairy Development Project* was rated low, in particular because of its poor sustainability and limited attention to cross cutting issues. Its lack of emphasis on women and vulnerable groups was particularly striking as was its weak technical and institutional sustainability and economic viability. The Finnish value added was weaker than for the other programmes because of the transfer of inappropriate technology. The subsequent *Livestock Development Programme* learned from much of the experience of the earlier project and had a strong livelihood focus, extensive stakeholder cooperation with a robust emphasis on cross cutting issues – focusing in particular on the role of women and the development of opportunities in the private sector.

The *Western Kenya Water Supply Programme* was evaluated in two parts: Phases 1-3 which were supply driven and Phase 4 which was demand driven. The earlier phases rated poorly on sustainability and cross cutting issues, but fared better on effectiveness, with good ratings for the capacity of personnel and institutional strengthening. Initially the programme had low cost recovery but, with the difficult introduction of user fees, the situation

improved in the later phases. The *Community Water Supply Management Project* benefited from the previous Finnish involvement in the water sector and considerably improved sustainability and its approach to the cross cutting issues. Within these cross cutting issues both water programmes implemented clear strategies for promoting the role of women.

For the overall Finnish support to western Kenya, the cross matrix analysis indicates a strong programme context and impact, with levels of sustainability which improved in the later programmes indicating that lessons were learned from the previous programmes.

The impacts of Finnish support to western Kenya

Finnish investment in western Kenya has had a substantial impact through:

- **Improved stakeholder capacity:** resulting from extensive training and capacity building efforts, which substantially improved the technical capacity of GOK staff in the health, livestock, cooperatives and water sectors, and the capacity of local stakeholders at the field level.
- **Improved access to services:** in health facilities and water supply as well as to improved milk marketing and agricultural input services.
- **Improved health and water infrastructure:** established initially by the Finnish programmes and subsequently operated and maintained by GOK and other service providers.
- **The adoption of sustainable livestock husbandry techniques:** including zero grazing, fodder production and conservation and Artificial Insemination (AI), introduced and popularised by the Finnish programmes which are now widespread and continue to expand.
- **The commercialisation of smallholder milk production:** established on a wide scale and which continues to develop.
- **Enhanced stakeholder awareness:** of the availability of government and other services which encourages people's engagement with GOK.
- **The empowerment of women:** which has been enhanced through their direct involvement in the management of income generating dairy activities and in the management and operation of health facilities and water supplies.
- **The emergence of private service providers:** in the health, livestock and water sectors who are supporting the continued development of services in these sectors.

The lessons of Finnish support to western Kenya

Finnish support to western Kenya has generated several key lessons:

- **The need to align with government policy and sector reforms:** in order to enhance impact and sustainability and to ensure the continuing relevance of Finnish aid to GOK policies.
- **The need for improved programme design, including flexibility, appropriate and acceptable technologies and exit strategies:** to enhance the impact and sustainability of development support.
- **The importance of stakeholder participation and cost sharing:** which en-

hances involvement and ownership, leading to improved sustainability and relevance.

- **The need for improved approaches to risk management:** through detailed risk analysis during programme planning and subsequent follow up during implementation to help improve relevance.
- **Technical constraints can be dealt with if appropriate management and financial systems are in place:** in the water sector.
- **The potential for enhancing the role and empowerment of women:** through appropriate gender policies and the participation of both men and women in the identification, planning and implementation of development programmes.

Factors promoting sustainable development

On the basis of Finnish experience in western Kenya, the key factors promoting sustainable development are:

- **Comprehensive and responsive participatory programme planning:** to help ensure an appropriate and successful intervention designed to address the needs of stakeholders at local and national level.
- **Stakeholder awareness creation and capacity building:** to ensure that all stakeholders are aware of programme objectives, have a stake in defining their roles and responsibilities, are aware of the potential benefits and are given the technical and managerial skills to participate in and to benefit from the programme.
- **Cost sharing and stakeholder ownership:** to help ensure full stakeholder engagement in and support of the programme in order to enhance impact and sustainability.
- **Appropriate technology:** which can be operated, maintained, repaired and replaced with locally available technical skills and material resources once donor funding is withdrawn.
- **Community involvement in management:** through appropriate participatory programme identification and design, stakeholder capacity building and policy engagement with GOK.
- **The ability to respond to policy changes and to influence GOK:** through engagement at national level and through the flexible design of programme support to contribute to impact and sustainability.
- **Good governance:** designed to improve management and to influence the external policy and support environment through engagement at the national and local levels.
- **An appropriate gender policy:** which contributes to the empowerment of women at the programme level as well as influencing national policy and societal attitude change towards women at national and local level.

Factors influencing attitude change

On the basis of Finnish experience in western Kenya, the key factors promoting attitude change include:

- **Stakeholder awareness creation and capacity building:** to establish dialogue and trust and to ensure that all stakeholders are aware of programme objectives, have a stake in defining their roles and responsibilities, are aware of the potential benefits and are given the technical and managerial skills to participate in and to benefit from the programme.
- **The underlying national and local economic situation:** which influences people's income levels and ability to participate in and to benefit from development support.
- **The introduction of relevant health benefits:** which address directly the health needs of the stakeholders.
- **The introduction of appropriate and acceptable technologies:** which directly impact people's lives.
- **The introduction of appropriate income generating opportunities:** which meet the needs of the stakeholders and result in a sustainable commercial system.
- **Effective operation and maintenance systems in the water sector:** which directly involve local stakeholders and result in the sustainable operation of the water systems and the regular supply of domestic water.

Overarching Issues

The operationalisation of GOK policy: Shortcomings in GOK's efforts to operationalize policy have had a negative impact on Finland's development support to western Kenya and, unless resolved, are likely to adversely affect the impact and sustainability of any future Finnish investment. It is through donor engagement with and support to GOK that the translation of policy into sustainable national development is mostly likely to occur.

Programme planning and management: Shortcomings in programme planning, particularly in the analysis and management of risks and in the establishment of appropriate exit strategies adversely effect the impact and sustainability of donor investment. Future programming by MFA should ensure that adequate attention is paid to these two issues and that programme design is sufficiently flexible to enable managers to respond to changing circumstances and to modify approaches to enhance the sustainability of the Finnish investment.

Long-term donor commitment: A common feature of all the above conclusions is the need for MFA to (i) engage directly with GOK and other stakeholders and (ii) to support any subsequently agreed development initiatives over the long-term. It is only through a long-term commitment that MFA will be able to develop and maintain a good working relationship with GOK leading to sustained development impact and the opportunity to influence GOK successfully.

Poverty alleviation: As the majority of smallholders who benefited directly from the Finnish supported dairy programmes in western Kenya also had non-farm sources of

income, the poorest rural households have not benefited directly from the Finnish investment. From the point of view of a smallholder in western Kenya, an improved dairy cow is a large single investment which involves a degree of risk that is likely to be too high for poorer households. The introduction of smaller animals (such as improved goats and chickens) using the same zero-feeding based technologies would open up income generating opportunities for the poorest households.

Governance and management structures: Although good progress has been made reforming governance and management structures in the water sector, similar progress in the health, livestock and cooperative sectors remains elusive. Any MFA initiatives need to be aware of the unresolved governance and management structures in these ministries and to ensure that any Finnish development interventions accommodate the latest situation and that their design is sufficiently flexible to be able to respond to any future changes in the sectors.

Gender issues: Although Finnish support to western Kenya has impacted positively on the position of women, their fundamentally inferior position in society has not changed substantially, in the absence of legislative changes acceptable to local communities and efforts to change the attitudes of men.

Cooperatives: Although cooperatives have generally failed to respond effectively to competition introduced by the liberalisation of the rural economy in the 1990s and have yet to define their role in this economy, they still have an important role to play at the local level in supporting common interest groups to develop into commercially oriented units that can compete in the market place.

Access to information: Rural communities frequently lack information on such matters as commodity prices, marketing opportunities, technical support services and the availability of inputs and credit.

Value chains: Although the Finnish support to smallholder dairy development has contributed to the commercialisation of many aspects of the rural economy in western Kenya, weaknesses remain that can best be addressed through a value chain approach which includes production, processing and marketing issues.

Conclusions and Recommendations

The principle behind the following recommendations, derived from the findings and conclusions of the evaluation, is that MFA should ensure that factors which led to the substantial benefits now being enjoyed by the stakeholders of the Finnish supported health, livestock and water programmes in western Kenya, should be included in any new Finnish development investment in Kenya.

The actions recommended for MFA assume that GOF wishes to continue implementing its development support for Kenya in line with Finnish development policy and with

Kenyan national policies and desires to engage with GOK according to international agreements and the current approach of the donor community in Kenya as outlined in the joint assistance strategy, Harmonising Alignment and Coordination (HAC 2007), to which GOF subscribes. Evidently, a more unilateral strategy is possible with a focus on direct programme funding and limited engagement with GOK. However, although such an approach may lead to short term benefits for the direct participants, it would isolate GOF from the donor community and GOK, would abrogate GOF's current policy of engagement and would do little or nothing to address the fundamental problems currently facing Kenya. Consequently, it is strongly recommended that GOF joins other bilateral and multilateral donors in engaging with GOK at national policy level and that, should no progress be made with such issues as resolving the root causes of the post-election violence, GOF should continue to work with the donor community on joint approaches. In the past, a lack of donor coherence has undoubtedly contributed, in some degree, to Kenya's current social and economic problems.

Findings	Conclusions	Recommendations
NATIONAL POLICY LEVEL		
Although Kenya has a plethora of political, economic and social development policies and strategies, GOK and donors have failed to reduce poverty and inequality in the country.	There are disconnects between GOK development policies and strategies and the successful implementation of measures to reduce poverty and inequality.	MFA and its donor partners should engage with GOK to (i) identify and address the disconnects between the formulation of GOK policies and strategies and their successful implementation, and (ii) support the operationalisation of these policies and strategies
The political opposition has effectively been co-opted by GOK.	Because the political opposition has been co-opted by GOK, progress on addressing the root causes of the 2008 post election violence has stalled.	MFA and its donor partners should engage with GOK at the highest level to facilitate action on the root causes of the 2008 post election violence.
MWI is reluctant to relinquish its former responsibilities for the water sector at both national and local level.	MWT's reluctance to relinquish its former responsibilities is hampering the progress of water sector reform.	MFA should engage with GOK and its donor partners to facilitate the completion of the water sector reform. The actions required, which could be supported by MFA, include (i) development of the national indicators of water supply and sanitation service coverage. At present there is ambiguity of the coverage definitions, leading to difficult assessment of the baseline situation: and, (ii) support to water resources management through WRMA and WSTF.
GOK has not yet operationalized the national strategies and management structures for the health, agriculture, livestock and cooperative sectors.	For donor engagement in the health, agriculture, livestock and cooperative sectors to be successful, there is a need for GOK to resolve outstanding governance and management issues in order to establish a supporting enabling environment.	MFA should (i) engage with GOK and its donor partners to facilitate the finalisation of national strategies and management structures in health, agriculture, livestock and cooperatives; and, (ii) ensure that the design of any development support is sufficiently flexible to be able to respond to any future changes in the sectors.
Although the position of some women has improved, as a result of the gender policies of Finnish	The Kenyan legal framework and prevailing social attitudes towards women inhibit change in the position and role of women in	MFA should support the operationalisation of GOK and MFA gender policies with emphasis on (i) enacting

Findings	Conclusions	Recommendations
supported programmes in western Kenya, the fundamentally inferior position of women in Kenyan society has not changed.	Kenyan society.	legislative change, and (ii) encouraging efforts to change social attitudes towards women.
DEVELOPMENT PROGRAMME LEVEL		
Long term commitment was a key over-arching element of MFA's engagement in western Kenya,	Long term donor commitment is essential for impact, for the sustainability of innovation, improved governance and for establishing and maintaining a constructive engagement with GOK.	MFA should engage with GOK prior to re-investing in western Kenya and commit to long term support for mutually agreed interventions.
Finnish support to smallholder dairy development has contributed to the commercialisation of many aspects of the rural economy in western Kenya.	Despite the commercialisation of many aspects of the rural economy, weaknesses in technical support, processing and marketing remain.	MFA should ensure that future rural development support takes a value chain approach, covering production, processing and marketing, to address weaknesses in the rural economy.
Some of the systems, including water supplies and cooperatives, developed through Finnish support were not financially viable, due to weak management and political interference.	The lack of financial viability has reduced the sustainability of many of the systems developed through Finnish support to western Kenya.	MFA should ensure that any systems created through Finnish support are financially self-sustaining.
Finnish support to the health, livestock and water sectors had considerable impact in western Kenya.	The programme / project modality, linked to GOK structures, chosen for the Finnish support to western Kenya, contributed to the impact and sustainability of the systems established.	MFA should ensure that, in the design of any future programme support to western Kenya, appropriate modalities and instruments are identified and selected; bearing in mind that the programme / project modality linked to GOK administrative structures is likely to achieve the greatest sustainable impact at the local level. The instruments chosen, which could include Finnish and Kenyan consulting companies, should facilitate linkages with local organisations in both the government and civil society.
Changes in stakeholder attitudes have occurred in	Attitude change occurs when stakeholders perceive that they	MFA should ensure that future development support

Findings	Conclusions	Recommendations
western Kenya as a result of Finnish development support.	will benefit from development support that requires attitude change.	includes components, identified through comprehensive participatory planning, that benefit stakeholders sufficiently to encourage and sustain attitude change.
After the withdrawal of free GOK rural support services in the mid-1990s, the private sector in medium and low potential areas was unable to fill the gap because of a lack of effective demand.	The lack of rural support services in the medium and low potential areas is adversely affecting the economic development of these areas.	MFA should engage with GOK and private stakeholders to identify and implement ways of encouraging the development of private sector rural support services in the medium and low potential areas. Approaches could include public-private partnerships to initiate services until such time as sustainable effective demand has developed sufficiently to support the private sector.
The Finnish supported programmes in western Kenya did not adequately anticipate risks and had inadequate exit strategies.	During programme design, inadequate attention was given to risk identification and analysis and to the development of appropriate exit strategies.	MFA should ensure that the design of future development support includes comprehensive risk analysis and appropriate exit strategies, consistent with stakeholder capacity, which will enhance the sustainability of the support.
The Finnish supported programmes in western Kenya were frequently unable to respond effectively to the consequences of changes in GOK policies.	An ability to react promptly, appropriately and positively to changes in the national policy environment is an important contributor to development success.	MFA should ensure, in the rapidly evolving policy environment in Kenya, that future development support is designed with sufficient flexibility to enable prompt and appropriate reaction to the consequences of any changes in GOK policies.
MWI is reluctant to relinquish its former responsibilities for the water sector at both national and local level.	At the programme level, by hampering the progress of water sector reform, MWI's reluctance to relinquish its former responsibilities is adversely impacting the effectiveness and sustainability of water sector programmes.	MFA should design any programme support for the water sector to facilitate the completion of the water sector reform. The actions required, which could be supported by MFA, include (i) the development of

Findings	Conclusions	Recommendations
		institutional and practical M&E systems at the level of the Water Services Boards and the Water Services Providers, including staff capacity building; (ii) support to the Water Services Boards to develop mechanisms to cluster rural water points and create sustainable O&M systems, cost recovery and M&E systems, including staff capacity building to support these processes; and, (iii) support to the operators of small and medium size piped systems in business planning and financial management, channelled through the Water Service Boards.
Stakeholder capacity and awareness has been improved by Finland's development support to western Kenya	Investment in stakeholder capacity building and awareness creation is a crucial aspect of the development process.	MFA should ensure that sustained investment in stakeholder capacity building and awareness creation is included in future development support to improve effectiveness, sustainability and ownership.
Although cost sharing and community involvement in planning and implementation, was initially not part of the Finnish approach to development in western Kenya, its introduction contributed to the ultimate success of Finland's development efforts.	Community involvement and cost sharing are essential elements of successful development.	MFA should ensure that the design of any future development investment includes stakeholder community involvement in identification and planning to encourage ownership. Subsequently, during implementation, stakeholders should be involved in management and monitoring, as was the case, in part, in the latter period of Finnish support to western Kenya, to encourage relevance and sustainability. Furthermore, the principle of cost-sharing with stakeholders should be built into any programmes to encourage ownership, sustainability and cost-effectiveness.

Findings	Conclusions	Recommendations
<p>Successful governance and management structures require mutually supportive approaches at national and local level.</p>	<p>To be effective, these mutually supportive approaches, including support for the GOK reform agenda, stakeholder participation, public private partnerships and harmonising with GOK structures, need to be combined into a coherent package at national and local level.</p>	<p>MFA should continue its engagement with GOK to promote good governance at the national political and economic level as well as ensuring that the factors which contribute to good governance and management structures at the programme level are built in to any future support. These should include comprehensive stakeholder participation in identification, planning and management, stakeholder awareness creation and capacity building, public-private partnerships and support for the GOK reform agenda to encourage ownership and sustainability.</p>
<p>As a result of Finnish development support to western Kenya, women have become involved in the operation and management of health facilities and domestic water supplies; and have been empowered to manage income generating dairy enterprises.</p>	<p>Although the position of some women has improved, as a result of the gender policies of Finnish supported programmes in western Kenya, the fundamentally inferior position of women in society has not changed.</p>	<p>MFA should ensure that programme level approaches to women's empowerment are in line with GOK and MFA gender policies that address legislative change and support efforts to change social attitudes towards the role of women.</p>
<p>Rural smallholders have adopted and benefitted from technologies introduced by the Finnish development support to western Kenya.</p>	<p>The technologies introduced by the Finnish development programmes are appropriate for the socio-economic conditions in western Kenya.</p>	<p>MFA should ensure that future development support includes appropriate and acceptable technologies to meet the needs of stakeholders, in order to avoid the repetition of negative experiences such as the supply of Finnish high technology milk processing equipment to the Kitinda Cooperative Society in the 1980s which the society could not operate and maintain. Appropriate technologies can be initially identified through participatory stakeholder analysis.</p>

Findings	Conclusions	Recommendations
<p>Rural smallholders who have established dairy enterprises with support from the Finnish development programmes frequently have sources of off-farm income.</p>	<p>The poorest members of the rural population in western Kenya have not benefitted directly from the Finnish development programmes.</p>	<p>MFA should ensure that future development support includes components that address poverty alleviation directly. This will require detailed field studies to identify the poor groups within the society and, through participatory stakeholder analysis, to identify interventions and activities that will benefit them directly (such as, in the livestock sector for example, improved goats and chickens which entail less risk than dairy cattle).</p>

1 INTRODUCTION

1.1 Purpose and Objectives

The driver behind this evaluation is the fact that the Ministry for Foreign Affairs of Finland (MFA) is planning an extensive new rural development programme for western Kenya. The results of this evaluation will be available to inform the final design of the new programme. The Terms of Reference (TOR) are given in Annex 1.

The **Purpose** of this evaluation is to assess to what extent the programmes financed by Finland in western Kenya have generated direct or indirect impact on the level of development in the area and on the living standards of the target population. The evaluation has attempted to identify whether Finnish cooperation in the region has caused changes in the attitudes and modes of action of the population and the authorities, the private sector, civil society organisations and community groups. Most importantly, the evaluation has attempted to identify the reasons for successes and failures and to provide lessons that will inform any new Finnish programme.

The main **Objectives** of this evaluation are:

- The identification of factors that promote the achievement of socially, environmentally and economically sustainable development; with special attention to capacity building;
- The provision of informed professional opinion on factors that are essential to impact changes in attitudes within the target population and government authorities as well as legislation and sectoral strategies;
- The provision of professional judgements on the governance structure and management of the programmes, including coordination and cooperation patterns; and,
- The provision of clear conclusions and recommendation on approaches, implementation methods, aid modalities and instruments as well as on governance and administrative procedures which hinder or promote the successful realisation of programme objectives.

1.2 Scope of the Evaluation

The following five programmes in the water, health and livestock sectors have been reviewed by this evaluation. Although two of the Finnish interventions are labelled “project”, the term “programme” is used throughout the report when referring to the Finnish interventions in western Kenya.

- Western Kenya Water Supply Programme (WKWSP)
(Four phases; 28,98 million Euros; 1981–1996)
- Community Water Supply Management Project in Western Province (CWSMP)

- (Two phases; 5,5 million Euros; 1997–2003)
- Kenya-Finland Primary Health Care Programme (PHCP)
(Four phases; 15,7 million Euros; 1984–1995)
- Rural Dairy Development Project (RDDP)
(Four phases; 8 million Euros; 1979–1989)
- Kenya-Finland Livestock Development Programme (LDP)
(Four phases; 14,8 million Euros; 1991–2003)

1.3 Methodology

1.3.1 Overall Approach

The team concentrated on the analysis and evaluation of the lessons from the completed western Kenya programmes and has identified best practices based on these findings.

The methodology of the evaluation is based on a desk study of background and current documents, case studies and interviews with stakeholders, past and present, in Finland and at national, provincial and local level in Kenya. The persons met by the evaluation team are listed in Annex 2.

The analysis of the Finnish supported programme activities and implementation strategies in western Kenya was carried out against the background of the development paradigms prevailing at the time (1981 to 2003). The main policies adopted by the Government of Kenya (GOK) which influenced programme implementation during the period include:

- Health for All by 2000 (World Health Organization; WHO)
- International Decade of Water Supply and Sanitation (United Nations Development Programme; UNDP)
- The District Focus for Rural Development (GOK)
- The Kenya Poverty Reduction Strategy (GOK)

The main instruments defining the country programmes for Finnish development cooperation in Kenya during the period under review were the Agreed Minutes of the bilateral negotiations between Finland and Kenya.

1.3.2 Assessment of the Socio-economic and Political Environment

The team has reviewed and analysed the recent and current extensive evolution of the socio-economic and political environment in Kenya, in order to understand the environment in which past and current development activities have taken and are taking place. The assessment was undertaken through key informant interviews with government, international and civil society actors and through participatory investigations with people at community level in Kakamega and Kisumu, supported by an extensive document study. The collection and analysis of information on the evolution of the socio-economic and

political context in Kenya supports the assessment of: (i) the effect on the implementation of the Finnish aid programmes under review and (ii) the current and possible future contexts as they might affect any future Finnish development support.

1.3.3 Benchmarking

The areas covered by the Finnish supported programmes being studied benefited from capacity building, institutional development in the public and private sectors, market enhancement and substantial financial and physical investment. The idea of the benchmarking exercise was to describe the situation in western Kenya and to identify any differences between the programme areas and similar rural areas which did not benefit from Finnish support.

However, the scope of the exercise was limited by the lack of baseline data and relevant indicators and a lack of current quantitative data in the health and livestock sectors. Consequently the benchmarking was confined to the water sector.

Sufficient baseline data were available to carry out a benchmarking exercise for two Water Services Boards (WSB). The Tana and the Lake Victoria North WSB were compared using structured interviews of technical assistance personnel who had been working long term with both WSB and obtaining information describing the level of community implementation of the water supply systems. The benchmarking exercise, described in detail in Annex 5.3., gives some indication that the Lake Victoria North Water Supply Board (LVN WSB) has benefited from the fact that many of the professional staff had worked earlier with the Finnish supported water programmes, as well as with the local communities which have experience in water supply development.

1.4 Donor Community in Western Kenya

During the period when the Finnish support to Western Kenya was being identified and designed, GOK tended to “allocate” the various regions in the country to different donors with the result that there was limited formal collaboration among them at the field level. Although this was particularly true in the water sector, it was less so in the health and agriculture/livestock sectors.

Nonetheless, the LDP project document (Government of Finland; GOF / GOK 1990) recognised and clearly identified the complementarity and technical framework within which the programme would operate.

“The proposed programme complements the GOK and donor-assisted efforts towards intensified dairy farming on smallholder farms. Sida has assisted in the Artificial Insemination (AI) and tick control programmes, Danish International Development Assistance (Danida) in milk marketing and tick control projects, the Kenya/Nordic Cooperative Development Programme administered by Danida in the development of cooperatives, the Netherlands in intensifying dairy farming activities, and more recently the World Bank

(WB) in the coordination of extension services to farmers. Particular attention will be paid from the very beginning to coordinating the programme with these and other related projects so as to obtain the best benefits from combined efforts. Close cooperation will be maintained throughout the programme period.”

The Finnish focus on smallholder dairy production and the cooperative sector reflected a high degree of complementarity with the work of GOK and other donors both in western Kenya and elsewhere in the country. There was evidently an effective division of labour among the various actors in the international development community in Kenya; working with GOK to address Kenya’s national development objectives. The Finnish intervention in the dairy sector in western Kenya identified and addressed a neglected development opportunity that had enormous potential and was not being supported by other donors. Both RDDP and LDP complemented the work of GOK and other donors in western Kenya and elsewhere in the country; in central province in particular.

Thus, although there were reports of informal contact and cooperation between the Finnish supported programmes in western Kenya and other donor supported programmes elsewhere in Kenya and at the national level, there was no formal cooperation. Since, during the period of their operation, the Finnish supported programmes were the major investments in their sectors (water supply, health, cooperatives and livestock) in western Kenya; their impacts were not influenced directly by the work of other donors in these sectors.

2 ECONOMIC AND SOCIO-POLITICAL ISSUES 1980 – 2009

2.1 Background

At independence in 1963, GOK identified three major constraints to development - poverty, illiteracy and disease – which it sought to address through policies which emphasised high rates of economic growth.

The government set out the strategies to achieve economic progress in Kenya in Sessional Paper No. 10 of 1965. However by 2009, after decades of development interventions, social and economic disparities have not only persisted but in some cases increased. Although the Kenyan economy grew steadily in the 1960s, it began to slow down after the oil shocks of the 1970s. There was a brief rebound in late 1970s caused by favourable coffee prices in the international market.

Although between 1971 and 1980 the Gross Domestic Product (GDP) grew at an annual average of 5,3%, the standard of living for the majority of the rural population remained low and the government found itself dealing with the same issues of poverty, illitera-

cy and disease into the 1980s when the Finnish supported programmes were started in western Kenya. Failure to change the lives of the poor in spite of high overall growth rates was partly associated with top down planning, projects not targeted towards poverty reduction and a lack of stakeholder participation.

In 1983, the government introduced the District Focus for Rural Development Strategy under which planning was decentralized to the districts and District Development Committees (DDC), chaired by the District Commissioner, were established to manage planning, project identification and prioritization. A senior planner from the Ministry of Planning was posted to each district as a District Development Officer to guide the planning process. The members of the DDCs included the heads of the government department in the district, elected leaders (parliamentary and civic) and representatives of civil society and the private sector. A District Executive Committee comprising heads of the technical departments ensured that project proposals reaching the larger DDC forum were of acceptable standards. The managers of donor-funded projects in the districts sat in these committees. This arrangement also applied to the Finnish supported programmes in western Kenya.

Despite the decentralised and participatory institutional arrangements, the district focus strategy ran into serious implementation difficulties due to combinations of political interference, lack of accountability and transparency and personality clashes. Regrettably, while stakeholder participation was meant to be a high priority, decisions at district level were frequently made without due regard to the wishes of the people. In response to political interests many projects were left uncompleted or quickly fell into disuse due to lack of maintenance, although more projects were identified for funding than could be supported with the resources available. By the end of 1990s, the District Focus for Rural Development Strategy had been discredited, although it remained relevant for programming.

Between 1986 and 1990 Kenya adopted a structural adjustment programme whose impact on the growth rate and on standards of living was immediate. By 1990 the average annual growth rate had declined to 4,3% and fell further to 2,6% in the period from 1990 to 1996, reaching a mere 0,6% in 2002.

Contrary to the widely held view that Kenya was forced by the donors to adopt a structural adjustment programme in the 1980s, evidence shows that Kenya's commitment to the implementation of structural adjustment policies dates back to 1975. Sessional Papers No. 4 of 1975 and No. 1 of 1986, the Budget Rationalization Document and Annual Budgets of 1986/87 and 1987/88 provided the policy framework and indicate the government's commitment to the implementation of these programmes.

The budgetary restrictions imposed on the government by structural adjustment implied a reduced allocation for the provision of basic needs and resulted in a worsening of the welfare situation of vulnerable groups. The government, in the 6th National Development Plan (1989-2003), introduced a formalization of deeper community participation in the development process by institutionalizing cost sharing.

Cost sharing is not alien to Kenyan culture. Since independence, Kenyans have come together in the spirit of *harambee* (pulling together) to work with the government to address such issues as the environmental through tree planting and soil and water conservation structures, to improve local infrastructure such as schools and health facilities as well as sending students abroad for further studies. However, traditionally, these activities were voluntary and without set ceilings for contributions. What the government had imposed in the 6th National Development Plan was a cost sharing element devoid of the virtues of the traditional approach to *harambee*. The government therefore succeeded in alienating the poor, especially in rural areas, who could hardly pay school fees, health costs and other charges, let alone contribute substantially to development efforts.

2.2 Economic Trends

Over the last three decades, Kenya has experienced widely fluctuating and generally declining economic growth, due in part to the change from a centrally planned economy to the structural adjustment programmes and liberalization of all economic sectors in the 1980s and 1990s.

In 1984 and 1985 widespread drought led to poor cereal harvests or crop failures and a loss of livestock in the arid and semi-arid areas. The effects of the drought were long lasting and were compounded by the macro-economic instabilities of 1991 to 1993. In 1993, the annual inflation rate reached a record level of 46% causing abrupt increases in food prices and an overall decline in real wages. The poor performance of the economy coupled with high population growth resulted in declining investment and high levels of unemployment estimated at between 18% and 24% of the potential labour force. Consequently there was a substantial decline in real GDP per capita which fell from US\$ 327 in 1990 to US\$ 272 in 1997.

From 1996 to 1997, GOK expected to receive financing of US\$ 183 million from the International Monetary Fund (IMF) and US\$ 125 million from the WB to implement reforms and strengthen economic growth. However, donor concern about corruption and the slow implementation of the reforms led to the remaining funds due in July 1997 being withheld. This led to a weakening of the Kenya Shilling (KSh) resulting in increasing interest rates and a widening of the budget deficit.

Adverse weather conditions, reduced harvests, poor infrastructure and declining performance in the tourist industry severely constrained economic growth in 1997 and 1998, resulting in a failure to achieve the projected target annual growth rate of 6%. As the country moved into the new millennium, the general economic situation continued to deteriorate. However this did not prevent GOK from attempting reforms to revitalize the economy. Nonetheless, despite the good intentions, the issues that then troubled Kenya - political rivalry, a lack of political will, corruption, poor governance and weak institutions - caused the reforms to stall.

2.3 Economic Recovery Strategy

Past national development plans have identified the overriding development challenges faced by Kenya to be the alleviation of poverty, eradication of illiteracy and disease and the creation of employment through, *inter alia*, high and sustained economic growth.

Kenya's National Development Strategy defined in the government's economic recovery strategy for wealth and employment, ERSWEC 2003-07 (GOK 2003), aimed to overcome the country's most serious social and economic challenges and to ensure that the country was able to meet its commitment to the Millennium Development Goals (MDG).

The successful implementation of the economic recovery strategy saw an economic growth rate of 7.1% in 2007. However, the political divisions that had started with the defeat of the government in the national referendum on the new constitution in 2005 continued till the general elections in December 2007. There was no clear winner, leading to disruption, uncertainty and the post election violence in early 2008 that shattered the country's long standing peace and economic stability. The key economic sectors of tourism, agriculture, communications and manufacturing, that had been projected to spur growth, suffered heavy losses. Annual economic growth declined to a mere 1.7% in 2008. It took the intervention of the international community to bring the political stalemate and violence to an end.

In an effort to revive the economy, the government revised the economic recovery strategy which was coming to an end and developed Vision 2030 as the main national policy framework for guiding the planning and budget policies of the line ministries.

2.4 Politics and Civil Society

During the campaign for political reforms in the late 1980s civil society played a major role in lobbying and organizing public debates on change. Feeling threatened, the government enacted legislation to control and stifle civil society activists. Fortunately, with support of the people and the international community, civil society organisations were able to lobby successfully for amendments. Although GOK carried through the legislation, The Non-Governmental Co-ordination Act 1991, some of the contested clauses had been removed, paving the way for possible constructive engagement.

Kenya has been a multi-party democracy since 1992, when the single party system ended through the first multi-party elections since independence. During the run up to the elections in 1992 and again in 1997 the civil society and the press combined to sensitize the electorate with great success. For the first time in Kenyan politics, women contested the office of the President in 1997. However, the number of women elected to parliament and local authorities in 1997 was lower than in 1992. Nevertheless, the reduced numbers did not diminish the impact women had on national and local politics as their importance

was clear in the 2002 and 2007 general elections during which each of the parties tried to outdo one another to nominate woman candidates to the top echelons of party leadership.

The 2007 election was seen as an opportunity to move forward in the democratization process and as laying the foundation for further reforms. The large number of voters who participated in the election was also a sign of the increasing interest of Kenyans in political decision making. However, instead of learning from and building on these experiences, the political hierarchy in Kenya has become more narrow minded with heightened ethnic animosity.

Civil society and the press still remain key players in the reform agenda in Kenya as they constantly keep the government alert to governance issues especially when there is no official opposition in Parliament. Whether the government will listen to the voice of civil society is a matter of great concern. In the run up to the general election in 2007, civil society organisations, with the support of progressive members of Parliament, argued for a speedy conclusion to the constitutional reform process. It was clear that without a new constitution, the validity of the elections would be questionable.

When it became clear that Parliament and the political class did not want to push for a full constitutional review, the advocacy target was changed and people asked for minimal reforms to ensure a fair election. One of the suggestions was to enact an amendment to the electoral law requiring a winning presidential candidate to receive over 50% of the votes cast in the general election. Unfortunately, the main presidential contenders did little to support this proposal.

On the surface, the post election violence, which has seriously affected Kenya's international standing, was caused by lack of a clear winner after the general election. Although there are deep rooted historical injustices that fuel the animosity between communities, there is no doubt that the disputed results of the presidential election provided the trigger.

In 2009, the United Nations (UN) Special Rapporteur on Human Rights condemned extra judicial killing, impunity, corruption, and lack of action by the government to punish high profile offenders. Kenyan policies appear to have remained coherent on paper, but in practice many failures have given the impression that Kenya is not serious in addressing human rights, constitutional reforms, police and judicial reforms, corruption, good governance, land reforms and a host of other issues.

The effects of the post election violence continue to dominate the social, political and economic affairs of the country. In mid-2009, there are still thousands of Internally Displaced Persons living in camps where the physical and social conditions are deplorable and there are great difficulties accessing education and health services. Others displaced by the post-election violence are still living as refugees in Uganda. Despite the enormity of this problem, the government has done little to reduce the hardship being faced by the Internally Displaced Persons. Associated with the issue of Internally Displaced Persons is

the need to punish the instigators as well as the perpetrators of the post election violence. The question of whether to try them locally or internationally has elicited mixed reactions in the country. A section of politicians prefer that the trial be referred to and conducted by the International Criminal Court at the Hague. On the other hand, some support a special tribunal in Kenya, while others would like to see a division of the High Court of Kenya carry out the trials.

However, this debate has tended to side-step the issues of justice as perceived by the ordinary Kenyans whose lives have been disrupted by the prevailing political uncertainty. Kenyans want justice that does not discriminate. The main reason why, according to a national opinion poll, over 65% of Kenyans prefer the 'Hague option' is that they believe that it offers the opportunity to catch the 'big fish' and to begin the steps necessary to deal with the issue of the impunity of members of the political ruling class. Whether these trials will actually take place and justice done remains uncertain. What is needed to avoid another episode of lethal violence is adherence to the rule of law and respect for institutions. If these institutions continue to be perceived by ordinary Kenyans as ineffective and compromised the situation will not change, and it will be difficult to undertake broad based development in the country. The social and economic losses and the lost development opportunities are likely to be devastating. However, as Kofi Annan advised at the end of his mediation efforts that brought the political antagonists together: "Failure is not an option".

3 POLICY FRAMEWORK 1980 – 2009

3.1 Finnish Development Policy

Finland's development policy has always been focussed on poverty alleviation with a concern for minorities and the poor. Although the policy has evolved with experience over the years, the primary focus has remained unchanged. According to the Ministry for Foreign Affairs (2007), the main goal of Finland's development policy is to eradicate poverty and to promote sustainable development in accordance with the MDGs. To this end, Finland supports international agreements such as the Paris Declaration and works with donors through both multilateral and bilateral channels. In particular, Finland supports the national strategies of partner governments, supports the livelihood strategies of the poor and supports research, extension, training and services that benefit the poor in order to strengthen food production and livelihood strategies.

Finnish support to western Kenya adhered strongly to these policies.

3.2 Kenyan National Policy

Development policies in Kenya have evolved substantially since independence in 1963 in response to national political priorities, donor pressure and policies and to the international political and economic climate. Numerous policy, regulatory and operational initiatives have been developed by the government and other stakeholders to address the key issues of growth, poverty and income inequality as sustainable poverty reduction requires a combination of growth and distributional policies. However, despite a generally positive policy framework the government has not succeeded in reducing poverty levels in Kenya as shown in Table 1.

Table 1 Percentage of population below the poverty line, 1981 – 2006.

Province	1982	1992	1994	1997	2000	2006
Central	26	36	32	31	32	30
Coast	55	43	56	62	70	70
Eastern	48	42	58	59	66	51
Rift Valley	51	51	43	50	73	49.
North Eastern	NA	NA	58	NA	NA	74
Nyanza	58	47	42	63	71	48
Western	54	54	54	59	56	52
Nairobi	NA	26	26	50	53	21
Rural	49	46	47	53	60	49
Urban	NA	29	29	49	51	34
National	47	46	47	52	57	46

Source: KIPPRA 2009.

3.2.1 Millennium Development Goals

The overall goal of the Kenyan government is to eradicate poverty, illiteracy and disease. Kenya is signatory to the MDG of UN, whose targets are to be achieved by 2015. Consequently, many recent GOK policies have been aligned to meet the MDG targets.

The current overall framework GOK policy is encapsulated in the Vision 2030 (GOK 2007).

3.2.2 Vision 2030

Initially launched in 2006 and revised in 2008 the Vision 2030 aims to transform Kenya into a newly industrializing “middle income country providing a high quality life by 2030”. The vision was developed through an all-inclusive and participatory stakeholder consultative process involving Kenyans from all parts of the country.

As illustrated in Figure 1, the vision is based on three pillars (economic, social and poli-

tical) which are anchored in macroeconomic stability, continuity in governance reforms; enhanced equity and wealth creation opportunities for the poor; infrastructure; energy, science, technology and innovation; land reform; human resources development; security as well as public sector reforms.

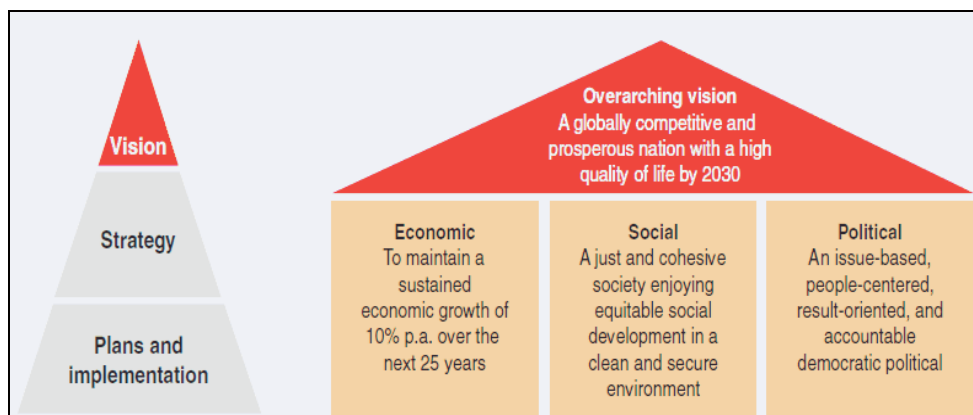


Figure 1 Vision 2030 of the Government of Kenya – Thematic Overview.

Source: GOK 2007.

The Vision 2030 is being implemented in successive five – year medium term plans, with the first of these plans covering the period 2008 to 2012. The Vision has defined flagship projects for various sectors to be implemented by the respective line ministries. While the flagship projects are designed to take the lead in generating rapid and widely shared growth, they are by no means the only projects the country will be implementing. The Vision recognizes that there are many on-going projects that will be completed as complementary efforts to the flagship projects.

As the country makes progress to achieve the Vision targets, it is expected that the MDGs will also be met. Though the Vision states that some of the MDG targets have been met, it is evident that Kenya is not yet on track to achieve most MDGs (DFID 2009).

Over the period under review, each ministry has produced strategic plans as a response to changes in overall GOK policy; the latest being the first medium term plan of the national Vision 2030 (GOK 2007). In the past, all ministries had developed strategies in response to the National Economic Recovery Strategy for Wealth and Employment Creation (2003-2008).

There have been substantial developments in GOK policy affecting the ministries whose mandate touched on the Finnish supported programmes in western Kenya: agriculture, livestock, cooperatives, water and health. The reforms in the water sector are explored in greater detail in Annex 6 since more progress has been made on the reforms in this sector than in health, agriculture, livestock and cooperatives.

3.3 Health

In 2008, the Ministry of Health was divided into two: the Ministry of Medical Services (MMS) and the Ministry of Public Health and Sanitation (MPHS). However, the policy framework currently regulating the health sector still reflects the situation before the split. Because the national health policy has yet to be revised, the division of responsibilities between the two ministries is unclear, their operations tend to overlap and there is considerable confusion at all levels. Efforts within GOK are presently underway to address these issues.

The key milestones in the development of the current regulatory framework are:

1994	Health Policy Framework
1998 repeated in 2003	Kenya National Health Accounts
2003 repeated in 2007	Kenya Household Health Expenditure and utilization survey
1999 - 2005	National Health Sector Strategy Plan (NHSSP)
2004	Financial Management Act (No. 5 of 2004)
2005 - 2010	NHSSP for implementation of the Health Policy Framework.
2007	Legislative supplement to introduce disbursement of funds directly to health facilities (dispensaries and health centres). Implementation was delayed by the splitting of the ministry and amendments are now in place.
2007	Financial Management (Health Sector Services Fund) Regulations,
2009	Legislative supplement to fulfil the Gazette notice of 2002. Start of review 1994 of the Health Policy Framework and the Public Health Act.

Currently the NHSSP (Republic of Kenya 2008) is being reviewed to give specific mandates to the two ministries involved in the health sector.

3.4 Agriculture

Although the Ministry of Agriculture (MOA) was not directly involved in the implementation of the Finnish-supported dairy programmes, it is the lead ministry in the rural sector and is responsible for overseeing policy development.

Agricultural growth and development is crucial to Kenya's overall economic and social development. MOA has the leadership responsibility for the achievement of the first MDG: elimination of extreme poverty and hunger. According to GOK's Strategy for Revitalizing Agriculture 2004-2014, the sector directly contributes about 26% of GDP and 80% of the population live in the rural areas, depending mainly on agriculture for their livelihoods.

The Vision 2030, described above, identified agriculture as one of the six key economic sectors expected to drive the economy to a projected 10% annual economic growth over the next two decades through promotion of an innovative, commercially-oriented and modern agriculture. The proposed reforms also aim to achieve transparency, accountability, efficiency and effectiveness in the management of the agricultural sector at all levels.

The following fast-track interventions were identified in Vision 2030 for the agricultural sector:

- Review and harmonize the legal, regulatory and institutional framework;
- Restructure and privatize non-core functions of parastatals and the ministry;
- Improve the delivery of research, extension and advisory support services;
- Improve access to quality inputs and financial services;
- Improve access to both domestic and external markets; and
- Formulate a food security policy and programmes to give direction for growth of

the agriculture sector and to establish the targets for the agriculture sector in line with the 2009 National Agricultural Strategic Plan.

In recognition of the importance of the sector, GOK has developed and subsequently revised policies to address the productivity of agriculture. The focus of these policies and the related implementation plans has been to improve economic management, accelerate national development, reduce poverty and increase food security. However, MOA is not responsible for land tenure, which remains one of the principle causes of social and political tensions in Kenya.

The key agricultural policies are:

Sessional Paper No.4 of 1981	National Food Policy
Sessional Paper No.1 of 1986	Economic Management for Renewed Growth
Sessional Paper No.1 of 1992	Development and Employment in Kenya and the various National Development Plans
2004	Strategy for Revitalizing Agriculture (2004 – 2014)
2008 – 2012	National Agricultural Sector Extension Policy (NASEP) designed to revise the existing extension policy and to regulate agricultural extension services
2008 – 2012	Harmonization of Kenyan agricultural legislation policy designed to consolidate over 130 individual Acts governing the agricultural Sector

The key current sectoral policy document is the Strategy for Revitalizing Agriculture (SRA) which was launched in March 2004 as a national policy document steering the development of the agricultural sector in Kenya up to 2014. The policy acknowledged that, because the results of past policies and reform programmes were not always positive, poverty levels had continued to rise, food security had not been achieved and agricultural growth had continued to stagnate or decline. Consequently, MOA decided to rethink and re-engineer its policies for the development of the sector.

The central principle of the SRA is that, to improve smallholder farm productivity as well as increase incomes, smallholder farming needs to move from producing largely for subsistence to becoming commercially viable. The primary objective of the strategy is to provide a policy and institutional environment that will support increasing agricultural productivity, promote investment, and encourage commercial private sector involvement in the agricultural sector. The SRA identifies the importance of value chain development,

capacity building and the improvement of supportive infrastructure with inputs from other sectors including rural access roads, rural electrification, water supply, telecommunications and accessible and affordable curative and preventive health care.

3.5 Livestock

The Ministry of Livestock Development (MOLD), together with the Ministry of Co-operative Development (MOCD), was one of the implementing partners of both Finnish supported dairy programmes in western Kenya.

For the past 25 years the development of the livestock sector has been guided by the national development policy for livestock developed in 1980 with the following objectives:

- To address the high incidence of poverty;
- To enhance foreign exchange earnings and food security;
- To emphasize sustainable use of environment; and
- To provide raw materials for both processing and manufacturing industry.

Although in the 1980s Kenya suffered from major economic shocks that were not envisaged when the livestock policy was formulated at the beginning of the decade, there were no changes major changes in livestock policy until Sessional Paper No. 2 of 2008 (MOLD 2008) which outlined a new approach which was designed to address the challenges and shortcomings arising from GOK's liberalization policies of the 1990s. The new livestock policy is consistent with current government strategies in the national Economic Recovery Strategy, the SRA and Vision 2030.

The objectives of the 2008 National Livestock Policy (MOLD 2008) are to:

- Achieve appropriate livestock management systems for the sustainable development of the livestock industry;
- Improve and conserve available animal genetic resources effectively;
- Achieve effective control of animal diseases and pests in line with the relevant international codes and standards;
- Focus research efforts in the livestock sub-sector on resolving current and emerging problems;
- Ensure quality standards and quality assurance at all levels of (the) production and marketing chain for increased competitiveness of the livestock industry; and,
- Address various cross-cutting issues that impact on the livestock sub-sector.

3.6 Cooperatives

MOCD, together with the Ministry of Livestock Development, was one of the implementing partners of both Finnish supported dairy programmes in western Kenya.

The cooperative sector has always been an important driver of rural economic and social development in Kenya although over the last 20 years, mismanagement, national policy changes, and an inability to respond to these changes has weakened the role of the sector.

In 1974, Sessional Paper No. 6 recommended the establishment of district cooperative unions to create economies of scale and to increase the capacity of smallholders to participate in major economic activities. For example, some large cooperatives started banking sections for small farmers since commercial banks were unable or unwilling to accommodate their needs. By the 1980s, the cooperative movement in Kenya was said to generate about 40% of national GDP.

In 1986, in response to the Sessional Paper No.1 that emphasized renewed economic growth but also ushered in structural adjustment programmes, the cooperative movement was forced to divest and to adjust to cost sharing and to the implications of the liberalization of the economy. The monopoly that the cooperative societies had enjoyed was dismantled and the cooperatives had to compete with the commercial private sector with the result that many monopoly cooperatives such as Kenya Cooperative Creameries (KCC) – that had a monopoly on the marketing and processing of milk – collapsed and had to be restructured.

In 1997, the Cooperative Societies Act No.12 led to government withdrawal from the supervision of cooperative societies: an approach particularly encouraged by the WB and the Nordic countries. Without any support or supervision from the government, many cooperatives ran into serious management problems which resulted in further failures and restructuring which rarely met the interests of their ordinary members.

After the general elections in 1997, the Ministry of Co-operatives was downgraded to a department in the Ministry of Agriculture, slowing the reform agenda that was envisaged in the Co-operative Act of 1997 and adversely affecting the operations of the cooperative movement. In 2003 the newly elected government re-established the MOCD which began a major policy review of the cooperative sector. In 2004, the Co-operative Societies Act (1997) was amended to revise and revive the regulatory role of the cooperative ministry and to improve cooperative governance.

In 2009, MOCD initiated a review of the cooperative sector and the preparation of a comprehensive national policy on the regulation of cooperative societies as, in the past, GOK has relied on sessional papers to guide policy direction. The new cooperative policy is expected to address the requirements of Vision 2030 and to address the role of the cooperative sector as an engine of growth for the sustainable development of the deregulated and newly commercialised rural economy.

Opinion on the future role of the cooperative sector is divided. MOCD Cooperative Officers are ready to interact with cooperative societies and offer their skills, but at the same time, many of these societies are finding it difficult to attract members owing to their past

history and current inability to compete successfully in the new rural economic environment. In principle, the cooperatives have a role to play in national economic recovery, through, among other things, empowering common interest groups at the local level to work together to engage in commercial activities, but to do so, they need to reclaim the confidence of their members and attract new members, otherwise they will, once again, fail to reach their potential.

3.7 Water Supply

The Water Act of 2002 is currently the main piece of legislation for the regulation of the water sector in Kenya. Thus all policies, regulations and bylaws, directives and administration actions from the water ministry and strategic plans and all activities by water sector institutions must be carried out in accordance with its provisions.

The Water Act of 2002 had various objectives:

- To differentiate the roles of various actors in water sector;
- To entrench public participation and involvement in water services and water resources management; and
- To define water rights and legislate ways in which water resources can be utilized efficiently and sustainably.

The key milestones in the development of the current regulatory and water services provision framework are:

1999 – National Water Policy on Water Resource Management

2002 – Water Act

2003 – Water Act operational with the establishment of new institutions

2005 – Legal Notice No. 101 the Water (Plan of Transfer of Water Service) Rules

2007 – National Water Services Strategy (2007–2015)

2007 – National Water Resources Management Strategy (2007 –2009)

2007 – Pro-poor Implementation Plan for Water Supply and Sanitation (WSS),
identification of Water Services Trust Fund (WSTF) poverty locations

The roles of the various institutions involved in water resource management and the water services sector, although stipulated in the 2002 Water Act, have caused considerable confusion at field level. In 2009 debate has continued over the price of water and the relationship between water companies and local authorities on one hand and local authorities and the Water Services Boards on the other. However, in spite of these issues the current water sector policy and the attendant reforms are substantially more advanced than those in other sectors of the economy – including agriculture, livestock and cooperatives.

4 GOVERNANCE AND MANAGEMENT STRUCTURES

4.1 National Strategy

The governance management and structures of donor-supported interventions in Kenya has evolved substantially in recent years. In principle, at least, the days when donors operated outside government structures are past and all subscribe to the principles of the Paris Declaration on aid effectiveness which is designed to harmonise and align aid delivery.

In line with the Paris Declaration, the major multilateral and bilateral donors in Kenya (including Finland) have developed, in collaboration with GOK, a Kenya Joint Assistance Strategy (KJAS) covering the period 2007 to 2012. Under the strategy, the donors have agreed to work with GOK to address the greatest challenges currently facing Kenya: as summarised on Box 1.

Box 1 Kenya Joint Assistance Strategy, 2007–2012.

Under KJAS, the stakeholders have agreed to address:

- reducing corruption, improving public financial management and reforming public administration;
- enhancing security and access to justice;
- creating infrastructure including information, communications and technological networks, to serve as a platform for growth;
- upgrading informal settlements;
- improving the delivery of basic services to the poor; especially health, education, water and sanitation, and social protection;
- narrowing the income gap between rich and poor;
- improving the investment climate;
- raising the productivity of agriculture; and
- promoting the sound management of natural resources.

Source: HAC 2007.

The KJAS is the result of a broad consensus on Kenya's development strategy across the political spectrum with the objective of supporting GOK's efforts to achieve the MDGs in the context of the government's national and sector development strategies. These are encapsulated in Kenya Vision 2030 whose overarching vision, based on the three pillars of economic, social and political development, is the creation of a globally competitive and prosperous nation with a high quality of life by 2030 (GOK 2007).

Thus at the national level agreed overarching policies addressing improved governance and management structures, developed through participation among the stakeholders, are now in place.

4.2 Health

In 2008, the Ministry of Health (MOH) was split into two new ministries: MMS and MPHS whose key mandates are:

Ministry of Medical Services (MMS)

- Medical services policy
- Curative services
- HIV/AIDS and other Sexually Transmitted Disease (STD) treatment and management
- Maternal Services
- Rural Medical Services
- Clinics and hospitals
- Registration of doctors and paramedicals
- Nurses and midwives

Ministry of Public Health and Sanitation (MPHS)

- Public health and sanitation policy
- Preventive and promotive health services
- Community health services
- Health education
- Reproductive health
- Food quality and hygiene
- Health inspection and other public health services
- Quarantine administration
- Oversight of all sanitation services
- Preventive health programme including vector control (GOK 2008)

There are overlaps in these responsibilities and in the funding arrangements for donor-supported programmes, which are being addressed by the two ministries but had not been resolved by late-2009.

The sector priorities of the two ministries (Box 2) appear to focus primarily on the role of MMS and also reflect the overlaps in ministerial responsibilities.

Box 2 GOK ministerial health sector priorities.

Ministry of Medical Services

- Institute medical services reforms that will ensure high quality services;
- Restore medical services to the level prior to the post election events;
- Institute and enforce appropriate regulatory measures;
- Institute structures and mechanisms for improved alignment, harmonization and government ownership for planned interventions;
- Development and management of the health workforce;
- Provide a network of functional, efficient and sustainable Health Infrastructure for effective delivery of health care services;
- Ensure reliable access to quality, safe and affordable essential medicines and medical supplies that are appropriately regulated, managed and utilised;
- Equitable healthcare financing mechanism that ensures social protection, particularly for the poor and vulnerable.

Ministry of Public Health and Sanitation

- Improve equitable access;
- Improve service quality and responsiveness;
- Improve the efficiency of the public health system;
- Improve financing;
- Foster partnerships.

Source: GOK 2008.

At the field level, as shown in Table 2, the two health ministries have parallel administrative structures with potentially overlapping responsibilities and risk of managerial and administrative conflict.

Table 2 GOK health sector administrative units.

	MMS	MPHS
Province	Provincial Medical Services Management Team Provincial Director of Medical Services	Provincial Health Management Team Provincial Medical Officer of Health
District	District Medical Services Management Team District Medical Services Officer	District Health Management Team District Medical Officer of Health

Source: GOK 2008.

Evidently GOK is aware of the need for coordination and for the resolution of inconsis-

tencies in the mandates and responsibilities of the two health ministries and has established the coordination and consultation mechanisms illustrated in Box 3.

Box 3 GOK health sector consultation and coordination mechanisms.

Health Sector Coordination Committee (HSCC)

HSCC meets quarterly and provides a forum for the policy makers in government, development and implementing partners to come together and agree on policies and strategies for the sector and follow up on the implementation of agreed joint strategies and activities. Membership includes MMS and MPHS department heads, Development Partners in Health Kenya members, Health Non-governmental Organization, and private sector representatives.

Development Partners in Health Kenya (DPHK)

DPHK meets monthly and provides a forum for development partners to discuss sector issues and promote harmonisation and alignment of inputs to the health sector.

Health Non-governmental Organization Network

Health Non-governmental Organization Network provides a forum for Non-governmental organization (NGO) dealing with health issues to promote collaboration, sharing of experiences and advocacy, to stimulate linkages and strategic partnerships among health NGOs, government and private sector to enhance their responses towards the health needs of Kenyans.

Source: GOK 2008.

Any donor health initiatives need to be aware of the unresolved GOK management structure in the health sector and to ensure that their interventions accommodate the latest situation and that their design is sufficiently flexible to be able to respond to any future changes in the sector.

4.3 Livestock

Although the principles of stakeholder participation, demand driven development and cost-sharing are well-established in the livestock sector, unlike the health and water sectors, where substantial progress has been made, fundamental governance and management issues are still under discussion within GOK and have yet to be finalised.

Since 2005, policy and legal reforms within the sector have been driven by the inter-ministerial Agricultural Sector Coordination Unit (ASCU) to address the fragmentation of responsibilities between the many state and non-state actors involved with implementing the Agricultural Sector Development Strategy (ASDS) which is managed by the ASCU.

The Sessional Paper No. 2 of 2008 (MOLD 2008) outlines the national livestock policy to which the donors subscribe and are engaging GOK over the details. The policy recognises a public-private partnership approach with the public sector as the regulator rather than the provider. GOK is now working on an implementation and investment plan for the next ten years. According to the World Bank, although the donors expect to support GOK in the implementation of the investment plan, they are currently still in programme mode – but are moving towards the possibility of joint funding through the government’s ASDS.

As the governance and management structure of the livestock and agricultural sectors is not yet finalised, donors are taking different approaches to the financing and management of development programmes in the sector.

Funding arrangements: The majority of donors have agreed on the following general principles governing funding arrangements:

- GOK should have clear responsibility for approving the allocation of funds within an agreed spending framework and for reporting on expenditure;
- donors should be able to review the use of funds at appropriate intervals and to adjust funding levels after consultation with GOK;
- donor and counterpart funds should be available promptly with the minimum necessary financial monitoring; and
- donors should consolidate their reporting and accounting requirements.

In line with these basic principles, some current examples of donor arrangements for financial management, which reflect the need for a balance between flexibility and accountability, are illustrated in Box 4.

Box 4 Examples of financial management arrangements.

International Fund for Agricultural Development

- Funds are placed in GOK’s Annual Development Estimates and are channelled to the International Fund for

Agricultural Development (IFAD) -supported projects through the GOK system using GOK procedures;

- **Risks:** diversion, delays, leakage or subjection to GOK funding restrictions;

- **Mitigation:** Donor funds earmarked and monitored by Ministry of Finance and Planning.

United Nations Development Programme (UNDP)

- Funds are reflected in GOK’s Annual Development Estimates but are controlled and managed directly by UNDP and expenditure is reported to GOK at end of the financial year;

- **Benefits:** effective financial control;

- **Problems:** substantial payment delays through UNDP.

World Bank (WB)

- A special foreign exchange account established in Nairobi is managed by Ministry of Finance;
- The local project account is managed by a Project Coordination Unit in line with GOK procedures;
- GOK counterpart funds deposited quarterly in the local project account;
- **Benefits:** tight financial control, with joint GOK and donor oversight.

Source: Discussions with Ministry of Planning and World Bank.

Management arrangements: By and large, the management structures of donor-supported programmes are guided by the same principles of balancing accountability and flexibility as is donor funding. The key principles are to:

- cooperate, as appropriate, with national organisations such as Kenya Agricultural Research Institute (KARI) or with international organisations such as International Centre for Research in Agroforestry (ICRAF) which combine technical expertise with good contacts and experience with the country;
- establish a close relationship with existing GOK management structures through the establishment of appropriate committees at national, provincial and local level;
- participate in all relevant forums – such as coordination and development committees at provincial, district and local level to ensure awareness creation among stakeholders;
- work with seconded government staff as far as possible to help ensure sustainability;
- maintain a degree of independence sufficient for the efficient achievement of the donor programmes' objectives through the judicious use of international and/or national technical assistance;
- emphasise and facilitate stakeholder participation and public-private partnerships; and,
- emphasise stakeholder capacity building.

4.4 Water Supply

The Finnish water supply programme went a long way towards creating management structures for the rural water supplies in which decision making was brought as close to the end user as possible. The development paradigms of the time (1980 – 2003) evolved from service delivery by the central government to community based and managed water supply systems.

Although the communities participating in the planning, construction and management of the water supply schemes, they did not have financial control. Even in the last phase of the Finnish water programme, the financial responsibility remained with the GOK

manager and the Finnish consultant. Local communities were finally put entirely in charge of the water supply development after the creation of WSTF and the Community Project Cycle (CPC) implementation system (Annex 5.3).

The communities received considerable capacity building support for the Finnish programmes in all areas of the management of water supplies and the impact of this is still visible. The management capacity of the communities in the western Province was compared with another area and differences, likely due to the Finnish support, could be detected. This improved management capacity was illustrated by the eagerness and ability of the rural communities in Western Province to apply for and implement CPC schemes.

However, although the Finnish capacity building support for the management of the water schemes focused successfully and innovatively on the lower levels of organization, creating community management of the supplies, especially towards the end of the implementation period, less emphasis was given to the higher levels of management within the GOK structure.

Funding arrangements: Although the principles of the sector reform of water services development and funding are best achieved through WSTF and WSBs which have the mandate to renew and develop water supply assets, the water services sector has a number of funding channels. Those supporting the water sector reform are:

- **Water Services Trust Fund (WSTF)**, a semi-autonomous government agency established under the Water Act. It is demand driven and has a rural focus and a mandate for poverty reduction. According to the WSTF rules, the 50 poorest locations in each WSB area are eligible to apply for a water project. The WSTF receives grant funding from development partners as well as government funds.
- WSTF also manages the **Output Based Aid** funding mechanism, where communities can access commercial credit, but are given a grant to pay back a percentage of the loan, based on their performance.
- Funding through **WSBs** which have the mandate to oversee develop the water supply networks, plants and buildings. The WSBs receive grants and loan funding directly from development partners and the government, mainly for investments and maintenance in urban areas.

The Kenyan water sector experienced serious difficulties in the 1990s. The stagnant political situation condoned political interference, bad governance and corruption. The direct provision of water services by the government became less efficient and exhibited serious failures. The necessary water sector reforms were overdue but were not undertaken, due to a lack of political will. The water projects continued, in principle, to be supported by the central government line agency organization (Ministry – Provincial Water Engineer's Office – District Water Engineer's Office – Division Water Engineer's Office). The weaknesses of the government support organization were recognized and the failure of the government managed water services documented. However, the supervisory and management structure of the Finnish supported water programme was insufficiently flexible to be able to respond adequately to this situation.

4.5 Modalities of Finnish Aid to Western Kenya

In broad terms, over the past 40 years, the leading development aid modalities have evolved along the following lines:

- 1970 – 1980: Programmes and projects which addressed constraints on physical and human capital;
- 1980 – 2000: Policy-based support which addressed constraints in macro-economic policies;
- 2000 to date: Budget support which address ownership and governance issues.

The modalities of Finnish aid have evolved substantially since the beginning of the country's involvement in development cooperation (Porvali 2009). In the 1960s and 1970s the programmes/projects were mostly sector-oriented with a sizeable technical assistance component. By the 1980s the interventions were more holistic: predominantly broad based programmes addressing several linked sectors. They were mainly locally oriented with few links to the national level and still had relatively large, although diminishing, technical assistance components. In western Kenya, rural development programmes were still implemented into the 1990s and early 2000s with an increasing emphasis on participation, good governance and capacity building. In recent years, harmonization and cooperation with other donors and dialogue between the donor community and GOK have become increasingly important.

The key aid modalities currently being used in Kenya, can be summarised as:

- **Programme / Project aid:** Finances specific activities with a limited objective, budget and timeframe to achieve specific results. The programme / project approach is based on the identification of a specific area of intervention for donor involvement, and the targeted use of funds for specific activities for which the objectives, outputs and inputs required to achieve them have been defined.
- **Budget support:** Donor funds are channelled directly to the partner government's budget, using the government's own allocation and accounting systems. Budget support covers (i) general budget support; and (ii) sector budget support.
- **Pooling funds:** donor funds are pooled in the government's accounts. The government manages and accounts for funds, using standard government budget procedures. Funds may be earmarked for activities in a specific sector.
- **Sector-Wide Approach:** Aims to increase donor alignment with the government policy and expenditure framework. The sector-wide approach can encompass a broad range of instruments, from a set of coordinated projects to the provision of sector budget support. (Ohno & Niya 2004).

Finnish aid to western Kenya used the programme / project approach to ensure targeted development. Generally speaking, this modality is essential if development benefits are

to reach targeted populations in rural areas. As described in Annexes 4, 5 and 6 for the Finnish support to the health, livestock and water sectors in western Kenya, the modality included (i) financial control by the donor while ensuring that GOK was fully aware of the budgeting and expenditure of the Finnish funds; (ii) participatory planning and implementation (in the latter stages) to encourage ownership; and, (iii) alignment with GOK's management structures at provincial, district and local level.

The instruments of Finnish support to Western Kenya were Finnish consulting companies which provided technical and managerial experts who worked closely with national counterparts seconded from the implementing government ministries. The reduction in the numbers of technical assistants over the period of Finnish support gave increasing responsibility to national programme staff as well as to government staff.

With the growth of national technical skills in Kenya, in line with the privatisation and commercialisation of the rural economy, there are increasing opportunities for donors to work closely with Kenyan consulting companies.

4.6 Donor Support to Good Governance in Kenya

4.6.1 Administrative Framework

The Economic Governance Group is an informal group of multi- and bi-lateral donors, including Finland, which meets to harmonise and coordinate their efforts to foster good economic governance in Kenya (Kivimaki 2001). The focus of Economic Governance Group is to influence GOK to take action to reduce corruption and, more broadly, to foster good economic governance in the form of:

- Rule of law;
- Accountability of public economic policies;
- Transparency of economic administration; and
- Efficiency in the control and management of expenditures and participation of citizens.

The Kenya Joint Assistance Strategy 2007–2012 (Section 4.1) defines the framework under which the donors, including Finland, are working together to address the key challenges currently facing Kenya – including addressing the issues of good governance.

However, as discussed above, progress has been sporadic and, broadly speaking, by the end of 2009, progress on many of these issues had stalled.

4.6.2 What is Good Governance?

There is a tendency for the definition of good governance to be taken for granted. For example, in the 2008 general guidelines for the Finnish Local Cooperation Fund, issued

by the Finnish Embassy in Kenya, one of the objectives of the fund is stated to be the promotion of good governance (Ministry for foreign Affairs of Finland 2008). However, the term is not defined.

Good governance can be defined as the competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs (AusAid 2000). The key elements of good governance include both political and economic principles:

Political Principles

Good governance requires:

- The establishment of a representative and accountable form of government.
- A strong and pluralistic civil society, where there is freedom of expression and association.
- Good institutions – sets of rules governing the actions of individuals and organisations and the negotiation of differences between them.
- The primacy of the rule of law, maintained through an impartial and effective legal system.
- A high degree of transparency and accountability in public and corporate processes. A participatory approach to service delivery is important for public services to be effective.

Economic Principles

- Good governance requires policies to promote broad-based economic growth, a dynamic private sector and social policies that will lead to poverty reduction. Economic growth is best achieved in an efficient, open, market based economy.
- Investment in people is a high priority, through policies and institutions that improve access to quality education, health and other services that underpin a country's human resource base.
- Effective institutions and good corporate governance are needed to support the development of a competitive private sector. In particular, for markets to function, social norms are needed that respect contract and property rights.
- Careful management of the national economy is vital in order to maximize economic and social advancement.

4.6.3 Finnish Support to Good Governance

Finland continues to be engaged with GOK to promote good governance in its broadest sense at the national level, as described above. In addition, the Finnish supported development in West Kenya promoted good governance at the programme level (Kivimäki 2001).

According to Kivimäki, "LDP concentrates on the improvement of human conditions, which is related to the question of economic human rights. The project operates also

in such areas in West Kenya which are generally considered as discriminated against by the government and it specifically targets the improvement in the incomes of women. Similarly, “The Community Water Supply Management Project aims at improving the capacity of water consumers to use and maintain water installations and at protecting water resources in West Kenya. In addition to the environmental targets, this project aims at the empowerment of ordinary people and emphasises women’s and women’s group active involvement and thus...is of a high democracy and human rights quality” (Kivimäki 2001.)

5 IMPACTS OF FINNISH SUPPORT TO WESTERN KENYA

5.1 Health

5.1.1 Improved Stakeholder Capacity

Many of the health centre staff trained and exposed to the concept and principles of Primary Health Care (PHC) by the Finnish supported PHC Programme (PHCP) continue to work in the sector. PHCP capacity building undoubtedly improved the performance and motivation of these GOK personnel.

The voluntary management committees trained by PHCP on the maintenance of health facilities and hygiene promotion continue to play a vital role 14 years after the cessation of Finnish support, through working with health facility staff to prepare and oversee recurrent budgets and promoting the payment of user fees for sustainability.

Artisans who worked on the construction of the health centres and those trained by the PHCP on the casting of Ventilated Improved Pit latrine slabs continue to work in the area, utilizing the skills learned through the PHCP.

5.1.2 Improved Hygiene Habits

The impact of the environmental health and sanitation activities of the PHCP continues to be felt through the improved hygiene habits and high levels of awareness of hygiene issues among the population with the continuing expansion of the use of Ventilated Improved Pit (VIP) latrines at households, communities and institutions in rural areas in western Kenya.

5.1.3 Sustainable Health Infrastructure

Health facilities constructed under the PHCP continue to provide health services and are operated and maintained by GOK with the support of District Health Management Teams (DHMT) and facility management committees staffed by local people. Transpa-

rency and quality governance continues to be facilitated through the periodic re-election of the management committees.

The health facilities constructed by PHCP brought affordably health care closer to the people: improving access and reducing travel costs.

5.2 Livestock

5.2.1 Commercialisation of Smallholder Milk Production

Finnish support has led to the widespread commercialisation of the smallholder dairy sector in western Kenya. Although there were limited smallholder dairy activities in some of the higher potential areas in this region in the late 1970s, the Finnish supported dairy programmes developed and spread appropriate smallholder dairy technologies, including milk marketing, throughout western Kenya in high, medium and low potential areas.

The commercialisation of the smallholder dairy sector led to an increase in effective demand for fodder to feed zero-grazed livestock. In response, many farmers with insufficient resources to benefit from the dairy programmes started to grow fodder crops, such as Napier grass, for sale to smallholder dairy farmers. This established a completely new and mutually profitable market chain which benefited many rural households in western Kenya.

5.2.2 Improved Stakeholder Capacity

Substantial, targeted, capacity building, aimed at both government staff and women and men farmers, increased the management and technical capacity of both groups. Considerable numbers of male and female GOK staff who worked with and were trained by the programmes have continued to develop careers in the livestock and cooperative ministries and have risen to senior positions in western Kenya and in Nairobi.

5.2.3 Sustainable Livestock Management

The Cow-from-Cow Rotation Scheme (CFCRS) for smallholder dairy production, widely popularised by the LDP, continues to operate within many of the women's groups supported by the programme and has been adopted by several other organisations operating in the smallholder dairy sector. In addition members of the women's groups supported by LDP and other farmers are continuing to purchase "impact" in calf heifers.

The use of intensive livestock management methods – zero grazing in particular – has continued to spread in western Kenya (Figure 2) as members of women's groups, originally supported by LDP either purchase in-calf heifers or receive them from other group members. In addition, the principles of the CFCRS taken up by other organisations also contribute to the spread of intensive livestock management techniques.



Figure 2 Zero grazing in Kisii.

The improvement of local livestock breeds through AI and bull schemes was a key element of Finland's approach to dairy development. The impact of this twin-track approach continues to be felt in western Kenya with growing demand for AI services, which now have to be paid for, from private and government service providers. Many bull schemes continued to operate after the programmes closed and bulls have either been replaced to avoid inbreeding or farmers have turned to AI services as effective demand grows in the area.

5.2.4 Private Service Providers

Changes in GOK policy during the implementation of LDP led to the growth of private animal health care providers, many of whom were trained and supported by the programme. Such people, both men and women, continue to provide commercial services on demand. Organised groups of such providers are becoming established at local regional and national levels as effective demand for their services continues to grow. However, although commercial animal health services are slowly becoming established in western Kenya, the development of commercial animal husbandry services is dominated by companies whose operations are not yet well-tailored to the needs of dairy smallholders.

5.2.5 Empowerment of Women

Finnish support emphasis on working directly with women has contributed to their empowerment within and outside the household. Men who have retired from government or other jobs are now managing smallholder dairy operations while their wives, through

whom the operation was established, may be working locally as teachers, nurses or GOK officials. The leaders of women's groups that continue to operate are becoming increasingly vocal and effective in organising their groups and in demanding services from the government and the private sector. However women's social and economic progress remains limited, as the empowerment of women in Kenya remains constrained by a dearth of supporting legislation to enable women to control household assets and inherit from their husbands.

5.2.6 Enhanced Stakeholder Awareness

One of the most important impacts of Finnish support to the smallholder dairy sector in western Kenya is the raising of the awareness of stakeholders and the creation of increasingly vocal demand for development services – in effect, helping to empower the rural population.

5.3 Water Supply

5.3.1 Improved Access to Water Supply and Sanitation

The two Finnish supported water supply programmes had a considerable impact on people's access to improved water supply in Western Province (Figure 3).

There was a rapid increase in access to improved water supply during the supply driven implementation period of WKWSP from 1981 to 1996 with a smaller increment during the management/capacity building approach of CWSMP from 1997 to 2003: increasing from 9% of the rural population in 1985 to 64% in 2000 despite an increase of 59% in the target population over the period.

In the period after CWSMP closed, access seems to have decreased initially probably because of the deterioration of the Operation and Maintenance (O&M) of the point water sources. By 2008, coverage had fallen to 46% of the population and, in absolute terms, the population with access to improved water supplies in 2008 was 400 000 people lower than in 2000.



Figure 3 Coming from the spring, Shiyanda.

As the Kenyan water sector reform has resulted in a major infl ow of investment funds to the North Water LVN WSB it is reasonable to expect an improvement in the water supply situation in the near future. At present there are several rehabilitation, extension and construction initiatives aiming to increase access to improved water supply for the population of Western Province. However, in part because of the rapid population growth, reaching the MDG and halving the number of people without access to improved water supply by 2015 will certainly be challenging.

5.3.2 Improved Stakeholder Capacity

Both Finnish supported water supply programmes included extensive capacity building and training initiatives. A major impact of the 20 year Finnish support is that the technical and managerial capacity of the stakeholders has been enhanced substantially at many levels.

At the local level, many stakeholders (women and men) who were trained by the Finnish programmes continue to work on the management and operation of the water supply

schemes. Thus community level technical and managerial capacity (water point and piped system committees, pump attendants and local artisans) has been increased.

Many people who were trained in such skills as participatory planning, laboratory analysis, surveys, monitoring and evaluation and operation and maintenance continue to work at the district and provincial water offices, using the skills gained from the Finnish supported programmes.

In addition, numerous government officers, who gained their initial credentials in the Finnish programmes, have moved on to senior posts in the water ministry and in the newly created WSBs and other entities. Many of these men and women are leading the water sector reforms.

Some of the ex-stakeholders of the Finnish supported water supply programmes have established themselves in the private sector and now provide services to the WSBs, WSTF and local communities as members of commercial sector and NGO support organizations involved in consulting, contracting and technical support.

5.3.3 Institutional Development

A benchmarking exercise based on interviews with senior personnel at the Lake Victoria North and Tana Water Services Boards indicates that the LVN WSB has benefited from the fact that many of the professional staff had worked with the Finnish supported programmes, as well as with the local communities, which have experience in water supply development.

Furthermore, at the national level, the LVN WSB has the largest number of applications to the WSTF for CPC water schemes and has the highest population coverage. Against this background, the performance of the LVN WSB as well as the Western Province communities in terms of promoting and supporting the implementation of community water supply systems outstrips other areas in Kenya.

6 LESSONS OF FINNISH SUPPORT TO WESTERN KENYA

The lessons below are drawn from the evaluations of the Finnish interventions in the health, livestock and water sectors in western Kenya reported in Annexes 5.1, 5.2 and 5.3.

6.1 Health

6.1.1 Stakeholder Participation and Cross-cutting Issues

Community participation in the identification, planning, implementation and management of PHC programmes is essential for the sustainability of rural health facilities and Community Health Workers (CHW) and for maintaining changes in people's attitudes to hygiene, sanitation and health behaviour.

The inclusion in PHC programmes of gender and HIV/AIDS awareness as cross cutting issues enhances community ownership of PHC activities.

In common with all GOK supported programmes in rural areas operated as public-private partnerships, the provision of adequate GOK funds and staffing levels is necessary for maintaining both the continuing support and involvement of local stakeholders and the overall sustainability of PHC programmes.

6.1.2 Alignment with Government Structures

The integration of donor-funded initiatives within the government health structure at all levels and the handing over of activities to District Health Management Team (DHMT) and local community organisations contributes substantially to overall sustainability.

6.2 Livestock

6.2.1 Need for Improved Programme Design

A long-term and consistent perspective is required to enhance the impact and sustainability of livestock activities aimed at smallholders.

Livestock programmes should resist pressure to expand activities and increase the geographical coverage which risks diluting programme impact and overburdening the management structure.

Risk analysis and realistic exit strategies should be built into donor-supported programmes to help ensure sustainability and continuing government involvement after donor support is terminated. This analysis of Finnish support to western Kenya highlighted the

fact that the logical frameworks were generally not well developed, did not include realistic assumptions and risk analysis and were rarely used as a management tool. In addition, exit strategies were rudimentary and, as was commonly the case with donor-funded programmes at the time, assumed that GOK would take over the management structure and activities once donor support was ended.

In the water and health sectors, these functions were, in fact, largely taken over by GOK and private sector service providers as GOK strategy in these service sectors was relatively well developed. However, in the dairy sector, where the Finnish role was the establishment of a commercially viable smallholder dairy industry, GOK policy was changing in ways that were not anticipated in the programme design – with the introduction of public-private partnerships and the commercialisation of extension and other support services traditionally provided free by GOK. When Finnish support to the smallholder dairy sector in western Kenya ended in 2003, GOK policy in the livestock and cooperative sectors was still in transition and shortcomings in the commercialised support services were becoming apparent. Consequently, GOK and the private service providers were not in a position to take over even a small part of the Finnish role.

More attention needs to be given to the role of logical frameworks, assumptions, risk analysis and exit strategies in programme design.

The Monitoring and Evaluation (M&E) arrangements of a programme need to be compatible with M&E techniques and resources of the host government if they are to continue beyond the conclusion of donor support. The M&E systems used by LDP did not survive the withdrawal of donor support.

There is a need to tailor technical approaches to smallholder livestock development to suit different environmental conditions.

A comprehensive value chain approach is required to address constraints within the livestock sector and to help ensure sustainability.

Access to commercial credit to sustain and upscale smallholder livestock development in rural areas should be facilitated.

In order to establish sustainable impact from a technical income generating investment in smallholder livestock programmes there is a need to strike a balance between focussing on a relatively small and manageable target area and on expanding the target area in response to political pressure and the need for equity. Despite recommendations from evaluators at different stages of the programme, the LDP target area was expanded several times during the implementation period with a consequent dilution of effort.

In fluid socio-political situations, a degree of flexibility in design is required to enable programmes to respond to changes in the policy environment. Although able to respond

to some extent to changes in the policy environment, as late as 2001 LDP was still attempting to solve milk marketing constraints through support to cooperatives rather than addressing marketing issues through the growing private sector.

6.2.2 Need for Risk Reduction Strategies to Involve the Poorest

The death rates associated with the CFCRS and the bull camps highlight the risks associated with smallholder dairy development, which preclude the involvement of many resource-poor farmers. An improved cow or bull is a valuable asset and the death of such an animal results in a considerable economic loss for a smallholder farmer. Some of the technologies introduced by the Finnish programmes for dairy cattle would also be applicable to smaller lower risk animals such as goats and chickens – which would be appropriate additional sources of income and livelihood improvement for smallholders and would enable more resource-poor farmers to benefit.

6.2.3 Empowerment of Women

The empowerment of women increases the nutritional and livelihoods benefits of livestock programme activities for rural households and on children, in particular.

6.2.4 Stakeholder Participation and Cost-sharing

The participation of stakeholders in the design, implementation and monitoring of livestock programmes and the inclusion of cost-sharing with stakeholders are essential for sustainability.

6.3 Water Supply

6.3.1 Design Flexibility and Alignment with Sector Reforms

The Finnish supported water programmes were the first in Western Province to support and develop community managed water supply schemes. Community management was strengthened during the last years of the programmes and adopted in the new Kenyan water sector policies. The programmes developed various community support systems in the context of the ministerial structure and responsibilities prevailing at the time.

However, after the mandate and role of the government departments were changed in the course of the reforms the rural communities were left without an institutional support framework.

Water supply programmes need to align and harmonize their structures with the newly established institutions in the water sector. As the national sector reform is still incomplete and further changes will undoubtedly occur in management processes and institutional

frameworks, programmes planned for the sector should have flexible planning and management systems and should avoid a rigid structure that is unable to respond rapidly to institutional change.

The Finnish supported water programmes were able to achieve a substantial improvement in coverage, reaching 64% access to improved water supply in 2000. However, due to the high population growth, the target keeps on changing. Kenya Vision 2030 sets the targets of 72% and 59% access to safe water for urban and rural areas respectively by 2012. This would, in terms of the number of people, mean 1 million more users of improved water supply in Western Province.

The achievement of these (moving) targets will require increased investment in capital and human resources coupled with innovative approaches to the management of both the new institutions and the water supply schemes. Close cooperation between GOK and its national and international development partners will be required.

6.3.2 Challenges Remain with Community Water Supplies

The provision of water services through community based organizations continues to face the same constraints as prevailed during the period of Finnish support. These include:

- The ownership status of small water supplies, especially spring sources, boreholes and shallow wells is usually unclear, reducing the community's interest in managing them sustainably.
- The majority of small community managed water points do not have formal abstraction permits or licenses from Water Resourced Management Authority. These documents require funds and small water points, with weak management systems and limited revenue collection, are not able to collect sufficient resources to complete the legalization process.
- A substantial number of water points do not have formal or informal management systems and need rehabilitating.

As the WSBs have limited staff and financial resources to address these constraints, there is a need to develop and institutionalize such mechanisms within the Boards: preferably base on partnership and outsourcing arrangements with the capable private sector and NGO operators currently working in Western Province, many of which originated from the Finnish supported programmes.

6.3.3 Gap in Point Water Sources Management

There is a gap in the management of the provision of the rural water service with many point water sources operating outside the mandated areas of the Water Services Providers. Although small operators Water Users' Association and small Water Services Provider companies are currently being clustered into larger units in Western Province in an

effort to improve their operations, the benefits will be minimal without further capacity building support.

Consequently, there is a need to identify, institutionalize and implement new replicable model approaches and innovative management systems for the rural point sources and small piped systems to ensure their continuing operation and sustainability.

6.3.4 Financial Viability can be achieved

The financial performance of the community managed schemes originally supported by Finland is variable, but there is enough evidence to indicate that these schemes can be financially viable and self sustaining if properly managed. As a minimum, the following issues need to be addressed:

- The capacity of the managers of the rural water supply schemes, including Water Users' Association, Community Based Organisations and water point committees, needs to be enhanced.
- Many of the water supply systems have long-standing financial liabilities, including unpaid electricity bills and payments for materials and contracts. These liabilities will need to be cleared by supporting the managers who have accrued the liabilities to negotiate with the creditors and pay the debts through improved revenue collection.
- The by-laws which govern the water supply sector need to be enforced to eliminate illegal connections, free riders, vandalism and non-payment of water bills. This action will require cooperation and support from the local government authorities.
- Consumer education needs to be broadly addressed and to include political and community leaders, supported by awareness creation through schools and social marketing through the media.

The key issue is the need for a comprehensive and sustained revenue collection system, even if the fee levels are low. Most water supply systems, both point and piped systems have enough customers to ensure that, if all water consumers paid even small fees, the systems would become financially viable.

6.3.5 WASH Concept can be realized and should be expanded

Although the integrated Water, Sanitation and Hygiene (WASH) concept is well-recognized, sanitation and hygiene promotion were separated in the Finnish supported programmes in western Kenya. Sanitation coverage was achieved in parallel with increased access to improved water supply.

Under the current sectoral reforms in Kenya there is a risk that, without effective follow-up, the benefits of the extensive community hygiene education achieved by the Finnish supported programmes through the community health workers will be eroded.

It is therefore important that inter-ministerial cooperation, in particular between Ministry of Water and Irrigation (MWI) and MPHS, is enhanced and initiatives engaging the staff of the health facilities in the health aspects of water supply and sanitation are followed-up and expanded. Hygiene education and increasing the awareness of the risks of using open water sources is required to improve the situation. This needs to be recognised as a time consuming process.

7 FACTORS PROMOTING SUSTAINABLE DEVELOPMENT

7.1 Health

7.1.1 *Integration within the GOK System and Effective Handover*

The two overarching factors determining the sustainability of Finnish support to PHC were:

- the activities were fully integrated within the GOK health system at all levels; and
- at closure, implementation was handed over to DHMTs and health facility staff who had been trained by the Finnish programme.

7.1.2 *Stakeholder Awareness Creation and Capacity Building*

Towards the end of Finnish support in the mid 1990s, changes in government policy from a subsidised supply driven approach to a more market driven approach to service provision were introduced rapidly by GOK with little warning or awareness creation. The result was that both the communities and government staff were unprepared for the implications of these policy changes. In consequence there was some temporary deterioration in the rural health services. It is thus evident that, if there are to be major changes in government policy, GOK needs to make certain that all stakeholders are fully aware of the policy changes and are equipped to fulfil their role in implementing the changes to help ensure sustainability.

The health facility management committees and village health committees were trained in leadership and good governance and were encouraged to hold transparent elections for committee members, to adhere to good accounting and auditing practices and to the registration of committees. These focussed capacity-building efforts by the Finnish-supported health programme contributed directly to the sustainability of the health facilities.

The environmental health and sanitation activities of the Finnish supported programme focussed on improving the hygiene habits of the population through a substantial aware-

ness creation effort, the training of community health workers, whose activities continued after the programme closed, and support for the introduction of improved VIP latrines. This comprehensive approach resulted in a widespread awareness among the rural population of the benefits of the hygienic disposal of human excreta and the cultural acceptance and extensive use of the VIP latrines. The community-based approach to awareness creation was a key feature of sustainability.

7.1.3 Appropriate Gender Policy

Gender issues were actively addressed with both men and women playing key roles in the Finnish health programme. Members of women's groups linked to other Finnish supported initiatives such as LDP (Annex 5.2) received health, sanitation and nutrition training. Women were also trained as pump attendants at the water supplies associated with the health facilities thus moving into what was seen as a male preserve. The close integration of women in the activities of the Finnish-supported health programme – which were of great concern to women in part because of the direct benefits for their children – was an important factor contributing to sustainability.

7.2 Livestock

7.2.1 Planning and Feasibility Studies

RDDP investments in hardware were, in the main, unsuccessful, largely because detailed studies of the feasibility of supplying free high tech equipment – such as milk coolers and vehicles – to small rural cooperative societies were not carried out prior to their distribution; and, once the decision to go ahead had been made:

- inadequate attention was paid to capacity building and ensuring good governance by the recipients of the equipment; and
- inadequate attention was paid to ensuring that the equipment provided could be operated and maintained by the recipients and that adequate and affordable spare parts were locally available.

As illustrated in Box 5, these lessons were learned by the subsequent programme, LDP, whose more incremental and participatory approach was ultimately more successful.

Box 5 Lessons from Finnish experience with Dairy Cooperative Societies in Western Kenya.

Lessons from RDDP experience with the Kitinda Dairy Cooperative Society in Bungoma.

- Externally driven change without a clear vision and full stakeholder commitment to participate in the change is unlikely to succeed;
- A full financial and socio-economic feasibility study and risk analysis is essential prior to high levels of investment in new technology;
- An incremental approach is required to raise levels of technology sustainably;
- An enabling environment is required to support and sustain substantial changes in levels of technology;
- A full value chain approach from production to sale is required in order to develop a milk marketing system effectively.

Lessons from LDP experience with the Marenyo Cooperative Society in Butere.

- Common interest groups should be supported to develop at their own pace;
- Technical assistance should be provided in response to demand;
- Common interest groups should be linked to other service providers.

Source: Annex 5.2, Appendix 1.

As part of programme planning, the identification of appropriate assumptions and risks together with a detailed risk analysis are essential help ensure appropriate design and to facilitate sustainable development. In addition the regular review of assumptions and risks and the subsequent modification of approaches in response to changes should be a key function of programme management to ensure an appropriate response to changing circumstances.

7.2.2 Introduction of Appropriate Income Earning Opportunities

The widespread introduction of smallholder milk and fodder production by LDP at a time when other income generating opportunities available to in western Kenya (such as cotton, sugar cane and fishing) were collapsing, helped create demand and encouraged extensive uptake.

Although smallholder dairy farming was not unknown in the high potential areas of western Kenya, LDP introduced the activity over a wide area and developed implementation arrangement which were directly relevant to the interests and abilities of smallholder farmers. By providing both cash income from the sale of milk and an opportunity for women to improve the nutritional status of their children, LDP helped to meet household needs for cash income and contributed to GOK's aim to improve both the nutritional

status of the population and to broaden their livelihoods opportunities. There was therefore widespread popular support for the innovations from both the potential participants and from the government which was fundamental to their sustainability and to their continuing spread to those who did not benefit directly from the Finnish supported programme.

7.2.3 Training and Capacity Building of Stakeholders

By the end of RDDP in 1989, it was clear that insufficient attention had been given to the capacity building of MOLD and MOCD staff. This issue was understood and taken up by LDP which addressed the capacity building of GOK staff at all levels. The result was a cadre of committed and well trained personnel many of whom have risen in government service and have contributed to the continuation of the approaches to small-holder dairy development pioneered by the Finnish supported programmes.

Similarly the training of men and women farmers in dairy management linked to the profitable income generating opportunities created by the development of the smallholder dairy sector has contributed to sustainability.

7.2.4 Appropriate Gender Policy

LDP's focus on women through the CFCRS helped empower women through their direct involvement in a profitable income generating activity. Their training in dairy husbandry and financial management gave women direct access to financial resources which enabled them to both generate income for the family and to have a powerful voice in the disposal of that income. LDP's initiative to encourage women to open savings accounts for the income generated from milk sales, further empowered women in the management of household finances and encouraged sustainability.

7.2.5 Cost-sharing and Stakeholder Ownership

LDP's introduction of cost sharing with participants in the CFCRS and the reduction of subsidies has fostered a sense of ownership of the assets generated. There is no question in people's minds about who owns the improved zero-grazed cattle and who is responsible for their efficient management and good health. The cost sharing approach contributes substantially to the sustainability of innovation.

7.2.6 Ability to respond to Policy Changes and to influence GOK

Although dissatisfied with some aspects of the government's performance in the provision of livestock health services and with the cooperative milk marketing sector, RDDP was unable to take initiatives to draw serious attention to or to address the problems building up in either sector. The fact that GOK policy in both livestock extension services and milk marketing changed substantially in the years following the closure of RDDP,

diluted the impact of RDDP's contribution to smallholder dairy development in western Kenya

LDP was an innovative programme that was able, to a large extent, to build on the experience of RDDP. However, in a situation of rapid political and socio-economic change the programme was always reacting, often partially and after a delay, to these changes. Many of the reviews and appraisals carried out prior to each new phase of LDP highlighted issues that needed to be addressed in the subsequent phase; some of which were dealt with and some of which were not – highlighting the difficulties of substantially changing the approach of a programme during the course of implementation.

The privatisation of government services (particularly husbandry extension and animal health services) during the implementation of LDP in the 1990s was only partially successful and lower potential zones in the LDP area, where there was limited effective demand, were left with only patchy access to these extension services. The lack of effective demand for private sector services and the continuing limits on accessible technical support has adversely affected the sustainability of LDP interventions in these areas.

With the benefit of hindsight, the privatisation of government support services in the livestock and cooperative sectors was not preceded by adequate awareness creation and capacity building of those who would be directly affected by the changes; nor were the implications of the changes fully understood and explored by GOK. As, over a decade later, the impact of these changes is still being felt, there is a need for the government to assess the situation and to address the negative results of the changes – a process that has started, for example, in regard to extension services.

In order to be able to react to changes in the policy environment and to help ensure the sustainability of management innovation, donor-supported programmes need to be both appropriately integrated within the GOK structure and to be designed to be able to respond promptly.

7.2.7 Stakeholder Capacity Building and Good Governance

Good governance is essential for ensuring that development resources are utilised effectively to enhance sustainability. LDP's considerable investment in the capacity building of both staff seconded from MOCD and MOLD, the staff and members of local cooperative societies and participating farmers' groups and individuals (both female and male) has contributed to the sustainability of LDP interventions in the field.

However, the limited government financial and material resources available to MOCD and MOLD after the closure of LDP meant that recurrent support activities such as extension, animal health services and monitoring could not be maintained.

However, as time passes, there is an increasingly widespread feeling among people in

many, usually poor, areas who have not benefited from LDP, that “the government will provide”. The current, regionally based, populist politics in Kenya are creating and encouraging an expectation of handouts which militates against the sustainability of development activities in rural areas.

There is a need for continued awareness creation from the government as well as continued efforts to institutionalise and ensure the principles of good governance.

7.3 Water Supply

7.3.1 Appropriate Technology

The GOK water policy of the early 1980s was geared towards piped systems and favoured pumping schemes: the justification being that water could be delivered closer to the consumers. However, the Finnish supported water programmes strongly promoted appropriate technologies which required minimal maintenance. These included spring protection, gravity schemes and shallow wells and boreholes equipped with hand pumps. Although the attitudes amongst the beneficiaries and government officers towards hand pump wells and groundwater schemes were not always positive, this evaluation has shown that these schemes, with their low O&M costs and simple technologies, have generally survived and continue to supply water.

As Western Province has abundant groundwater, the development of these resources for domestic water supply is appropriate. Spring protection has proved to be the most sustainable technology. The pumping systems were found to be struggling to cover high energy costs.

Hand pumps: The hand pump well technology supplied through the Finnish-supported programmes has proved to be difficult to sustain. The successful maintenance of hand pumps requires a concomitant system of commercially viable manufacturing and wholesale and retail channels to ensure the availability of spare parts and replacement pumps.

Hand pump technology in Africa has been developed based on technological innovation and product development through donor funded projects. The hand pump models used in Kenya were standardized by agreements between the donors and GOK. Consequently, donor projects procured mostly one make, the Afridev. However, the NIRA -85 hand pump used by the Finnish funded water programme as the shallow well pump in Western Province was not widely used elsewhere. Consequently, unlike the Afridev pumps, it was not supported in Kenya by an effective system of spare parts and technical back up. These hand pumps are expensive and markets outside the donor or GOK funded water projects have not developed. The choice of these pumps has impacted negatively on the sustainability of the hand pumped wells.

Water metering: The Finnish programmes introduced water meters in the rural water supply

schemes, as a means to control excessive consumption and to generate income for sustainable operation and maintenance. The introduction of metering technology played a role in encouraging an attitude change among rural water consumers that water was an economic good that had to be paid for. As the water supply systems had both master and consumer metres, the management committees were, in principle, enabled to monitor unaccounted for water, one of the most important indicators of the efficiency of the service provision.

However, although the technologies were in place, weak organisations, political interference and limited resources for technical support meant that the water supply management committees were frequently unable to take long-term advantage of the potential benefits.

7.3.2 Community Management and O&M Systems

The Finnish water programme gave considerable emphasis to creating appropriate systems of operation and maintenance for the water supplies by:

- involving the local stakeholders directly and establishing organizational models such as water management committees;
- providing managerial and technical training for stakeholders at the water supplies and within GOK; and,
- by supporting spare part distribution and construction of GOK workshops for the repair of pumps and other capital assets.

However, these systems assumed continuing levels of subsidized GOK support for the water schemes which, in the light of subsequent changes in GOK sectoral policy, did not materialise. The scheme-based water management committees were essentially left to their own devices without the anticipated back up.

8 FACTORS INFLUENCING ATTITUDE CHANGE

8.1 Health

8.1.1 Introduction of Relevant Health Benefits

Finnish support for widespread improvements in access to effective primary health care in the rural areas of western Kenya encouraged the people themselves to make use of the facilities. At PHC facilities, the curative aspects of health care were operated in tandem with outreach services through community health workers advocating a preventive approach through training and health awareness creation supported by, for example, the VIP latrine programme to encourage sanitation awareness.

This integrated approach, which addressed effectively people's felt needs for solutions to their health problems, encouraged people to change their attitudes to preventive health and to adopt the simple techniques advocated by the programme to improve their own health status and that of their families.

8.1.2 Stakeholder Awareness Creation and Capacity Building

Awareness creation through the Finnish primary health care programme focussed not only on preventive measures but also on capacity building to enable people to participate directly by becoming community health workers or members of the local committees which were introduced to manage the health facilities. Realisation of the potential benefits of such participation has resulted in many people dedicating substantial time and effort, usually on a voluntary basis, to such activities.

In conclusion, however, it should be noted that these attitude changes risk being diluted if, as is sometimes the case, the government does not follow up on its commitments to continue supporting the PHC programme as part of its national health strategy.

8.2 Livestock

8.2.1 Introduction of Appropriate Income generating Opportunities

LDP was responsible for the popularisation of smallholder dairy production in western Kenya with the widespread introduction of improved cattle breeds, zero grazing and other improved husbandry techniques which gave rural households the opportunity to generate income and to improve the health and welfare of their children.

People who were convinced of the potential benefits of this opportunity began to change their attitudes towards livestock with the realisation that even one improved cow on a private smallholding could generate more income than a herd of unimproved local cattle grazed on public land. Improved cattle were appreciated as a means of income generation rather than as a symbol of wealth as was the case with local cattle. With this realisation came the need to change attitudes to livestock husbandry which required a focus on both the quality of fodder and on the health and breeding of the animal. The demand for fodder for zero grazing led to the creation of a profitable market for fodders such as Napier grass. In turn, the need for improved animal husbandry and controlled breeding led to the growth of an effective demand for livestock husbandry, health and insemination services, whether private or government. In short, many people's attitudes to livestock were changed by LDP's activities.

8.2.2 Stakeholder Awareness Creation and Capacity Building

LDP's capacity building and awareness creation activities were aimed at farmers, their fa-

milies, government offices in the ministries of livestock and cooperatives, managers and members of cooperative societies and the private sector. This approach, coupled with the technical support described above, helped establish dialogue and trust and contributed to the change in people's attitude to the role of livestock in the livelihoods options of their households.

8.3 Water Supply

8.3.1 Stakeholder Awareness Creation and Capacity Building

Metering and payment for water consumed was, from the beginning, an important issue in the Finnish water programme. A lot of effort was put to awareness creation and establishing the financial systems including billing and management tools such as customer registers.

However, a positive attitude toward payment for water in rural areas has only been partially achieved, and is one of the key issues still hindering the sustainable development of rural water supplies. Up to 50% of the point sources are not operating and many of the piped systems suffer from high levels of unaccounted for water, primarily due to the large number of non-paying customers. In the rural areas of western Kenya, people rarely attach a financial value to the supply of hygienic piped water and are not ready to pay for it. These negative attitudes towards paying for water are impacted by:

- poverty;
- the availability of water from other sources such as rivers, ponds and rainwater collection: significant alternative water sources in Western Province;
- political interference in the management of water schemes and the payment of water bills; and,
- because of the intermittent supply of water brought about by the above factors, frequently consumers do not trust the management committee and are not satisfied with the service, resulting in a downward spiral, further reducing the quality of the service.

Attitudes towards payment for water are part of a larger attitude change towards hygiene and pollution in general. If the users are not convinced that a protected water source has added value, they will not be prepared to pay for it. This is a serious problem in western Kenya where there are abundant alternative surface water sources and where populist politics discourage payment.

The Finnish-supported PHC programme carried out substantial community hygiene education and, as discussed above, health practitioners report that hygiene knowledge and behaviour is better in Western Province than elsewhere in the region. However, people's attitudes towards the ownership of community water supplies, especially the point sour-

ces, are frequently negative. This unenthusiastic attitude may be encouraged by the unclear ownership status and lack of operating management structures, described in detail in Annex 6. These negative attitudes towards the ownership of the rural water supplies are likely to be underlying the poor operation and maintenance of many of the schemes.

8.3.2 Effective Operation and Maintenance Systems

Despite the extensive Finnish efforts towards creating appropriate systems of operation and maintenance for the rural water supply and in mobilising the rural population, success is still partial. This may be partly explained by the expectation of the users that the government will eventually step in; leading to negative attitudes towards operation and maintenance and indifference toward the condition of the water supply systems. A dependency syndrome was widely encountered, with the water management committees frequently expecting grants and direct support, especially towards maintenance and rehabilitation, from GOK and donors. These attitudes were partly enhanced by the tendency of some entities (in particular the Offices of the District Water Engineers and the Constituency Development Fund) to step in, under pressure from local political leaders, to cover failures to meet operational costs (in particular, electricity bills). This approach is counterproductive in that it reduces the motivation of the management committees to enhance the financial viability of the water schemes by increasing the billing rates and reducing operational costs.

9 SECTORAL CONCLUSIONS

The conclusions from each sectoral evaluation are derived from Annexes 5.1, 5.2 and 5.3.

9.1 Health

The Finnish-supported PHCP has made a permanent mark in western Kenya as indicated by the generally impressive health and sanitation facilities that continue to be operated and maintained by the former stakeholders of the programme.

Although reports indicate that health services improved in the 1980s and 1990s when the PHCP carried out sustained community based health promotion campaigns, current statistics point to a static, if not deteriorating, health status among much of the population which indicates that there are some weak links in the health service delivery chain and that the gains of the PHCP may be eroding. While deterioration of the health situation is not unique to western Kenya, the PHC programme needs continuing and sustained GOK support.

Kenya has faced a number of health challenges, especially among children; including high

mortality from communicable diseases. The Millennium Development Goals are major targets for initiatives to rally joint donor and GOK efforts and mobilize adequate resources for health.

As a signatory to various international declarations (including the Alma Ata declaration) that regard health as a fundamental human right, GOK has the responsibility to ensure accessible, affordable and appropriate access to health facilities for everyone. This may call for more cooperation with development partners in similar initiatives as PHCP.

GOK is aware of the complex challenges of meeting health goals. In an effort to reverse the declining trends in key health indicators, National Health Sector Strategy Plan (NHSSP) II 2005– 2010 has defined a new approach – the Kenya Essential Package for Health - to the way the sector will deliver improved health care services. One of the key innovations of the Kenya Essential Package for Health is the recognition and introduction of services which are aimed at empowering Kenyan households and communities to take charge of improving their own health.

In 2006, the Ministry affirmed that implementing community health services with its partners in the sector as articulated in their Joint Programme of Work and Funding, 2006 – 2009 is top priority. Though some of these targets are ambitious, it is important to acknowledge that the policy and institutional framework is in place for improving health service delivery.

Kenya has faced a number of challenges especially among children including high mortality from diseases such as malaria, HIV/AIDS and tuberculosis. The Millennium Development Goals have set specific targets for reversing the decline in health status (Goals 4, 5 and 6) by 2015. Kenya is committed to the MDGs but only time will tell whether the targets will be achieved. As it stands, Kenya is unlikely to meet the targets for maternal and child mortality unless more attention is given to PHC principles.

9.2 Livestock

LDP was an innovative programme that was able, to a large extent, to build on the experience of RDDP and to address some of the issues highlighted by RDDP. However, the experience of LDP highlights some of the shortcomings of the programme / project approach to development in Kenya taken by Finland in the 1990s and early 2000s.

In the situation of rapid political and socio-economic change in Kenya that confronted LDP, the programme was always reacting after a delay, to these changes. The reviews and appraisals carried out prior to each new phase of LDP highlighted issues that needed to be addressed in the subsequent phase. In the event, some of these issues were addressed and some were not – highlighting the difficulties of substantially changing the approach of a programme during the course of implementation.

The lack of sustainability and the problems faced by governments in institutionalising innovations introduced by government-donor interventions are well known (see, for example, White & Stenbäck 2007). However, LDP was similar to many other donor-supported programmes in Kenya and elsewhere in failing to institutionalise its approach within MOCD and MOLD.

A good example is the M&E system established by LDP to monitor the expansion of its key interventions. M&E system did not survive the closure of the programme and consequently there is now a more or less total dearth of quantitative information on the activities that have survived programme closure.

9.3 Water Supply

The sector reform has created new institutions and divisions of responsibilities for water service provision and has enhanced the possibility of achieving sustainable and financially viable water supply services. Currently, water service provision in Kenya in general and in Western Province in particular has several modalities:

- **Urban water supply systems.** The assets of these systems are owned by the LVN WSB, which has the responsibility to develop, rehabilitate and extend the systems. The management and day-to-day operation has been outsourced to the Water Services Providers. The LVN WSB has a service provision agreement with the WSPs and is charging 5% rent. This revenue is intended for the running costs of the Board, but more importantly, for the renewal and rehabilitation costs of the water supply systems. Water Services Providers have their mandate areas within which they have the responsibility to provide the water services.
- **Rural piped water supply systems.** The systems may or may not have been officially handed over to the Water Users' Association. In any case the Water Users' Associations and Community Based Organizations (CBOs) are responsible for the management. Water Users' Associations have their mandate areas within which they have the responsibility to provide water services.
- **Point sources.** Some point sources fall under the management of Water Users' Associations or Water Services Providers (within the area of mandate). Many point sources have a management committee for a particular water point (Water Point Committees). However, a number of water points do not have any committees and do not fall into the mandate area of any Water Services Provider or Water Users' Association.

Many of the WKWSP and CWSMP supported point sources fall into the category where they do not have a management committee or are not situated in the mandate area of any Water Services Provider or Water Users' Association. They have been managed by water point committees before, but a large number of these committees are non operational at present.

It seems that currently, the LVN WSB has limited resources for facilitating the formation, training and registration of water point committees in the water points constructed under the Finnish supported programmes, if they fall outside the mandate areas of the Water Services Providers or Water Users' Associations. The unclear ownership status may also be contributing to the lack of responsible stakeholders to take up the management of the water points. The various management systems of water supplies in Western Province are illustrated in Figure 4.

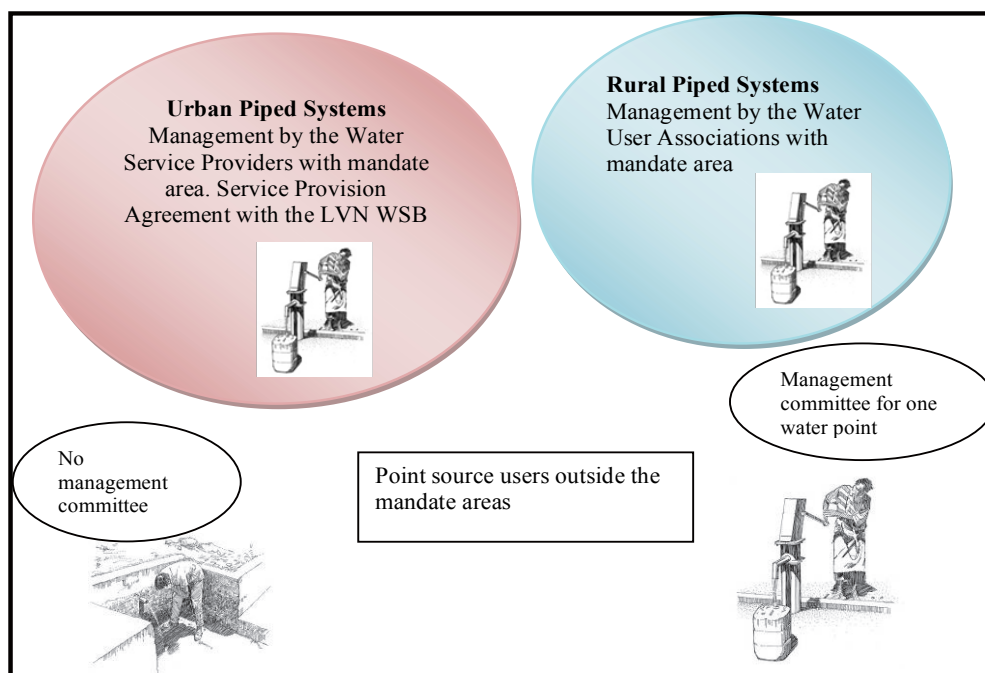


Figure 4 Management of water supply systems in Western Province.

10 OVERALL CONCLUSIONS

10.1 Economic and Socio-political Issues 1980 – 2009

Over the past 30 years Kenya has developed a plethora of political, economic and social development strategies with a laudably egalitarian and inclusive focus. However, the implementation of these strategies, with considerable support from multilateral and bilateral donors, has fallen far short of expectations and has failed to reduce poverty and inequality. Weak governance, ethnic based politics, the self interest of the ruling classes, pervasive corruption and a failure to address key socio-economic issues such as land re-

form have widened the gap between rich and poor and have created massive alienation within Kenyan society.

The post-election violence, destruction and loss of life in early 2008, apparently instigated and exacerbated by opposing political interests, drew attention to the underlying grievances of Kenya's burgeoning underclass. The subsequent political compromise, which in effect has co-opted the political opposition into the government, has provided a temporary respite but has not yet addressed the fundamental problems facing Kenya. Unless these are addressed effectively in the near future more political, economic and social disruption is likely.

10.2 Policy Framework 1980 – 2009

It is clear that Kenya has always been strong on policy and is currently adapting and strengthening its policy framework still further. However, the weakness lies in the implementation and realisation of these policies.

In particular, the frequent and repeated divisions and amalgamations of the ministries of agriculture, livestock and cooperatives over the last 30 years have wasted government resources, confused stakeholders, and led to considerable inefficiencies in the operations of the government. The same is also true, although to a lesser extent, for the 2008 division of the Ministry of Health (MOH).

The government agencies responsible for the water sector have also gone through several metamorphoses. However, it is evident that a lack of clarity in the division of responsibilities and the reluctance of MWI to relinquish its former responsibilities are hampering the realization of the water sector reform:

- Slow implementation of the Transfer Plan as MWI still employing a large number of people in the field who are now under employed. Under the water sector reforms, the role of MWI is that of policy making.
- GOK budgets do not yet reflect the roles of the new water institutions.

For the water sector reforms to be effective, the withdrawal of GOK from the direct provision of water services needs to be implemented in full.

10.3 Governance and Management Structures

The review of governance and management structures indicates the importance of the following characteristics of donor supported interventions:

- **Support for the GOK reform agenda:** through direct engagement with the government and with bilateral and multilateral donors;
- **Coordination of financing and management at national level:** through en-

- ensuring that donor financing mechanisms are transparent and meet GOK ownership requirements as well as donor needs for accountability;
- **Harmonization with government structures at national, provincial and local level:** to help ensure ownership and sustainability;
 - **Public – private partnerships:** to engage stakeholders fully and to help ensure efficient operation;
 - **Local level linkages to other technical programmes:** to help ensure coherence and efficiency at the local level;
 - **Access to technical support at local level:** to help ensure efficiency and sustainability.
 - **Built in participatory processes and involvement of civil society throughout planning and implementation:** to help ensure ownership, sustainability and impact; and
 - **Substantial awareness creation and capacity building input for all stake holders:** to help ensure ownership and sustainability as well as improving impact and relevance.

10.4 Cross Matrix Analysis

Background

Using the criteria and approaches described in detail in this report, the Finnish supported programmes in western Kenya have been evaluated based on the Matrix, presented in Appendix 1, on the scale: Good (3 points), Satisfactory (2 points) and Weak (0 points).

- **Good** Fulfils the conditions set in the matrix
- **Satisfactory** There were some constraints to meeting the conditions
- **Weak** The condition was either not included in the programme design, or there were severe constraints hampering implementation.

Each category has been summed and compared both within the same programme and between programmes. An analysis of the probable or actual causes of any differences is presented below. The supporting analytical discussion in this report based on the results of the evaluation. The comparison of the different evaluation indicators between the programmes helped the evaluators to focus and benchmark the results.

Analysis

Overall, as might be expected, the later programmes fared better than the earlier ones as the development paradigms informing their design and implementation evolved in the light of experience. All programmes fitted well with both GOK and GOF policies and generally benefited substantially from the Finnish value added.

The **Primary Health Care Programme** (PHCP) was rated highly (93 points), having a clear and well defined intervention, close cooperation and institutional integration with GOK and other stakeholders and well designed and implemented physical infrastructure.

The physical outputs of the programme, the health posts and centres, have fared relatively well over time, being able to serve the increased rural population with community based support structures. Several of the health centres have been upgraded by GOK to sub-district hospitals indicated the forward thinking of their designers. The programme has made a strong and sustained impact on people's attitudes to health and hygiene and has achieved a high level of latrine in western Kenya. The cross cutting issues of gender and HIV/AIDS were well addressed.

The **Rural Dairy Development Project (RDDP)** was rated low (55 points), in particular because of its poor sustainability and limited attention to cross cutting issues. Its lack of emphasis on women and vulnerable groups was particularly striking as was its weak technical and institutional sustainability and economic viability. The Finnish value added was weaker than for the other programmes because of the transfer of inappropriate technology. The subsequent **Livestock Development Programme (LDP)** (90 points) learned from much of the experience of the earlier project and had a strong livelihood focus, extensive stakeholder cooperation with a robust emphasis on cross cutting issues – focusing in particular on the role of women and the development of opportunities in the private sector.

The **Western Kenya Water Supply Programme (WKWSP)** was evaluated in two parts: Phases 1-3 (66 points) which were supply driven and Phase 4 (81 points) which was demand driven. The earlier phases rated poorly on sustainability and cross cutting issues, but fared better on effectiveness, with good ratings for the capacity of personnel and institutional strengthening. Initially the programme had low cost recovery but, with the difficult introduction of user fees, the situation improved in the later phases. The **Community Water Supply Management Project (CWSMP)** (90 points) benefited from the previous Finnish involvement in the water sector and considerably improved sustainability and its approach to the cross cutting issues. Within these cross cutting issues both water programmes implemented clear strategies for promoting the role of women.

For the overall Finnish support to western Kenya, the cross matrix analysis indicates a strong programme context and impact, with levels of sustainability which improved in the later programmes indicating that lessons were learned from the previous programmes.

10.5 Impacts of Finnish Support to Western Kenya

The Finnish support to western Kenya had a substantial impact on all three sectors, through:

- **Improved stakeholder capacity:** resulting from extensive training and capacity building efforts, which substantially improved the technical capacity of GOK staff in the health, livestock, cooperatives and water sectors, and the capacity of

local stakeholders at the field level.

- **Improved access to services:** in health facilities and water supply as well as to improved milk marketing and agricultural input services.
- **Improved health and water infrastructure:** established initially by the Finnish programmes and subsequently operated and maintained by GOK and other service providers.
- **The adoption of sustainable livestock husbandry techniques:** including zero grazing, fodder production and conservation and Artificial Insemination (AI), introduced and popularised by the Finnish programmes which is now widespread and continues to expand.
- **The commercialisation of smallholder milk production:** established on a wide scale and which continues to develop.
- **Enhanced stakeholder awareness:** of the availability of government and other services which encourages people's engagement with GOK.
- **The empowerment of women:** which has been enhanced through their direct involvement in the management of income generating dairy activities and in the management and operation of health facilities and water supplies.
- **The emergence of private service providers:** in the health, livestock and water sectors who are supporting the continued development of services in these sectors.

10.6 Lessons of Finnish Support to Western Kenya

The Finnish support to western Kenya has generated lessons from all three sectors.

- **The need to align with government policy and sector reforms:** in order to enhance impact and sustainability and to ensure the continuing relevance of Finnish aid to GOK policies.
- **The need for improved programme design, including flexibility, appropriate and acceptable technologies and exit strategies:** to enhance the impact and sustainability of development support.
- **The importance of stakeholder participation and cost sharing:** which enhances involvement and ownership, leading to improved sustainability and relevance.
- **The need for improved approaches to risk management:** through detailed risk analysis during programme planning and subsequent follow up during implementation to help improve relevance.
- **Technical constraints can be dealt with if appropriate management and financial systems are in place:** in the water sector.
- **The potential for enhancing the role and empowerment of women:** through appropriate gender policies and the participation of both men and women in the identification, planning and implementation of development programmes.

10.7 Factors promoting Sustainable Development

On the basis of Finnish experience in western Kenya, the key factors promoting sustainable development are:

- **Comprehensive and responsive participatory programme planning:** to help ensure an appropriate and successful intervention designed to address the needs of stakeholders at local and national level.
- **Stakeholder awareness creation and capacity building:** to ensure that all stakeholders are aware of programme objectives, have a stake in defining their roles and responsibilities, are aware of the potential benefits and are given the technical and managerial skills to participate in and to benefit from the programme.
- **Cost sharing and stakeholder ownership:** to help ensure full stakeholder engagement in and support of the programme in order to enhance impact and sustainability.
- **Appropriate technology:** which can be operated, maintained, repaired and replaced with locally available technical skills and material resources once donor funding is withdrawn.
- **Community involvement in management:** through appropriate participatory programme identification and design, stakeholder capacity building and policy engagement with GOK.
- **The ability to respond to policy changes and to influence GOK:** through engagement at national level and through the flexible design of programme support to contribute to impact and sustainability.
- **Good governance:** designed to improve management and to influence the external policy and support environment through engagement at the national and local levels.
- **An appropriate gender policy:** which contributes to the empowerment of women at the programme level as well as influencing national policy and societal attitude change towards women at national and local level.

10.8 Factors influencing Attitude Change

On the basis of Finnish experience in western Kenya, the key factors influencing attitude change include:

- **Stakeholder awareness creation and capacity building:** to establish dialogue and trust and to ensure that all stakeholders are aware of programme objectives, have a stake in defining their roles and responsibilities, are aware of the potential benefits and are given the technical and managerial skills to participate in and to benefit from the programme.
- **The underlying national and local economic situation:** which influences people's income levels and ability to participate in and to benefit from development support.

- **The introduction of relevant health benefits:** which address directly the health needs of the stakeholders.
- **The introduction of appropriate and acceptable technologies:** which directly impact people's lives.
- **The introduction of appropriate income generating opportunities:** which meet the needs of the stakeholders and result in a sustainable commercial system.
- **Effective operation and maintenance systems in the water sector:** which directly involve local stakeholders and result in the sustainable operation of the water systems and the regular supply of domestic water.

10.9 Overarching Issues

The operationalisation of GOK policy: Shortcomings in GOK's efforts to operationalize policy have had a negative impact on Finland's development support to western Kenya and, unless resolved, are likely to adversely affect the impact and sustainability of any future Finnish investment. It is through donor engagement with and support to GOK that the translation of policy into sustainable national development is most likely to occur.

Programme planning and management: Shortcomings in programme planning, particularly in the analysis and management of risks and in the establishment of appropriate exit strategies adversely effect the impact and sustainability of donor investment. Future programming by MFA should ensure that adequate attention is paid to these two issues and that programme design is sufficiently flexible to enable managers to respond to changing circumstances and to modify approaches to enhance the sustainability of the Finnish investment.

Long-term donor commitment: A common feature of all the above conclusions is the need for MFA to (i) engage directly with GOK and other stakeholders and (ii) to support any subsequently agreed development initiatives over the long-term. It is only through a long-term commitment that MFA will be able to develop and maintain a good working relationship with GOK leading to sustained development impact and the opportunity to influence GOK successfully.

Poverty alleviation: As the majority of smallholders who benefited directly from the Finnish supported dairy programmes in western Kenya also had non-farm sources of income, the poorest rural households have not benefited directly from the Finnish investment. From the point of view of a smallholder in western Kenya, an improved dairy cow is a large single investment which involves a degree of risk that is likely to be too high for poorer households. The introduction of smaller animals (such as improved goats and chickens) using the same zero-feeding based technologies would open up income generating opportunities for the poorest households.

Governance and management structures: Although good progress has been made reforming governance and management structures in the water sector, similar progress in the health, livestock and cooperative sectors remains elusive. Any MFA initiatives need to be aware of the unresolved governance and management structures in these ministries and to ensure that any Finnish development interventions accommodate the latest situation and that their design is sufficiently flexible to be able to respond to any future changes in the sectors.

Gender issues: Although Finnish support to western Kenya has impacted positively on the position of women, their fundamentally inferior position in society has not changed substantially, in the absence of legislative changes acceptable to local communities and efforts to change the attitudes of men.

Cooperatives: Although cooperatives have generally failed to respond effectively to competition introduced by the liberalisation of the rural economy in the 1990s and have yet to define their role in this economy, they still have an important role to play at the local level in supporting common interest groups to develop into commercially oriented units that can compete in the market place.

Access to information: Rural communities frequently lack information on such matters as commodity prices, marketing opportunities, technical support services and the availability of inputs and credit.

Value chains: Although the Finnish support to smallholder dairy development has contributed to the commercialisation of many aspects of the rural economy in western Kenya, weaknesses remain that can best be addressed through a value chain approach which includes production, processing and marketing issues.

11 RECOMMENDATIONS

The principle behind the following recommendations, derived from the findings and conclusions of the evaluation, is that MFA should ensure that factors which led to the substantial benefits now being enjoyed by the stakeholders of the Finnish supported health, livestock and water programmes in western Kenya, should be included in any new Finnish development investment in Kenya.

The actions recommended for MFA assume that GOF wishes to continue implementing its development support for Kenya in line with Finnish development policy and with Kenyan national policies and desires to engage with GOK according to international agreements and the current approach of the donor community in Kenya as outlined in the joint assistance strategy, Harmonising Alignment and Coordination (HAC 2007) to which GOF subscribes. Evidently, a more unilateral strategy is possible with a focus on

direct programme funding and limited engagement with GOK. However, although such an approach may lead to short term benefits for the direct participants, it would isolate GOF from the donor community and GOK, would abrogate GOF's current policy of engagement and would do little or nothing to address the fundamental problems currently facing Kenya. Consequently, it is strongly recommended that GOF joins other bilateral and multilateral donors in engaging with GOK at national policy level and that, should no progress be made with such issues as resolving the root causes of the post-election violence, GOF should continue to work with the donor community on joint approaches. In the past, a lack of donor coherence has undoubtedly contributed, in some degree, to Kenya's current social and economic problems.

11.1 National Policy Level

- MFA and its donor partners should engage with GOK to (i) identify and address the disconnects between the formulation of GOK policies and strategies and their successful implementation, and (ii) support the operationalisation of these policies and strategies.
- MFA and its donor partners should engage with GOK at the highest level to facilitate action on the root causes of the 2008 post election violence.
- MFA should engage with GOK and its donor partners to facilitate the completion of the water sector reform. The actions required, which could be supported by MFA, include (i) development of the national indicators of water supply and sanitation service coverage. At present there is ambiguity of the coverage definitions, leading to difficult assessment of the baseline situation: and, (ii) support to water resources management through the Water Resources Management Authority and the Water Services Trust Fund.
- MFA should (i) engage with GOK and its donor partners to facilitate the finalisation of national strategies and management structures in health, agriculture, livestock and cooperatives; and, (ii) ensure that the design of any development support is sufficiently flexible to be able to respond to any future changes in the sectors.
- MFA should support the operationalisation of GOK and MFA gender policies with emphasis on (i) enacting legislative change, and (ii) encouraging efforts to change social attitudes towards women.

11.2 Development Programme Level

- MFA should engage with GOK prior to re-investing in western Kenya and commit to long term support for mutually agreed interventions.
- MFA should ensure that future rural development support takes a value chain approach covering production, processing and marketing, to address weaknesses in the rural economy.

- MFA should ensure that any systems created through Finnish support are financially self-sustaining.
- MFA should ensure that, in the design of any future programme support to western Kenya, appropriate modalities and instruments are identified and selected; bearing in mind that the programme / project modality linked to GOK administrative structures is likely to achieve the greatest sustainable impact at the local level. The instruments chosen, which could include Finnish and Kenyan consulting companies, should facilitate linkages with local organisations in both the government and civil society.
- MFA should ensure that future development support includes components, identified through comprehensive participatory planning, that benefit stakeholders sufficiently to encourage and sustain attitude change.
- MFA should engage with GOK and private stakeholders to identify and implement ways of encouraging the development of private sector rural support services in the medium and low potential areas. Approaches could include public-private partnerships to initiate services until such time as sustainable effective demand has developed sufficiently to support the private sector.
- MFA should ensure that the design of future development support includes comprehensive risk analysis and appropriate exit strategies, consistent with stakeholder capacity, which will enhance the sustainability of the support.
- MFA should ensure, in the rapidly evolving policy environment in Kenya, that future development support is designed with sufficient flexibility to enable prompt and appropriate reaction to the consequences of any changes in GOK policies.
- MFA should design any programme support for the water sector to facilitate the completion of the water sector reform. The actions required, which could be supported by MFA, include (i) the development of institutional and practical M&E systems at the level of WSBs and Water Services Providers, including staff capacity building; (ii) support to WSBs to develop mechanisms to cluster rural water points and create sustainable O&M systems, cost recovery and M&E systems, including staff capacity building to support these processes; and, (iii) support to the operators of small and medium size piped systems in business planning and financial management, channelled through WSBs.
- MFA should ensure that sustained investment in stakeholder capacity building and awareness creation is included in future development support to improve effectiveness, sustainability and ownership.
- MFA should ensure that the design of any future development support includes stakeholder community involvement in identification and planning to encourage ownership. Subsequently, during implementation, stakeholders should be involved in management and monitoring, as was the case, in part, in the latter period of Finnish support to western Kenya, to encourage relevance and sustainability. Furthermore, the principle of cost-sharing with stakeholders should be built in to any programmes to encourage ownership, sustainability and cost-effectiveness.

- MFA should continue its engagement with GOK to promote good governance at the national political and economic level as well as ensuring that the factors which contribute to good governance and management structures at the programme level are built in to any future support. These should include comprehensive stakeholder participation in identification, planning and management, stakeholder awareness creation and capacity building, public-private partnerships and support for the GOK reform agenda to encourage ownership and sustainability.
- MFA should ensure that programme level approaches to women's empowerment are in line with GOK and MFA gender policies that address legislative change and support efforts to change social attitudes towards the role of women.
- MFA should ensure that future development support includes appropriate and acceptable technologies to meet the needs of stakeholders, in order to avoid the repetition of negative experiences such as the supply of Finnish high technology milk processing equipment to the Kitinda Dairy Farmers Cooperative Society in the 1980s which the society could not operate and maintain. Appropriate technologies can be initially identified through participatory stakeholder analysis.
- MFA should ensure that future development support includes components that address poverty alleviation directly. This will require detailed field studies to identify the poor groups within the society and, through participatory stakeholder analysis, to identify interventions and activities that will benefit them directly (such as, in the livestock sector for example, improved goats and chickens which entail less risk than dairy cattle).

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ANNEX 1 TERMS OF REFERENCE

Ministry for Foreign Affairs of Finland Office of the Under-Secretary of State Development Evaluation

Terms of Reference

Evaluation of the Finnish Development Cooperation in
Western Kenya; Impact and Lessons Learned

1. Background

Finland has financed several programmes in the Western Kenya since the end of the 70's. The main support has been concentrated in three sectors: primary health care, water and sanitation and livestock/dairy development. The bilateral Development Cooperation programme between Kenya and Finland was evaluated in 2002. The evaluation covered the period 1991-2000. It was a period when both Kenyan and Finnish development policies underwent profound changes. Adoption of new policies proved to be very difficult under the prevailing economic and political conditions in Kenya. Finland had adopted new development cooperation principles that emphasised democracy and human rights as integral part of Finland's foreign and security policy, which were expected to be adhered to with consistency. The increasing corruption and lack of transparency coupled with violation of human rights and evident gap between stated Kenyan policies and their implementation led to the decision of Finland to suspend new aid to Kenya in 1998. The ongoing projects were, however, allowed to continue until their agreed contract periods. Consequently, the 2002 evaluation assessed the relevance, effectivity, efficiency and sustainability of the Finnish development cooperation in Kenya against this general political context. This evaluation included all the programmes in the Western Kenya (see the list in Annex 1).

The evaluation came to the conclusion that

- Finnish policies and thus also support activities were not always internally consistent. This came evident in support to public institutions, which was no more favoured as a valid form of support. Also transition from supply driven to demand driven project implementation became complicated as there was no strong political will on the Kenyan side. The Finnish programme relied on decentralisation and community participation while the Kenyan side was more on the side of deconcentration and expecting the communities to share in the costs but less so in decision making.
- The programme objectives were found to be often very vague and over-ambitious and unrealistic. The technical targets were met but for ex. viable monitoring and evaluation systems were lacking and capacity building for com-

munity support left much to desire.

- Efficiency proved to be difficult to assess as there were no completion evaluations in all cases.
- Sustainability of all the projects was found to be a major problem in all the programmes. Sustainability remains weak mainly because the initial preconditions were not met. The evaluation came to the conclusion that it is rather unlikely that the Government of Kenya will be able to provide necessary resources to continue the support.

The recommendations of the evaluation were, just to give some examples that might be of interest for the Western Kenya, that

- the possible new support to Kenya should be considered under different modalities
- in the agricultural and livestock sector, cooperation with international organisations such as FAO, ILRI, ICGRAF and ICIPE should be strengthened on a project basis. In general, if Finland would like to consider support to these sectors it should be done through a trust fund and implemented jointly with other donors and/or NGOs with a limited role for the Kenyan Government.

The fund could provide the communities and potential implementing agencies like NGOs money for investment in small-scale rural development projects.

The evaluation specifically point out that if cooperation with the Kenyan Government will be considered the Ministry for Foreign Affairs of Finland should carefully study the lessons learned from the earlier cooperation.

Since the 1998 suspension of the Finnish development cooperation with Kenya the Finnish stand has been quite careful. After the new government was elected in 2002 Kenya was again defined as one of the major recipients of the Finnish development aid. Problems have been met even after that. In 2006 a high level corruption suspicion reflected in slowing down the increase of aid funds. However, now Kenya is recovering from a serious political and ethnic crisis. The future cooperation between Kenya and Finland will depend on the political situation and the implementation of the reform agenda.

The proposal for a new evaluation concerning especially the Western Kenyan programmes came from the Unit currently responsible for development cooperation with Kenya. The Unit wants to have a clear picture of the lessons learned which the earlier evaluation did not provide. Behind this evaluation initiative is the fact that a new extensive rural development programme is being planned for Western Kenya. It is expected that the results of this evaluation would be available before the final design of the new programme will start (autumn 2009).

2. Purpose and Objective

The purpose of this evaluation is to assess to what extent the projects/programmes, which Finland has financed in the Western Kenya, have generated impact, direct or indirect, on

the level of development of the area and living standard of the target population. The evaluation shall try and identify whether the Finnish cooperation in the region has in any way caused changes in the attitudes and way of action of the population and authorities, private sector, civil society organisations and community groups. Most importantly, the evaluation shall assess what have been the reasons for successes and failures and provide lessons learned that would be beneficial for the planned new programme in the area.

The most essential question of the evaluation is: What works for whom and in what circumstances?

The main objectives are:

- identification of factors that promote the achievement of socially, environmentally and economically sustainable development; capacity building being one of the issues to be paid special attention;
- informed professional opinion on factors that are essential to impact changes in attitudes of target population and government authorities as well as legislation and sectoral strategies;
- judgement of the governance structure and management of the programmes, including coordination and cooperation patterns;
- clear conclusions and recommendation on approaches, implementation methods, aid modalities and instruments as well as governance and administrative procedures which hinder or promote successful realisation of programme objectives.

3. Scope

The evaluation shall cover all the Finnish development cooperation programmes implemented in the Western Kenya from the beginning of the 90'ties until today (see the list in Annex 1). The evaluation shall study the activities through the appraisals, reviews and evaluations, including the 2002 Kenya Country Programme Evaluation, and also individual programme designs to achieve a good overall picture of the evolution of the interventions and to gather information needed for analysis of the lessons learned. The evaluation shall analyse also the general socio-economic and political context that affected the programme implementation as well as well as other factors (governance structures etc.), which might be of importance for understanding the linkages between the development programmes and the realities in the country.

Shortly: the evaluation team shall use to the maximum extent the existing evaluation data. When assessing the lessons learned the team shall also look at the areas, which will be included in the future programme to be able to concentrate on issues that are most important for its planning and design. This evaluation will progress in three phases that comprise of a desk phase, a field visit and the final analysis, each of the phases including extensive interviews/ questionnaires and other means to achieve a sound basis for deriving an understanding of impacts and possibilities to measure or analyse them.

4. Evaluation Questions

Every project/programme shall be evaluated based on the intervention logic of each project and then synthesised into overall findings, conclusions and recommendations. The other major task is to draw lessons from each stage and aspect of the programme design to the implementation. The following list of questions is not exhaustive. The evaluation team is expected to use its professional knowledge and experience to derive such information that is needed to achieve the purpose and objectives of this evaluation.

Project context

- How was the baseline assessment carried out? In which way did it affect the project design and implementation and the monitoring and evaluation?
- How were the external factors taken into account (political, economical, social, institutional facts)?
- How did these external factors impact the project implementation and the achievement of the intended results?

Relevance

- Were the project activities relevant in relation to the needs and aspirations of the beneficiaries and to the expected outcomes and results?
- Was the intervention logic/ project theory of the projects sound and realistic or did it presuppose unrealistic societal or political or economic preconditions? Has the relevance changed during the lifetime of the projects? How have the changes reflected in the project concepts?
- Were the projects relevant from the poverty reduction and socio-economic perspective?

Efficiency

- To what extent the available resources have been transformed into intended outputs and outcomes in terms of quantity, quality and time? Since considerable amount of time has passed, the transition from outcomes to results and effects should already be discernible.
- To what extent can the costs of and the use of other than financial resources be justified by the results?

Effectiveness

- Have the projects achieved their objectives? If not, why; if yes, what were the most important conducive factors?
- How well the results have furthered the attainment of the purpose of the projects?
- Were there any unexpected results? Negative or positive? What kind?

Sustainability

- To what extent have the benefits and the changes aimed at by the interventions been maintained approx. 10 years after termination of the interventions and expected still to sustain?
- Were there any attitudinal changes? Or lasting physical changes? Or changed patterns in investments, budgeting, targeting and realisation by authorities?
- Were the changed attitudes and actions temporary or have they signified sustainable changes in the surrounding society/local or district or higher level administration?

Impact

- What are the overall effects of the interventions, intended or unintended, long or short term, negative or positive, direct and/or indirect?
- What were/are the major reasons contributing to failures and/or factor affecting successes?

Risk management

- What kind of risks were foreseen and assumptions made at the outset of the interventions and what kind of risk management system was adopted? Was it rigorously and systematically applied?
- Problems encountered and how they were overcome? Lessons learned for future?

Crosscutting issues, including HRBA

- To what extent has the inclusion or non-inclusion of or attention to crosscutting issues and HRBA (the basic development cooperation principle of Finland) affected the outcome of the interventions in a positive or in a negative way?
- Consideration of vulnerable groups, environmental issues, HIV/AIDS or good governance?

Finnish value added

- What role has the Finnish value added played in the interventions?
- Measures and modalities to enhance the Finnish value added?

Coherence

- Were the interventions in line with the policies and strategies of the Kenyan Government?
- Have the coherence and complementary measures between the Finnish interventions in the region been taken into account? Important complementary aspects, which need to be taken into account, like programmes of other donors?
- To what extent did the Finnish interventions coordinate their activities with other development actors and was there cooperation among various actors? How were the implications at the project level?

5. Broad Description of the Methodology

The methodology to be applied shall be presented already in the tenders for this evaluation. The evaluation shall be carried out in three phases. The desk phase is of particular importance for the consecutive phases of the evaluation. Therefore, a very careful study of existing information shall be carried out prior to the field phase. In the Inception Report a more detailed and refined methodology shall be prepared by the evaluation team. The chosen methodology shall be a central element in the success of the evaluation as will also be the ability to extract information from the available data and analyse it.

The evaluation methodology should devise also analytical coherence measures between the findings from different levels of information in order for the findings to become comparable and conducive to coherent conclusions and recommendations.

The evaluation team shall choose such impact evaluation method that is the most realistic one for the purpose. The alternative ways for evaluating impacts shall be considered, for ex. identifying the interventions' contributions to observed changes. The narrative/historical evaluation is not the purpose of this evaluation, even though some individual methods used in this type of impact evaluation can be adopted. Exploring empirically the extent to which the events in the programmes followed the anticipated sequence is a possible method for an impact evaluation. The assumptions made at the project design stage should be analysed.

The most important thing is that a relatively simple and clear methodology is adapted, a methodology that is not too costly and too time consuming and that the accumulating results are coherent and comparable. It is assumed that through the expected outputs and outcomes the anticipated path towards impact should be visible as it is now approx. ten years after the completion of the interventions. Through the analysis of the context and internal programme mechanisms and the outcomes the evaluation is expected to draw lessons and experiences.

6. Expertise of the Evaluation Team

The evaluation shall be carried out by a three-member core team consisting of both international and local experts having sound experience in international development cooperation policies and development evaluation. The team's academic competence must be at M.Sc. level, minimum, and working experience shall cover areas that are most relevant to this evaluation and the future programme. Thus the team shall comprise of experts having competence and experience in

- development economy,
- agriculture, especially marketing, and
- water and sanitation and also in
- sociology/anthropology

(See the detailed requirements for the team in Annex A, the Instructions to the Tenderer, para 12).

At least one team member must come from Kenya.

Gender balance in the team is a prerequisite.

At least one of the team members should speak and understand Finnish fluently.

A statement shall be attached to the tender clarifying whether the team members have been involved in the Finnish aid activities in Kenya and if so, in which project(s), in which capacity and in which period of time.

To avoid any conflict of interest, no direct involvement in the Western Kenya programmes within the team can be accepted.

7. Time Schedule and Reporting

The evaluation shall be carried out preferably between May and August/September 2009 i.e. in five months' time.

The evaluation shall proceed in phases and the evaluation team shall produce the following reports related to each phase:

Inception Phase;

This is the desk phase when the important building blocks for the evaluation are set. It includes the study and the analysis of the background material, drawing a detailed time schedule and work plan and a refined description of the methodology. The key representatives at the Ministry for Foreign Affairs and the Finnish firms involved in the project implementation shall be interviewed and a plan of action for the field phase prepared. Due to the complexity of the evaluation task, the evaluation team should prepare an evaluation matrix with measures or benchmarks on how the different dimensions are assessed. They should also include an explanation on how at the aggregate level the comparability of results is achieved.

An Inception Report shall be submitted at the end of this phase i.e. approx. in one month from the signing of the contract.

Field Phase

For the field phase approx. three weeks shall be reserved to facilitate in-depth interviews with key persons, stakeholders and beneficiaries and authorities in the capital of Kenya and in the Western Province, at regional and district levels. A possible participatory study together with community level actors shall be devised. Also other donors at HQ and field level shall be consulted. At the end of the visit a debriefing sessions shall be arranged in Nairobi or in Kagamega comprising of key persons and the representatives of the Embassy of Finland.

A consultation, supported by a brief powerpoint on key issues, with the MFA personnel after the field visit shall be included into the programme.

Synthesising Phase

During this phase the outcomes of the other phases shall be synthesised and observations, conclusions and recommendations of the team condensed in a draft final report that shall be submitted approx. 4-6 weeks after the field trip to the MFA. The MFA distributes the draft report for comments that will be forwarded to the evaluators.

A public final seminar will be organised in later August or early September to represent the final results. The final report shall be submitted not later than two weeks after the receipt of the comments, latest mid-September.

In reporting the models described in the Evaluation Guidelines “Between Past and Future” of the Ministry shall be used to structure the evaluation process and the various reports (available

<http://formin.finland.fi/public/default.aspx?nodeid=15454&contentlan=2&culture=en-US>

or as a hard copy, which can be requested from Seppo.Lehtinen@formin.fi).

The reports shall be concise and clear and the main body of the text of the final report shall not exceed 50 pages, excluding the annexes. Figures, flow-charts, graphs and other visual means are encouraged to be used to clarify matters rather than long verbal expressions. It is important that the report is clear in defining its findings, conclusions and recommendations in separate chapters. Vague language is not acceptable. The report will include an abstract in Finnish, Swedish and English, and an executive summary also in Finnish, Swedish and English. The abstracts and summaries are not included in the 50 pages. The MFA will take care of translations into Swedish and Finnish.

The summary table of findings, conclusions and recommendations shall be only in English and attached to the English summary.

Instructions to be followed in the layout and design of the final evaluation report will be provided separately by the Evaluation Office. A recently published evaluation report should be consulted.

The evaluation team is expected to check the quality of the evaluation report against the nine (9) criteria of the EU (can be found at the web page of the evaluation unit of the European Commission): http://ec.europa.eu/evaluation/methodology/guidelines/gui_qual_fir_en.htm
The consultant shall also fill in the form relevant to these criteria.

The quality standards of development intervention evaluation of the OECD/DAC (2006) should be observed throughout the evaluation. Standards can be found from the web page of OECD: <http://www.oecd.org>

Further information concerning Finnish Development Cooperation and policy, procurement policy and earlier evaluations can be obtained from <http://formin.finland.fi> or by sending a request to the Evaluation Office.

8. Budget

The costs of the evaluation shall not exceed the sum of 135 000 € (VAT excluded).

9. Authorisation

The evaluation team is entitled to contact any persons and conduct discussions with any person or institution pertinent for this evaluation. These persons should be informed well in advance of the wish of the consultants to interview them and provide them with the pertinent information (for ex. the ToR and specific topics to be discussed). The Ministry for Foreign Affairs (MFA) can provide the consultant with a letter of recommendation whenever deemed appropriate or assist otherwise in arranging contacts.

The team is not authorised to make any commitments or statements on the behalf of the Government of Finland.

31 March 2009

Aira Päivöke
Director

Annex 1. to the ToR: List of the programmes in Western Kenya

Western Kenya Water Supply Programme (1981-1996, four phases; 28. 98 meuros)

The overall objective was to improve water supply in the programme area in order to improve the general health situation and facilitate economic development. During the fourth phase an additional aspect was added: 1) to ensure sustainable functioning of the present water supplies in the area covered by the earlier phases; 2) demand driven approach for development of new water supplies and clarification of the roles of the programme partners. Thus there was a clear change from supply driven to demand driven approach.

Evaluation: Sectoral evaluation 2001

• Community Water Supply Management Project in Western Province (1997-2003, two phases; 5. 5 meuros)

The overall objective was the sustance of of the achievements of the previous programme in the new soci-political context and the increase of access to safe water for improved health and well being of the people in the province. The purpose was also to enhance community skills for maintenance, operation and implementation of water facilities and for protection of water resources.

- Western Kenya Primary Health Care Programme (1984-1995, four phases; 15. 7 meuros)

The overall objective was the improvement of health among the rural popula-

tions by improving the health care services. From the third phase onwards the focus was on sustainability and on integration of activities into district health strategy.

- **Rural Dairy Development Project (1979-1989, four phases; 8meuros)**
The project was implemented with the Ministry of Livestok Development (MOLD) and Ministry of Cooperative Development (MOCD). It covered 12 districts in fi ve provinces mostly in Western and Central Kenya. The objective of the project was 1) promotion of milk production at farm level through extension services and incentives and 2) improvement in milk marketing systems at cooperative level through provision of milk collection, cooling and processing facilities and strengthening the management of cooperative societies.
- **Kenya-Finland Livestock Development Programme (LDP, 1991-2003, four phases; 14.8 meuros)**
The project was categorized by the Kenyan Government as core project as it was considered of high importance. It covered the entire Nyanza and Western Province plus two districts (Baringo and Koibated). The implementing ministries were MOCD and MOLD. The development objective was the improvement of the nutritional status and standard of living of the main target group. The programme was an integrated package of mutually dependent and reinforcing activities promoting milk production, animal health and marketing.

- REPORT 2005:6 Evaluation of Support Allocated to International Non-Governmental Organisations (INGO)
ISBN: 951-724-531-9, ISSN: 1235-7618
- REPORT 2005:5 Evaluation of the Service Centre for Development Cooperation in Finland (KEPA)
ISBN: 951-724-523-8, ISSN: 1235-7618
- REPORT 2005:4 Gender Baseline Study for Finnish Development Cooperation
ISBN: 951-724-521-1, ISSN: 1235-7618
- REPORT 2005:3 Evaluation of Finnish Health Sector Development Cooperation 1994–2003
ISBN: 951-724-493-2, ISSN: 1235-7618
- REPORT 2005:2 Evaluation of Finnish Humanitarian Assistance 1996–2004
ISBN: 951-724-491-6, ISSN: 1235-7618
- REPORT 2005:1 Ex-Ante Evaluation of Finnish Development Cooperation in the Mekong Region
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- REPORT 2004:4 Refocusing Finland's Cooperation with Namibia
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- REPORT 2004:3 Evaluation of the Development Cooperation Activities of Finnish NGOs and Local Cooperation Funds in Tanzania
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- REPORT 2004:2 Evaluation of Finland's Development Cooperation with Bosnia and Herzegovina
ISBN: 951-724-446-0, ISSN: 1235-7618
- REPORT 2004:1 Evaluation of Finnish Education Sector Development Cooperation
ISBN: 951-724-440-1, ISSN: 1235-7618
- REPORT 2003:3 Label Us Able – A Pro-active Evaluation of Finnish Development co-operation from the disability perspective
ISBN 951-724-425-8, ISSN 1235-7618
- REPORT 2003:2 Evaluation of Finnish Forest Sector Development Co-operation
PART 2
ISBN 951-724-416-9 ISSN 1235-7618
- REPORT 2003:2 Evaluation of Finnish Forest Sector Development Co-operation
PART 1
ISBN 951-724-407-X, ISSN 1235-7618
- REPORT 2003:1 Evaluation of the Finnish Concessional Credit Scheme
ISBN 951-724-400-2, ISSN 1235-7618
- REPORT 2002:9 Evaluation of the Development Cooperation Activities of Finnish NGOs in Kenya
ISBN 951-724-392-8, ISSN 1235-7618
- REPORT 2002:8 Synthesis Study of Eight Country Programme Evaluations
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ISBN 951-724-376-6, ISSN 1235-7618
- REPORT 2002:5 Evaluation of the Bilateral Development Co-operation Programme between Kenya and Finland
ISBN 951-724-373-1, ISSN 1235-7618
- REPORT 2002:4 Evaluation of Bilateral Development Co-operation between Nicaragua and Finland
ISBN 951-724-372-3, ISSN 1235-7618
- REPORT 2002:3 Evaluation of the Bilateral Development Co-operation between Ethiopia and Finland
ISBN 951-724-370-7, ISSN 1235-7618

Evaluation report 2009:5
ISBN 978-951-724-783-2 (printed)
ISBN 978-951-724-786-3 (pdf)
ISSN 1235-7618

Ministry for Foreign Affairs of Finland

ANNEX 2 PEOPLE INTERVIEWED NON-EDITED

Date	Name	Designation	Organisation	Place
8 th June 2009	Heidi Pihlatie	Counsellor, Senior Evaluator, Unit for Evaluation and Internal Auditing	Ministry for Foreign Affairs	Helsinki
8 th June 2009	Pekka Seppälä	Advisor for Quality Assurance	Ministry for Foreign Affairs	Helsinki
8 th June 2009	Sanna-Liisa Taivalmaa	Advisor for Agriculture and Rural Development	Ministry for Foreign Affairs	Helsinki
8 th June 2009	Paivi Kannisto	Advisor for Gender	Ministry for Foreign Affairs	Helsinki
8 th June 2009	Vuoko Jutila	Counsellor, Department for Africa and Middle East	Ministry for Foreign Affairs	Helsinki
9 th June 2009	Osmo Seppala	Managing Director (formerly Kenya Water Supply Programme)	Finnish Water and Waste Water Works Association	Helsinki
9 th June 2009	Marja Anttila	Former MFA Health Adviser Primary Health Care Programme	Institute for Health and Welfare	Helsinki
9 th June 2009	Ulla Parviainen	Senior Expert (formerly Primary Health Care Programme)	Institute for Health and Welfare	Helsinki
9 th June 2009	Regina Montell	Former Technical Assistant Primary Health Care Programme	Retired	Helsinki
9 th June 2009	Juha Koivisto	Senior Expert (formerly Primary Health Care Programme)	Nurmijarvi municipality	Helsinki
9 th June 2009	Paul Silfverberg	Former MFA Water Adviser	Private consultant	Helsinki

Date	Name	Designation	Organisation	Place
		Kenya Water Supply Programme		
10 th June 2009	Maarit Nador	Desk Officer for Kenya	Ministry for Foreign Affairs	Helsinki
10 th June 2009	Harri Porvalli	Former Technical Assistant Livestock Development Programme	Co-op ProDev	Helsinki
10 th June 2009	Hannu Korhonen	Former Technical Assistant Rural Dairy Development Project	Jokioinen Agric Research Centre	Helsinki
10 th June 2009	Auli Keinanen	Former desk officer in Plancenter LTD Primary Health Care Programme	FCG	Helsinki
30 th June 2009	Mucangi Gicheru	Senior Commissioner, Projects Division	Ministry of Cooperative Development and Marketing	Nairobi
30 th June 2009	Peter Mangiti	Head, Donor Coordination	Ministry of Water and Irrigation	Nairobi
30 th June 2009	Anne Onyango	Director, Policy and External Relations	Ministry of Agriculture	Nairobi
30 th June 2009	Kenneth Ayuko	Deputy Director, Policy and External Relations	Ministry of Agriculture	Nairobi
1 st July 2009	Julius Kiptarus	Director of Livestock Production	Ministry of Livestock Development	Nairobi
1 st July 2009	Joseph Egessa	Coordinator LDP (93-97)	Ministry of Livestock Development	Nairobi
1 st July 2009	Meshack Makongoso	Cooperative Specialist LDP 2000-2003	Ministry of Cooperative Development and Marketing	Nairobi
2 nd July 2009	Gideon Mailu	National Project Coordinator, MDGS Project	Ministry of Planning and National	Nairobi

Date	Name	Designation	Organisation	Place
		Implementation Unit	Development	
2 nd July 2009	Jutta Marjanen	Junior Programme Officer	Embassy of Finland	Nairobi
2 nd July 2009	Marja Simojoki	Senior Programme Officer	Embassy of Finland	Nairobi
2 nd July 2009	Theresa Zitting	Deputy Head of Mission	Embassy of Finland	Nairobi
2 nd July 2009	Georginah Gichoki	Assistant Programme Officer	Embassy of Finland	Nairobi
3 rd July 2009	Ouyle Ngata	Senior Superintendent Geologist.	Ministry of Water and Irrigation	Nairobi
3 rd July 2009	Patrick Oloo	Deputy Director of Directorate of Water Resources	Ministry of Water and Irrigation	Nairobi
5 th July 2009	Henry Ngenoh	Assistant Director Livestock Production	Ministry of Livestock Development	Kisumu, Nyanza
5 th July 2009	Fidelis Ogwang	District Cooperative Officer, Gucha South	Ministry of Cooperatives and Marketing	Kisumu, Nyanza
5 th July 2009	Bernard Koido	Cooperative Officer	Ministry of Cooperatives and Marketing	Kisumu, Nyanza
6 th July 2009	Eng. Diru Magomere	Chief Executive Officer	Lake Victoria North Water Services Board	Kakamega
6 th July 2009	Michael Kurutto	Community Development Officer	Lake Victoria North Water Services Board	Kakamega
6 th July 2009	Reuben Mudigululi	Community Development Officer	Lake Victoria North Water Services Board	Kakamega
6 th July 2009	S.O. Orot	Provincial Director of Veterinary Services	Ministry of Livestock Development	Kisumu, Nyanza
6 th July 2009	Florence Odero	Provincial Director of Livestock Development	Ministry of Livestock Development	Kisumu, Nyanza
6 th July 2009	Laban Kiplagat	Provincial Irrigation Officer	Ministry of Water and Irrigation	Kisumu, Nyanza
6 th July	Joash Owiro	Provincial	Ministry of	Kisumu,

Date	Name	Designation	Organisation	Place
2009		Director of Agriculture	Agriculture	Nyanza
6 th July 2009	Oscar Kambona	Provincial Public Health Officer	Ministry of Public Health	Kisumu, Nyanza
6 th July 2009	Anthony Onanda	Dty Provincial Cooperative Officer	Ministry of Cooperatives and Marketing	Kisumu, Nyanza
6 th July 2009	Vincent Kenyariri	District Cooperative Officer	Ministry of Cooperatives and Marketing	Kisumu East District, Nyanza
6 th July 2009	James Omolo and Members	Chairman	Yalla Farmers Dairy Cooperative Society	Yalla District, Nyanza
7 th July 2009	Albert Kudulu	Water Technician, DWO	Shinyalu District	Kakamega East
7 th July 2009	Patrick Amoke	Deputy District Water Officer	Shinyalu District	Kakamega East
7 th July 2009	Simon Sieba	Chairman	Kambiri WS Committee	Kakamega East
7 th July 2009	Tibora Bitiny	Treasurer	Kambiri WS Committee	Kakamega East
7 th July 2009	Ernest Chimenga	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Samuel Duganda	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Ernest Mukher	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Samuel Duganda	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Isaac Achwamba	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Peter Mkuhaa	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Juma Mseve	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Nicholas Kobai	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Joseph Mnjore	Member	Kambiri WS Committee	Kakamega East
7 th July 2009	Barasa Haome	Chairman	Nawakholo WS Committee	Kakamega East
7 th July 2009	John N. Okumu	Clerk	Nawakholo WS Committee	Kakamega East
7 th July 2009	Louis Ratemo	District Cooperative Officer	Ministry of Cooperatives and Marketing	Nyamira District, Nyanza
7 th July	Charles Sato	Dty District	Ministry of	Nyamira

Date	Name	Designation	Organisation	Place
2009		Cooperative Officer	Cooperatives and Marketing	District, Nyanza
7 th July 2009	Edward Ondide	District Livestock Production Officer	Ministry of Livestock Development	Nyamira District, Nyanza
7 th July 2009	Dan Osewa	Dty District Livestock Production Officer	Ministry of Livestock Development	Nyamira District, Nyanza
7 th July 2009	Saida Hassan	District Dairy Officer	Ministry of Livestock Development	Nyamira District, Nyanza
7 th July 2009	Nathan Odhiambo	Chairman	Nyamira Animal Health and Extension Services Providers	Nyamira District, Nyanza
7 th July 2009	Elizabeth Sato	Cow to Cow Farmer	CFCRS Women group	Nyamira District, Nyanza
7 th July 2009	Grace Mong'oina	Cow to Cow Farmer	CFCRS Women group	Nyamira District, Nyanza
7 th July 2009	James Maina & 7 Committee Members	Chairman	Gesima Farmers Cooperative Society	Nyamira District, Nyanza
8 th July 2009	Julia Kunguru	Consultant	Lake Vicotoria North & Tana Water Service Board	Kakamega
8 th July 2009	Elizabeth Angwech	District Cooperative Officer	Ministry of Cooperatives and Marketing	Kambewa Distirtc, Nyanza
8 th July 2009	Eunice Juma	Cow to Cow Farmer	CFCRS Women group	Kisumu West District, Nyanza
8 th July 2009	Elizabeth Otieno	Cow to Cow Farmer	CFCRS Women group	Nyando District, Nyanza
9 th July 2009	Raphael Kitongo	Provincial Dairy Officer	Ministry of Livestock Development	Kisumu
9 th July 2009	Jackson Mzee	Dty Provincial Director of Provincial Services	Ministry of Livestock Development	Kisumu
9 th July 2009	Tom Kuyoh	Business Growth an Development	Equity Bank	Kisumu

Date	Name	Designation	Organisation	Place
		Manager		
9 th July 2009	Margaret Abira	Regional Manager	Water Resources Management Authority – Lake Victoria South	Kisumu
9 th July 2009	Oganga Olwengo	District Irrigation Officer – Nyando	Ministry of Water and Irrigation	Kisumu
9 th July 2009	O. Webe	Dty Provincial Irrigation Officer	Ministry of Water and Irrigation	Kisumu
9 th July 2009	Gordon Oluoch	Field Officer	CARE Kenya	Kisumu
9 th July 2009	Thomas Kasimiri	Deputy District Water Engineer	District Water Office, Mt. Elgon	Kapsowony Kakamega
9 th July 2009	Daniel Juma Chemai	Chairman	Elgon East Water Users Association	Kapsowony Kakamega
9 th July 2009	Richard Kapkomu	Vice Chairman	Elgon East Water Users Association	Kapsowony Kakamega
9 th July 2009	Josephine Mueni Kiptoo	Secretary	Elgon East Water Users Association	Kapsowony Kakamega
9 th July 2009	Charles Barasa	Deputy Manager	Elgon East Water Users Association	Kapsowony Kakamega
9 th July 2009	Yonah David PSiya	Finance manager	Elgon East Water Users Association	Kapsowony Kakamega
9 th July 2009	Eusibius Adungo	Chairman	Adungosi water Point Committee	Adungosi Kakamega
9 th July 2009	Mr. Saina	District Water Engineer	Teso District Water Office	Teso Kakamega
10 th July 2009	David Otieno	Country Representative	Africa Now	Kisumu
10 th July 2009	Alfred Adogo	Team Leader	Sustainable Aid in Africa International (SANA)	Kisumu
10 th July 2009	Erobat Adongo	Vice Chairman	Onana Funyla Community Water Supply	Onana Kakamega
10 th July 2009	Edward Ogusini	Treasurer	Onana Funyla Community Water Supply	Onana Kakamega

Date	Name	Designation	Organisation	Place
10 th July 2009	Ulimia Mgeni Revenue	Revenue Clerk	Onana Funyla Community Water Supply	Onana Kakamega
10 th July 2009			Onana Funyla Community Water Supply	Onana Kakamega
10 th July 2009	Sebastian Wandera	Meter reader	Onana Funyla Community Water Supply	Onana Kakamega
10 th July 2009	Bernhard Wanjala Ojambo	Artisan fitter	Onana Funyla Community Water Supply	Onana Kakamega
10 th July 2009	Ruth Wandera	Pump Attendant	Maenje Water Point	Maenje village Kakamega
10 th July 2009	Kirsi Peltonen	Project Adviser	Save the Children, Finland	Kakamega
10 th July 2009	Melitus Wandera,	Chairman	Budokomi WS Committee	Budokomi Kakamega
10 th July 2009	Leonard Wandera,	Pump Operator	Budokomi WS Committee	Budokomi Kakamega
13 th July 2009	Nathan Mukhweso	Provincial Cooperative Officer	Ministry of Cooperatives and Marketing	Kakamega
13 th July 2009	Andrew Maosa	District Cooperative Officer	Ministry of Cooperatives and Marketing	Kakamega Central, Kakamega
13 th July 2009	Andrew Obada	District Cooperative Officer	Ministry of Cooperatives and Marketing	Bungoma South, Kakamega
13 th July 2009	Zip Mugonyi	Dty Provincial Director of Agriculture	Ministry of Agriculture	Kakamega
13 th July 2009	Stephen Onguræ	Provincial Livestock Training Officer	Ministry of Livestock Development	Kakamega
13 th July 2009	Richard Nyamai	Provincial Disease Surveillance Coordinator	Ministry of Public Health	Kakamega
13 th July 2009	Francis Odhiambo	Dty Provincial Public Health Coordinator	Ministry of Public Health	Kakamega
13 th July 2009	Isaac K. Ruto	Water Service Provision Officer	Lake Victoria North Water Service Board	Kakamega
13 th July 2009	Boniface C. Wanyonyi	Finance and Administration Manager	Lake Victoria North Water Service Board	Kakamega
14 th July	Logan	Director	Shieywe water	Kakamega

Date	Name	Designation	Organisation	Place
2009	Busolo		and sanitation programme	
14 th July 2009	Nyongesa Khaemba	Community Development Officer	Lake Victoria North Water Service Board	Nasewa Village Kakamega
14 th July 2009	James O. Magaga	Nasewa Community Based Organisation	Chairman	Nasewa Village Kakamega
14 th July 2009	Abner Wandera	Nasewa Community Based Organisation	Financial Committee Member	Nasewa Village Kakamega
14 th July 2009	Arsela Enwere	Nasewa Community Based Organisation	Treasurer	Nasewa Village Kakamega
14 th July 2009	Dr Juma	Dty Provincial Veterinary Officer	Ministry of Livestock Development	Kakamega
14 th July 2009	Mabel Milumu	Dty Provincial Director of Livestock Production	Ministry of Livestock Development	Kakamega
14 th July 2009	Diana Obutu	Livestock Coordinator	Ministry of Livestock Development	Kakamega District
14 th July 2009	Maxwell Wafula	Cow to Cow Farmer	Farmers group	Nawakholo Division, Kakamega Central
14 th July 2009	Sylvester Wafula	District Livestock Officer	Ministry of Livestock Development	Bungoma
14 th July 2009	William Makokha	Chairman	Kitinda Farmers' Cooperative Society	Bungoma
14 th July 2009	Isaiah Kiabi	Manager	Kitinda Farmers' Cooperative Society	Bungoma
15 th July 2009	Mohamed Ali	Regional Coordinator	National Water Conservation and Pipeline Corporation	Kakamega
15 th July 2009	Ezekiel Ouko	District Livestock Production Officer	Ministry of Livestock Development	Butere

Date	Name	Designation	Organisation	Place
15 th July 2009	Joseph Waho	Divisional Livestock Production Officer	Ministry of Livestock Development	Butere
15 th July 2009	Jafreb Wambua	District Cooperative Officer	Ministry of Cooperatives and Marketing	Butere
15 th July 2009	Jared Omamo	Chairman	Mawenyo Cooperative Society	Butere
15 th July 2009	Robert Otiende	Business Growth and Development Manager	Equity Bank	Kakamega
16 th July 2009	Samson Limo	Branch Manager	Kenya Dairy Board	Kakamega
16 th July 2009	A.K. Mwasserah	Provincial Commissioner	Office of the President	Kakamega
17 th July 2009	Joab Obam	M & E Officer	Lake Victoria North Regional Office of the WRMA	Kakamega
20 th July 2009	W.A. Lubira	Dty Chief Economist	Ministry of Agriculture	Nairobi
20 th July 2009	Moses Mburu	Senior Economist	Ministry of Livestock Development	Nairobi
20 th July 2009	Zachary Mumawe	Assistant Director of Veterinary Services	Ministry of Livestock Development	Nairobi
20 th July 2009	Patric L. Ombogo	Director Water Sector Reform Secretariat	Ministry of Water and Irrigation	Nairobi
20 th July 2009	Charity Gathuthi	Consultant	Lake Victoria North & Tana Water Service Board	Nairobi
20 th July 2009	James Murage	Consultant	Lake Victoria North & Tana Water Service Board	Nairobi
22 nd July 2009	Andrew Karanja	Agricultural Economist	World Bank	Nairobi

General

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CROSS MATRIX ANALYSIS (page 1 of 2)

	Western Kenya Water Supply Programme - Implementing consultant, supply driven approach	Western Kenya Water Supply Programme - Implementing consultant, demand driven approach	Community Water Supply Management Project - Implementing	Western Kenya Primary Health Care Programme, consultant, supply driven approach	Rural Dairy Development Project, consultant, supply driven approach	Kenya Fish and Livestock Development Programme, implementing consultant, demand driven approach
Programme context						
- Policy framework, Finnish Development Aid	3	3	3	3	3	3
- Policy framework, Government of Kenya	3	3	3	3	3	3
- Main stakeholders	0	2	3	2	2	3
- Institutional arrangements	2	2	2	3	2	2
Programme Context - Total Score	8	10	11	11	10	11
Relevance						
- Compatibility with the poverty reduction targets	0	0	2	2	0	2
- Link to needs and aspirations of participants	2	3	3	2	2	3
- Effect on peoples livelihoods	2	2	2	2	2	3
- Effect on quality of life and environment	2	2	2	2	2	2
Relevance - Total Score	6	7	9	8	6	10
Effectiveness						
- Realistic target setting	0	0	2	2	0	2
- Clear objectives	3	3	3	3	3	3
- Fulfillment of targets	2	2	2	3	2	3
- Capacity building and institutional strengthening	3	3	3	3	2	3
- Setting up M & E systems	2	2	3	2	0	2
Effectiveness - Total Score	10	10	13	13	7	13
Efficiency						
- Cost efficiency	3	3	2	2	2	2
- Input costs compared with output quality	3	3	2	3	2	2
- Transaction costs	2	2	2	2	2	2
Efficiency - Total Score	8	8	6	7	6	6

CROSS MATRIX ANALYSIS (page 2 of 2)

	Western Kenya Water Supply Programme - Implementing consultant, supply driven approach	Western Kenya Water Supply Programme - Implementing consultant, demand driven approach	Community Water Supply Management Project - Implementing	Western Kenya Primary Health Care Programme - including sanitation improvement	Rural Dairy Development Project, consultant, supply driven approach	Kenya Fishland Livestock Development Programme Implementing consultant, demand driven approach
Sustainability						
- Technical sustainability, operation & maintenance	2	3	3	3	0	3
- Institutional sustainability	0	2	2	3	0	2
- Ownership, legal status	0	3	3	3	0	3
- Sustained capacity of personnel	3	3	3	3	2	3
- Changes in attitudes	2	2	2	3	2	3
- Cost recovery and economic viability	0	2	2	0	0	2
- Fees, rates or budgetary support to cover operational and renewal costs	0	0	2	2	0	2
Sustainability - Total Score	7	15	17	17	4	18
Impact						
- Impact assessed at the end of Finnish assistance	3	3	3	3	2	2
- Long-term impact, present day	2	2	2	3	2	2
Impact - Total Score	5	5	5	6	4	4
Cross Cutting Issues, Human rights based approach						
- Equal treatment of citizens	0	2	2	2	0	2
- Equitable and justified resource allocation	0	2	2	2	2	2
- Planned and budgeted activities	3	3	3	3	2	3
- Opportunities for private sector participation	3	3	3	3	2	3
- Transparent decision making, publicity of documents	2	2	3	3	2	2
- Clear strategies and activities promoting women's role and position	3	3	3	3	1	3
- Polluter pays principle to enhance environmental protection	0	0	0	0	0	0
- Position and work with vulnerable groups	0	0	2	2	0	2
- Activities and strategies to fight HIV/AIDS defined	0	0	0	2	0	0
Cross Cutting Issues - Total Score	11	15	18	20	9	17
Finnish value added						
- Finnish role in the interventions	3	3	3	3	3	3
- Value added by Finnish intervention	3	3	3	3	1	3
Finnish value added - Total Score	6	6	6	6	4	6
Coherence						
- Coherence with the GOK policies	3	3	3	3	3	3
- Coordination with other donor programmes	2	2	2	2	2	2
Coherence - Total Score	5	5	5	5	5	5
Total Score	66	81	90	93	55	90

ANNEX 5 Individual Projects

NON-EDITED

Annex 5.1 Primary Health Care

Annex 5.2 Smallholder Dairy Development

Annex 5.3 Rural Water Supply

ACRONYMS For Annexes 5.1, 5.2 and 5.3

CDF	Constituency Development Fund
CEO	Chief Executive Officer
CMAHA	Community Maintained Animal Health Assistant
CORP	Community Owned Resource Person
DDA	Demand Driven Approach
DHMT	District Health Management Team
DLCC	District Livestock Coordination Committee (LDP)
DRA	Demand Responsive Approach
DWEO	District Water Engineer's Office
DWO	District Water Officer
FA	Field Adviser
FINNIDA	Finnish International Development Agency
FTC	Farmers' Training Centre
GFCS	Gesima Farmers Cooperative Society
IFAD	International Fund for Agricultural Development
ILRI	International Livestock Research Institute
KDB	Kenya Dairy Board
KDFCS	Kitinda Dairy Cooperative Society
KEWI	Kenya Water Institute
KSDP	Kenya Smallholder Dairy Project
LATF	Local Authority Trust Fund
LVN	Lake Victoria North
MARD	Ministry of Agriculture and Rural Development (Kenya)
MLRRWD	Ministry of Land Reclamation, Regional and Water Development (Kenya)
MMCS	Marenyo Multipurpose Cooperative Society
MOWD	Ministry of Water Development (Kenya)
NDDP	National Dairy Development Project
NWCPC	National Water Conservation and Pipeline Corporation
OBA	Output Based Aid
PA	Project / Programme Adviser
PATTEC	Pan African Tsetse and Trypanosomiasis Eradication Campaign
PCU	Programme Coordination Unit
PM&E	Participatory Monitoring and Evaluation
POP	Phasing Out Phase
PRA	Participatory Rural Appraisal
PWEO	Provincial Water Engineer's Office
SARAR	Self-Esteem, Associative Strength, Resourcefulness, Action Planning and Responsibility for Follow-Through
Sida	Swedish international development cooperation agency
TA	Technical Assistant
TBA	Traditional Birth Attendant
TOT	Training of Trainers
UFW	Unaccounted for Water
UNHCR	United Nations High Commission for Refugees
UPC	Urban Project Cycle
WAB	Water Appeals Board
WARIS	Water Resources Information System
WB	World Bank
WRUA	Water Resources Users' Association
WSRB	Water Services Regulatory Board

ANNEX 5.1 EVALUATION OF FINNISH SUPPORT TO PRIMARY HEALTH CARE IN WESTERN KENYA

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BOXES

Box 1 The Navakholo Health Facility in Kakamega

1. INTRODUCTION

The Western Kenya Primary Health Care Programme (PHCP) was a joint venture between the Governments of Kenya and Finland. It was initiated in 1984 and was implemented in four phases until December 1995 with a no cost extension to April 1996. The Finnish contribution was Euro 15,7 million. The goals of the programme were informed by the Kenya Health Strategy where the main emphasis was on preventive measures and an equal distribution of health services among the people of Kenya, in particular between the rural and urban populations.

1.1 Purpose

To assess the impact of programmes supported by Finland in Western Kenya between 1981 and 2003 on the lives of the target population

1.2 Objective

To identify the reasons for successes and failures and provide lessons to inform possible future Finnish Development Cooperation in Western Kenya.

1.3 Scope

The PHCP covered the whole of Western Province (Busia, Bungoma and Kakamega districts).

1.4 Methodology

The methodology is based on a desk study of background and current documents, interviews with government officers at the ministry headquarters, province and districts as well as with staff at the health facilities. Patients were interviewed at the health facilities. The physical state of the facilities was also observed.

2. DESCRIPTION OF THE INTERVENTION

2.1 Background

Western province which had three districts when the Kenya-Finland Primary Health Care Programme started, now has 27 districts (August 2009) and the number is still increasing. The population was estimated at 4,6 million according to the Provincial Public Health annual report for 2008. On average the population has been growing at 2,8% per annum.

2.2 Implementation Arrangements

The implementing agency was the Ministry of Health (MOH) with administrative and technical support from a Finnish consultant. At the provincial level the programme operated as a separate entity but liaised closely with the District Health Management Teams (DHMTs) in the implementation of activities. Implementation was

decentralized to the DHMTs together with the local communities, based on GOK's District Focus for Rural Development Strategy. In this respect, the programme activities were all integrated in the existing MOH infrastructure.

PHCP collaborated with the Finnish supported water programme in improving the health of the rural population. Through this collaboration, the water programme provided water to all new and renovated health facilities while PHCP supported the water programme by carrying out health education and hygiene awareness creation within communities where water sources had been constructed.

2.3 Organisation

PHCP activities were coordinated, managed and financed through the programme's Management and Administration Component which provided the necessary linkages among MOH, MFA (FINNIDA), the Embassy of Finland in Kenya and the consultant on one hand, and the national, provincial and district administrative and health authorities, the DHMTs and the local communities on the other.

2.4 Components

Over the four phases of PHCP, the various components received differing priority according to the local needs and direction given by the District Development Committees within the overall programme plan. For example, construction activities were emphasised during the first two phases while latter phases were more participatory and placed a lot more emphasis on health awareness creation, information technology, improved governance and community participation. The PHCP components were:

Construction

- New Facilities
- Renovation of existing facilities
- Community involvement

Environmental Health and Sanitation

- Improving hygiene habits of the population
- Coordination with Water Supply Programme
- Community participation by women

Community Based Health Care

Research Special Activities

- Malaria and mosquito control
- Laboratories
- AIDs Prevention
- Food Laboratories

Technical Assistance

2.5 Policy Framework and Legislative Arrangements

When PHCP started, the main policy concern was to meet the target of “Health for All by 2000” by giving high priority to preventive and promotive health measures, and through increasing the coverage and accessibility of health services, especially in rural areas. The proceedings of an international seminar on primary health care held at Tempere University (Tempere 1985) that drew participants from Finland and Kenya stated that 42% of the Kenyan households were estimated to be within 4 km of a health facility, and primary health care held greater promise in addressing the disparities. Over the years, the policies have evolved. Some of the key policies are shown below.

1994	Health Policy Framework developed
1998 – 2003	Kenya National Health Accounts
2003 and 2007	Kenya Household Health Expenditure and Utilization Survey
1999 - 2005	National Health Sector Strategy Plan
2002	Gazette Notice reviewed to enable allocation of 25% of collected funds to health promotion and administration of health facilities at district and provincial levels.
2004	The Financial Management Act (No. 5 of 2004)
2005 - 2010	Development of the National Health Sector Strategy.

The National Health Sector Strategy (NHSS) is implemented through the Health Policy Framework. Currently, as indicated in the 2008 – 2012 Health Strategic Plan (ROK 2008), the NHSS is being reviewed to clarify the specific mandates of the two ministries involved in the health sector – the Ministry of Public Health and Sanitation (MPHS) and the Ministry of Medical Services (MMS). These policy changes have not always been well coordinated and, when changes occur, health service providers and facility management committees have to adjust their operations and plans in an uncertain environment.

The legislative arrangements, giving the policy changes the necessary force to operate within the law and give confidence to other partners engaging with GOK in the health sector, were as follows:

2007	Legislative Supplement to introduce disbursement for funds directly to health facilities (dispensaries and health centres). The implementation of this supplement was delayed by the splitting of the Ministry of Health into two in 2008. The supplement and amendments were put in place 2009.
2007	GOK Financial Management (Health Sector Services Fund) Regulations
2009	Legislative Supplement repeals Gazette Notice of 2002 Start of the process to review the 1994 Health Policy Framework and the Public Health Act.

2.6 Intervention Logic

In the late 1970s and early 1980s, primary health care (PHC) was adopted as a fundamental principle in the provision of health services all over the world. Finland and Kenya were among countries that accepted and were pursuing the ambitious goal of “Health for All by the Year 2000”. The PHCP was based on these principles, and its objectives reflected this commitment.

Western province is one of the most densely populated areas in the country accounting for 12% of the Kenyan population in 2008. It is also one of the poorest. This combination of factors provided a good justification for the PHCP. In 1988, four years after the start of PHCP, a seminar on economic priorities in Western Kenya pointed out that rising population and limited productive resources had led to a sharp deterioration in employment opportunities. The situation was exacerbated by the effects of the structural adjustment programmes and subsequent budget cuts. Since then the economic situation in western Kenya has not improved and could deteriorate further with depressed sugar prices and the closure of the Webuye Paper Mills.

Consequently, the number of absolute poor has continued to rise. A study commissioned by the Lake Victoria North Water Services Board (LVNWSB 2008) showed that 57% of the households in the area earned less than KShs. 5 000 per month, showing the extent of poverty. As there is always a positive correlation between poverty and ill-health, the relevance of PHC in western Kenya still remains.

2.7 Outputs

The key outputs of the PHCP included 61 health centres built or renovated, over 100 public health technicians trained in the operation and maintenance of the facilities, 11 community casting yards for latrine slabs and maintenance established, and the widespread recruitment and training of trainers and Community Health Workers (CHWs) in the province. Women's groups were trained on child growth monitoring. Thousands of people were reached through health education videos and over 17 000 pamphlets on various health education topics were distributed.

In addition, health centre development committees were functioning and five District Health Management Teams were trained in information management. Fourteen different studies were carried out in the province in order to develop new implementation strategies and inform policy.

2.8 Achievements

According to the final report of Phase 4, the PHCP met most of the targets provided. The following main achievements were recorded:

- Monitoring the progress of activity implementation.
- Appropriate financial management and effective budget and ledger follow up.
- Sponsoring staff members for various courses both international and local
- Installation of computer programmes for improved personnel follow up, stores control and accounting
- Trainers of trainers supplied with bicycles to assist in community follow up, training and out reach services
- Growth and monitoring activities at village level supported
- 61 Rural health facilities including the 100 - bed maternity ward at the Provincial Hospital constructed or renovated were fully equipped and furnished.
- District based trainings on various aspects of PHC had a total of 656 persons while at the health centre level a total of 15 268 persons were exposed to the concept and principles of PHC
- Complete integration with the MOH system at all levels and handing over the implementation of activities to DHMTs and health centre teams.
- Constructed over 20 000 demonstration latrines.
- Cast and distributed 32 000 slabs for individual latrines;
- Improved capacity and effectiveness of district health services on prevention and promotive health programmes
- Strengthened health management information system including community based information
- Reduced nutrition related diseases and conditions
- Awareness created in communities on common health problems through public health education and communication
- Improved planning and management of health care services at district level.
- A system of regular monitoring and evaluation of health programmes established using health management information system;

- Establishment of a training organization with adequate training plans for recurrent costs in the province;

3. FINDINGS

3.1 Relevance

3.1.1 Construction Activities

The construction of new facilities and renovation of existing facilities which brought services closer to the people were successful and surpassed the original number of facilities to be renovated. Community involvement of local population in the construction activities and management of the health facility increased the level of ownership. Since the expiry of the PHCP, community involvement and government support have sustained the rural health facilities that are still very well maintained, and continue to offer services as intended.

3.1.2 Community Based Health Care

This sub-component was closely linked to a health facility and promoted activities aimed at making PHC relevant to the lives of the local population.

The programme activities were well received by communities and GOK in western Kenya. Field assessments with stakeholders showed that PHCP was perceived to have successfully addressed health problems affecting the local people. The health facilities constructed by PHCP are still being used fully by communities. Community health workers, trained by PHCP, attached to these facilities, continue to carry out community awareness and education on PHC.

3.1.3 Special Activities

Several activities that were not specifically planned or detailed in the original project document were identified and undertaken to respond to emerging needs in the province. One of these special projects included the establishment of a sustainable system of obtaining materials and reagents for HIV/AIDS activities aimed at mitigating the health impact of HIV/AIDS. At the start of PHCP in 1984, HIV/AIDS was virtually unknown in Kenya. According to GOK health staff at provincial and local level, the capacity of the district health services to deliver disease prevention and health promotion activities targeting women and children in rural areas was substantially increased by PHCP.

3.2 Efficiency

Overall, the efficiency in construction activities was above average. The project final report indicated that between 1993 and 1995 the implementation rate was between 92% and 99% of planned activities: an acceptable achievement rate. Furthermore, the quality of the organization and management of the logistical support from the PHCP was rated very highly by GOK district staff. The use of construction manuals and local materials improved the standard of buildings in the most cost effective way and the plans were realistic and achievable.

Funds were channelled directly from Finland to the PHCP in Kakamega thus financial inputs were not delayed by the constraints prevailing in GOK financial management at the time. The overall budget was divided into four different sections indicating the annual budget, budget lines, main revisions and the final project budget. As the evaluation discovered in the field, this facilitated accountability and follow up. At later stages of the

PHCP some of the funding expected from MOH was occasionally delayed. However, this did not significantly affect overall efficiency.

3.3 Effectiveness

According to the district medical authorities, the cost details contained in the PHCP's annual operational plans and the actual costs incurred were cost-effective in comparison with the ministry's cost figures. This qualitative assertion was confirmed by external auditors who judged the PHCP costs as competitive and comparable with prevailing prices in the region.

The health information management systems developed were in active use for monitoring and evaluating the performance of health programmes. Development and use of a checklist of indicators (indicators provided by the ministry and indirect indicators by the programme) during supervision field visits to rural health facilities improved the effectiveness of such visits. The checklist is still in use and remains a useful tool in the community. Another indicator is the existence of an annual operational plan in the district which is done using the health management information system (HMIS).

All four district health management teams were trained in the main principles and objectives of the GOK cost sharing programmes. Moreover, the District health management team (DHMT) and community health care teams received various types of capacity building in preparation for taking over the responsibility of combining PHC activities with the management of curative health facilities. Guided by the principles of the GOK strategy of District Focus for Rural Development, PHCP collaborated with other agencies to carry out community education and empowerment. Information gathered from the Provincial Public Health office showed that about 400 000 people have been reached by the community strategy which aims to make local communities major decision makers in issues that affect their health. This is likely to make PHC activities more participatory and effective.

With the sustained promotion of several aspects of behaviour change, available reports and qualitative information show that the majority of people in rural areas are now aware of transmission and dangers of HIV/AIDS/STDs. Surveys carried out by PHCP showed the proportion of men and women with readily available information on AIDS and STDs had substantially increased. There was adequate financing for vaccine procurement to assist in immunization whose uptake had begun to slow down. PHCP provided all laboratories processing blood with HIV/AIDS testing equipment and adequate sterilizing facilities to prevent accidental transmission. In addition, the training of women groups to disseminate information on various health and sanitation topics in their villages made the awareness creation more effective in ensuring that the ownership of projects was implanted in communities.

Other Finnish supported activities associated with the effectiveness of PHCP include the dairy-based income generation work of the Rural Dairy Development Project (RDDP) and The Kenya-Finland Livestock Development Programme (LDP) (Annex 5) and the awareness creation that encouraged increasing numbers of mothers to bring their children to the clinics.

3.4 Coherence

During the 1980s and early 1990s, most Finnish support to Kenya went to large infrastructure projects with heavy construction components. When the GOK and GOF signed the cooperation agreement for PHCP, there was international support for PHC as the best means to reach the rural populations who were especially disadvantaged by curative health care system that favoured urban areas. The Alma Ata conference in 1978 and the motivation of the Chinese barefoot doctors popularized primary health care. Moreover, in 1979, Finland enacted the Finnish Occupational Health Act which defined the prevention of health risks as its primary

concern, and the support to PHC was consistent not only with the international agenda but also with Finland's national health focus.

3.5 Sustainability

As things stand currently, the PHC system in western Kenya, established by the Finnish supported PHCP, continues to operate and gives every indication of being sustainable. However, major challenges still exist.

In the early 1990s, changes in government policy from a state centred approach with grants dominating service provision to a more market driven approach to service delivery were introduced rapidly with little warning or awareness creation. Both the communities and lower level government staff were unprepared for the consequences of these policy changes. For example, with inadequate preparation, local communities and the management committees of the local health facilities were required to participate in cost sharing. With delays in government financing, key services were abandoned, drugs were unavailable or, at best, in short supply and patients had to buy drugs from private chemists at high prices. This situation had the unfortunate tendency of promoting collusion between health staff and private pharmacies to exploit the poor patients and corruption increased as desperate patients sought favours from health staff. Such a situation did little to enhance sustainability of the health facilities.

However, the situation has improved and there is now a greater government commitment to sustainability of these facilities at both the national and local levels. Enhancement of the role of the facility management committees highlighted the importance of devolved management and financial accountability. Though many of these committees may lack the capacity to manage and maintain the health facilities, they have done a commendable job in sustaining the operations of the facilities. However, it is important for the government to ensure that policy and support at national and provincial levels are well defined so that national decisions do not act to undermine the authority of local health management committees and weaken sustainability measures promoted in the communities.

Initially PHCP provided the ventilation pipe and materials for the base slab of the VIP latrines free of charge in order to encourage the adoption of the improved latrine by households and institutions. However, the costs of the ventilation pipe and the slab were only a small fraction of the complete cost of the latrine because of the expense of digging the pit and the costs of the materials for the superstructure; walls, door and roof. This approach, regardless of the actual or relative cost, created dependency and was not sustainable. Because of concern with this situation, the PHCP subsequently introduced cost sharing whereby the casting centres sold the slabs to those who had dug pits in preparation for the installation of the latrine. Following the closure of the programme, demand for the slabs declined, reportedly because people who wanted a VIP latrine were making their own slabs at a much lower cost than those from the slab casting centres which became inactive. However, artisans trained in slab casting went back to work in their communities and still make slabs for households and institutions who seek their assistance. Although the slab casting centres were not sustainable, the human skills have remained.

A key factor determining the sustainability and impact of PHCP interventions is that the programme's activities were fully integrated within the GOK health system at all levels and, at closure, implementation was handed over to DHMTs and health facility staff trained by the programme. However, in some areas, high staff turnover adversely impacted sustainability. For example, in 2002, seven years after the PHCP was handed over to GOK, only 37% of those trained were still working in Busia district (Scanagri Finland Oy 2002).

3.6 Impact

The impact of the PHCP's operations is considerable.

3.6.1 Health Facilities

Between 1984 and 1992, the PHCP spent over 50% of its allocation on building new health facilities and renovating or expanding existing facilities. Twenty two of the 82 rural health facilities in the province (over 25%) were built, extended or renovated by PHCP (Figure 1). By closure in 1995, 42 health facilities instead of the 40 planned had been completed, thus surpassing the target set by the District Development Committees.



Figure 1 Matayos Health Centre, Busia.

This impact was not just that of the physical structures but was also reflected in terms of equity. The health facilities were evenly distributed among the three target districts: Bungoma 11, Busia 11, Kakamega 11 and Vihiga 9 (Vihiga was created out of Kakamega district in 1992); putting in place the solid infrastructure for improved health service delivery which continues to operate in 2009 with great effect on the lives of the rural people. In addition, 99 Public Health Technicians were trained in preventive maintenance and were spread across the three districts.

The facilities remain critical focal points for health staff development and community training. The quality of the construction work was high and was, according to GOK health staff, associated with increased staff morale.

The key indicators of the impact of the health facilities constructed by PHCP are:

- The health facilities, operated and maintained by the GOK, continue to provide services;
- The health facilities brought services closer to the people thus improving access and reducing travel costs;
- The management committees, trained on health facilities maintenance and hygiene promotion by PHCP, still play a vital role together with health facility staff in preparing and overseeing budgets, promoting the payment of user fees (Figure 2) to maintain sustainability and in continuing to rally community support;
- The periodic election of the management committees has improved governance through embracing democratic principles; and,
- Capacity building by PHCP has improved the performance of GOK personnel and community health workers and public health technicians who continue to work in the health sector.

Overall, according to health officials, PHCP contributed to the improved life expectancy in the province that rose from 54 years in 1984 to 60 years in 1992.



Figure 2 The Charter of Services at Navakholo Health Centre.

3.6.2 Health Management Information System (HMIS)

The HMIS established by the PHCP continues to be used extensively. However, although in principle, the HMIS is being used by GOK health staff for monitoring and evaluating performance in the province, little attention is paid to data storage and analysis, with a lot of potentially useful field information remaining unanalysed. It is difficult to assess the validity of the raw data since the information gathering process is neither uniform nor scientific. Field staff in the divisions who are normally charged with the data collection often lack the skills necessary to undertake the exercise scientifically. In addition, the reports prepared after information is collected tend to be superficial and lack analysis.

Despite these data inadequacies, the existence of annual operational plans at district level, prepared using the HMIS, indicate the potential utility of the system: providing an opportunity for further capacity building so that the plans are properly prepared and executed to ensure better collection and utilization of the data to inform health programme and policy development.

Although the MPHS continues to use data collection as a tool for reporting and improving performance, it is difficult to make a direct link to the PHCP contribution as the programme ended over a decade ago. However, what is clear is that data continues to be collected and utilised, albeit inadequately, to monitor and manage the PHC system in western Kenya.

3.6.3 Environmental Health and Sanitation

The impact of the environmental health and sanitation component was assessed by reviewing the construction of VIP latrines (Figure 3) and assessing changes in people's health behaviour. The qualitative information gathered indicated a positive impact through:

- Improved hygiene habits of the population;
- Increased utilization of VIP latrines by individuals, communities and institutions;

- Improved awareness of sanitation issues through the continuing awareness creation work of the CHWs;
- The casting and distribution of VIP latrine slabs;
- By 1992 over 20 000 VIP latrines had been constructed by PHCP and, according to GOK health sources, there are about 70 000 VIP latrines at present in the area: indicating a substantial impact through replication;
- The use of VIP latrines is widespread and culturally accepted;
- There is widespread awareness of the benefits of the hygienic disposal of human excreta.



Figure 3 VIP latrines at Nasira School, Busia.

3.6.4 Community-based Health Care

Community members who were trained by the PCHP continue to play their participatory roles in health matters, resulting in continuing improved health coverage. Communities have become aware of their rights and subsequently there is a high demand for services. Health staff interviewed reported a reduction in the malnutrition rates in children and in the rate of default in immunization programmes.

Communities visited were aware of the benefits of using women groups in nutrition activities while CHWs were able to use the nutrition register.

3.7 Finnish Value Added

Finnish personnel working with PHCP brought in technical and managerial expertise in the health sector that added value to routine programme activities. The areas of expert support included production chains for nutrition activities, harmonization of financial management systems with a view to improve the cost effectiveness of activities and the training of counterparts to handle the computerized data management system.

3.8 Risk Management

Funds were channelled directly from Finland to the PHCP in Kakamega thus financial input into the programme never realized any major problems. The design of PHCP – being substantially integrated into the high priority GOK primary health programme – minimized potential risks and helped ensure full GOK support.

There was no indication of a substantial risk analysis undertaken by the PHCP.

3.9 Cross-cutting Issues

3.9.1 Gender

Gender issues were actively addressed with both men and women playing key roles in the programme. Women's active participation increased under PHCP's insistence that at least 30 % of the members of the committees involved in health management should be women. Members of women's groups linked to other Finnish supported initiatives such as LDP (Annex 5) received health, sanitation and nutrition training. Women were also trained as pump attendants at the water supplies associated with the health facilities thus moving from involvement only in "software" to the "hardware" components often seen as a male preserve.

3.9.2 Governance

The health facility management committees and village health committees were trained in leadership and good governance and were encouraged to hold transparent elections for committee members, to adhere to good accounting and auditing practices and to the registration of committees. Meetings in the field indicated that the committees which had received extensive training from PHCP were operating more efficiently than those that had not.

However, the fact that some committees were not able to manage their facilities effectively or to collect adequate user fees is a challenge that needs to be addressed.

3.9.3 Environment

Environmental issues were incorporated in the training of such topics as the monitoring of water resources for quality and pollution control, the observance of hygienic human waste disposal practices and the importance of guarding against the indiscriminate disposal of medical waste. Health centre staff were trained and advised to observe good environmental sanitation, and to build incinerators for hygienic waste disposal.

Discussions with health management committees showed they were aware of these good practices. In some cases, however, it was observed that public latrines at the health centres were dirty and poorly maintained. Some incinerators were in state of disrepair and, at several centres, a lack of water and electricity posed serious challenges. Although, in these cases, the management committees were unable to carry out the repairs or observe strict hygiene without support, in other cases environmental issues were well managed.

4. LESSONS

- *The change in GOK policy from a free supply driven approach to a demand responsive cost-sharing approach in the 1990s had two (probably unintended) outcomes:*

Because rural communities had not received adequate capacity building and awareness education to understand the rationale behind the shift from a supply to a demand driven approach, they were unaware of the implications of the change. It is difficult for the poor to demand services if they are unaware of their rights and are not encouraged to demand them. The poor lack access to many basic needs and are commonly more comfortable with the supply approach with its high visibility and immediate results.

Staff serving health facilities were busy and their numbers higher under the supply driven approach. With the introduction of the demand responsive approach, their activities were controlled to a great extent by requests from the communities. This tended to reduce the pace of their work. As staff remained idle as they waited for requests, their motivation was affected.

- ***Community participation improved ownership of health facilities and enhanced behaviour change in hygiene.***

Community participation is essential for the enhancement of local ownership among target populations. It nevertheless takes time to achieve an adequate level of understanding and commitment among stakeholder communities.

There are many reasons for slow community responses, including local politics and the lack of committed local leadership to guide the processes – which is frequently exacerbated by inadequate prior awareness creation. Whatever the reason for the slow engagement of communities, the fact is that the process takes time to build community commitment means that rushing the procedures will in the longer term reduce the sustainability and impact of the intervention. It is imperative therefore that during programme development adequate time and resources are allocated for sustained dialogue and engagement with communities in order to establish self-motivation and commitment among the target population. For the PHCP, the extensive network of local community health workers was instrumental in enhancing community awareness.

Programmes that include components requiring behaviour change need no less than 10 years to receive levels of community support that is likely to guarantee sustainability. The major consideration may not therefore be the achievement of externally established physical targets but what impact remains among the communities, including the self induced replication and maintenance of facilities or sustained changes in health behaviour. Anecdotal information indicates that even though the VIP latrines were perceived to be expensive by the communities, their construction has steadily been adopted by institutions and local authorities. Individuals with good incomes have also constructed such facilities.

- ***Political and other pressures to upgrade health facilities needs to be coordinated by the parent ministry within existing plans and resource availability.***

Health facilities constructed under PHCP have been kept in relatively good physical condition. Several have been upgraded to sub-district hospitals thus expanding their catchment and responsibilities but unfortunately without GOK putting in place the necessary resource requirements for such upgrading. This situation has not been sufficient to deter the ministry from upgrading some health centres to offer specialized services.

Discussions with authorities in Western Province and field visits revealed that the pressure (often politically motivated) to upgrade is normally too great for the provincial and district authorities to resist, despite a lack of resources. However, it is understandable that politicians want health facilities upgraded as some – for example Sirisia and Tongaren – are often underutilized.

Rather than argue against expansion and upgrading, the main consideration should be to equip these facilities so that they can fulfil their potential. However, the expansion should be carefully coordinated with the district health authorities and plans approved in advance by MMS headquarters to ensure that whatever additional

facilities are required are catered for in terms of staff and additional facilities and equipment. An example of what should not happen is given in Box 1.

Box 1 The Navakholo Health Facility in Kakamega.

The Navakholo Health Facility in Kakamega

The local Member of Parliament has used the Constituency Development Fund (CDF) to partially construct a still incomplete and unequipped additional building within the compound of the Navakholo Health Facility in Kakamega without consultation with the DHMT. The incomplete structure has since been abandoned and, without information on what will happen next, the management of the health facility has been left in a dilemma; not knowing whether the building will be completed and even if completed whether MMS will approve, staff and equip the building.

This semblance of support to the health facility has given a false impression to the community that the services are being improved. On the contrary, Navakholo is a facility where things seemed to go wrong. On the day the team visited, the centre was overcrowded and the only clinical officer was overworked. The patients were complaining of inefficient and inadequate attention. It was also observed that support given to the centre by the Aphia II project to address HIV/AIDS issues had not been accompanied by the required staff. The result is that an additional workload had been added to that of the already overstretched personnel.

The lesson is that investment in health facilities – however well-intentioned and whether free or not – needs to be coordinated and approved by GOK, if it is to be effective and sustainable.

Source: Discussions with staff at the Navakholo Health Facility.

Despite the unsatisfactory case of Navakholo, the CDF can and has played a positive role in supplementing the efforts of GOK at other health facilities. In the Matayo and Sirisia health facilities the role of the CDF was very positive. Well managed inputs from the CDF could add value to the operations and lead to an improvement in service delivery where its contribution is coordinated with the plans of the DHMT. There is need to formulate a policy response to manage and coordinate the support being extended to health facilities through the CDF.

- ***Health facility management boards have an essential role to play in the effective operation of health facilities***

The fate of health facility management boards is unclear. While the boards are locally elected to serve a three-year term, the MMS has put an indefinite ban on the inauguration of new boards. Although there has been a fairly democratic practice where elections have taken place regularly, the action by the ministry appears to have acted to erode these democratic gains. Some of the health facilities have done particularly well under their local health management boards. Mateo's health centre in Busia district is one good example. The chairperson was dedicated to his work and was focused on improving the health facility and on leaving it in a better state than he found it. He had good working relationship with the health facility staff as attested by the support he was receiving from the clinical officer in-charge and the Public Health Officer. The trio held regular meetings to plan and supervise tasks assigned to them by the larger management committee.

In Sirisia sub-district hospital (recently upgraded from a health centre) the clinical officer in-charge and his team were working well with limited support from the management committee whose term of office has expired. The organization of work as displayed on the public notice board and the maintenance of the facility was excellent. However, without a management board the involvement of health facility with the local community is limited in execution of activities that require community input.

- ***The capacity building of stakeholders is a long term process that should be refreshed at frequent intervals.***

The fact that PHCP capacity building among the different cadres of health personnel has created a reservoir of relevant knowledge and skills was attested by the substantial number of former programme staff who have moved on to higher levels of service in the ministry. It was interesting to find that, 12 years after the programme ended, there is currently a provincial officer designated as the Kenafya PHC Coordinator with oversight responsibilities over the office complex in Kakamega town formerly belonging to the programme. The building still houses public health officers and part of it is let to agencies that pay rent which is used for the maintenance of the building which was in very good physical condition.

After initially training some stakeholders elsewhere in Kenya, PHCP reverted to training locally rather than sending community members and TBAs to far away seminars after the realisation that the training of community members within a health facility nearest to them and by trainers of trainers whom they knew has created an atmosphere that is conducive to further learning. This change had the added advantage of cutting down costs and therefore enabled the programme to train more people.

- ***Inadequate GOK funds are available to sustain some of the activities in the completed health facilities.***

Following the closure of the PHCP in 1995, due to budgetary constraints and bureaucratic inertia, the recurrent GOK funds allocated for staff salaries, drugs and other consumables and for the operation and maintenance of the health facilities earmarked for the continuation of the PHC programme frequently arrive late at the beginning of the financial year and fall short of requirements. There are rarely sufficient funds for stakeholder capacity building and follow up training.

- ***The inclusion of cross cutting issues (gender, HIV/AIDS) enhanced community ownership of programme activities.***

At the start of the PHCP, an engineering approach was promoted with the main aim of meeting the physical targets in construction activities with less emphasis on the software activities. With time, concern over the lack of community participation in the programme and the emergence of new issues that had not been anticipated but had both national and international importance, saw a change its approach. By addressing issues such as gender and HIV/AIDS, the PHCP became closer to the people as it involved local communities in issues that were of immediate importance to their lives. This shift created a sense of self esteem and empowerment within the rural communities involved in the programme.

- ***Lack of transparency in ordering and supplying of materials required for construction of facilities reduced the cooperation with local communities.***

PHCP used both full contracts and labour contracts to implement civil works. While these contracting arrangements were effective in the delivery of inputs, the award procedure and acquisition of materials did not adequately involve local communities who were expected to take over the management of the completed facilities. The fact that the tendering was controlled by the District Tender Committees with little or no community representation heightened the suspicions of the local communities. As issues of corruption began to assume higher visibility and rule of law diminished in the late 1980s and early 1990s, community cooperation could not longer be assumed. People's awareness of governance issues had increased and communities were starting to question the lack of transparency in public spending in their communities.

5. CONCLUSIONS

The PHCP has made a permanent mark in western Kenya as indicated by the generally impressive health and sanitation facilities that continue to be operated and maintained by the former stakeholders of the programme.

Although reports indicate that health services improved in the 1980s and 1990s when the PHCP carried out sustained community based health promotion campaigns, current statistics point to a static, if not deteriorating, health status among much of the population which indicates that there are some weak links in the health service delivery chain and that the gains of the PHCP may be eroding.

Kenya has faced a number of health challenges, especially among children; including high mortality from communicable diseases. The Millennium Development Goals are major targets for initiatives to rally joint donor and GOK efforts and mobilize adequate resources for health.

As a signatory to various international declarations (including the Alma Ata declaration) that regard health as a fundamental human right, GOK has the responsibility to ensure accessible, affordable and appropriate access to health facilities for everyone. This may call for more cooperation with development partners in similar initiatives as PHCP.

GOK is aware of the complex challenges of meeting health goals. In an effort to reverse the declining trends in key health indicators, the second National Health Sector Strategic Plan, 2005 – 2010 (NHSSP II) highlights six policy objectives:

- Increase equitable access to health services;
- Improve the efficiency and effectiveness of service delivery;
- Improve the quality and responsiveness of services in the sector;
- Foster partnerships in improving health and delivering services;
- Enhance the regulatory capacity of MOH;
- Improve the financing of the health sector.

This strategic plan has defined a new approach – the Kenya Essential Package for Health (KEPH) - to the way the sector will deliver improved health care services. One of the key innovations of KEPH is the recognition and introduction of level 1 services which are aimed at empowering Kenyan households and communities to take charge of improving their own health. The document defines the type of services to be provided at level 1, the type of human resources required to deliver and support this level of care, the minimum commodity kits required, and the management arrangements to be used in implementation.

In addition, the strategy sets an ambitious goal of reaching 16 million Kenyans (3,2 million households) in its first four years. It envisages building the ability of households not only to demand services from all providers, but to understand and progressively realize their rights to equitable, good quality health care. Though not explicitly stated, this strategy promotes the principles of PHC as it includes:

- Establishing a level 1 care unit to serve a local population of 5 000 people;
- Instituting a cadre of well trained Community Owned Resource Persons (CORPs) who will each provide level 1 services to 20 households;
- Supporting every 25 CORPs with a Community Health Extension Worker;
- Ensuring that the recruitment and management of CORPs is carried out by village and facility health committees.

In 2006, the Ministry affirmed that implementing community health services with its partners in the sector as articulated in their Joint Programme of Work and Funding, 2006 – 2009 is top priority. Though some of these

targets are ambitious, it is important to acknowledge that the policy and institutional framework is in place for improving health service delivery.

There is a strong feeling across sectors that direct funding to the lower institutions offers greater opportunity for better accountable use of public funds. The Health Sector Service Fund is intended to decentralize decision making on budget allocation. Under this arrangement, funds will be channelled to facility accounts and the facility committees will provide the oversight. Partners will pool resources into a common fund, which will then be disbursed according to agreed criteria. The fund will support the provision of medical supplies, rehabilitation and equipment for health facilities, capacity building in management of facilities, and empowerment of rural communities to take manage their health services.

According to the strategic plan (2008-2012) of the Ministry, allocation of resources will be guided by the principles of efficiency and equity. The sector needs to increase consumption of services (to reach more people) and concentrate resources on cost effective activities that tackle the greatest burden of disease through PHC and other innovative health approaches. A needs based approach to resource allocation will be developed to take into account the size of population, poverty levels, health status of the district, special health needs and access to other funding sources.

According the 2007 and 2009 annual reports of the Provincial Public Health Office in Western Province, malaria still topped the list of 10 major health problems accounting for 45% of all morbidity. Other common diseases were respiratory ailments, skin infections and intestinal worms which are quite preventable. These reports indicate that cholera out breaks and to a lesser extent diarrhoea, continue to occur in the province sometimes with deaths. The occurrence of these diseases put into question the effectiveness of the primary health care activities being undertaken. While deterioration of the health situation is not unique to western Kenya, the benefits of the PHC programme need sustained support in information and capacity building.

Kenya has faced a number of challenges especially among children including high mortality from diseases such malaria, HIV/AIDS and tuberculosis. The Millennium Development Goals have set specific targets for reversing the decline in health status (Goals 4, 5 and 6) by 2015. Kenya is committed to the MDGs but only time will tell whether the targets will be achieved. As it stands, Kenya is unlikely to meet the targets for maternal and child mortality unless more attention is given to PHC principles.

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ANNEX 5.2 EVALUATION OF FINNISH SUPPORT TO SMALLHOLDER DAIRY DEVELOPMENT IN WESTERN KENYA

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PART 1 THE RURAL DAIRY DEVELOPMENT PROGRAMME

1. INTRODUCTION

It should be noted that, from the point of view of the stakeholders of the smallholder dairy industry in western Kenya, there is now no practical distinction between the Rural Dairy Development Programme (RDDP) - which operated between 1979 and 1989 and the Kenya-Finland Livestock Development Programme (LDP) which was implemented between 1991 and 2003. The two Finnish-supported dairy programmes were implemented consecutively in similar technical and geographical areas. In the minds of the Government of Kenya (GOK) and other stakeholders the results of RDDP have been subsumed under those of the subsequent LDP. Consequently, because of this situation and, in line with a finding of the meta-analysis of Finnish development evaluations in 2006 (White P 2007) that evaluations tended to spend too much time on the past and not enough on implications for the future, this evaluation focuses more on LDP and on the lessons learned from RDDP rather than dwelling in detail on RDDP – many of the main lessons from which were addressed by LDP.

2. DESCRIPTION OF THE INTERVENTION

2.1 Background

In the early 1970s Finland had supported the development of artificial insemination services in Kenya through the provision of Ayrshire dairy breed semen. This cooperation was expanded in late 1970s to RDDP which was implemented in four phases in five provinces in western and central Kenya. The total Finnish contribution was eight million Euros.

2.2 Objectives

The objectives of RDDP were:

- the promotion of milk production at farm level through extension services and incentives; and,
- the improvement of milk marketing systems at cooperative level through the provision of milk collection, cooling and processing facilities and strengthening the management of cooperative societies.

2.3 Main Components

The main components of RDDP were:

- Milk cooling and collection;
- Installation and management of dairy plants;
- Forage production and conservation;
- Cooperative management; and
- Training and scholarships.

2.4 Implementation and Organisation

RDDP was implemented jointly by the Ministry of Livestock Development (MOLD) and the Ministry of Cooperative Development (MOCD) with technical assistance from FINNIDA provided through two Finnish consulting companies, one of which focussed on the overall implementation of RDDP and the other supported the upgrading of the Meru and Kitinda cooperative milk processing plants.

Overall implementation was coordinated by a Project Coordination Committee based in Nairobi, where the expatriate project coordinator was also based. At district level, activities were coordinated by the District Livestock Development Officer and the District Cooperative Officer. There was no management committee at district level and no clear division of responsibilities between the two implementing ministries. An evaluation at the end of the implementation period criticised this dual management structure, indicating that it had led to management problems during implementation (Porvali H. 1989).

The main shortcomings in the management arrangements for RDDP were:

- the definition of the responsibilities of the two implementing ministries was unclear;
- the responsibilities of the two Finnish implementing agencies were poorly defined – in principle, one should have been in overall charge and the other a subcontractor;
- the weak management committees at district level were not integrated into the Kenyan District Focus for Rural Development Strategy;
- the Finnish project coordinator was based in Nairobi and was therefore remote from the day-to-day management of RDDP.

The phases, activities, budgets and problems encountered by RDDP are summarised in Box 1.

Box 1 The Rural Dairy Development Programme.

The Rural Dairy Development Programme	
Pilot Phase (1979 – 1982)	
Costs	FIM 2.19 million (Euro 370,000)
Activities	Supply of milk coolers Training of cooler operators
Problems	Low utilisation of coolers
First Phase (1982 – 1985)	
Costs	FIM 12.5 million (Euro 2.08 million)
Activities	Upgrading of Meru Dairy Plant; Support to milk collection; Training and scholarships;
Problems	Disposal of surplus milk; Low milk quality; Weak cooperative management;
Second Phase (1984 – 1987)	
Costs	FIM 19.0 million (Euro 3.2 million)
Activities	Milk marketing through cooperative societies; Upgrading of Kitinda Dairy Plant; Extension for dairy farmers; Technical and management training for cooperatives;

Problems	Scholarships for GOK and KDDP staff; Low utilisation of milk coolers; Weak management of dairies;
Consolidation Phase (1987 – 1989)	
Costs	FIM 15.6 million (Euro 2.6 million)
Activities	Milk marketing through cooperative societies; Upgrading of Kitinda Dairy Plant; Extension for dairy farmers; Technical and management training for cooperatives; Scholarships for GOK and KDDP staff Establishment of bull schemes
Problems	Non-viability of the Kitinda and Meru dairy plants; Low utilisation of milk coolers;

Source: Porvali H. 1989.

2.5 Achievements

During its implementation period RDDP:

- Trained over 15 000 small scale dairy farmers;
- Provided material (mainly milk cooling and transport facilities) and managerial assistance to 55 cooperative societies; and,
- Supported the establishment of two cooperative dairy plants (the Meru Dairy in Meru town and the Kitinda Dairy in Bungoma town).

During the first two phases, RDDP focussed primarily on milk collection and cooling. Subsequently, fodder production and the upgrading of local dairy cattle were emphasised.

2.5.1 Training and Capacity Building

The key positive results of RDDP were related to the software activities:

- the large number of farmers trained in commercial smallholder dairy production - which was a new activity in most of the target area;
- the introduction of improved animal husbandry methods;
- the training of members and staff of cooperatives; and,
- the training of MOCD and MOLD extension staff;

At the senior level, four government counterparts were trained in animal husbandry at master's degree level. Three of them worked to the end of RDDP in 1989 and subsequently rose to high positions in the government and elsewhere; one becoming Regional Director of UNHCR in Ethiopia.

MOCD cooperative staff were trained in dairy cooperative management, bookkeeping and financial management prior to the cooperatives being provided with hardware. Most cooperatives were badly managed and have since collapsed. Consequently much of the cooling equipment was not used.

Interested women and men farmers were trained at Farmers Training Centres in animal husbandry, animal health and milk production. About 300 demonstration farms were then established and field days held to attract more farmers for training. RDDP trained 15 000 men and women farmers.

According to Porvali H. 1989, RDDP management training at the cooperatives tended to be arbitrary and infrequent – in the sense that it was inadequate in terms of both coverage and quantity to meet the needs of the cooperative societies which had received substantial capital investment from RDDP. The weak state of rural cooperatives in western Kenya in 2009 testifies to the weak and unimaginative management structures that prevailed in the sector. From a technical viewpoint insufficient attention was given to the hygiene aspects of milk production – again reflected in the current problems with milk quality.

On the other hand, the training of farmers on fodder conservation and pasture improvement carried out at Farmers' Training Centres (FTCs) was satisfactory and met the needs and aspirations of the rural farming population – as evidenced by the continuing demand for fodder and the satisfactory state of the private pastures in many parts of western Kenya.

However, by the end of RDDP, it was felt that insufficient attention had been given to the capacity building of MOLD and MOCD staff. This issue was understood and taken up by the designers of LDP – which addressed the capacity building of GOK staff at all levels thoroughly.

2.5.2 Milk Collection and Cooling

Inadequate transport for milk collection remained a constraint because of poor roads – often impassable during the rains – and because the vehicles distributed free to cooperative societies by RDDP were poorly maintained and not efficiently used for their intended purpose.

RDDP's investments in hardware were in the main unsuccessful, largely because detailed studies of the feasibility of supplying free high tech equipment – such as milk coolers and vehicles – to small rural cooperative societies were not carried out prior to their distribution.

The provision of milk coolers did not contribute substantially to improved milk marketing because:

- The milk coolers were provided free to primary cooperatives without clear criteria for their selection (i.e. there were no feasibility studies) and the participating societies were not adequately prepared or trained for the receipt and management of the milk coolers. Because of the lack of feasibility studies, it was only discovered later that most societies did not have a sufficient throughput of milk to be able to operate the coolers profitably and consequently they suffered financial losses.
- Milk coolers were sometimes provided to societies which did not have access to a reliable supply of electricity. Although generators were later procured by RDDP and supplied to these societies, the operation of the coolers was not profitable because of the high cost of operating the diesel generators.

Had feasibility studies been carried out, they would have discovered that, in many cooperatives, the coolers would have been needed to cool milk collected in the evening before sale the following morning. However, in many areas, most of the evening milk was consumed on farm or sold locally at the farm gate. Consequently many of the coolers were never used and some were never even installed. An attempt was made to relocate some of the coolers during the LDP, but it proved impossible due to resistance by the initial beneficiaries.

2.5.3 Dairy Cooperative Management and Milk Marketing

Despite the efforts of RDDP, the management of the milk cooperatives remained generally weak and, even by the end of the programme, most needed continuing support which MOCD was unable adequately to provide (Box 2). A key indicator of the weak management of the cooperatives was that, by the end of RDDP, there were substantial arrears of 3-5 months in cooperative payments to farmers for milk delivered.

Box 2 The Role of the Management Committee and the Secretary Manager in Dairy Cooperatives.

The Role of the Management Committee and the Secretary Manager in Dairy Cooperatives

In many societies there is a low level of understanding of the basic principles of effective management among the members of the management committees. This situation often places the Secretary Manager in the difficult position of having to manage the society efficiently while, at the same time, having to control uninformed interference from the management committee.

RDDP concluded that leaving the manager alone with the tasks of both planning and implementation is often too onerous. The representatives of the ministries concerned (MOCD and MOLD) need to ensure that the societies are being run effectively through monitoring and support to the management committees.

Thus, when RDDP closed, it was clear to the departing Finnish technical assistance that the activities of many of the cooperative societies supported by the project were unlikely to be sustainable without continuing and intensive support from GOK staff.

In the event, soon after the closure of RDDP, GOK policy in the cooperative sector in particular and the rural sector in general changed and MOCD was relieved of the role of supporting directly cooperative societies whose position was, at the same time, considerably weakened by the removal of their monopoly status and the introduction of direct competition in the collection, processing and marketing of milk and milk products.

Conclusion: Under these circumstances, it is hardly surprising that cooperative societies in general and those supported by RDDP in particular have rarely survived unscathed.

Source: Finnagro 1990.

During the RDDP implementation period, most milk was collected by the cooperatives, taken to cooling centres and then to processing plants for onward sale. After the closure of RDDP, milk prices and processing were deregulated in the early 1990s and small private processing plants emerged. Currently 85% of the milk produced in Kenya is reportedly sold directly to consumers and cooperatives are having difficulty competing in the unregulated milk marketing environment.

The Meru Cooperative Union, which was a major beneficiary of support from RDDP, reported in the late 1980s that the dairy unit was their only department which run at a loss. This was a result of the low milk throughput. Furthermore the society was dependent on spare parts and plastic milk packaging material imported from Finland. This was difficult to handle, while the Ultra Heat Treated milk spoilt in a few days due to the microscopic holes in the material. However, since then, according to MOCD staff, due to strong management and consistent local demand, the Meru Cooperative Union has responded well to the liberalisation of the sector and continues to operate.

The Kitinda Dairy Cooperative Society (KDCS) in Bungoma supported by RDDP was never economically feasible and never became profitable. Because the society was operating in a milk deficit area the bulk of the milk had to be collected from a considerable distance which increased transport costs. Initially, in order to increase throughput, fresh milk was recombined with milk powder and butter oil from the World Food Programme. This was phased out as throughput increased. The management of KDCS was never able to run the society profitably. A case study of the KDCS is attached as Appendix 1.

It is not clear that RDDP management understood fully the inability and ultimate failure of KDCS to establish its viability. This is evidenced by a 1988 report (RDDP 1988) which stated that:

“The successful establishment of the Kitinda Milk Plant shows again the importance and necessity of small milk processing plants in the development of small scale dairy farming in

the rural areas of Kenya. The impact of this project was much faster than expected and there is already an urgent need for the expansion of the processing capacity of the plant.”

2.5.4 Field Extension

Bulking sites for newly introduced Napier grass were established at FTCs, at demonstration farms and on public land. Participating farmers were encouraged to take cuttings for planting and bulking up on their own land. As a result, the planting of Napier grass for livestock fodder was taken up on a large scale by farmers not directly involved in RDDP.

The subsidised tractor services available to contact farmers through RDDP were not sustainable and collapsed shortly after closure.

RDDP introduced village-based bull schemes for insemination to upgrade local cattle as a more sustainable alternative to artificial insemination which, in the 1980s, was carried out by GOK but was discontinued as a free service in the 1990s. Although the bull scheme approach to upgrading the dairy herd was continued by LDP, the issue of livestock disease control has never been adequately addressed.

3. FINDINGS

3.1 Relevance

The design of RDDP was in line with the 1980 GOK livestock development policy and with both Sessional Paper No 1 of 1986 on economic management for renewed growth and Sessional Paper No 4 of 1987 on the role and development of the cooperative movement in Kenya.

RDDP supported government policy to increase milk production in rural areas, providing competition to Kenya Cooperative Creameries (KCC) which collapsed in the mid 1990s.

It is clear that RDDP was extremely relevant to the GOK policies prevailing during the 1980s.

The Efficiency and Effectiveness of RDDP cannot be evaluated because of the lack of baseline and quantitative data.

3.2 Coherence

The design and objectives of RDDP were in line with the development policies and strategies of both the Finnish and Kenyan Governments which did not change substantially during the implementation period of the programme.

3.3 Sustainability

There is little evidence that the substantial RDDP capital investments in the cooperative sector was either institutionally or financially sustainable as many of the cooperatives have collapsed due to a combination of bad management and an inability to adapt to the changing rural economic environment.

However, as discussed below, under LDP, many technical innovations popularised by RDDP, such as zero grazing and the supplementary stall feeding of improved dairy cattle continue to be adopted and developed by smallholders in western Kenya.

3.4 Impact

The RDDP final report on Phase 2 (RDDP 1988), noted the impact of field extension activities as:

- An increase of milk production on contact farms;
- A diffusion of modern dairy practices from contact farms to neighbouring farms;
- A significant increase in milk delivered to processing plants in the area; and,
- An increased awareness of modern dairy farming techniques.

3.4.1 Impact on Living Standards

The improved dairy-based income earning opportunities for smallholders introduced by RDDP have acted as an incentive to continue and increase milk production and have impacted living standards as discussed below under LDP.

3.4.2 Impact on Women

RDDP did not have a specific focus on the needs of women, despite a report (Chavangi 1989) commissioned by the programme indicating that women performed 70-80% of the tasks in dairy farming. The report identified the following constraints being faced by women.

- Unavailability to women of technical information and skills on the important parameters of nutrition, livestock breeding, husbandry and disease control;
- Major weaknesses within the socio-cultural, community mobilisation, needs assessment and prioritisation of women's group / cooperative activities;
- Poor coordination and implementation of extension services to women's groups and to individual women farmers;
- Limited access to production resources which are basically under the control of the man at the household level; and,
- Limited access to credit facilities by women for effective participation in dairy farming.

As RDDP did not specifically promote the role of women, the participation of women in the management of the dairy cooperatives was insignificant.

3.4.3 Impact on the Environment

RDDP enhanced vegetative cover through encouraging fodder production and improved dairy management practices which had a beneficially impact on the environment.

The pasture improvement techniques and approaches to fodder production introduced by RDDP varied in line with ecological conditions and, consequently, had a positive effect on the environment.

3.4.4 Impact on Public Health

RDDP focused on the primary production of milk but gave insufficient attention to the monitoring and control of the quality of the raw milk with the result that there were some problems with milk quality; although there was no evidence of any impact on public health.

3.5 Finnish Value Added

The Finnish value added was contributed through the skills, knowledge and experience of the Finnish technical assistance provided to RDDP. However, although the Finnish team introduced and popularised many innovations in dairy husbandry technology, the contribution of Finnish experience to the cooperative sector was less positive. The relative failure of the substantial capital and capacity building investment in dairy cooperatives indicates that the substantial Finnish cooperative experience was misapplied under RDDP in western Kenya. Evidently inadequate attention was paid to local conditions when transferring approaches proven successful in Finland to the very different context in western Kenya.

3.6 Risk Management

No evidence could be found that RDDP addressed risk management as a key issue of implementation.

3.7 Cross Cutting Issues

3.7.1 Environment

RDDP's emphasis on the introduction of zero grazing and the extensive production of fodder for improved dairy cattle is likely to have had a positive effect on the environment through reducing grazing damage and increasing vegetative cover in the areas of implementation. In addition, the collection and use of cattle manure from zero grazed animals had a localised positive effect on soil structure and fertility.

3.7.2 Promotion of Human Rights

RDDP's direct involvement with poor smallholders in a disadvantaged area of rural Kenya has contributed to a degree of economic and social empowerment to both the poorer households as a group and to the individual men, women and children in those households. However, in the absence of legislative changes to address key social issues such as land tenure, land ownership and land inheritance, the effects of such empowerment are limited.

3.7.3 Promotion of Gender Equity

Although RDDP worked directly with both men and women farmers, the programme had no specific emphasis on the empowerment of women in, for example, the management of cooperative societies. Consequently, RDDP's impact on improving gender equity was minimal. However, as discussed below, a key lesson from RDDP that was followed up by RDDP was the need and opportunity for a greater focus on contributing to improving gender equity through the economic and social empowerment of women farmers.

4. CONCLUSIONS

With its emphasis on improving smallholder milk production and the marketing of milk through cooperatives, RDDP was in line with GOK livestock and dairy development policy which, at the time, aimed to spread milk production to smallholders in areas outside central Kenya where milk production had previously been concentrated.

RDDP introduced and established in much of western Kenya: fodder production and conservation technologies, fodder bulking plots and a network of contact farmers designed to act as focal points for future livestock extension work.

Support to cooperatives was less successful and RDDP recognised weaknesses in the management and operations of the milk cooperative societies and the need for continuing support.

However, RPPD was designed and implemented during a period in Kenya (and in rural development in general) when it was assumed that the government should provide and would continue to provide free extension services in livestock husbandry and in livestock health. Furthermore, in Kenya at the time RDDP was implemented, milk processing and marketing was an increasingly inefficient monopoly run by the cooperative sector. Although dissatisfied with the government's performance in the provision of livestock health services and with the performance of the cooperative milk marketing sector, RDDP did not exhibit the flexibility to take initiatives to draw serious attention to or to address the problems building up in either sector. The fact that GOK policy in both livestock extension services and milk marketing changed substantially in the years following the closure of RDDP, diluted the impact of RDDP's activities.

5. LESSONS

According to Porvali H. 1989:

What did LDP learn from RDDP?

- The need to focus on women
- The need to focus on the training and capacity building of farmers and government (particularly MOCD) staff

What did LDP not learn from RDDP?

- The need to address milk quality
- The need to improve cooperative society management
- The need to improve dip management and livestock disease control

PART 2 KENYA – FINLAND LIVESTOCK DEVELOPMENT PROGRAMME

1. DESCRIPTION OF THE INTERVENTION

1.1 Background

Finland's initial support for dairy development in western Kenya started in 1979 with RDDP, which was closed in December 1989.

RDDP had identified the major constraints on milk production in the area as the:

- Low genetic potential of local livestock;
- High incidence of livestock diseases;
- Poor livestock nutrition;
- Low level of dairy management skills;
- Weak milk collection and marketing systems;

- Limited commercial skills of cooperative managers; and,
- Non-availability of inputs for dairy production.

In addition, within the socio-cultural environment, the constraints on women's participation in the management of agricultural production and in the disposal of generated income were formidable. Although women had important responsibilities within their households' farming activities, men owned the assets and were the final arbiters.

1.2 Purpose and Objective

The LDP project document (GOF/GOK 1990) stated clearly that LDP was a follow-on investment from RDDP:

“The proposed Livestock Development Programme (LDP) is seen as a continuation of the collaboration between the Kenya Government (GOK) and the Finnish Government (FINNEDA) in the livestock sector. The programme takes over from the Rural Dairy Development Programme (RDDP), which ended in 1989, and which had received FINNIDA support from 1979 to 1989.”

The purpose of LDP was to enable smallholder dairy farmers to increase their productivity, to access markets for their milk and to realise self-determination.

The overall objective was to contribute to improve the living conditions of small-scale farmers and strengthen their income-generating activities through intensified dairy farming and milk marketing.

The target group was smallholder farmers, particularly women and cooperative society members who were, or wanted to become, involved in dairy activities.

1.3 Implementation Arrangements

LDP started in March 1991 and was finally closed in June 2003. At its peak, LDP covered Western and Nyanza provinces and two districts in Rift Valley province.

LDP was implemented in three phases, as summarised below, with a Phasing Out Period (POP), from January 2002 to mid-2003.

Phase 1:	1991 - 1995
Phase 2:	1995 - 1998
Phase 3:	1998 - 2001
Phasing Out	2001 - 2003

LDP's activities focused on livestock and cooperative development. Although there were some minor changes over its lifetime, LDP finally implemented nine sub-components:

- Upgrading and improved management of indigenous cattle;
- Livestock disease control;
- Livestock fodder production,;
- Agroforestry;
- Farmer training;
- Support for the establishment of women's groups;

- Milk collection and marketing;
- Support to cooperatives; and,
- Programme administration and support to GOK.

In addition, the capacity building of men and women farmers, cooperative members, managers and committee members, government extension staff and government staff seconded to the programme was an integral part of LDP's overall development approach.

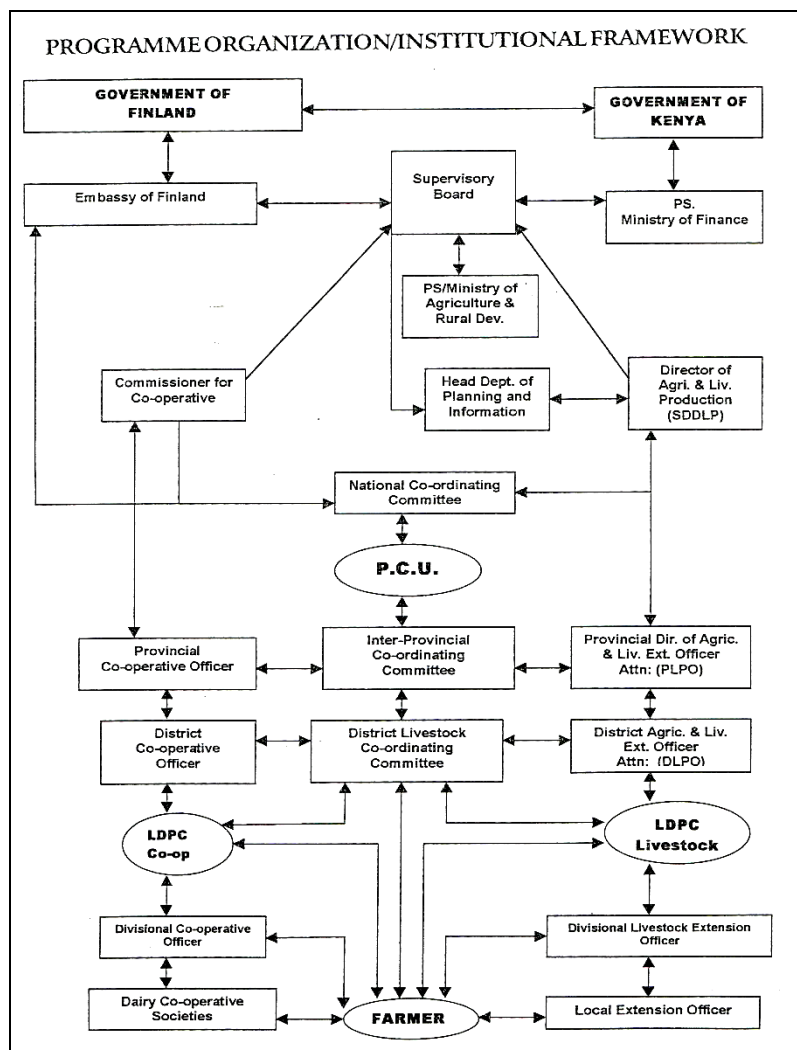
1.4 Organisation

Initially, LDP was implemented jointly by the Ministry of Agriculture and Livestock Development (MOLD) and Ministry of Cooperative Development (MOCD). However in 2000 after one of several government ministerial restructuring exercises, in its final stages LDP was implemented through the Ministry of Agriculture and Rural Development (MARD).

LDP was represented at the four main levels of the GOK system: national, provincial, district and local. Implementation, through GOK staff seconded to the programme, was integrated within the structure of government. A Supervisory Board, designed to enhance policy and strategy dialogue between the Kenyan and Finnish governments was added to the organisational structure in Phase 3.

The overall organisational structure of LDP, illustrated in Box 3, enabled the programme to work closely with all the stakeholders, including men and women farmers and civil society, involving them in all key aspects of planning, implementation and monitoring.

Box 3 LDP Institutional Framework.



Source: FCC International 2002.

The composition and function of the various LDP committees are summarised in Box 4.

Box 4 The Organisation of the Livestock Development Programme.

The Organisation of the Livestock Development Programme

Supervisory Board: Policy and strategy dialogue between GOK and GOF. Implementing Ministries, MOF and MFA Finland. Meeting annually.

National Coordinating Committee: Review progress, approve AWP and budgets. Implementing Ministries, MOF, MFA Finland, LDP National and International Programme Coordinators with LDP technical specialists in attendance. Meeting semi-annually.

Programme Coordination Unit (PCU): Overall LDP daily management, support to districts, preparation of AWP and budgets, financial management. Senior LDP national and international staff.

Inter-Provincial Monitoring Committee: Field monitoring and supervision. Provincial Heads of Implementing Ministries, PCU representatives. 2-3 times a year.

District Livestock Coordination Committee: LDP district implementation. District Heads of Implementing Ministries, farmers' representatives (men and women), NGOs, LDP District Coordinators, agriculture and livestock extension officers.

Divisional Livestock Development and Coordination Committees: Participatory monitoring at divisional level. Divisional Heads of Implementing Ministries, 8-12 farmers (men and women).

Source: FCC International 2003.

1.5 Policy Framework

Programme activities were initially aligned with GOK policy on the commercialisation of smallholder agriculture. However, GOK policy on the delivery of support services to farmers and on the organisation of milk marketing, changed substantially during period of LDP implementation.

When LDP started operations in 1991, GOK was the lead (and, frequently, the only) provider of (supply-driven) services to farmers in Kenya. Changes in legislation in the 1990s, encouraged by donors, led to the introduction of a cost-sharing demand-driven approach to the provision of support for animal husbandry, animal breeding and disease control. While the private sector moved with a reasonable degree of success into high potential areas, such as Central Province and parts of the LDP target area, a substantial proportion of farmers suffered a major reduction in services. According to several government officials, the situation was exacerbated by the suddenness of GOK's decision and the lack of prior warning to farmers.

A further key change in the policy framework came in the mid 1990s when the KCC monopoly on milk marketing was finally revoked, after years of decline which, by 1995, had resulted in suppliers of milk to KCC having to wait for at least 6 months for payment – if they received payment at all. This change enabled private sector operators to enter the market for the first time and put increasing pressure on the local primary cooperatives – most of which failed to respond adequately to the changes in the market and subsequently lost much of their business to the commercial private sector.

Although to an extent, LDP was able to adapt to the changes, several ex-LDP staff felt that the programme was unable to respond fully with the result that, at the time LDP closed in 2003, many farmers, particularly in lower potential areas did not have adequate access to extension and disease control services and the milk marketing channels which they could use were restricted and often dominated by unlicensed hawkers.

1.6 Intervention Logic

LDP focused on (i) the development of primary milk production by smallholder farmers, with a particular focus on women, and (ii) the marketing of milk through primary cooperatives.

In effect LDP's interventions, with a focus on numerical targets (see below), were an integrated, interlinked, approach designed to promote an increase in milk production by smallholders, an improvement in the health and genetic potential of the dairy herd and the marketing of milk and milk products. The programme's approach to cost sharing and participatory planning with the primary and secondary stakeholders was effective in fostering ownership and encouraging sustainability.

1.7 Inputs

Over the implementation period of LDP (1991 – 2003), GOF budgeted and spent approximately Euro 14,4 million and GOK budgeted KShs 171,3 million and (excluding the salaries of the approximately 250 GOK staff involved in the programme) spent KShs 117,3 million (68% of budget). The funding details for both GOF and GOK are summarised in Table 1.

Table 1 LDP Financial Contributions and Expenditure GOF and GOK.

GOF Contribution (Million Euro)			
Phase	Budget	Expenditure	% Expenditure
1	3,9	4,0	103
2	3,5	3,5	98
3	5,1	5,1	100
POP	1,8	1,8	100
Total GOF	14,4	14,4	101%
GOK Contribution (Million KShs)			
1	14,1	23,6	167
2	22,5	35,2	156
3	111,1	27,0	24
POP	23,6	31,5	133
Total GOK	171,3	117,3	68%

Source: FCC International 2003.

It can be seen from the above table that, with the notable exception of Phase 3 from 1998 to 2001, the actual GOK contribution matched the funds pledged.

The principle of cost-sharing by the programme participants was a key feature of LDP's approach after Phase 1 and was a major contributing factor to the high levels of participation and ownership exhibited throughout the implementation period. Participants contributed through the provision of cash, materials or labour. Depending on the activity the participants' contributions increased from 20% in Phase 2 to between 60% and 100% during the POP.

1.8 Outputs and Achievements

LDP had two sets of outputs:

Livestock Component:

- Improvement of the genetic potential of zebu stock through upgrading and improved management of local cattle;
- Improved quality of feeding throughout the year through forage production and conservation, including agro-forestry;
- Improved disease control;
- Strengthened extension services through training of farmers; and,
- Assistance to MOA

Cooperative Component:

- Provision of cooperative training and management assistance to cooperative societies;
- Support to the Cow for Cow Rotation Scheme (CFCRS); and
- Support to MOCD.

The achievements of LDP, contained in the Project Completion Report (FCC International 2003) are analysed and summarised in Tables 2 to 9 (FCC International 2003).

Table 2 Output 1: Upgrading/Improved Management of Local Cattle.

Activity	Target	Achievement	%
Number of bulls procured	839	843	101
Number of bull schemes established	625	504	81
Number of services	214 359	138 049	65
Number of offspring	83 426	84 074	101
Number of AI schemes established	18	11	61
Number of AI inseminations	11 171	12 448	112

Table 3 Output 2: Fodder Production and Agro-forestry.

Activity	Target	Achievement	%
Nurseries established (no)	966	640	66
Agro-forestry seeds distributed (kgs)	957	1 158	121
Tree seedlings distributed (million)	1.3	1.6	123
Fodder bulking plots established (no)	835	442	53
Farmers receiving planting material (no)	5 977	10 757	180
Fodder established (acres)	3 818	6 705	176
Silage conserved (tonnes)	4 708	7 533	160
Bales of hay (no)	23 075	21 680	94
Feeds compounded (kgs)	121 565	82 553	68

Table 4 Output 3: Improved Disease Control

Activity	Target	Achievement	%
Dips rehabilitated (no)	-	102	
Spray pumps distributed (no)	-	1 087	
Communal spray crushes established (no)	418	496	119
CMAHAs established (no)	109	87	80

Table 5 Output 4: Contact Farmers and Farmer Training.

Activity	Target	Achievement	%
Contact farmers recruited (no)	4 447	5 910	133
Zero grazing demonstrations (no)	530	870	164
Calf rearing demonstrations (no)	579	767	132
Fodder demonstrations (no)	492	1 117	227
Pasture grass demonstrations (no)	722	1 127	156
Agro-forestry demonstrations (no)	558	893	160
Fodder conservation demonstrations (no)	372	537	144
Feed compounding demonstrations (no)	195	166	85
Other demonstrations (no)	156	266	171
Field days / demonstrations (no)	1 908	1 705	89
Workshops, courses, video shows (no)	1 012	1 313	130
Farmer study tours (no)	436	688	158
PRA and PM&E events (no)	703	735	105
Participants at training events (no)	148 356	191 613	129
Women attending field days / demos (no)	16 544	24 283	147
Women attending workshops/courses (no)	10 954	18 148	165

Table 6 Output 5: Assistance to MOA.

Activity	Target	Achievement	%
Local study tours (no)	75	117	156
Other training events (no)	220	380	173

Staff sponsored for post graduate study (no)	-	8	
Participation: study tours (no)	781	1 226	157
Participation: other training events (no)	2 464	4 689	190

Table 7 Output 6: Cooperative Training and Management.

Activity	Target	Achievement	%
Coop societies involved in LDP (no)	26	25	96
Training conducted since Phase 2 (no)	890	1 130	127
Training participants (no)	25 576	31 213	122
Women attending (Phase 3 & POP) (no)	6 053	5 691	94
Societies involved in ICMAP (no)	34	32	94
ICMAP training events (no)	2 906	2 087	72
Attendance at ICMAP training (no)	36 554	50 577	138
Women attending (Phase 3 & POP) (no)	7 466	8 087	108

Table 8 Output 7: Support to the CFCRS.

Activity	Target	Achievement	%
First beneficiaries prepared (no)	1 161	1 079	93
Rotating beneficiaries prepared (no)	890	1 107	124
Zero grazing units constructed (no)	1 573	1 941	123
On farm training events organised (no)	888	995	112
Institutional training events organised (no)	209	145	69
PRA/PM&E events organised (no)	232	200	86
Training attendance (no)	32 398	32 762	101
Women's groups recruited and trained(no)	1 787	2 203	123
Dairy cows procured (no)	1 755	1 727	98
Cows rotated (no)	1 165	961	82
Offspring born (no)	1 434	1 830	128
Women opening bank accounts (no)	1 448	2 165	150
Women's group bull schemes (no)	97	117	121
Women's groups involved in training (no)	2 352	4 083	174
Training events organised (no)	1 454	2 054	141
Participation in training (no)	61 023	58 844	96
Workload easing (equipment distributed)	4 125	3 306	80

Table 9 Output 8: Support to MOCD.

Activity	Target	Achievement	%
Training events for MOCD staff (no)	259	314	121
Participation in training (no)	3 334	3 243	97

Evidently LDP performed well in over-achieving the bulk of its numerical outputs. However, these achievements were measured against targets that were determined by the implementation capacity of the programme itself (supply driven) rather than on the needs and capacities of the target population (demand driven). They gave no indication of the impact of LDP's interventions on the target population

2. FINDINGS

2.1 Relevance

LDP was directly relevant to both the needs of the target population and to the policy environments within which it operated. According to MOCMD, LDP and RDDP established the base for smallholder dairy development in western Kenya. Before these two programmes and, despite the potential, there was very little dairy activity except in some high potential areas. The relevance of LDP was that it intensified smallholder dairy production in these areas and expanded coverage into lower potential areas.

Although smallholder dairy farming was not unknown in much of the region, LDP introduced the activity over a wide area and developed implementation modalities which were directly relevant to the interests and abilities of smallholder farmers. By providing both cash income from the sale of milk and an opportunity for women to improve the nutritional status of their children, LDP was relevant to household needs for cash income and to the GOK's aim to improve both the nutritional status of the population and to broaden their livelihoods opportunities. Consumption of even small amounts of milk can have impressive effects on the nutritional status of poor people and is especially important for children and nursing and expectant mothers.

Following on from RDDP, LDP was introduced at a time when many of the alternative income generating opportunities available to small holders in the target area (such as cotton, sugar cane and fishing) were collapsing.

The objectives of LDP were relevant to the national and sectoral policy environments at the start of the programme and to those that evolved during the implementation period. In fact, discussions with both Finnish and Kenyan staff who worked on LDP indicated that the lessons from the programme informed many of the policy changes – including the principle of cost-sharing.

2.2 Effectiveness

LDP, whose purpose was to increase both the size and productivity of the smallholder dairy sector, was able to increase milk production in the target area by 85% between 1991 and 2003 (FCC International 2003).

Although the lack of data precludes a reasonable quantitative measure of milk production in the area since the closure of LDP in 2003, both MOLD and MOCMD staff are confident that milk production has continued to increase, although at a lower rate, after LDP closed. This conclusion is supported by the fact that the newly revived KCC, Brooklands and other commercial milk processors are currently (2009) expanding their milk marketing activities in western Kenya.

An additional indirect benefit of the CFCRS and the zero grazing system was the production of cattle manure. With increasing pressure on land, low soil fertility remains the primary constraint to arable agriculture in western Kenya. The manure from the zero fed dairy cows provided a critical source of organic matter and soil nutrients, which increased the participating smallholder's yields of arable and horticultural crops on their small farms at little or no cost.

As shown in Tables 2 to 9 above LDP substantially achieved its quantitative targets.

2.3 Efficiency

A quantitative assessment of efficiency is always problematic with a programme such as LDP which had, primarily, a facilitating and extension function to introduce opportunities which could then be taken up by smallholders. A key indicator, used by LDP to indicate the efficiency of its interventions was the fact that, for

every cow given to farmers' groups by LDP, eight additional cows were, on average, procured by the groups themselves (FCC International 2003)

A key LDP activity was the capacity building (both men and women) of farmers, LDP staff and staff from MOLD and MOCMD. LDP financial data indicate that the programme's costs for individual training at short courses were around 30% of the costs of comparable GOK training for their staff. This result gives some indication of the low level of costs in relation to the effectiveness of LDP's interventions.

2.4 Coherence

The design and objectives of the LDP, based as they were on the experience of RDDP, were initially in line with the development policies and strategies of both the Finnish and Kenyan Governments. However, as discussed below, the policies of both governments changed between 1991 when LDP started and 2003 when the programme closed.

Because LDP was designed to be implemented in phases, the programme had the opportunity to adapt with each new phase to the considerable changes in GOK policy that occurred over the programme period. Nonetheless, although there was inevitably some lag in response, LDP was able to adapt to a large extent to such key GOK policy changes as the liberalisation of the milk market, the introduction of demand-driven extension services and the concept of cost sharing with programme participants

2.5 Sustainability

Good governance is essential for ensuring that development resources are utilised effectively to enhance sustainability. LDP's considerable investment in the capacity building of staff seconded from MOCMD and MOLD, cooperative staff and members and participating farmers' groups and individuals (both men and women) has contributed to the sustainability of several LDP interventions, such as the CFCRS.

However, the limited government financial and material resources available to MOCMD and MOLD after the closure of LDP meant that recurrent support activities such as extension, animal health services and monitoring could not be maintained.

The privatisation of government services (particularly husbandry extension and animal health services) during the implementation of LDP in the 1990s was only partially successful and lower potential zones in the LDP area, where there was limited effective demand, were left with only patchy access to these extension services. The lack of effective demand for private sector services and the continuing limits on accessible technical support has adversely affected the sustainability of LDP interventions in these areas.

The continuing natural resource degradation in the former LDP operational area is contributing both to local poverty and to increased vulnerability to the degradation of the natural resource base. Long-term natural resource management is required to reduce such damage. Changes in husbandry and other practices that negatively affect environmental quality will be required for the sustainability of the development efforts of LDP and other programmes. However the LDP's approach to smallholder dairy production, involving zero grazing, is physically, environmentally and technically sustainable as evidenced by the continuing utilisation and evolution of the system in western Kenya.

However, according to MOCMD in both Nyanza and Western Provinces, the demand for milk and milk productions continues to substantially exceed supply.

Nonetheless, despite the effective demand for milk, problems of the sustainability of LDP interventions in the smallholder dairy sector remain. There is still a widespread feeling among people in many, usually poor, areas that “the government will provide”. The current, regionally based, populist politics in Kenya are creating and encouraging an expectation of handouts which militates against the sustainability of development activities in rural areas. There are, however, exceptions to this. The example of the Marenzo cooperative society is described in Appendix 1 below.

2.6 Complementarity

The LDP project document (GOF / GOK 1990) clearly identified the complementarity and technical framework within which the programme would operate.

“The proposed programme complements the GOK and donor-assisted efforts towards intensified dairy farming on smallholder farms. SIDA has assisted in the AI and tick control programmes, DANIDA in milk marketing and tick control projects, the Kenya/Nordic Cooperative Development Programme administered by DANIDA in the development of cooperatives, the Netherlands in intensifying dairy farming activities, and more recently the World Bank in the coordination of extension services to farmers.....Particular attention will be paid from the very beginning to coordinating the programme with these and other related projects so as to obtain the best benefits from combined efforts. Close cooperation will be maintained throughout the programme period.”

The Finnish focus on smallholder dairy production and the cooperative sector in which it has substantial added value has reflected a high degree of complementarity with the work of GOK and other donors both in western Kenya and elsewhere in the country. There was evidently an effective division of labour among the various actors in the international development community in Kenya; working with GOK to address Kenya’s national development objectives. The Finnish intervention in the dairy sector in western Kenya identified and addressed a neglected development opportunity that had enormous potential and was not being supported by other donors. Both RDDP and LDP complemented the work of GOK and other donors in western Kenya and elsewhere in the country; in central province in particular.

2.7 Impact

2.7.1 Cow from Cow Rotation Scheme (CFCRS)

The CFCRS, introduced into western Kenya by LDP, remains extremely popular throughout the region and the principle has been taken up by other agencies (for example, Heifer International in Western Province; which has improved on the model by increasing the number of in calf heifers introduced to a group to accelerate uptake). The team visited women’s groups who continue to rotate heifers and was informed by MOCDM staff and women’s group members that many of these groups continue to operate. Furthermore, many individual members of women’s groups that may have ceased to operate or have stopped rotating heifers continue to breed from their original CFCRS heifer and produce milk from the offspring. In Western Province, MOLD continues to support women’s groups with technical assistance. Although the ministry has few field staff, groups still come to the office for advice.

The size and composition of a women’s group are key factors affecting the sustainability of the CFCRS. It was reported that in some failed groups, members, who evidently put self interest before the common good, refused to rotate their calves, which led to the collapse of the group. Other failed groups were too large (with up to 50 members) and so the cow rotation took too long to maintain the interest of members. The size of the women’s groups visited that were still functioning was between 15 and 20 members.

The employment of young men by the women beneficiaries of the CFCRS helped train the next generation of smallholder dairy farmers.

2.7.2 Women's Empowerment

Although, subsequent to LDP's focus on the empowerment of women through the CFCRS, national policy on the empowerment has evolved in Kenya, traditional attitudes to the role of women remain widespread, particularly in rural areas. However, the impact of LDP's efforts remains visible with the women staff of MOCD, trained by the programme, continuing their careers in government and rising to responsible positions in MOLD and MOCM. Furthermore, many of the women trained and supported by the programme as part of the CFCRS continue to implement the activities and to benefit from the status associated with the income generated by LDP's activities.

For example, MOLD estimates that 10 women's groups continue to operate in Kakamega district.

One element of the success of the women's groups is that, with the decline of government extension services, these common interest groups are able to demand services from the government and private service providers, while individual farmers may not be able to.

2.7.3 Community-Maintained Animal Health Assistants (CMAHAs)

Since the closure of LDP, there is clear evidence that the concept of community-maintained animal health assistants trained under the programme has evolved within the changing regulatory environment. A cadre of professional CMAHAs, many of whom were trained by LDP, is becoming established, primarily in the high potential areas, to provide simple animal health care services to livestock farmers. For example, in high potential areas people go from farm to farm to spray zero grazed cattle against ticks. Many practitioners have formed groups registered as Community Based Organisations (CBOs) with the Social Services Department and have established a national umbrella organisation – The Kenya Association of Livestock Technicians - to look after their interests. In addition, in both high and medium potential areas, individual private AHAs are becoming established.

According to the Provincial Director of Veterinary Services, in Western Province 340 private agro-vets were registered with the ministry in 2007.

Box 5 Nyamira Animal Health and Extension Service Providers.

Nyamira Animal Health and Extension Service Providers

The group, which is registered with the Department of Social Services, was started in 1994 under LDP with seven Animal Health Assistants. The group has now grown to 35 members (3 women and 32 men).

LDP gave some initial training and provided a drug kit. Further training has been provided by the government. Training on the use of some veterinary medicines has been given by pharmaceutical companies.

Each member has their own area of operations and deals with about 10 cases a month for which a visit fee of KShs 500/- is charged. The group addresses animal breeding, clinical, feeding and husbandry issues. The group's services are advertised through MOLD, advertising at markets and through Chief's public meetings. Mobile phones are essential for communication with farmers requiring the group's services.

As required by law, the group reports monthly to the District Veterinary Officer on the animal diseases treated and on any problems faced.

Although the members of the group have basic agricultural or veterinary training they feel the need for further training on the latest techniques. In addition, the group needs access to:

- Credit for medicines and transport;
- Development partners for capacity building and technical support;
- A simple diagnostic laboratory.

Source: Discussions with Animal Health Assistants.

It is evident from discussions with MOLD and MOCDM staff as well as with the CMAHAs themselves that there is a need for continuing capacity building for both current and potential private sector service providers in the sector, as well as improved access to credit to enable them to obtain medical supplies and transport.

The widespread emergence of charlatans (known locally as “quacks”) who use unviable or inferior medicines and undermine the credibility of the qualified CMAHAs is an indication of the potential for developing a licit private animal health support sector.

2.7.4 The Kenya Dairy Board (KDB)

The Kenya Dairy Board (Box 6), a parastatal under MOLD, is charged with developing and regulating the dairy sector. Its remit includes the monitoring and capacity building of stakeholders in the dairy sector.

Box 6 The Kenya Dairy Board.

The Kenya Dairy Board

The KDB operates under the Dairy Industry Act of 1958 and amendments. However, its role did not become fully developed after the dairy industry was liberalised in 1992. It was recently restructured with FAO support.

The mandate of the KDB is to regulate and promote the dairy industry:

- Organise, regulate and develop the efficient production, distribution and marketing of dairy produce;
- In collaboration with the relevant institutions, make regulations governing appropriate quality standards for milk and dairy products. Issue licences to milk processors and traders;
- Promote, undertake and coordinate research, extension and training.
- Advise the government on measures for improved the management of the dairy industry;
- Permit and promote private enterprise and efficiency in the dairy industry;

KDB is under staffed in the field. In Western Province, for example, there are only 4 staff – the branch manager, a technical officer, a secretary and a driver.

A new dairy bill is under discussion in parliament aiming to simplify licensing issues.

The KDB has established District Committees with cooperatives, health and the private sector to address local dairy issues. They work closely with the police to check permits and regulate hawkers.

Training

KDB lacks staff and resources but links to private service providers to carry out training. It attempts to provide training on demand, working with groups. It advises processors and traders on issues such as milk hygiene and

processing. KDB is aware of the poor performance of many cooperatives in the dairy sector and is working to upgrade their activities.

Milk Hawkers

Hawkers are illegal under the Public Health Act and KDB is trying to regulate them

Milk hawkers are dying out in areas served by milk processors because of quality issues. However, are serving a need in many areas.

KDB has trained some hawkers to set up legal businesses in groups with links to processing and value addition and has designed equipment such as hygienic milk containers that fit on bicycles.

Source: Discussions with Kakamega Branch Manager, KDB.

2.7.5 Intensive Livestock Management - Zero Grazing

According to GOK officials, RDDP and LDP can be credited with the widespread introduction of zero grazing in many parts of western Kenya (Figure 1). In the high potential areas of both Western and Nyanza Provinces, zero grazing is the mainstay of the improved livestock economy. Over the last few years zero grazing has also been introduced for the feeding of improved goats. With the continuing growth in the human population and the sub-division of land holdings, zero grazing together with supplementary feeding has become the principal fodder management system for improved livestock in these areas.



Figure 1 Zero Grazing to a High Standard.

However, although intensive livestock management is now the norm in many parts of western Kenya, zero grazing has evolved into what its proponents call “semi-zero grazing” (Figure 2). Under this system grade cows are kept in sheds overnight and stall fed while during the day they are taken to graze on small pastures within the owner’s smallholding. Thus, while keeping the cows isolated from disease risk, “semi-zero grazing” enables the cows to benefit from exercise and additional sources of fodder.



Figure 2 Semi-zero Grazing – on the Owner’s Pasture.

Nonetheless, in order to prosper, zero-grazed or “semi zero grazed” livestock require supplementary feeding and access to mineral licks. Although one of the reported benefits of “semi-zero grazing” is it gives cattle some access to minerals, the system does not preclude the need for supplementary feeding. Although the majority of farmers interviewed reported that they prepared their own supplementary feeds and bought mineral licks or purchased both, a substantial minority did not provide supplementary feeding which they regarded as too expensive. It was reported that the prices of both supplementary feeds and mineral licks had doubled within the last two years. As a consequence many improved livestock were not receiving adequate nutrition.

Although Napier grass was known before in some parts of western Kenya, LDP activities popularised its widespread use as livestock fodder for zero grazed cattle, and, more recently, goats (Figure 3). According to MOCDM staff, the LDP requirement for CFCRS and bull scheme participants to plant Napier grass before receiving their animals and the subsequent training field days for nearby farmers have contributed to popularising its use to the extent that many farmers are producing Napier grass for sale to those with zero grazed livestock. In many areas, with the support of local government authorities, Napier grass is planted on public land along road verges for use by local farmers. A secondary benefit of the widespread utilisation of Napier grass as a fodder crop is that, in many areas, vegetative land cover has been increased with a consequent improvement in soil structure and a reduction in rainwater runoff.



Figure 3 Chopping and Collecting Napier Grass.

2.7.6 Bull Schemes

Although bull schemes for improving genetic potential were known in the area before RDDP/LDP, the programmes increased the numbers and coverage of such schemes throughout the region. Subsequently, in the higher potential areas, pressure on land has reduced the utility of bull schemes as a means of genetic improvement. However, they continue to be viable in many lower potential areas (Figure 4). The team visited a bull scheme in a low potential area of Nyanza province which had been using the original bull until 2008 when the bull died of East Coast Fever. Subsequently the group purchased a male offspring from the original bull which is now used for insemination. This action by the group illustrates the viability of the bull scheme system in these circumstances.



Figure 4 A Scion of an LDP Bull Still at Work.

Other development programmes have introduced bull schemes based on the LDP model in the lower potential areas.

Nonetheless, care has to be taken with long-running bull schemes and bulls have to be culled and replaced to avoid inbreeding. Farmers visited by the team who were operating or had operated bull schemes introduced by LDP were aware of this problem and had taken appropriate action.

2.7.7 Artificial Insemination (AI)

The impact of the widespread introduction of AI in many parts of western Kenya by RDDP/LDP continues to be felt through the increased genetic potential of the inseminated livestock. The cessation of subsidised AI services by GOK in the mid-1990s has led to the growth of private AI services in the high potential areas of western Kenya. Driven by effective demand, these commercial services continue to develop.

According to the Department of Veterinary Services, 37 private AI schemes (up from 22 in 2006) and 7 government schemes were operating in Western Province in 2007.

However, AI is not always economical in low potential areas where there is a potential role for bull schemes – which are no longer viable in high potential areas because of the land required to maintain them, risk of disease and the practical difficulties of bringing cattle to the bull.

2.7.8 Capacity Building

The comprehensive programme of staff capacity implemented by LDP has established an experienced and well-trained cadre of senior government staff within MOLD and MOCM at the national, provincial and district levels (Figure 5). The evaluation team met nine such staff during the field phase. In addition, other government staff members in MOLD and MOCM as well as in MOA were aware of the activities and achievements of LDP and conscious of the programme's contribution to the livestock sector in western Kenya. Furthermore ex-LDP staff at provincial and district level are continuing to promote LDP approaches to the livestock sector as part of their current programmes.



Figure 5 A Former LDP Coordinator – Still Working With an Original LDP Vehicle.

2.7.9 Awareness and Demand Creation

According to both MOLD and MOCMD staff, LDP activities created substantial awareness of the potential benefits of smallholder dairy production in western Kenya and, consequently, have generated widespread demand among smallholders throughout the region for technical and financial support to enter the dairy industry.

The team visited a former LDP demonstration farm which continues to produce milk from the offspring of the CFCRS cows. The farmer, initially trained by LDP continues to carry out demonstrations of supplementary feeding and zero grazing for dairy cattle and improved goats.

2.7.10 Agro-Shops

LDP's support for the establishment of village "agro-shops" to provide a source of inputs for smallholder dairy farmers appears to have been sustainable. Local markets are generally well-served with shops providing input requirements for smallholder arable and livestock farming – particularly in the high potential areas. Although, over time, the establishment and expansion of these input supply shops is driven by the expansion of the rural economy, senior MOLD officials believe that the success of LDP in establishing, developing and expanding the smallholder dairy sector in western Kenya was a driving force in the initiation and expansion of the rural farm input supply network.

2.7.11 Monitoring and Evaluation (M&E)

LDP established a comprehensive M&E system designed primarily to measure progress towards the achievement of the programme's outputs. In this the system was undoubtedly successful. Participatory M&E was introduced in Phase 2 in part to support the management of bull schemes, CFCRS committees and cattle dips and to provide data for a series of impact studies initiated by LDP. The participatory M&E system included arrangements for feedback to the participants and, through the programme management system, to the National Coordinating Committee and the Programme Supervisory Board.

However, despite the reported efficacy of the system during the implementation of LDP, it was not embedded within a sustainable GOK framework and, following the closure of LDP, the system ceased to function. Consequently, qualitative long-term data on the scope and impact of LDP activities are unavailable.

The LDP project completion report (FCC International 2003) makes no mention of any baseline surveys and contains no overall impact analysis. However, four surveys were commissioned by LDP between 1996 and

2001 to assess the impact of key programme interventions. The key findings of an overall study of the impact of the programme carried out in 2001 are summarised in Box 7.

Box 7 The Impact of the Kenya – Finland Livestock Development Programme.

The Impact of the Kenya – Finland Livestock Development Programme

The demonstration effect of the CFCRS had resulted in an increase in the number of improved dairy cattle in the programme area;

LDP had a positive impact on the production, sale and consumption of milk. Increases in daily milk sales ranged from 110% and 125% with all respondents reporting that they had sufficient surplus milk for their domestic needs;

The demonstration effect of the bull schemes had led to the establishment of an efficient livestock upgrading service in areas where AI was unavailable.

LDP support had improved the capacity and operations of the dairy cooperative societies in the programme area. Cooperative societies which had benefited from the ICMAP training demonstrated improved financial record keeping and participatory management.

LDP interventions had a positive impact on the participants' standard of living through increased income and improved nutritional status. In addition there was some empowerment of women through capacity building and poverty alleviation at the household level.

Although the overall objectives of LDP had been achieved, an extension of the implementation period would be needed to consolidate and ensure the sustainability of these achievements.

Source: Mosi R. O., Gor C.O. and Odhiambo B. 2001.

2.8 Finnish Value Added

The Finnish value added to LDP was contributed through the skills, knowledge and experience of the Finnish technical assistance: including, capacity building in zero grazing-based dairy management systems, the principles of cooperation and cooperative management in the dairy sector, the marketing of milk and the enhancement of the role of women in both the emerging smallholder dairy sector and the individual households.

2.9 Risk Management and the Logical Framework(s)

Risk management at LDP was limited because, apparently, the programme paid no attention to risk analysis. The initial one page Logical Framework for the programme was rudimentary and contained only two "important assumptions" – (i) "animal diseases will be controlled"; and (ii) "weather conditions will remain favourable throughout the programme". In the event, neither of these assumptions was valid.

In practice LDP paid little practical attention to the various logical frameworks produced throughout the programme's implementation. This is illustrated, for example, by the fact that the logical framework for the third phase programme document (GOF / GOK 1997) included a logical framework that contained no indicators and no assumptions.

The project document for the POP (GOF / GOK 2001) also contained yet another logical framework – complete with indicators, means of verification and assumptions.

The following assumptions were included in the POP logical framework.

- Weather conditions remain favourable;
- Macro-economic framework remains favourable;
- Service providers remain effective and committed;
- Beneficiaries remain committed to the programme; and,
- Farmers remain committed to the process.

As with the assumptions in previous logical frameworks, these were largely irrelevant and inappropriate. Given the well-documented extremes of weather conditions in western Kenya, the first assumption was unrealistic. With the collapsing economy and the weakness of the macro-economic framework in Kenya during the 1990s, the second assumption was also unrealistic. As the last three “assumptions” were substantially under the control of the programme, they were not really assumptions at all.

Although it did not contain a logical framework, LDP’s action plan for the POP (FCC International 2002) included a section on risks and assumptions which contained no mention of risks other than to point out that the “possible risks are related to the long term sustainability of the programme achievement after its completion.” The assumptions enumerated in the document were:

- The farmers continue to be highly motivated to embark on and carry out improved dairy activities on their own;
- The liberalization policy will continue in the planned manner without any major disturbance to the dairy sector which would adversely affect the adjustment of farmers and their cooperatives to the unsubsidized market system;
- The GOF funds will be made available as planned in sufficient amount in order to enhance the meaningful scale of operation and utilization of the programme structure as well as efficient follow up and institutional strengthening;
- The GOK funds will be allocated as planned and utilised for programme implementation;
- The cost-sharing funds will be collected and utilised effectively for the implementation of programme activities;
- Sufficient resources are available for monitoring and follow up at the grassroots level to cover the increasing number of grade cows and their offspring;
- The current team will be kept intact at the PCU until the end of the programme;
- Large scale natural calamities like drought or severe cattle disease epidemics will not occur; and,
- The DLCCs will function in accordance with the term of (their) mandate and the responsibilities and functions of their members.

Nonetheless, despite the elucidation of assumptions in the various documents, the completion report for LDP (FCC International 2003) made no mention of any logical frameworks, risks or assumptions in its analysis and reporting of the programme’s activities and performance. In short, all available evidence indicates that the logical framework approach to design, implementation and monitoring was not an important feature of the implementation of LDP.

2.10 Cooperation with Other Programmes

As discussed above, LDP is assessed to have had a high degree of complementarity. Formally, through GOK’s provincial and district structures, and informally, through personal contacts, the programme cooperated closely with other GOK and donor funded programmes in western Kenya. These included, Heifer International

(which adopted a CFCRS based on the LDP model), the Kenya Agricultural Research Institute, Nairobi University and ICRAF, as well as several faith based organisations.

LDP cooperated with the Finnish funded Community Water Supply Management Project, holding regular meetings on issues of mutual concern – relating in particular to the supply of water for zero grazed livestock and for milk collection and processing plants. However, despite this cooperation, no evidence could be found of joint work planning or other cooperation designed to ensure that such issues were addressed effectively.

Towards the end of Phase 3 and during the POP, LDP collaborated informally with the Kenya Smallholder Dairy Project (KSDP) which was implemented between 1997 and 2005 by MOLD, KARI and ILRI. KSDP carried out research, through household and market level surveys, and development activities to characterize the dairy sub-sector and to identify constraints, test hypotheses and develop recommendations. Contacts between the two programmes enabled LDP's experience to be incorporated into KSDP's activities.

In addition, there were contacts at the technical level with other donor funded activities such as the Dutch funded National Dairy Development Project (NDDP), but no indication could be found to indicate whether or not there was any formal cooperation.

In summary, although there is evidence that LDP did cooperate with other programmes when the situation arose, there is no indication that the programme was proactive in seeking out cooperation with programmes such as NDDP or KSDP for the mutual benefit of their stakeholders.

2.11 Participation and Ownership

In line with the development paradigms prevailing at the beginning of the 1990s, LDP was planned by the donor and GOK with little or no direct inputs from the potential beneficiaries. The implementation and support modalities were based implicitly on the assumptions that:

- GOK was, and would remain, the provider of such free or subsidised services as animal husbandry extension and disease control; and,
- Cooperatives would continue to be the only conduit for the collection, processing and marketing of milk and milk products.

However, with the liberalisation of the rural economy by GOK in the mid 1990s, the situation changed drastically and LDP was forced to adapt.

LDP introduced a participatory approach during Phase 2 in the mid-1990s (OYKOSANA Consulting Ltd 1999) prior to the planning of Phase 3 (1998 – 2001). A series of district workshops involving farmers, women's groups, local government officials, cooperatives and civil society representatives determined the annual district priorities for future implementation. District staff were trained in participatory rural appraisal (PRA) techniques which were used subsequently for the annual planning and monitoring activities.

Cost-sharing, whether in terms of cash, labour or material contributions, was always part of LDP's implementation modality. Its rigorous application to, for example, the CFCRS, led to a strong sense of ownership among stakeholders and undoubtedly contributed to the sustainability and long term impact of this concept; the success of which is illustrated by the fact that the CFCRS approach has been taken up by other development agencies in western Kenya and elsewhere.

2.12 Milk Marketing and Value Addition

In practical terms, the primary focus of LDP was on the production of milk with limited attention being paid to marketing issues beyond the primary collection of raw milk. The programme's bias towards the production end of the value chain was understandable given that, when LDP was designed, there was, in principle at least, a monopoly market for milk in Kenya with KCC as the only purchaser and processor of raw milk. Although the marketing situation was liberalised during the implementation of the programme, LDP was unable to adapt fully to the change.

One result of the liberalisation of the market for raw milk and the privatisation of animal health services was that, in many areas, milk hygiene and the quality of raw milk has become a public health issue: with deteriorating quality standards and the adulteration of raw milk. The problem of milk hygiene is exacerbated by inadequate clean water, poor husbandry techniques and the use of inappropriate plastic containers for milk storage and transportation.

LDP paid little attention to value addition as the programme was not designed to address the full milk value chain. As a senior GOK livestock production officer put it: "LDP was a stranger to value addition."

Currently farmers often face a lack of information on milk marketing opportunities. To some extent they are at the mercy of middlemen – although this is changing with increasing competition and, over the last few years, the widespread availability of affordable mobile phone coverage which has improved farmers' access to information.

However, as illustrated by the increasing numbers of small scale village "milk shops" which buy milk locally and produce and market yoghurt and sour milk, there are substantial opportunities as well as effective demand for the local processing and sale of milk and milk products.

In the past, many farmers have suffered from the mismanagement of monopoly parastatals such as KCC and the pyrethrum, tea and coffee boards which either paid farmers increasingly late or did not pay at all. Farmers are therefore frequently wary of cooperatives and tend towards the private sector which, in many rural areas in western Kenya, is beginning to provide increasingly efficient marketing and production support services.

With the liberalisation of the milk market, the existing cooperatives have become increasingly uncompetitive and have not adapted well to the potential new role. The main problems now being faced by cooperative societies, identified by MOCDM, include:

- Low share capital base;
- Non-performing loans;
- Credit competition from commercial banks;
- Marketing competition from private traders; and
- Weak and inexperienced management.

Cooperatives are struggling to survive with ageing membership in the current environment – as illustrated by the experience of the Gesima Farmers Cooperative Society described in Box 8.

Box 8 Gesima Farmers Cooperative Society.

Gesima Farmers Cooperative Society (GFCS)

The GFCS was established in 1959 with 150 members for the production and sale of pyrethrum. After the price of pyrethrum fell in 1984, the society changed to milk production and sale.

In 1992 the society received a milk cooler from LDP to address the problems of milk storage before sale. The cooler is still operating. At the same time the society received a loan through the Cooperative Bank for 40 in-

calf dairy cows which were distributed to members through a CFCRS. Calves are still being rotated within the society.

By 2006, with 2 200 active members, GFCS was purchasing over 20 000 litres of milk a month.

The society provides AI services for its members – carrying out over 80 inseminations each month (up from 15-20 in the 1990s).

The society originally sold milk to KCC, but as prices fell and payments were delayed (at one stage KCC owed the society over KShs 1 million), the society started selling milk to a dairy in Sotik. Once again, delays in payment and outstanding debts to the society of KShs 800 000/- forced GFCS to look for other markets.

However, with the liberalisation of the milk market and the rise of alternative commercial sector markets for raw milk, the society was unable to compete. The vast majority of members started selling their milk – at higher process than the society could pay – to traders at the farm gate. Although, by 2008, GFCS had stopped buying milk from members, the activity was restarted in 2009 and the society now purchases about 1 000 litres of milk a month from members (about 5% of the quantity in 2006). 700 society members are producing milk for sale but the majority do not sell to the society.

The society now sells all its milk through its own shop in Kisii town. It also intends to produce yoghurt and sour milk but lacks the capital to purchase the necessary equipment.

The Chairman complained of a lack of access to extension services and, in particular, to veterinary services. There is a high mortality rate among calves but members do not know which private vets are registered with MOLD and are therefore not convinced that they are receiving good advice.

According to the Chairman, the society received no warning of the legislative changes that liberalised the milk market which made it extremely difficult for the society to react effectively to the changes.

Conclusions

The society is struggling to find a role in the newly liberalised rural economy and is only surviving because of the charismatic Chairman who is also a local preacher. He is the driving force and, without his efforts, the society would undoubtedly collapse.

The society lacks sound technical advice from MOCDM or other sources and is not aware of available credit and marketing opportunities. Since before the liberalisation of the rural sector and the introduction of demand driven extension and veterinary services for which the user has to pay, there has been a substantial information gap – which is still not closed.

The GFCS is a classic example of a small local cooperative society that has lost its purpose and has, without access to sound advice and information, not yet found a new role. Without such access its viability is in doubt.

Source: Discussions with GFCS Chairman and society members.

It appears from discussions with cooperative members and managers, as well as with MOCDM staff that there is a widespread lack of awareness of the changes in the cooperative law and a dearth of ideas on how to carve out a new role for cooperatives in the deregulated rural environment that has resulted from GOK's liberalisation policies.

There is little doubt that cooperatives have a role to play in the smallholder dairy sector, primarily as a channel to combine small milk producers into common interest groups that can develop into commercial operations

designed to meet the needs of the group and to enable them to access markets, opportunities for value addition and both private sector and government supporting services from a position of strength.

In order to achieve this, the managers of cooperative societies and many MOCDM staff need to understand that the role of cooperatives in Kenya has changed in the last decade and that attitudes and approaches to farmer cooperation will also have to change. It is not apparent that the implications of the fundamental change in the Kenyan cooperative paradigm are understood by those involved in the sector. There is still a widespread feeling that cooperatives are “a good thing” in and of themselves and that all is needed is more cooperation and better management. There is a lack of awareness of the fact that cooperatives need to be run on much more commercial lines than they have been in the past and that they have to compete with and / or complement the services on offer from the burgeoning commercial private sector in order to attract and retain members. The fact that members have a choice is often not understood.

Finally, it is worth noting that Kisumu International Airport is under construction and is due for completion in 2012. According to the Nyanza Provincial Director of Agriculture, one of the main justifications for upgrading the airport was to provide marketing opportunities for agricultural exports.

2.13 Animal Health Issues

Although many of the government animal health laboratories at district level were not functioning adequately, those at provincial or national level provided testing services. Both government and private veterinary service providers indicated that the lack of accessible laboratory services was adversely affecting disease control.

Tick control: Only 184 of the 495 cattle dips in Western Province were reported to be operating. Although since the cessation of GOK support in the 1990s, many have been vandalised or abandoned, some dips have been rehabilitated and operated through the Constituency Development Fund (CDF). In addition, acaricide companies sometimes rehabilitate dips and train villagers in their operation and maintenance.

Plunge livestock dips are not viable in high potential areas where people now use spray pumps. Sometimes local entrepreneurs go from farm to farm spraying animals against ticks.

A small number of dips are operating privately in some medium/low potential areas. As there is no need to dip local cattle, there is limited demand for dipping in low potential areas. Dips will only develop with the spread of improved animals.

Tsetse fly control: As summarised in Box 9, the tsetse fly continues to be a problem that is being addressed by the latest in a long series of control programmes.

Box 9 The Continuing Problem of Tsetse Fly in Western Kenya.

The Continuing Problem of Tsetse Fly in Western Kenya

Tsetse fly continues to infest substantial areas (21 districts) of both Western and Nyanza provinces despite a series of control programmes over the past 50 years. The current programme (PATTEC) aims to suppress Tsetse flies in 24 000 sq km of western Kenya and eradicate the fly in 15 000 sq km within this area.

As the vector for the transmission of *trypanosomiasis* to humans and livestock, the tsetse fly has serious economic implications for the livestock sector, including:

- Reduced livestock productivity;
- Reduced livestock resistance to other diseases;

- Deaths and abortions in livestock;
- Farmers reluctance to invest in improved livestock in tsetse infested areas;

Over 2 600 cases of *trypanosomiasis* in cattle were reported to the Veterinary Department in Western Province in 2007 (90% of which came from the Busia and Teso areas) – compared to less than 400 in 2006.

No cases of human sleeping sickness were reported in 2008.

Rural communities are involved directly in the monitoring and control of tsetse flies. However, during the post-election violence in early 2008, many of the traps and monitoring sites were destroyed.

Sources: MOLD 2008 (a), MOLD 2008 (b).

2.14 Extension Services

Although a senior provincial staff member of MOLD stated that “The government’s core extension functions have not changed.” GOK’s approach to extension has altered to meet the demand-driven approach, with a focus on group extension.

Although there are limited extension and other supporting services in many low and medium potential areas, commercial extension services – particularly in animal health - are developing well in the higher potential areas where there is more effective demand.

In Nyanza province, for example, the ratio of extension staff to farmers in 2004 (the latest data made available to the consultants) was reported by MOA to be 1:3 000 – ranging, at district level, from 1:1 400 to 1:5 300. At these levels of coverage, demand driven extension in the agricultural sector is unlikely to be effective. Although no quantitative data were available, MOLD staff reported that the ratio for livestock extension is now considerably worse due to the freeze on recruitment in MOLD that has been in force for several years.

Although there is an awareness within MOA and MOLD of the weaknesses in the demand driven extension approach now espoused by GOK and supported by the donors, no concrete action has yet been taken to address the gaps in the system; which are most obvious in the medium and lower potential areas where effective demand for the payment-based services is frequently limited.

Two key areas of livestock husbandry – feed supplements and disease control - require urgent attention if the smallholder dairy sector is to prosper in the future. Firstly, there is a need to encourage the use of home made feed supplements and to address feed shortages in the dry season with the use of maize stover and other “waste” as well as silage. Secondly, the whole issue of livestock disease control and monitoring needs to be revisited with a view to addressing the gaps that have been created by the privatisation of the extension services in the 1990s.

In many parts of western Kenya, international and local NGOs are working with village communities in health, education and rural development. Although the relationship between GOK and NGOs is not always smooth – particularly in view of the role played by some advocacy NGOs in following up on the post-election violence of early 2008 – there is substantial potential for encouraging the role of NGOs within the public/private/ civil society partnership that is currently evolving in Kenya.

2.15 Awareness Creation and the Exchange of Information

It is evident from discussions with GOK staff working in the rural sector, NGOs, cooperative society managers and members, and women and men farmers that there is a lack of information in many rural areas on:

- The extension and animal health services available to farmers and how to access them;
- The availability of credit from the commercial sector and how to access it; and,
- The availability of markets and information on the prices of agricultural produce.

There is a need for a major awareness creation effort for improved information exchange (for prices, markets and supporting services) in rural areas to enable farmers and their organisations to respond to and benefit from the changes that have and are taking place in the commercial agricultural environment.

The spread of the use and coverage of mobile phones throughout Kenya over the last 4-5 years provides an enormous opportunity to enhance the exchange of information in rural areas. Over 80% of Kenya's population is now reported to be covered by mobile phone networks which are competing vigorously for custom and providing affordable products for rural subscribers. The mushrooming growth of the mobile phone based M-pesa system for money transfer is an excellent example of the opportunities being opened up by the spread of mobile phone usage to rural areas in Kenya.

2.16 Cross Cutting Issues

2.16.1 Environment

Environmental mismanagement is a feature of the rural areas of western Kenya, with deforestation, inappropriate land management and a lack of comprehensive catchment protection contributing to the destruction of natural resources and the degradation of the rural environment. These impacts are compounded by evidence of changing rainfall patterns and the increasing incidence of extreme weather events.

Although no quantitative studies have been carried out, LDP is likely to have had positive impacts on the rural environment through the following interventions:

- ***The widespread introduction of zero grazing techniques contributes*** to a localised reduction in grazing pressure and to improved crop and livestock husbandry techniques.
- ***The recycling of cattle manure*** – a valuable by-product of zero grazing improves soil structure and contributes to the recycling of soil nutrients.
- ***The genetic upgrading of the dairy herd*** increases the value of an individual animal to a farmer and encourages improved husbandry and grazing management techniques. Over the long-term, continuing genetic upgrading and improved husbandry and disease control leads to a reduction in cattle numbers with a subsequent reduction in grazing pressure and land degradation.
- ***The commercialisation of fodder production*** has led to Napier grass and other fodders being planted over substantial areas of western Kenya, contributing to improving ground cover and the slowing of rainwater run-off, leading to reduced erosion and increased rainwater infiltration.

However, these impacts from LDP are inevitably localised. Without a comprehensive regional approach to reducing the degradation of the environment in Kenya, LDP's limited contribution will be short-term and unsustainable.

There is a widespread and increasing need for improved environmental management in western Kenya, the regulatory system for which is largely in place. In particular, issues surrounding land ownership – long contentious in Kenya – which have substantial environmental implications, have yet to be effectively addressed in western Kenya, as in the rest of the country.

2.16.2 Promotion of Human Rights

Small scale farmers, both women and men, have a low political and economic status in the LDP area in particular and in Kenya in general. In a localised way, LDP's contribution to the economic and social empowerment of this segment of the rural population has contributed to the improvement of their human rights. Joining together through common interest groups (such as those involved in CFCRS) and through cooperative societies (for milk marketing) enhances socialisation and the awareness of political rights.

LDP reported (FCC International 2003) that household income generated through the sale of milk was used to send both boys and girls to primary and secondary school – thus increasing the access of the population to education: a basic human right.

2.16.3 Promotion of Gender Equity

The promotion of the role of women in the rural society of western Kenya through their empowerment in the smallholder dairy sector was central to LDP's approach to development.

Although, in western Kenya, as in most African societies, women are responsible for the majority of the work associated with household management and production, they are rarely directly involved in decision-making and, because of the dominant position of men, women do not have direct control of the disposition and disposal of financial assets.

Through its direct focus on women through the CFCRS, LDP was able to encourage women to become involved directly in a profitable income generating activity. The direct involvement of women's groups and their training in dairy husbandry and financial management gave women direct access to financial resources which enabled them to both generate income for the family and to have a powerful voice in the disposal of that income. LDP's initiative to encourage women to open savings accounts for the income generated from milk sales, further empowered women in the management of household finances.

Although, due to traditional customs, men had (and still have) full control of capital assets, such as land, and women required their husbands approval before embarking on the CFCRS, in the vast majority of cases, men supported their wives' involvement in the initiative. An indicator of this support was the demand from men to receive training from LDP and to be involved in LDP activities – generated by the demonstration effect of the CFCRS.

Nonetheless, although LDP has contributed to the empowerment of women in western Kenya, the fundamentally inferior position of women in the area, as well as in Kenya as a whole, has not changed substantially.

2.17 Poverty alleviation

LDP was working with poor farmers in a poor region of a poor country. However, LDP's direct contribution to poverty alleviation is likely to be limited as the programme's activities were targeted at farming families which owned land and more specifically, at smallholders who owned land and who had other sources of income (such as a government or private sector job, a small business or labouring) and who could afford to take the risk of investing in an improved dairy cow.

However, as LDP enabled these households to generate a stable source of income it is probable that the dairy cows enabled many of them to continue generating income after the deteriorating national and local economy reduced non-farm income earning opportunities and lowered the standard of living of major segments of the rural population.

2.18 The Role of Credit

Access to affordable credit is as crucial for the continuing development of the smallholder dairy sector in western Kenya as it is for other sectors of the economy. Although LDP provided some subsidies within the CFCRS and other activities, the programme did not become involved in smallholder credit.

MOLD and MOCDM staff members stressed the importance of credit for smallholder development and were concerned about the lack of credit within the cooperative sector.

However, in western Kenya farmers frequently shy away from loans because of bad experiences in the past. In particular, many farmers who have agreements with the sugar factories have found that, with decreases in the price of sugar and increases in the costs of the inputs and services provided by the factories, they end up owing money to sugar factories after their sugar cane has been harvested. There is evidently a need for information exchange and awareness creation to change some farmers' attitudes to credit and to encourage them to consider accessing loans.

The current MOLD credit strategy, which is somewhat unfocussed, is summarised in Box 10. Given the current overall national strategy of the public-private partnership, the role of the private sector in the provision of credit in rural areas is given only limited emphasis in the MOLD strategy.

Box 10 Credit in the Livestock Sector.

Credit in the Livestock Sector

The 2008 National Livestock Policy highlights the importance of credit for the development of the livestock sub-sector:

“The government will develop mechanisms of extending affordable credit facilities to both small and large-scale livestock farmers through the revitalisation of existing public institutions, including the AFC. The government will also encourage the private sector, the cooperative societies, farmer groups, the NGOs and the CBOs to advance more credit to livestock farmers. In addition, the government will establish other institutional frameworks which may be necessary for facilitating credit provision specifically to livestock farmers and other players within the agricultural sector in general.”

Source: ROK 2008 (b).

Nonetheless, many credit products becoming available from the private sector in recent years are targeted at the farming community. Several innovative banks, including, for example, the Equity Bank and the Family Bank, have designed credit products aimed specifically at both small and large-scale farmers and agri-businesses (such as small farmers cooperatives) which, as illustrated in Box 11, may include GOK and donors in a risk sharing partnership.

Box 11 The Equity Bank: Private Sector Credit for Agriculture and Livestock.

The Equity Bank: Private Sector Credit for Agriculture and Livestock

The Kilimo Biashara (Agricultural Business) Loan is designed specifically for small and large farmers and agri-businesses. In a public-private partnership, some of the risk associated with the loan is underwritten by the Alliance for a Green Revolution in Africa, IFAD and GOK.

The Equity Bank:

- works with groups and individuals, holding field days and encouraging people to open accounts;
- employs Agricultural Credit Officers with training in financial management and agricultural loan supervisors to support loanees in the field;
- assists people to apply and meet loan requirements; and,
- is developing mobile phone banking to reduce loanees dependence on bank branches.

Source: Kenya Banking Survey 2008 (Anon 2008).

In summary it appears that the commercial banking sector in Kenya has evolved sufficiently to be in a position to provide and service credit products which would meet the credit needs of the smallholder farming sector in Western Kenya.

2.19 Millennium Development Goals

The goals and targets of the Millennium Declaration are summarised in Box 12 below.

Although LDP was designed long before the MDGs were formulated, the programme has contributed to several of the MDGs as follows:

Goal 2: Achieve universal primary education

- Through the parents use of household income generated by the sale of milk to send their children (both boys and girls) to school.

Goal 3: Promote gender equality and empower women

- Through the involvement of women in income generation and in the disposal of the income.

Goal 4: Reduce child mortality

- Through the improvement of household nutrition.

Goal 7: Ensure environmental sustainability

- Through the widespread introduction of zero grazing and the spread and commercialisation of Napier grass production.

Box 12 Goals and Targets of the Millennium Declaration.

Goals and Targets of the Millennium Declaration

Developing and industrialised countries share the responsibility of achieving the Millennium Development Goals: developing countries bear the main responsibility for developing their societies and reducing poverty (Goals 1-7), whereas industrialised countries support this process by means of a global partnership for development (Goal 8).

The Millennium Development Goals reflect the importance of ownership and partnership.

Goal 1: Eradicate extreme poverty and hunger

Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day

Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger

Goal 2: Achieve universal primary education

Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Goal 3: Promote gender equality and empower women

Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015

Goal 4: Reduce child mortality

Target 5: Reduce by two-thirds, between 1990 and 2015, the under five mortality rate

Goal 5: Improve maternal health

Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio

Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS

Target 8: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

Goal 7: Ensure environmental sustainability

Target 9: Integrate the principals of sustainable development into country policies and programs and reverse the loss of environmental resources

Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water

Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Goal 8: Develop a global partnership for development

Target 12: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system: includes a commitment to good governance, development, and poverty reduction – both nationally and internationally

Target 13: Address the special needs of the least developed countries: Includes: tariff and quota free access for least developed countries' exports; enhanced program of debt relief for HIPC and cancellation of official debt.

Source: Ministry of Foreign Affairs of Finland 2004.

3. CONCLUSIONS

LDP was an innovative programme that was able, to a large extent, to build on the experience of RDDP and to address some of the issues highlighted by RDDP. However, the experience of LDP highlights some of the shortcomings of the programme / project approach to development in Kenya taken by Finland in the 1990s and early 2000s.

In the situation of rapid political and socio-economic change in Kenya that confronted LDP, the programme was always reacting after a delay, to these changes. The reviews and appraisals carried out prior to each new phase of LDP highlighted issues that needed to be addressed in the subsequent phase. In the event, some of these issues were addressed and some were not – highlighting the difficulties of substantially changing the approach of a programme during the course of implementation.

The lack of sustainability and the problems faced by governments in institutionalising innovations introduced by government-donor interventions are well known (see, for example, Ministry for Foreign Affairs of Finland 2007 c). However, LDP was little different from many other donor-supported programmes in Kenya and elsewhere in failing to institutionalise its approach within MOCD and MOLD.

A good example is the M&E system established by LDP to monitor the expansion of its key interventions. The M&E system did not survive the closure of the programme and consequently there is now a more or less total dearth of quantitative information on the activities that have survived programme closure.

4. LESSONS

The key lessons derived from this study of Finnish support to the smallholder dairy sector in western Kenya are:

- A long-term and consistent perspective is required to enhance the impact and sustainability of livestock activities aimed at smallholders.
- Livestock programmes should resist pressure to expand activities and increase the geographical coverage which risks diluting programme impact and overburdening the management structure.
- An exit strategy should be built into the programme to help ensure sustainability and continuing government involvement.
- The M & E arrangements of a programme need to be compatible with the M & E techniques and resources of the host government if they are to continue beyond the conclusion of donor support.
- In fluid socio-political situations, a degree of flexibility in design is required to enable programmes to respond to changes in the policy environment. Although able to respond to some extent to changes in the environment, as late as 2001, LDP was still attempting to address milk marketing problems through support to cooperatives rather than addressing marketing issues in the growing private sector.
- The death rates associated with the CFCRS and the bull camps highlight the risks associated with smallholder dairy development. An improved cow or bull is a valuable asset and the death of such an animal results in a considerable economic loss for a smallholder farmer. Some of the technologies introduced by RDDP and LDP for dairy cattle would be applicable to smaller lower risk animals such as goats and chickens – which would be appropriate additional sources of income and livelihood improvement for smallholders and would enable more resource-poor farmers to benefit.
- The empowerment of women increases the nutrition and livelihoods benefits of livestock programme activities for rural households and on children, in particular.
- The participation of stakeholders in the design, implementation and monitoring of livestock programmes is essential for sustainability.
- Fostering stakeholder ownership of livestock programmes through participation and cost-sharing enhances sustainability
- A value chain approach is essential to address constraints within the livestock sector and to help ensure sustainability.
- There is need for credit to sustain and upscale smallholder livestock development in rural areas
- An enabling environment is essential for the sustainability and impact of smallholder livestock programmes.

- There is a need to tailor technical approaches to smallholder livestock development to suit different environmental conditions.
- In order to establish sustainable impact from a technical income generating investment in smallholder livestock, there is a need to strike a balance between focussing on a smaller and manageable target area and on expanding the target area in response to political pressure and the need for equity. Despite recommendations from evaluators at different stages of the programme, the LDP target area was expanded several times during the implementation period with a consequent dilution of effort.

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Appendix 1 Failure and Success in Cooperative Milk Marketing – The Cases of Kitinda and Marenyo

Kitinda Dairy Cooperative Society (KDCS)

Background

KDCS was established in 1957 by a group of 35 farmers to manage a cattle dip. By the early 1980s, the society was involved in milk production and, in 1983, received a milk cooler and a vehicle from GOK/FAO for the collection and marketing of milk.

Under RDDP, KDCS received equipment and technical support for the installation and operation of a 16 000 lpd UHT processing plant. In 1990, the Finnish technical assistants handed over the operating project to the KDCS management team, after working for three years with the society. The society collected milk from satellite coolers and collection centres and produced pasteurised and UHT milk, yoghurt and fermented milk.

Subsequently, weak management, compounded by political interference and corruption led to the rapid decline of the society whose management committee was replaced by a management commission chaired by the District Commissioner. In 1991 the management commission arranged an overdraft of KShs 4,5 million which was spent but not accounted for. Farmers were not paid for milk deliveries and by 1996, they were owed KShs 2,6 million by the society, whose staff salary arrears by then amounted to KShs 2,3 million. The society finally collapsed in 1996 with debts of KShs 52 million.

In 1999, the KDCS milk processing plant was leased to a local entrepreneur under a poorly designed contract which allowed the leaser to operate the plant without carrying out routine maintenance or paying rent or electricity costs. In 2001, the plant ceased to function with rental arrears of KShs 9 million and an electricity bill of KShs 2 million (owed by the society, in whose name the electricity account was still registered). Despite the legal efforts of MOCDM and the society, the money could not be recouped from the entrepreneur because of loopholes in his contract with the society and the fact that he declared himself bankrupt.

In 2003, KDCS was revived on a small scale by MOCDM and, in 2006, a new committee took over the management of the society which now produces small quantities of fresh milk and yoghurt which is sold locally.

MOCDM has negotiated a temporary waiver of the society's debts of KShs 44 million with the Cooperative Bank of Kenya. According to MOCDM, there are still several court cases pending against KDCS which will be revived if the society successfully restarts trading.

None of the milk processing equipment supplied to KDCS by RDDP is operational. A study by the agent in Nairobi indicated that the equipment cannot be repaired and that it needs to be replaced (Figure A1).



Figure A1 KDCS – Redundant milk packaging equipment provided by RDDP

Current fresh milk purchases, amounting to 200 litres per day, are processed with a more traditional heater which uses wood and charcoal (Figure A2).



Figure A2 KDCS – Milk pasteurising equipment

Factors contributing to the collapse of KDCS

The key factors which led to the collapse of KDCS include:

- Weak management – the society management team had no experience of the dairy industry or of financial management;
- The society management team, recruited locally, was unable to resist political and corrupt financial interference from local leaders;
- The RDDP technical assistance team was unable to transfer the necessary management and technical skills to the society management team. Although, before their departure, RDDP had identified and trained appropriate technical staff to manage the milk processing at KDCS, these staff were rejected by the management committee which wanted to recruit local people. However, people with the appropriate technical skills could not be found locally.
- Lack of locally available spare parts for the milk processing equipment provided from Finland through RDDP;
- Unavailability of locally manufactured packaging materials which had to be imported;

- Failure to service and pay debt obligations – with the result that the society owed substantial sums to: the Cooperative Bank of Kenya, farmers for unpaid deliveries of milk, staff for salary arrears, electricity bills and rent arrears.

Plans to rehabilitate KDCS

In late 2007, MOCDM commissioned a study for the rehabilitation of KDCS (AIID 2008) which recommended the full restoration of the society to the levels of milk production reached before its collapse. In order to achieve this, the study recommended the following:

- New plant and equipment purchased and installed as soon as possible;
- Sound financial systems and internal controls need to be developed and the management committee and staff trained;
- Milk cooling facilities should be bought and installed in strategic sites to enable farmers to store raw milk before it is collected by KDCS;
- The processing capacity of KDCS should be raised to 50 000 litres per shift;
- A debtor's fund should be made available to repay debts to farmers and others;
- People elected to the society's board of directors must be qualified;
- The management and supervisory committees should include members experienced in accounts and auditing;
- KDCS should purchase vehicles to collect raw milk.

A SWOT analysis carried out by the consultants identified the following:

Strengths

- The management committee desires to revive the society;
- Staff have diplomas or certificates in dairy technology;
- The society has land assets worth KShs 10,3 million that could be used as collateral for loans.

Weaknesses

- Lack of capital to procure equipment and machinery;
- Dilapidated housing structures and sanitary facilities;
- Lack of staff with appropriate technical and management skills;
- Lack of a sound management structure;
- Huge indebtedness.

Opportunities

- The previous supplier has offered to sell new processing equipment;
- MOCDM supports the society and may grant funds for rehabilitation and debt write off;
- The Cooperative Bank has written down the society's debt from KShs 54 million to KShs 10 million and has shown interest in the rehabilitation of the society;
- The Agricultural Finance Corporation and Cooperative Bank could provide funds for vehicles on a lend-purchase arrangement;
- Availability of the market that used to be served by the society;
- Availability of an export market in Southern Sudan and Eastern Uganda;
- Sector stakeholders are willing to provide support to revive the plant;
- Huge raw milk supply potential within the catchment areas.

Threats

- Collapsed structures, plant and equipment that require about KShs 122 million to revive;
- Small compound making expansion difficult;

- Unpaid debts to dairy farmers of KShs 3 million;
- Unpaid salary arrears of KShs 1,9 million;
- Lack of working capital;
- Lack of vehicles to collect raw milk and to deliver processed milk;
- Failure to identify sources of finance to procure new plant and equipment
- Obsolete plant technology;
- Competition from existing milk processing plants and traders.

Conclusions

The SWOT analysis indicates clearly that the strengths of KDCS and the opportunities available are seriously outweighed by the weaknesses of the society and the threats that it faces.

It appears that KDCS and its backers, by attempting to return to the *status quo ante*, have ignored the substantial changes that have taken place in the cooperative sector since the 1980s. In particular, with the deregulation of milk processing and marketing, competition in the market place is considerable with New KCC, TUZZO and Brookside already well-established and competing for the purchasing and processing of raw milk; their plants are fully operational and they already have access to both local and export markets.

Given this situation and the current weak state of KDCS, it would likely be much more appropriate for the society and its backers to take an incremental approach to reviving the society rather than investing massively in a way that has failed in the past.

The principal conclusions from the experience of RDDP support for the expansion of KDCS are that:

- The support to KDCS has always been largely externally driven without the clear commitment of stakeholders;
- It is inappropriate to introduce a massive expansion of a small local cooperative society over a short period with the introduction of entirely new technology, with which local people were not familiar, for which there are no locally available spare parts and which require levels of technical and managerial skills that are not locally available.

Lessons from RDDP experience with KDCS

- Externally driven change without a clear vision and full stakeholder commitment to participate in the change is unlikely to succeed;
- A full financial and socio-economic feasibility study and risk analysis is essential prior to high levels of investment in new technology;
- An incremental approach is required to raise levels of technology sustainably;
- An enabling environment is required to support and sustain substantial changes in levels of technology;
- A full value chain approach from production to sale is required in order to develop a milk marketing system effectively.

Marenyo Multipurpose Cooperative Society (MMCS)

“We use what we have.” Founder member of MMCS.

The society was established in Butere in 1995 to support the production and sale of milk, by seven people, six of whom are still working with the society (as one has since died). MMCS, which started as a common interest group, registered under the Cooperatives Act in 1999. Membership has grown slowly but steadily and, by 2009, there were 175 active members (100 men and 75 women).

In 2002, the society bought a plot of land in Butere town to establish a shop to sell farm inputs and a facility to buy and process milk from members (Figure A3). The shop buys in bulk and now sells seeds, fertilizer, animal feeds, animal medicines and other farm inputs to members and non-members. Members can buy inputs on credit which, after a short grace period, is repaid from milk sales. The management committee reported that the credit scheme is successful because the members know each other and, if the repayment is delayed, deductions are made from the milk sales of the loan guarantor. The society has no outstanding loans.



Figure A3 MMCS – the farm shop: well managed, well stocked and profitable

Between 2001 and 2003, MMCS members received training from LDP in milk production and quality testing, value addition and cooperative management. In 2002, women members of the society were trained in the CFCRS and received an in-calf heifer and a breeding bull. Since then, 4 heifers have rotated within the group. After the end of LDP in 2003, MMCS has linked to other sources of cows for the scheme which is still continuing. The breeding bull was sold in 2007 and the proceeds used to purchase in-calf heifers for the CFCRS.

Currently, milk brought to the society by approximately 40 people each day is tested to detect adulteration (measurement of specific gravity) and is then pasteurised using a wood/charcoal fuelled heater (Figure A4). The milk is sold locally either fresh, sour or as yoghurt. Because of its good quality, there is no problem selling the milk and milk products.



Figure A4 MMCS – current milk pasteurisation equipment

In 2008, the society received a grant from the Constituency Development Fund to establish a milk cooling and processing plant which will start operations by the end of 2009 (Figure A5).



Figure A5 MMCS – new milk processing equipment awaiting final installation

The society has nine employees: three in the shop, four in the dairy and two security guards.

MMCS competes directly and successfully with other purchasers of milk and suppliers of farm inputs in Butere town.

In contrast to KDCS, the MMCS committee members ascribe their success to a common vision and commitment to the measured and phased development of the society (Figure A6). The committee members bring skills to the society from their previous employment, which include teaching, the army, government service and private sector business. For example, the manager, who has been in post since 1999, is a former employee of the Ministry of Agriculture and brings his experience to the job.



Figure A6 MMCS: Staff and some committee members with “a common vision and commitment”.

Lessons from LDP experience with MMCS

- Common interest groups should be supported to develop at their own pace;
- Technical assistance should be provided in response to demand;
- Common interest groups should be linked to other service providers.

ANNEX 5.3 EVALUATION OF FINNISH SUPPORT TO RURAL WATER SUPPLY IN WESTERN KENYA

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ACRONYMS

AGM	Annual General Meeting
AIE	Authority to Incur Expenditure
AMATSI	Amatsi Water Services Company
CWSMP	Community Water Supply Management Project
CBO	Community Based Organization
CDF	Constituency Development Fund
CEO	Chief Executive Officer
CPC	Community Project Cycle
DDA	Demand Driven Approach
DDC	District Development Committees
DRA	Demand Responsive Approach
DWEO	District Water Engineer's Office
ELDOWAS	Eldoret Water and Sanitation Company
FA	Field Adviser
FINNIDA	Finnish International Development Agency
GOF	Government of Finland
GOK	Government of Kenya
IDWSS	International Decade of Water Supply and Sanitation
KAPSABET	Kapsabet Water Services Company
KEWI	Kenya Water Institute
KShs	Kenya Shilling
LATF	Local Authority Trust Fund
LVN	Lake Victoria North
LVN WSB	Lake Victoria North Water Services Board
M & E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs
MDG	Millennium Development Goals
MoWD	Ministry of Water Development
MLRRWD	Ministry of Land Reclamation, Regional and Water Development
MWI	Ministry of Water and Irrigation
NGO	Non Governmental Organization
NIB	National Irrigation Board
NWCPC	National Water Conservation and Pipeline Corporation
NZOWASCO	Nzoia Water and Sewerage Company
OBA	Output Based Aid
O & M	Operation and Maintenance
PWEO	Provincial Water Engineer's Office
PA	Project Adviser
PM	Project Manager
SARAR	Self-Esteem, Associative Strength, Resourcefulness, Action Planning, and Responsibility for Follow-Through
SPA	Service Provision Agreement
TA	Technical Assistance
TOR	Terms of Reference
TOT	Training of Trainers
UFW	Unaccounted for Water
UPC	Urban Project Cycle
WAB	Water Appeals Board
WASH	Water Sanitation and Hygiene

WASREB	Kenya Water Services Regulatory Board
WaSSIP	Water and Sanitation Service Improvement Project
WARIS	Water Resources Information System
WB	World Bank
WRMA	Water Resources Management Authority
WRUA	Water Resources Users' Association
WKWSP	Western Kenya Water Supply Programme
WUA	Water Users' Association
WSB	Water Services Board
WWSC	Western Water Services Company
WSP	Water Services Provider
WSRB	Water Services Regulatory Board
WSTF	Water Services Trust Fund

At the start of implementation in 1981, Western Province had three districts (Kakamega, Busia and Bungoma). Over the years these were sub-divided into eight smaller districts (Kakamega, Busia, Bungoma, Lugari, Vihiga, Mt. Elgon, Butere-Mumias and Teso). These districts remained until 2008, after which new districts were again formed. In 2009 there were 24 districts and administrative changes aimed at bringing the government closer to the people are still taking place.

The proliferation of districts has had a severe impact on the availability of information. As government officers moved, databases were misplaced and the original district-based systems operated within different boundaries. Some districts visited were newly formed and had little or no institutional memory.

The management of water services and water resources has recently been changed to coincide with the catchment areas of the main rivers in Kenya. The new water institutions now operating in the Lake Victoria North (LVN) Basin do not follow the administrative boundaries. The boundaries of the LVN Basin and those of Western Province are presented in Figure 1.

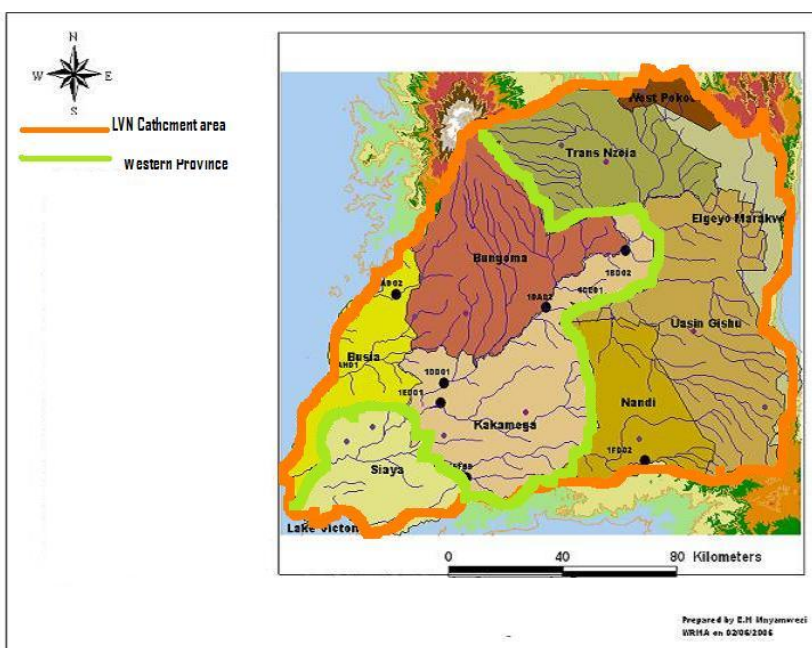


Figure 1 Boundaries of the LVN Basin and Western Province (original districts). Source: ROK 2007.

1.4 Methodology

The methodology of the evaluation was as follows:

- **Document review.** Documents relating to the programmes were collected and reviewed. These included programme design documents, reports, reviews and evaluations as well as GOK and GOF policy documents.
- **Structured interviews.** An interview checklist was used to ensure that all points of the evaluation questions were covered. Six structured interviews were conducted with former Finnish technical assistants in Helsinki and 27 interviews were held with a variety of national stakeholders in Kenya. People interviewed represented the communities, the offices of the District Water Engineers, former WKWSP/CWSMP employees, Ministry of Water and Irrigation (MWI), the Lake Victoria North Water Service Board (LVN WSB), the Lake Victoria North Regional Office of the Water Resources Management Authority (WRMA), NGOs, consultants, contractors, members of several community based organizations (CBOs), village level maintenance staff and users of water points.
- **Case studies.** 22 case studies were conducted during the field visit to western Kenya using a questionnaire for both piped and point source water supplies. The Community Development Officers

of the LVN WSB, who also were ex-employees of WKWSP and CWSMP, directed the team to both successful and less successful community water supply schemes. The sample was spatially representative and schemes in the original districts of Kakamega, Busia and Bungoma were visited. The sample covered different types of water supply systems, including: gravity and pumped supplies, hand pump wells and protected springs. Also as an example of new type of implementation, three of the Water Services Trust Fund (WSTF) supported community project cycle schemes were included. A list of all the case studies is presented in Table 1.

- **Benchmarking exercise.** Two Water Services Boards, Tana WSB and LVN WSB were compared by undertaking four structured interviews of technical assistance personnel who had been working long-term with both Boards. The two areas were further compared using statistics describing the level of community implementation of the water supply systems. The purpose of the benchmarking exercise was to attempt to find differences between the two areas, possibly caused by the impact of the Finnish supported programmes in Western Province (presently within the area of LVN WSB).
- **Evaluation matrix.** The evaluation matrix was used at the end of the fieldwork to summarise the results of all the evaluation questions. The cross matrix analysis is presented in the Synthesis Report, as its main use was comparative evaluation of the different projects and phases.

Table 1 Water Supplies Studied.

Name of the Scheme	Type of System	Supported by
1 Kakamega Town	Piped Water Supply System with pumping	WKWSP
2 Kambiri	Gravity Water Supply System	WKWSP
3 Nawakholo	Piped Water Supply System with pumping	WKWSP
4 Shyanda	Piped Water Supply System with pumping	WKWSP
5 Shyanda Water Point	Protected spring	WKWSP
6 Shyanda Water Point	Borehole with a hand pump	WKWSP
7 Mumias Water Point	Protected spring	WKWSP
8 Onana Funyla	Piped Water Supply System with pumping	CWSMP
9 Budokomi	Piped Water Supply System with pumping	WKWSP
10 Kapsokwony	Piped Water Supply System with pumping	CWSMP
11 Adungosi Water Point	Borehole with a hand pump	WKWSP
12 Maenje Water Point	Borehole with a hand pump	WKWSP
13 Maenje 2 Water Point	Borehole with a hand pump	WKWSP
14 Nawakholo Water Point	Borehole with a hand pump	WKWSP
15 Kambiri market Water Point	Borehole with a hand pump	WKWSP
16 Nasira Water Point	Borehole with a hand pump	WKWSP
17 Teso Technical Collge Water Point	Borehole with a hand pump	WKWSP
18 Nasewa CPC	38 water points	WSTF

	scheme		
19	Nasira CPC scheme	Piped Water Supply System with pumping	WSTF
20	Kakol/Okulei CPC scheme	Gravity Water Supply System	WSTF
21	Budokomi Water Point	Dug well with a hand pump	CDF
22	Private well Busia	Dug well with a bucket and rope	Private family

2. DESCRIPTION OF THE INTERVENTIONS

2.1 Background

The programme area of the first three phases of WKWSP covered Busia District, part of Kakamega and Bungoma districts in Western Province, and Ugunja and Ukwala divisions in Siaya district in Nyanza Province. In Phase IV the programme was expanded to cover Busia, Bungoma, Kakamega, Mt. Elgon and Vihiga Districts of Western Province. The population of the target area at the end of WKWSP in 1996 was about 3,2 million (Kefinco 1996).

The programme area of the CWSMP covered the whole of Western Province which has an area of about 8 264 km². In 2000, about halfway through the implementation of CWSMP, the population was 3,6 million and is now about 4,3 million.

As a population census is planned for August 2009, ten years after the last census was undertaken, the recent population figures in the report are estimates scaled-up from 1999 census data using standard growth rates (2,25% per annum). Western Province has in recent years, as well as during the implementation of the Finnish supported water programmes, had a very high population density compared to the rest of the country. The population density map of Kenya in Figure 2 shows the concentration of population in Western Province.

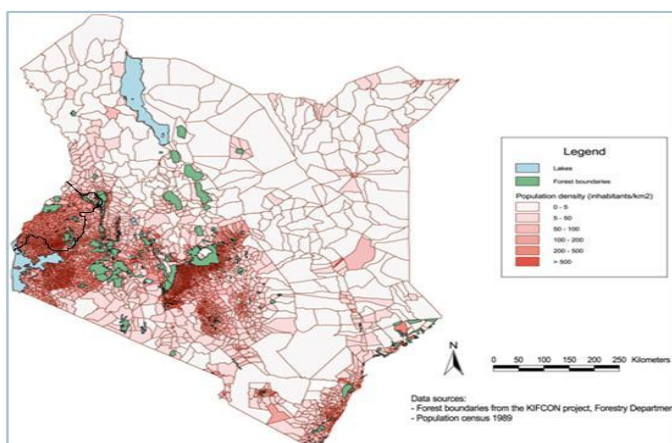


Figure 2 Population Density in Kenya. Source: ROK 2007.

The climate of the area is tropical. The annual mean daily minimum temperature is 14 – 16°C and highest 26 – 30°C. The rainfall characteristics are relatively favourable with mean annual rainfall of about 1 100 – 2 000 mm (MMUST, SHIWASAP 2008). The area has a high potential for water supply. Western Province lies within the Lake Victoria Basin with abundant surface water resources which are fairly evenly distributed. The most prominent rivers are the Nzoia, Sio, Malakisi and Malaba. Most rivers are perennial but with high seasonal

fluctuations. Springs, many of which are very high yielding, are also an important source of water. There are however, serious quality issues regarding the surface water and several hot spots with a high pollution risk, have been identified.

In most parts of Western Province the shallow groundwater lies between 2,5 and 5 metres below ground level.

The LVN basin has 30% of Kenyan surface water resources and 10% of the groundwater. As a whole, the LVN Basin contains 27% of the water resource of Kenya. As shown in Figure 3, the numerous rivers contribute to one of Kenya’s Water Towers within the LVN Basin.

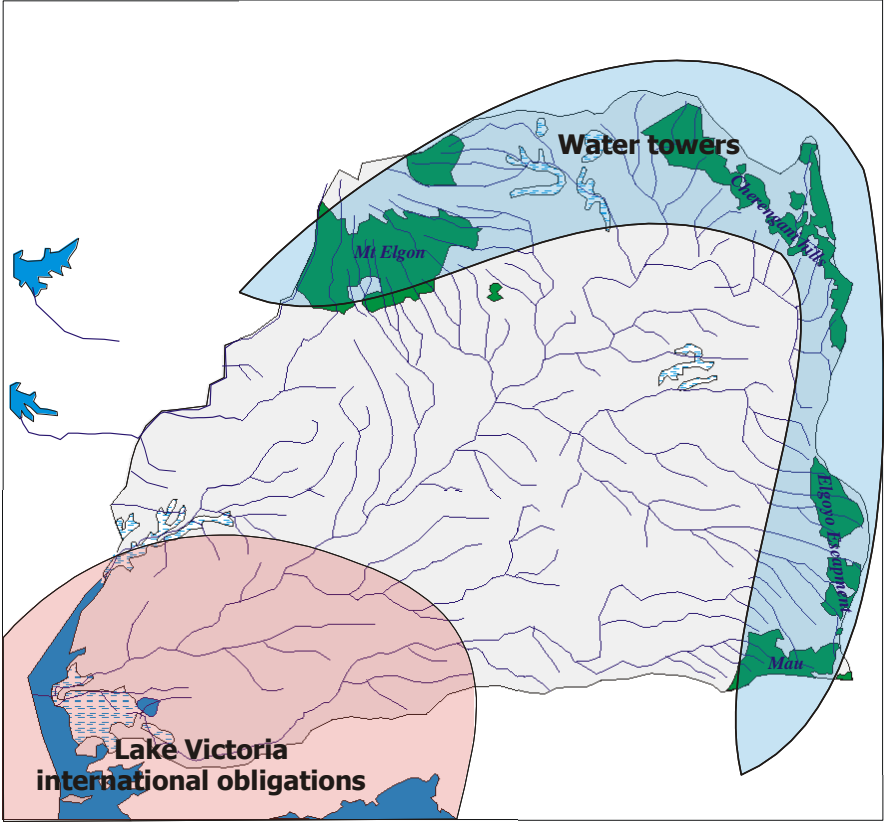


Figure 3 Water Potential in the Western Region. Source: ROK 2007.

The incidence of poverty in Western Province in 2006 is illustrated in Figure 4. The main reasons for the high poverty levels in the area are: limited access to land resources (small land parcels and a squatter population), limited education, high mortality rates due to HIV/AIDS, limited access to safe water, poor nutrition and, in the past, limited political voice.

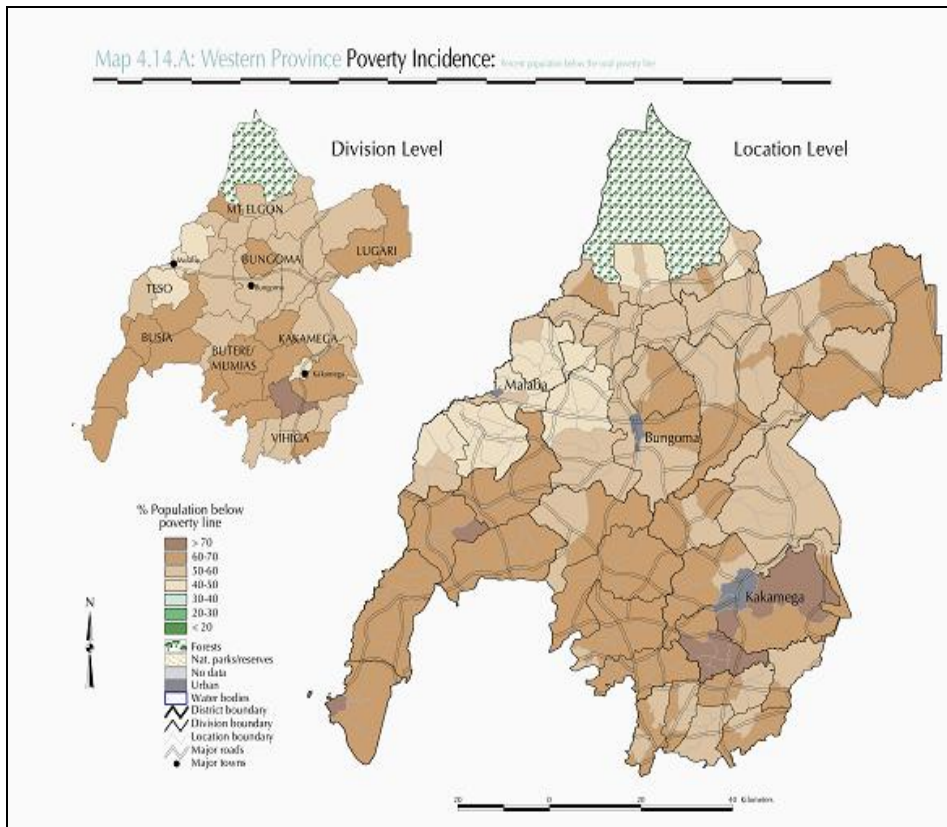


Figure 4 Poverty Distribution Within Western Province. Source: ROK 2007.

2.2 Policy Framework

After the independence GOK's policy for the water sector was supply driven to redress colonial era misallocation of resources. This was followed by a policy leading to the construction of numerous water supply systems by the government and self-help groups. (Skyttä 2003)

Subsequently, GOK aimed to provide the whole population with a safe, potable supply of drinking water. The first national Water Master Plan, prepared in 1974, proposed the development of water supply and sewerage schemes with the goal of water for all by 2000 with the help of several international development partners (Wambulwa 2008). This was also the beginning of the Finnish supported initiatives in Western Province.

Although the GOK policy decreed that in the long-term all the areas of the country would be supplied with piped water, this was not considered feasible by 2000 in the rural areas, and hence low cost locally sustainable solutions would be utilized (MFA 1988). Consequently, groundwater development and point source construction was chosen as the most appropriate technologies for WKWSP which aimed at reaching the national target by developing the abundant groundwater resources of western Kenya.

By 1979 it was becoming obvious that the goal of water for all by 2000 was not achievable and GOK issued new targets for the international drinking water supply and sanitation decade - 100% coverage in urban area and 75% in rural areas (Wambulwa 2008).

The GOK policy of District Focus for Rural Development became operational in 1983 with responsibility for the planning and implementation of infrastructure and other activities transferred to the district level. WKWSP was, however, a multi-district regional programme which, according to the policy, was to be managed directly by the relevant ministry, in this case MOWD (MFA 1988).

As part of the national approach to the expansion of rural water supplies, the concept of the integrated promotion of improved approaches to the use of improved water supplies and enhanced attitudes to sanitation and hygiene (WASH) was encouraged.

2.3 Implementation Arrangements

Both water programmes had an arrangement of implementing consultant which was responsible for supplying the technical assistance and acting as a *de facto* contractor. The consultant was also responsible for managing the funds from the GOF which flowed directly to the programmes.

WKWSP aimed for rapid and cost effective progress during the first three phases. A Finnish consultant, joint venture KEFINCO (YIT Corporation and Finnconsult OY), was contracted to carry out Phases I to IV. The role of the consultant was defined as implementing consultant. The implementation of construction works was undertaken, so that KEFINCO had the role of the main contractor in relation to the client (MOWD and MFA). The project further employed Kenyan sub-contractors but for labour only. Local contractors were employed for the construction of spring protections, dug wells and piped schemes. All procurement and part of the works were carried out directly by the project. (MFA 1988).

To ensure the technology transfer, Kenyan professionals were employed directly or seconded to WKWSP from GOK.

The second programme, CWSMP was more integrated within MOWD, then in charge of the water issues, and the Ministry of Land Reclamation, Regional and Water Development (MLLRWD), as described below, but still had a separate project organization managed by a consultant, Plancenter Ltd.

Both programmes had a financing component from GOK, amounting to about 10% of the total cost, which covered the salaries of the seconded GOK staff and a relatively small fund to be used to rehabilitate the ministry water supplies. It was reportedly difficult for the managers of the WKWSP to identify and monitor the actual local contribution, as they had no access to the GOK district accounts and the District Water Engineers did not report on the use of the GOK funds.

CWSMP faced delays and shortfalls in GOK contributions, and reported that in 1999 to 2000 the GOK funding all but dried up.

The GOK counterpart funding came from various sources, some of which were related to other Finnish support to Kenya. In particular, the proceeds of the sales of the Finnish fertilizers donated to Kenya contributed to the GOK counterpart funding of the water programmes. In addition, towards the end of CWSMP, funds from the sale of houses built for the Finnish technical assistants in Kakamega were used to contribute towards programme costs.

Local communities contributed towards the implementation of WKWSP in kind only, and towards CWSMP in both cash and kind (Table 2). The financial contributions of different partners over the implementation period of CWSMP were:

Table 2 Financial Contributions of Different Partners of CWSMP.

Partners	Contribution (Euro)	Contribution (%)
GOF contribution	5,42	90%
GOK contribution	0,49	8%
Community cash	0,12	2%

contribution		
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Source: Plancenter Ltd 2003.

In addition to their financial contributions, both GOK and the communities contributed in kind toward the CWSMP implementation. As mentioned above, the GOK contributions were not closely monitored, but the communities' contributions to the construction of the water supply systems was recorded as approximately 230 000 Euro.

The implementation arrangements are important from the point of view of the evolution of community participation.

Supply-driven to demand-driven implementation

Up to 1993 the supply-driven need based subsidized approach was applied to programme implementation.

The implementation of WKWSP was based on an early water master planning exercises (for example Water Supply Development Plan 1990-2005 for Western Province - Bungoma, Busia and Kakamega districts) undertaken during the first years of the programme. The implementation plan was based mainly on the availability of the water resources and on the development needs of the communities. The existing water supply situation was used to determine the need for water supply development in a particular community. This implementation strategy was coherent with GOK's efforts to provide the population with a safe and adequate supply of potable water for improved health, an increased standard of living, and better economic opportunities, (Kontula, Inkinen 2007).

WKWSP has often been reported as having no or little community involvement. Nonetheless, the community involvement, albeit limited in the beginning of the programme, evolved over the years. A study from the Phase III (Silfverberg, Yletyinen 1991) describes the community involvement measures of the programme as follows:

- Funds were allocated to the districts and locations according to the existing water supply situation.
- District Development Committees (DDCs) agreed upon the more detailed allocation within the districts and locations.
- Selected communities were mobilized through awareness building (extension work, public meetings) and water committees were formed and trained.
- Water points were (taking the technical limitations into consideration) sited jointly with the community.
- Communities were expected to open a bank account, collect an O & M fund, acquire land easement for the site and select two (usually female) pump attendants for training.
- The community provided labour during the construction of the water systems.

The programme had a simple and practical system of resource allocation, which was based on several criteria (including the existing water supply situation) and cooperated with the DDCs in the final allocation of resources.

The demand driven approach to implementation (DDA), started during Phase IV of the WKWSP, was developed into what is referred to as the demand responsive approach (DRA). DRA is a strategy that empowers a community to initiate, choose and implement a water supply system that the community is willing and able to sustain and that elicits the appropriate response from the sector actors and stakeholders. Although the differences between DDA and DRA are not substantial, the idea is to emphasize the importance of the support being given only to activities that are genuinely required and requested by the potential beneficiaries (Kontula, Inkinen 2007).

CWSMP was designed to produce mainly non-physical results within the Ministry utilizing the existing institutional capacity. The main objectives of CWSMP were to sustain the physical and capacity building achievements of the previous Finnish assistance.

CWSMP further developed the process for community based scheme implementations as follows:

- Awareness creation in the communities. During this step, the communities were contacted and informed about the different criteria for receiving support. The criteria were mainly stipulated in terms of the upfront cash contribution required from the communities – 50%, 30% or 20% in cash and level of investment cost, depending on the scheme type and the existing service level in the community.
- Feasibility studies and scheme selection by the District Water Engineer’s Office (DWEO);
- Collection of the up-front contribution from the communities;
- Contracting, with the community, CWSMP and the contractor signing a tri-partite contract;
- Implementation, with community contribution in kind;
- Management, O&M and financial training of the community members and responsible committees.

CWSMP received more than 1 600 applications from the communities applying for the management support, rehabilitation or construction of new water points. It was clear from the beginning, that the resources available could not match this expressed demand.

The requested water projects were screened and the number to be supported was reduced to 281 as follows:

	Physical improvement and training	Non-physical (training only)
Water points	165	90
Piped systems	10	16

CWSMP introduced the up-front cash contributions as an indication of the communities’ commitment to the water supply development.

However, CWSMP experienced considerable delays in the collection of the up-front cash contributions which were a precondition for the construction to start. The timeline of CWSMP (Plancenter LTD, 2003) shows a gap of one year after the processing of the applications to the start of construction. In consequence, overall progress was much slower than originally planned, and CWSMP was extended three times.

2.4 Institutional Framework and Organization

The institutional framework of the Kenyan water sector went through several changes during the long implementation period. A detailed account of the developments in the context of the whole country can be found in the recent publication “*Background and Status of Reforms in the Water and Sanitation Sector in Kenya*” (Wambulwa 2008).

In summary, the ministries in charge of implementation changed several times:

- 1974 – 1980: Ministry of Water Development
- 1980 – 1998: Ministry of Land Reclamation, Regional and Water Development,
- 1998 – 2003: Ministry of Water Resources,
- 2003 – 2005: Ministry of Water Resources Management and Development (MWRWD)

Between 1981 and 2003, the organization of WKWSP and CWSMP evolved from a large project organization employing a large number of Finnish and Kenyan consultants, to a lean support organization consisting of 2 TA and some administrative staff.

An example of an organizational arrangement of the WKWSP (at the end of Phase IV) is presented in Appendix 1.

The final CWSMP organizational arrangement was supervised by MWRWD, the ministry then in charge of water issues, and managed by the Ministry's Provincial and District Offices to avoid the creation of a separate organization. The focal points in the execution of CWSMP were the DWEOs, whereas the district and divisional staff at the community level carried out the actual implementation. Supervision of the activities was carried out by the Provincial Water Engineer's Office (PWEO) through the CWSMP management office. The Programme Manager (PM), who was fully engaged in the day to day management of CWSMP with no other provincial responsibilities, was appointed from the PWEO staff.

The technical assistance was arranged and contracted by MFA consisting initially of a Programme Advisor (PA) and Field Advisor (FA). In mid 2001 this was reduced to one technical assistance post, that of PA. The technical assistance did not act as representatives of either government, nor was it responsible for the realization of the results, but was there to support the programme management.

The institutional framework of the time with PWEOs and DWEOs was overhauled at the beginning of the new millennium, and the organizational structures, under which the CWSMP activities were developed, had their mandates changed. This had some impact on the sustainability of the outputs, which are described below.

2.5 Water Sector Reforms

The first water legislation in Kenya, under the British rule, was the Water Ordinance of 1929 which was replaced by the Water Act of 1952. The Water Act was revised in 1962 and amended in 1972 with water resources vested in the government. MOWD was created in 1974 with the mandate of both water resources management and the provision of water services.

The policy and legal framework of the Kenyan water sector started changing in 1999, when the Sessional Paper No.1 of 1999 entitled "National Water Policy on Water Resource Management" was promulgated. A series of policy and legislative initiatives followed:

- **2002** – the new Water Act was passed
- **2003** – Water Act put into operation, establishment of new institutions to operationalize the Water Act and the Water Sector Reforms
- **2005** – Legal Notice. No 101 the Water (Plan of Transfer of Water Service) Rules, 2005 – a document to plan the de-linking of the New Institutions from the Ministry of Water – was published.
- **2007** – National Water Services Strategy (2007 -2015)
- **2007** – National Water Resources Management Strategy (2007 – 2009)
- **2007** – Pro-poor Implementation Plan for Water Supply and Sanitation, WSTF poverty locations

The new Water Act provides the basis for the current water sector reform which is designed to address the problems of past institutional and operational weaknesses.

After the revision of the legislative framework, the GOK embarked on the process of enactment of the 2002 Water Act. The reform process involves a comprehensive overhaul of the institutions and processes of the water sector and has already had a considerable impact on the performance of the sector.

There are several guiding principles in the sector reform. In particular, water resources management and water services provision have been separated into two subsectors. Altogether 13 new institutions have been formed in

the sector, and clear mandates, roles and responsibilities have been defined, as summarized in Table 3. The purpose is to separate policy formulation, regulation and service provision to specific institutions in order to change the role of the government institutions from direct implementation and provision of water services to that of a regulator.

The National Water Conservation and Pipeline Corporation (NWCP) and Kenya Water Institute (KEWI) are long-standing institutions, which are currently outside the reform framework, but whose position, role and responsibilities will be redefined in the future.

GOK maintains the ownership of major water supply assets with the management and provision of water services delegated to contracted private sector partners – Water Service Providers (WSPs).

Table 3 Water Sector Institutions in 2009.

Institution		Roles and responsibilities
Ministry of Water and Irrigation (MWI)		<ul style="list-style-type: none"> • Development of legislation, policy formulation, sector coordination and guidance, and monitoring and evaluation.
1.	Water Resources Management Authority (WRMA)	<ul style="list-style-type: none"> • Catchment and Sub Catchment Planning, management, protection and conservation of water resources. • Planning, allocation, apportionment, assessment and monitoring of water resources. • Issuance of water permits. Water rights and enforcement of permit conditions. Regulation of conservation and abstraction structures. • Support and facilitation of Water Resource Users Association (WRUAs), and engagement of civil society/state and non state in the management of sub catchments (Financing through WSTF).
2.	Water Services Regulatory Board (WSRB)	<ul style="list-style-type: none"> • Regulation and monitoring of Water Services Boards. • Issuance of licenses to Water Services Boards. • Setting standards for provision of water services. • Developing guidelines for water tariffs.
3-10.	Water Services Boards (WSBs) Regional Institutions - 8 in all)	<ul style="list-style-type: none"> • Responsible for efficient and economical provision of water services. • Asset ownership and business holder on behalf of the GOK • Developing water facilities (assets). • Applying regulations on water services and tariffs. • Procuring and leasing water and sewerage facilities. • Contracting Water Service Providers (WSPs), by using a Service Provision Agreement.
11.	Water Services Trust Fund (WSTF)	<ul style="list-style-type: none"> • Financing provision of water and sanitation to disadvantaged groups. Financing including Water Resources Management investment in Water Resources Users' Associations (WRUAs)
12.	The Water Appeals Board (WAB)	<ul style="list-style-type: none"> • Arbitration of water related disputes and conflicts.

Institution		Roles and responsibilities
13.	National Water Conservation and Pipeline Corporation (NWCPC)	<ul style="list-style-type: none"> Development of large dams, dam management and ownership and the bulk provision of water (also multipurpose)
14.	Kenya Water Institute (KEWI)	<ul style="list-style-type: none"> Training and Research
15.	National Irrigation Board (NIB)	<ul style="list-style-type: none"> Development of Irrigation Infrastructure

The financial viability of the water supplies and the recognition of water as an economic asset are important objectives of the sector reform process. The WSPs are responsible for collecting user fees and to become self sustaining. In principle, the government institutions such as the WSBs also have the means to become financially independent by collecting a rent form the WSPs (5%) for the use of the assets (buildings, networks, equipment). This rent is intended to cover for the operational costs of the WSBs and eventually to provide for the rehabilitation and renewal of the assets.

In Western Province the new institutions are the LVN WSB and the Regional Office of the Lake Victoria North Regional office of the WRMA. The LVN WSB was established in 2004 and licensed through the Kenya Water Services Regulatory Board (WASREB)in May 2007.

There are at present five private WSPs, which have a service provision agreement (SPA) with the LVN WSB: Eldoret Water and Sanitation Company (ELDOWAS), Western Water Services Company (WWSC), Nzoia Water and Sewerage Company (NZOWASCO), Amatsi Water Services Company (AMATSI) and Kapsabet Water Services Company (KAPSABET), which mainly operate and have their mandate areas in urban and peri-urban centres. In addition the LVN WSB works with several water users associations (WUAs) which provide water and sanitation services in rural areas.

2.6 Intervention Logic

2.6.1 Western Kenya Water Supply Programme

WKWSP had the overall objective to support the GOK efforts to provide the population with safe and adequate supply of potable water for better health, improved standard of living and better economic opportunities.

More specific long term objectives (Phase IV) were:

- To ensure sustainable functioning of existing water supplies in the area;
- To encourage continuous development of water supplies in a sustainable manner;
- To clarify the roles of various Programme partners, public sector, private sector and consumers in the water sector development and strengthen the role of public institutions, in particular MLRRWD, in promoting, supporting and supervising the sector activities.

The four key results were:

- Communities are managing their water points producing enough water of acceptable quality;
- Operational level of piped water supplies secures continuous water supply to consumers in a financially self sustaining manner;
- The roles and responsibilities of water and sanitation sector partners are clarified and strengthened;
- Demand driven approach is developed and in use facilitating the development of new water supplies in the future.

2.6.2 Community Water Supply Management Project

The overall objective of CWSMP was to increase access to safe water for the improved health and well being of people living in Western Province. Realization of this objective was to be verified using the following indicator:

- Increased availability of safe water as evidenced by increased coverage and service reliability, to be verified from sector status reports.

The purpose was to increase community management capacity and skills for the operation and maintenance and development of water facilities, to improve the effective coverage by supporting rehabilitation of water points and piped schemes and for the protection of water resources in Western Province. The main indicators for realization of the CWSMP purpose were:

- Functioning and well managed community water supply schemes, to be verified by the amount of revenue collected in accordance with the scheme operation plan.
- Functioning management system applied in schemes handed over by the government to community management, to be verified by the existence of registration as a legal entity and appropriate by-laws, and established financial management system.
- Systems established at the district and divisional level to support communities to manage their water supplies (technical assistance back-up), to be verified by the availability of trained staff.
- Financial and legal back-up systems initiated for community water supplies, to be verified by studies and plans.

According to the Project Document (MFA 2000), the four key results were:

- Monitoring and evaluation systems are established and are functioning.
- Support to communities has been provided and the communities are managing their own water supplies.
- Provincial and district level capacity has been built and the staff are working with community managed water supplies.
- Water resources management system has been established and communities are collecting and utilizing water resources data.

Both projects had progressive view on developing financially and managerially self –sustaining community based management systems. WKWSP was set to develop methodologies for this and CWSMP to entrench the practices. The analysis and comparison shows objective of the two projects were not that different.

2.7 Outputs

2.7.1 Physical Implementation

WKWSP constructed and rehabilitated water points and supply systems as follows:

- About 4 000 point sources (boreholes, hand dug wells and spring protections) 3 600 in Western Province and 400 in Siyaya district in Nyanza Province;
- 61 piped schemes rehabilitated, extended or constructed.

During Phase IV, the need for rehabilitation of the earlier constructed facilities, including deepening of shallow wells, was recognized and carried out.

CWSMP was mainly a software programme, sustaining the achievements of the previous phases, but, in practice, embarked on a relatively ambitious construction programme:

- 165 point sources
- 10 piped systems (rehabilitation, extension)

Apart from the water supplies, the following facilities were constructed:

- Offices in Kakamega, programme office site;
- Water quality laboratory;
- Workshops and stores, in Kakamega as well as in the divisional water offices;
- Several office buildings for the water supply schemes.
- Housing estate in Kakamega

2.7.2 Capacity Building and Other Outputs

Both programmes had massive training programmes and created various M&E, O&M and other systems designed to enhance sustainability. These are summarized here and their impact and sustainability analyzed in Section 3 below.

Systems development

The programmes had considerable outputs in producing various systems for the water supply and water resources management in the Western Province.

- Water Supply Development Plans. An extensive water master planning exercise was undertaken at the start of the implementation period. This was an important output creating in-depth knowledge of the physical features, water resources and population distribution of the planned implementation area;
- M & E systems for water supply and water resources monitoring
- Operation and Maintenance systems, including training of stakeholders, spare parts delivery systems, manuals and training materials.
- Decision Support System, including a Management Information System and various management manuals for O&M; and,
- Model by-laws for water user associations.

Monitoring and Evaluation Systems

The Finnish supported programmes had extensive and sophisticated M&E systems to follow up the implementation.

During the WKWSP the purpose of the M&E system was to oversee the condition of the water facilities. The system was based on trained community resource persons, who then delivered information to the programme offices on a monthly basis. The collection, collation and analysis of the information was done centrally by the programme and little feedback was given to the communities. The issues monitored were mainly technical. At the start of CWSMP the above system was not operating. (Plancenter 2003)

CWSMP developed community water supply monitoring and evaluation systems which functioned at both the district and the community levels.

- **Monitoring by agency (GoK).** The capacity of the provincial, district and divisional staff was enhanced through training and material support. The government staff were responsible for regularly collecting and analyzing monitoring data from the schemes, for reporting upwards using pre-designed formats and established data bases and information centres and for providing feedback for the programme managers.
- **Monitoring by community.** This was intended to build the capacities of the communities through the training of management committee members and some of the water supply users and resource persons so that they would understand the general management and operations of their schemes. Apart from

training, the communities were assisted to develop their own monitoring tools and indicators. (Plancenter 2003)

The M&E training was given to all community schemes that were supported by CWSMP (281 systems – 255 water points and 26 piped systems). The DWEOs were expected to replicate the M&E programme for the rest of the 4 000 water points.

Operation and maintenance systems

Creating operation and maintenance systems was important activity for both projects. The projects went a long way to create awareness among the users and managers of water supplies about the importance of the O & M.

The main system of operation and maintenance was created based on the following entities:

- Pump attendants and point source attendants. These persons were in later stages of the project exclusively women
- Location repairmen. One repairperson was trained for each location.
- O & M staff employed by the WUA or DWEO.
- Spare part delivery systems. A system left in operation in the end of the programme period was based in the supply of all spare parts (piped water supplies as well as the point sources) though private sector. This included the hand pump spares, pipes and fittings, chemicals. Initially the NIRA – 85 hand pump spare parts were distributed to the private hardware shops, as an initial stock.

Training Programmes

The extensive training and capacity building activities, directed to government staff and community members, included:

- Awareness creation on issues including hygiene and sanitation, gender and participation in the development of water supplies for water users associations, water committees, government officers, NGOs, private sector operators, and project personnel;
- Community level capacity building, O&M, financial management: for water point and piped system committees, pump attendants, bicycle repairmen;
- DWEO and PWEO capacity building – participatory skills and TOT, SARAR, decision support system, laboratory surveys, M&E, O&M;
- Private sector capacity building – contracting training for NGOs and consulting companies.

2.8 Achievements

The WKWSP states (Kefinco 1996) that its development objectives were satisfactorily achieved. The water supplies constructed or rehabilitated during the earlier phases were consolidated by strengthening their financial management and by giving refreshment training to the staff and consumers. Also, by the end of the WKWSP practically all water development activities were decentralized to the Districts. The view expressed in the reports is, that the main achievement towards the end of the project period was the creation and implementation of the demand driven method of water supply development.

According to CWSMP (Plancenter 2003), the main achievements, related to the components in the Logical Framework, at the end of the Finnish supported programmes in 2003 were, in summary, as follows:

- *Monitoring and evaluation systems established and functioning.* A framework was established. Information from the M&E system showed that 75% of the 4 000 water points were operational at the end of the programme;
- *Support to communities has been provided and the communities are managing their own water supplies.* Whilst awareness campaigns reached some 3 000 – 4 000 communities, support was primarily directed to 281

communities (255 point source and 26 piped system communities). All 281 received management support and 175 were assisted through repair, upgrading or new construction activities.

- *Provincial and district level capacity built and the staff working with community managed water supplies.* CWSMP was exclusively managed by the ministry in charge of the water sector. The ministry staff at the provincial level was considered to have the capacity to take over the management of the programme. Considerable emphasis was given to the staff training on the District level. Nevertheless, at the end of the programme, the conclusion was that “capacity of the districts (DWEOs) was one of the key limiting factors in the project implementation”.
- *Water resources management system established and communities collecting and utilizing water resources data.* A community based water resources management system was established. It consisted of monitoring network of river gauges and rainfall stations, and a community operated data collection system.

3 FINDINGS

3.1 Relevance

The key development goal of the MFA funded programmes was to improve the living conditions of the poor, including the health situation, livelihood improvements and the provision of safe water supply and sanitation. Historically western Kenya received fewer resources and had limited economic opportunities compared to the Highlands. The high population growth in the west has resulted in increasing pressure on the natural resources – arable and grazing land, forests and water resources.

Finland, as one of the development partners of Kenya, supported the GOK effort to implement the National Water Master Plan of 1974 and was one of the many donors, which were “allocated” regions and areas to be supported.

The Finnish-supported water supply programmes were implemented in line with the strategies and policy frameworks of both GOK and GOF.

3.2 Efficiency

3.2.1 Annual Financing Levels

The inputs to the water sector have been analyzed and calculated in current values. WKWSP had annual spending levels of 3-5 million Euros in current values (total 28,98 million Euros). This translates to some 300 to 500 million KShs annually. It should be noted that the inflation rate and hence the increase in the Kenya Shilling price of building materials was phenomenal between 1991 and 1994. Inflation rates of 46% (1993) and 29% (1994) were quoted in the Completion Report of the Phase IV of the WKWSP (Kefinco 1996).

With this cost level, WKWSP could provide water supply coverage for about 210 000 people annually.

CWSMP had considerably lower funding levels, varying from 0,3 to 1,5 million Euro annually – 30 to 150 million KShs. The total programme expenditure was 5,5 million Euros.

CWSMP provided water supply coverage to about 75 000 people and community management support to some 280 communities.

As a comparison, the Community Project Cycle CPC programme in the LVN WSB has received 185 million KShs from the WSTF with anticipated water supply coverage of 231 000 people.

3.2.2 Capital Costs of Water Services

The capital costs of the Finnish water supply programmes can be compared to the capital costs of other water investments to assess the efficiency. It has to be taken into consideration, that the *per capita* unit costs of implementation only describe the contracted direct costs of construction and exclude the institutional capacity building systems development and other non-tangible costs of the programme.

A consultancy report of financial and economic performance undertaken during CWSMP (Seppälä 2000), reviewed the unit costs of the water supplies implemented by WKWSP and CWSMP:

Spring development	240 – 480 KShs per capita (average 4,6 USD/capita)
Dug wells with hand pump	780 – 900 KShs per capita (average 11,3 USD/capita)
Boreholes	1100 – 3200 KShs per capita (average 26,6 USD/capita)
Piped gravity systems	600 – 800 KShs per capita (average 9,3 USD/capita)
Piped pumped systems	600 – 900 KShs per capita (average 10 USD/capita)

The costs as well as the exchange rates are at the level in 2000. These include only the direct implementation costs (excluding the capacity building, training of communities, TA costs). The report further compares the unit costs of the Finnish supported programmes with other water supply projects implemented in Kenya as well as global figures of the time:

Other projects in Kenya, 2000 level:

Urban water supply 50 USD/capita

Rural water supply 15 USD/capita

Global comparison (WB, IDWSS), 2000 level:

Urban water supply 270 USD/capita

Rural water supply 45 USD/capita

In general terms, the *per capita* investment costs of the Finnish supported programmes compare favorably with the costs of other programmes and it can be concluded that the implementation was efficient.

3.3 Effectiveness

The target set originally for WKWSP - Water For All by 2000 - was unrealistic in the light of the rapid population growth (Figure 5). Water for all was not achieved anywhere in Kenya and the targets were in 1980s scaled down to 100% in urban areas and 75% in rural. Western Province came close to achieving the target, 72% overall access to improved water supply in 1995.

Strictly by definition the programme was not effective (in achieving its targets 100%) but in relation to any other initiative of its time, it was very effective. The WKWSP was the only initiative implementing water supply development in the 1980 – 2000 in Western Kenya. After the programme closed very little development of the water supply hardware took place, until new initiatives based on the water sector reform were started. In

retrospect, other institutions responsible for the water supply development in the province could not keep up or increase the pace achieved during the WKWSP.

CWSMP was very effective in creating the community management systems models, although it had problems in keeping up with the targets, mainly due to the communities' slow fulfillment of their cost sharing obligations.

CWSMP can be said to have achieved the capacity building target in the communities, but the institutional capacity built at the provincial, district and divisional levels was not effective in light of the future sectoral reforms. Nevertheless, the capacity of the individuals benefitting from the CWSMP's activities was greatly enhanced. These individuals continued working in the Kenya's water sector and had a big impact on the reform agenda.

CWSMP suffered from the deviation from its original "software" orientation. The original objectives of the project were strictly to enhance and strengthen the community management of the water supplies build by the WKWSP. The project, however, included heavy construction targets, which required a lot of energy and resources. The targets for physical out puts were placed from the side of the Government of Kenya. It can be stipulated that the effectiveness of the project was hampered by this.

3.4 Coherence

The programmes were coherent and compatible with the various GOK policies to gradually decentralize and hand over the management of the water supply systems to the communities and local government authorities.

The programmes were also coherent with the then GOF policies and gradually added new components and cross cutting issues, as the development paradigms and policies evolved.

Coherence was, however, not achieved in regard to other donor initiatives, due to the compartmentalized nature of the support of the different development partners and the lack of donor coordination.

3.5 Sustainability

The sustainability of the M&E systems created by the programmes is analyzed first, because the sustainability analysis of the physical outputs is dependent on the information available through the M & E systems and their current status.

3.5.1 M&E Systems

Two different processes taking place in the Western Province made it difficult to develop and sustain the M&E systems.

Firstly, the reform agenda reallocated responsibilities within the water sector, and with the formation of the LVN WSB, the role of the PWEO and DWEO changed. The responsibility for monitoring the water supply systems and water resources now lies with the LVN WSB and the LVN Regional Office of the WRMA.

The LVN Regional office is the custodian of the borehole database, in which the details of the boreholes drilled during the WKWSP and CWSMP are stored. The M&E division of the Regional Office uses the database as and when needed, such as when establishing information for the provision of water permits.

The LVN WSB has recently undertaken a baseline survey of the status of the water supply services in Western Province. Naturally this survey did not differentiate between the Finnish supported and other water supply systems as all are part of the same management system. The monitoring data does not therefore specifically define the status of the WKWSP or CWSMP implemented water systems or point sources.

Secondly, the proliferation of districts and the limited role of the Provincial Offices in the water services process have interfered with the M&E system created by CWSMP. Many of the District Water Engineers Offices are new and with limited capacity to undertake monitoring activities, in terms of manpower, equipment and transportation. The databases were designed to cover the area of the “old” districts and corresponding data for the new ones has not been generated.

3.5.2 Water Supply Systems and Point Sources

Ownership and Management of Assets

The ownership of water supply assets, the piped schemes and the point water sources, is currently a complicated and unresolved issue in Kenya, directly impacting the management, operation and maintenance and hence the sustainability of the rural schemes.

The 1997 annual monitoring report of CWSMP commented: “Ownership issues of community water supplies are not clear with regard to assets and buildings, other structures, land and access rights in particular. The process of handing over public supplies to communities is expected to play an important role in clarifying the ownership issues. Communities are expected to realize that the transformation from the implementation stage to the management stage is crucial to the ownership issue. It is expected that the legal and institutional framework of community water supplies would be clarified and developed after approval of the new national water policy.”

As the above quote shows, the policy framework at the time did not support unambiguously the community ownership of assets, and this made the situation in the field complicated.

WKWSP had different strategies in terms of asset ownership. The larger urban and peri-urban piped schemes were handed over to GOK (if they were not already the property of the government), to be managed and operated by the District Water Engineer’s Offices. Many of these schemes were later handed over to the National Water Conservation and Pipeline Corporation.

Smaller rural gravity and pumping schemes were handed over to be managed by the local user communities.

CWSMP made a concerted effort to formalize the handing over process and considerable capacity building was undertaken to prepare the communities and community water supply committees to formalize their legal status and ownership of the facilities.

The ownership of point sources has been more complicated. The point sources were developed and boreholes drilled, often without registration or an official groundwater abstraction permit. The permits that were obtained are often still in the name of the programmes. These point sources and boreholes are at the moment being processed by the Lake Victoria Regional Office of the WRMA. Establishing the legal ownership of the point source by the community would require both the formation and the legal registration of a CBO and application for the permit from WASREB. As both these processes incur costs, it is not easy to motivate the communities to formalize the ownership status of the point water sources, hence leaving the ownership issue unresolved.

The Water Act, 2002 clarified the roles of different actors in terms of ownership of the rural water supplies. Although the government is still the owner of a large number of assets in Kenya, it does not have a role in the direct service provision of the schemes – this responsibility has been handed over to the private sector WSPs.

The WSBs own the assets and act as business holders on behalf of the government and are responsible for contracting the WSPs in their area.

The CBOs registered with the Attorney General’s Office are legal entity which can own and manage rural water supplies. The Water Act of 2002 stipulates that each operator supplying more than 20 households or more than 25 m³ of water per day for domestic purposes must have a license from the Regulator (WASREB). It is not yet clear how well this stipulation can be enforced in practice.

Table 4 below shows the ownership and management structure of different water supplies, defined by the Water Act 2002 and Water Services Strategy of 2007.

Table 4 Ownership and Management of Water Supplies under the Water Act 2002.

Type of scheme	Ownership	Management
Point sources	CBO, if legal entity	CBO, if obtains a permit and a license
Small rural piped schemes	CBO, if legal entity	CBO, if obtains a permit and a license
Large rural piped schemes	LVN WSB in trust for the GOK	WSP, having a SPA with the LVNWSB
Urban schemes	LVN WSB in trust for the GOK	WSP, having a SPA with the LVN WSB

Source: Prepared by the consultant.

Physical Sustainability of the Point Sources

As described above, due to the fragmentation and transformation of the M&E system, little information exists about the present condition of the point sources. The following timeline of the condition of the point sources has been derived from the available material. The last (2008) estimate is based on a survey undertaken by the Masinde Muliro University of Science and Technology in Kakamega in cooperation with the Shiwasap NGO. It is a small sample, but supports the interview data of the District Water Offices and the LVN WSB community development officers, who all gave similar estimates.

- In 1991 it was reported that at any one time no more than 15% of the hand pumps were broken.
- In 2000 76% of the water points were reported to be operational, with 24% not operational.
- A University survey and pilot project of 2008 in Kakamega surveyed a sample of the Finnish supported hand pumps. Out of 156 pumps 78 pumps were not operational (50%), (MMUST, SHIWASAP 2008). This corresponds well with the interview information from the DWEs.
- Overall protected springs are in good condition. They serve many communities as alternative sources, when other systems fail. The springs visited had excellent yields. Private water vendors used springs as their source of water, as many spring sources were supplying free.

The reasons for the non operation of the point sources listed in the baseline survey undertaken by the LVN WSB (MMUST, SHIWASAP 2008) were:

- **Non ownership and hence non management of the water points.** Some water points were abandoned due to the non operation of the management committee, inadequate cost recovery, or uncertain legal status of the committees ;
- **Weak financial management,** no fee collection.
- **Non-availability of the NIRA – 85 spare parts.** Afridev spare parts were available in the market and were reported to be procured.
- **Stolen pumps.** Especially NIRA – 85 pumps were reported to be light and easy to transport, hence prone to theft.
- **Dry or seasonal wells.**

Some good and encouraging examples were found during the field visit, where the original committees, pump attendants and female caretakers were active and had been operating the systems for more than 20 years.

The sustainability of the NIRA -85 pumps proved to be weaker than that of the Afridev pumps. The main reason for this was stated to be the difficulty of obtaining spare parts, the nearest source of which was stated to be in Dar es Salaam. The local ironmongers did not stock the NIRA spares, due to the low demand. Afridev spare parts were stocked by several dealers both in Kakamega and other towns.

Box 1 Asungosi Water Point.

Asungosi Water Point

A water point is situated in a small but busy market centre in Adungosi village. Constructed in 1987 by WKWSP, it is a deep borehole, equipped with an Afridev Pump. The pump and the well site are operating well and in use. The water point serves at present some 500 people. The Chairman, Mr. Eusibios Adungo was interviewed.

Management and O & M

The water point had a committee, which was selected in an open meeting. The committee has two female members and holds annual general meetings and selects a new committee. The present Chairman has been there for a long time. The first committee was trained by WKWSP, but no subsequent training was given. The committee employs 2 people to collect money from the pump. The collectors are each paid 1 000 KShs per month. The committee also employs a mechanic on a need basis, who lives in the next village and repairs the pump on average two times a year.

Financial management

The user fees are 1 KShs/jerrycan and the committee collects 250 to 300 KShs per day: averaging 6 000 KShs per month. The committee has a bank account in which the proceeds of water sales are deposited. The committee buys spare parts from the Kakamega Agrovet. There were no problems and the committee was foreseeing to maintain and operate the pump into the future. In contrast, a village just before Adungosi, with similar small market place had a broken Afridev pump, with nobody interested to take responsibility for maintenance.

Source: Discussions with members of Asungosi Water Committee.

The programmes attempted to create commercially operated spare part systems for the NIRA 85 pumps, but evidently they could not be sustained. According to the informants, the demand was too low for the retail outlets to be interested in making orders from Dar es Salaam. The NIRA factory was established in Dar es Salaam to serve the East African market area.

The Afridev pump had two advantages over the NIRA-85. Firstly the government, based on the recommendations of the World Bank chaired committee on hand pump standardization, recommended that there should be only one recommended (standard) hand pump in Kenya, i.e. Afridev. This led to the situation that the government and donors preferred the Afridev and it had large markets. Secondly the East Africa Foundries started to manufacture Afridev near Nairobi in the 1980s. This factory is still in operation and hand pumps made in Kenya were encountered on the new water projects in Western Province. This seemed to improve the availability of spare parts in the area.

However, the technical problems (availability of spare parts) stated by many stakeholders to be the reason for the non-operation of water points, are a consequence, not a root cause. The root cause of the non-operation of pumps is the lack of formalized ownership, the lack of management structures, the lack of financial structures and the lack of user payment. The technical reasons can in every case be remedied if viable management and financial systems are in place.

The pilot programme of the Masinde Muliro University of Science and Technology in Kakamega in cooperation with the Shivasap NGO showed encouraging results in the rehabilitation of collapsed water points and the revival of their community management (see below).

Sustainability of the Piped Water Systems

Altogether 10 studies of piped water supply systems were undertaken to verify the present situation of the WKWSP and CWSMP supported systems.

Many of the systems are operating and well managed, although services were often overstretched because of increased demand. Population growth in all the visited schemes was considerable and the population had, in most cases, doubled since the supplies were designed. Many systems had been extended, with the original source now serving many more people.

The systems had received investment support through many sources, mainly from the Constituency Development Fund and the District Water Engineer's Office. Various rehabilitation and expansion schemes had been undertaken. None of the schemes visited could undertake rehabilitation or expansion investment from the funds collected water users.

The operators of some schemes were also receiving training and management support from the LVN WSB: in business planning, procurement, the water resources information system (WARIS), monitoring, customer care and conflict management.

Unaccounted for water (UFW) was high in all schemes, reaching an estimated 75% in the worst cases. The UFW cannot be measured accurately, as most schemes do not have a master meter to measure the amount of water being fed into the system from the source.

The main reasons for the high UFW were:

- Leaks in the system – old tanks, pipelines;
- Illegal connections;
- Large number of consumers using the water, but not having officially registered as customers so called free riders. This was a common problem in systems which had large number of household connections. These connections were in actual fact serving several households, with only one household being registered as a billable customer.
- Ineffectual billing systems. In some schemes, the billing systems were underdeveloped, based on committee members going around from door to door to collect water fees. Frequently no receipts were issues nor proper customer ledgers kept.
- Customers' non-payment of bills. This was expressed as an alarmingly common problem and hampered the financial viability of otherwise well kept and managed schemes.

In the schemes requiring pumping, high energy costs remain a problem. Several systems visited reported that they had periods of inactivity because the power company cut the electricity supply due to the non-payment of bills. In many cases, either the DWEO or the CDF had intervened and paid the outstanding bills.

Registration of the committees was in some cases not complete. The aim for most schemes was to be registered in the Attorney General's Office to obtain the status of a CBO, but this had not yet been achieved for all schemes or was still in the process. Some informed that they were registered as self-help groups.

Many systems had by-laws regulating the responsibilities and rights of the users. It was observed that the water committees running the systems suffered from the by-laws not being enforced, resulting in free riders and illegal connections hampering the operation of the water supplies. Some committees interviewed reported that their political leaders did not support adequately the enforcement of by-laws.

Some schemes reported diminishing water yields due to the degradation of the catchment areas. This is a considerable threat and needs to be addressed by the Regional Office of WRMA.

Several systems with stream sources were visited. They originally had purification plants, which were observed to operate poorly. For example, the purification plant in Kakamega town, originally had Struja Units imported from the Soviet Union. After installation they operated well and produced high quality water for the town. However, after several years, they stopped operating and the staff were unable to rehabilitate them. The conventional purification system involving the addition of alum, flocculation, sedimentation, rapid sand filtration and chlorination was in use. The process was operating poorly because:

- The quality of raw water from the river source was poor;
- The addition of reagents (alum and chlorine) was done manually and hence not accurately;
- Mixing of chemicals did not operate;
- The floc formation was poor and the water in the sedimentation tanks was turbid.

In these circumstances, it is likely that the quality of piped water is poor, and that the chlorination of water containing many organic impurities causes the formation of organochlorine compounds. Users, however, associate piped water with good quality and trust the supply to be safe. The Kakamega water supply is being rehabilitated. The present source is being replaced and the treatment plant is going to be out of use. Other small water treatment systems were reported to have similar problems.

The management skills of the different entities trusted with the management and operation of the piped water supply systems were found to vary considerably. There was a clear difference between the WUAs trained and facilitated by CWSMP compared to the others. CWSMP gave the committees considerable social capital and hence an advantage to manage and maintain the schemes, both in terms of financial management and O&M.

Financial Sustainability

The financial performance of the systems was reviewed based on case studies and available documentation.

A study of the financial performance of 10 schemes at the end of WKWSP (Rämö 1996) found that 8 were making and operating loss and a negative rate of return. The study compared the then ministry operated systems (5 schemes) to the community managed systems (5 schemes), the conclusion being that the community operated systems were performing better, with two of them breaking even on the operational costs. The problems reported in 1996 were:

- Low billing due to inefficient reading of meters, not sending bills to customers, poor customer registers (ministry schemes)
- Half of the revenue collected is sent to Nairobi, half to the DWEO, with salaries paid from the Treasury. Money available for the O&M costs is thus independent of the revenue collection, hence there no incentive for the utility to increase the effectiveness of billing.
- Low tariffs especially when the flat rates are used (community managed schemes).

Another study (Western Kenya Development Consultants 2003) reviewed six CWSMP supported piped water supply systems and found that several community managed schemes managed to break even on the operational costs (Cheseker) and that the government schemes (Sosiani) were heavily subsidized and had low revenue collection. The study also identified and described well maintained and financially viable point sources.

None of the schemes are operated currently and managed by the DWEO or the ministry, even though in-kind support of materials and equipment was given by several DWEOs.

The financial sustainability of water supply schemes in 2009 was generally found to be low, with most schemes not breaking even on the O&M costs.

The financial sustainability of the piped water systems surveyed in 2009 was affected by the following:

- The tariffs used by the systems are low, especially when the metering is not used. The management committees use flat monthly rates, collected only from the household registered as a customer. Thus there are many unmetered connections each with many non-paying users. The metered connections were few compared to the unmetered. Installing new meters would be too expensive for the management committees.
- The levels of unaccounted for water are very high and, in addition, a lot of water is lost due to the bad condition of many of the systems.
- Willingness to pay is low. Several reasons were reported for this: poverty, water is considered a free good by many users, the availability of numerous alternative natural sources (rivers and springs), and users do not appreciate a hygienic water source. In all the schemes visited the committee could collect only about 50% of the billed revenue.
- There were many issues of poor governance— many stories describing how “the old committee ran away with the money” were recounted. Billing systems were underdeveloped and the committees did not have proper customer records. Customer care and education was nonexistent.
- The systems seemed to employ relatively many people, resulting in high personnel costs.

The financial viability was relatively low, but this was clearly due to the lack of ownership, training, customer education and lack of maintenance. On the other hand several schemes, including point sources, were encountered where management was satisfactory or good, indicating that, with enhanced training of the management committees and awareness creation among the users, financial viability could be achieved.

3.5.3 Other Physical Outputs

The offices built with Finnish support were currently being used by the LVN WSB, the LVN Regional Office of the WRMA and the NWPC. The offices had been rehabilitated and were in a very good condition. Several smaller offices of the water supply systems were observed to be in good condition and were used by the WUAs. The laboratory was in use and operating as a commercial unit, selling water quality testing services to the WSP. The workshops were in limited use, as the fleet of vehicles of the Board and the Regional Offices was new and the workshop was not equipped for anything but minor maintenance.

The housing estate built for the Finnish technical assistants had been sold to private residents, and was an appreciated residential area in Kakamgega.

3.6 Impact

3.6.1 Access to Improved Water Supply and Sanitation

WKWSP and CWSMP had a considerable impact on people's access to improved water supply in Western Province. The numbers of people covered have been quoted in different sources - completion reports, surveys and latest the baseline study commissioned by LVN WSB in 2008 (MMUST, SHIWASAP 2008). The development of the coverage is presented in the Figure 5.

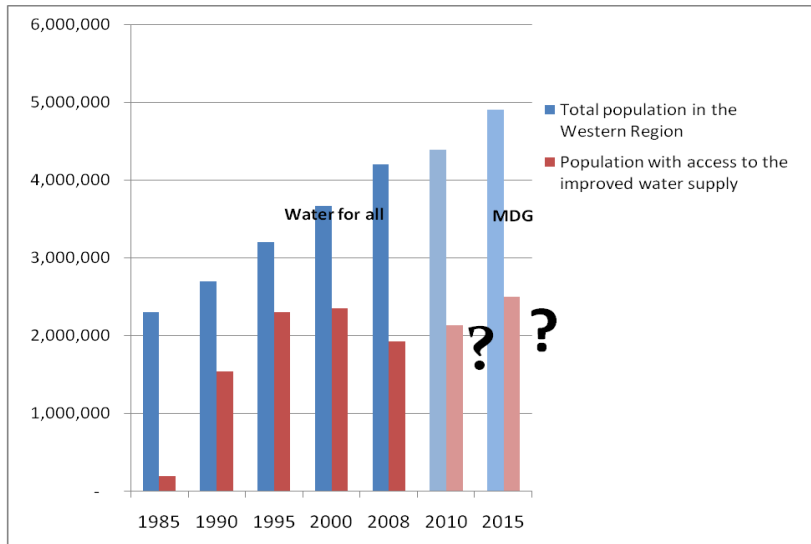


Figure 5 Development of Access to Improved Water Supply Compared to Population Coverage. Source: LVN WSB.

The figure shows a rapid increase in access to improved water supply during the supply driven implementation period of WKWSP and a smaller increment during the management/capacity building oriented CWSMP. Access seems to have decreased during the first years after the programmes closed, which can be explained by the deterioration of the O&M of the point sources.

Interestingly, in absolute terms, the number of people in the target of - Water for All by 2000 - is roughly the same as the MDG target for Western Province.

The water sector reform has resulted in major influx of investment funds to the LVN WSB and therefore it is reasonable to expect an improvement in the water supply situation in the near future. At present there are several rehabilitation, extension and construction initiatives aiming to increase access to improved water supply for the population of Western Province. Fig. 5 shows, however, that reaching the MDG and halving the number of people without the access to improved water supply by 2015 will certainly be challenging.

3.6.2 Improved Capacity

Both WKWSP and CWSMP had extensive capacity building and training initiatives. As stated in the sustainability review (Kontula, Inkinen 2007) a major impact of the 20 year long Finnish support to the water sector in western Kenya has been the capacity development of stakeholders on many levels. This could also be verified by the team, as numerous officers in high posts, many leading the water sector reforms, had gained their initial credentials in the Finnish programmes.

The capacity building impact could also be seen in the lower ranks of GOK staff as well as in the communities. The new initiatives such as the locally initiated and lead Community Project Cycle schemes had committee members trained originally by the Finnish programmes. The LVN WSB had a large number of employees who had previously been employed by or cooperated with the Finnish funded programmes.

Some of the ex-employees had also established themselves in the private sector and were providing services to the Boards, WSTF and the communities as members of support organizations.

Benchmarking Exercise

An attempt was made to compare another geographical area with Western Province to assess some differences in the water sector and detect possible impacts of the long term Finnish support. Four structured interviews were conducted with two long term technical advisers who had both been working in Lake Victoria North

Water Services Board, which had benefitted from Finnish support and the Tana Water Services Board which had not. The four advisers could compare the working modalities, the capacities and communities' behavior in the two board areas. All advisers were highly experienced and qualified specifically in community development, socio-cultural issues and capacity building.

It is conceivable that some of the differences were impacted by the Finnish supported programmes. Many of the LVN WSB employees had been working with either KWWSP or CWSMP. There are also NGOs and private sector service providers set up by people who were working for the Finnish programmes. Since the 1980s, communities have been involved with and participated in water supply development work.

Some of the aspects listed below reflect the socio-cultural features of the communities in Western Province that have impacted positively on implementation, so the impact can be interpreted to work both ways.

The following issues were reported to be different between the two Boards and their areas:

Lake Victoria North Water Services Board	Tana Water Service Board
SOCIAL CAPITAL AND CAPABILITIES OF THE COMMUNITIES	
The communities in the LVN WSB area have higher capacity to drive their own agenda. Group formation and community level management are easier to achieve in Western Province.	Competition for labour in the Tana WSB is highest in coffee zone and tea zone.
Democracy is highly esteemed by the communities which have a high social capital and people are prepared to work for the common good. They do not value their own time and are prepared to participate in voluntary work.	In the more commercialized environment of Mt. Kenya, where opportunities for paid labour have been available for a long time, communal work can be difficult. People do not volunteer their labour easily – those who can afford, will prefer to make a cash contributions rather than voluntary labour. Concepts like “Food for work” are not viable in the Mt. Kenya area.
Women are more often accepted and chosen for leadership positions. They are also respected and natural leaders in the community.	Women may be found in leadership positions, but get there more due to commercial success.

Lake Victoria North Water Services Board	Tana Water Service Board
WATER SERVICE BOARD CAPACITY AND WORKING MODALITIES	
The Board is geared towards working with communities, although a lot of the Board's resources are directed to large urban and peri-urban schemes.	Large GOK schemes. Only during the CPC the communities have heard about donors. Poor relationship with donors.
Positive attitudes towards hand pump technology and point source development.	Little interest in point source development. Also little opportunity for groundwater development.
Attitude of the staff is positive towards working with the communities and they know the community working processes.	The officers in the TWSB are less experienced and maybe also less interested in community water supply development.

LVN WSB works with the NGO sector – Netwas, Kamadep	More political interference in the nominations of the Boards of the WSPs.
Professionals trained by WKWSP and CWSMP are now working in private sector service provision – Concap, Shiwasap, Bright Bay	Not very open to private sector service provision or NGOs

One indication of the capacities of both the LVN WSB and the communities of the Western Province in terms of the implementation of water supply projects is the number of Community Project Cycle schemes applied for from the WSTF and implemented in the area of the LVN WSB. Figure 6 gives a national comparison between all the WSBs in the country: showing the population coverage of the CPC schemes in all the WSB areas. LVN WSB has the highest population coverage and the highest number of applications. Tanathi, which has the second highest population coverage by the CPC schemes, is a new WSB, formed from the poorest areas of the Athi and Tana Water Services Boards. The number of Tanathi is hence a combination of two WSB areas, both having had 50 poverty locations in the past. Athi WSB’s new area presently has no CPC projects. With this background, the performance of the LVN WSB as well as the Western Province communities in terms of promoting and supporting the implementation of community water supply systems far outstrips other areas in Kenya.

The benchmarking exercise gives some indication that the LVN WSB has benefitted from the fact that many of the professional staff have worked earlier with the Finnish supported programmes, as well as with the local communities, which have experience in water supply development.

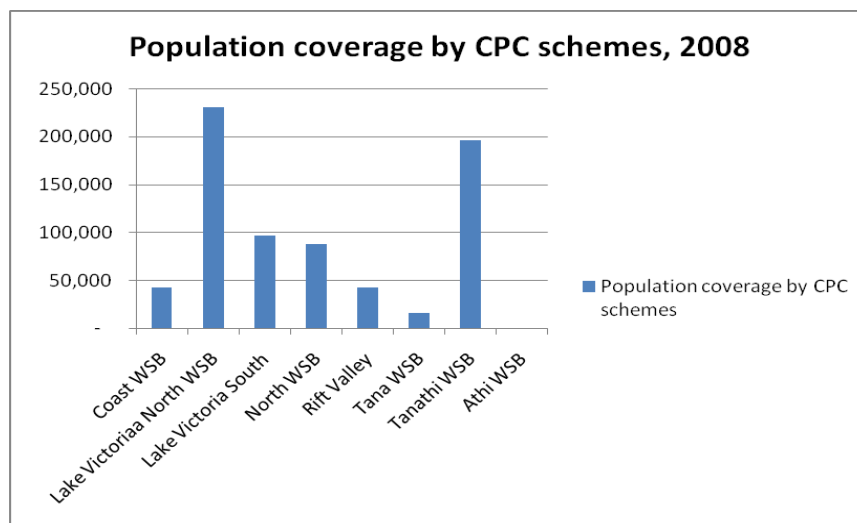


Figure 6 Population Coverage of Community Initiated CPC Schemes in WSB Areas in 2008. Source: WSTF 2008.

3.7 Finnish Value Added

The value added by the Finnish support was commented on in many interviews. According to anecdotal evidence the Finnish programmes had direct effects on the good governance principles of the staff and were commended for promoting women to leading positions.

Finnish technology and experience in groundwater utilization, point source development and emphasis on operation and maintenance brought a new dimension to the development of water service in Western Province.

In addition, the Finnish water sector programmes emphasized the importance of the M&E systems in Western Province and established community based water resource management systems.

3.8 Risk Management

Early Finnish supported programmes attempted to minimize the fiduciary risk by concentrating virtually all financial operations through the Finnish consultant. This was an implementation modality common among donors at the time which was considered low risk but lacking any concept of developing sustainable financial systems and good fiscal governance. However, it could also be argued that the 1990s were a period of economic and political stagnation and high levels of corruption in Kenya which not conducive to reforms.

The risks of financial sustainability of the community water supplies were widely acknowledged and as described elsewhere, a lot of effort was directed to minimizing this risk.

The risk of the sustainability of the institutional framework of the time, based on the DWEO, was also acknowledged, but due to contractual, political or policy reasons, few alternatives were sought. The Finnish programmes continued working with GOK as the main implementing partner during the difficult years, when water sector reforms were overdue and the government structures showed increasingly serious weaknesses.

3.9 Cross-cutting Issues

3.9.1 Gender

The situation of women both in the society and the family in the western Kenyan context is still weak. When women marry they move to the husband's home and relinquish many of their rights to their husband. In marriage, the women do not traditionally have the ownership of land and the husband controls the family property. Women work on the land and have access to agricultural and building land through their husbands in whose name the title deeds are held. This situation has many implications for the independent economic security of women and also impacts water and sanitation related issues.

The Finnish supported water programmes were aware of the gender issues and had some practical measures to impact the gender balance in the water related activities. Training women as pump attendants started early in the 1990s and was a great success. The women in Mumias were the first to be trained. The team met several female pump attendants trained by the Finnish programmes who were still working to keep a community water supply operating. The training of women increased their self esteem. According to an interview source, women used to "sing and dance holding a spanner" – being proud of learning such practical technical skills.

Women also had employment opportunities with the programmes. Filtering the sand for the gravel packs of the boreholes was one such task done by women in the community.

The Finnish programmes started to employ professional women early, when women were not common in government service in Kenya. This trend has continued in the WSBs, which now employ women in prominent positions. The Community Development Manager of the LVN WSB is a woman, as well as the Technical Manager and Water Provision Manager in the Lake Victoria South WSB. There are also female CEOs today in the new institutions such as the CEO of the WSTF. At present the Minister of Water in Kenya is a woman.

The later phases of the Finnish programme, especially during CWSMP, gender issues were very much on the agenda. There was a gender strategy on the programme level and a number of gender related activities:

- A gender study, undertaken in October 2000, provided a clear strategy for the integration of women's issues and concerns into the CWSMP work plan in relation to each component.

- One of the purposes of the training of provincial, district and divisional water offices' staff was to acquaint them with gender issues found in the gender study so that the strategy for gender issues would be incorporated by the staff in their work plans and activities during implementation.
- Gender task analysis in the water related activities was undertaken;
- Participatory analysis of gender resources was carried out; and,
- Inclusion of women in the water committees was mandatory.

Women were included in the water committees early on in the programme. It was mandatory in all the Finnish funded programmes that the share of women had to be 30%. The practice appears to continue today in western Kenya. Women are included in the committees and often occupy the posts of treasurer, revenue clerks or secretary. In the committees visited, women, however, only represented 1 or 2 members, so women's involvement in some cases seems to be lower.

Currently there are, however, a number of women on the boards of the WSPs in the LVN WSB area.

3.9.2 Good Governance

The Finnish supported programmes had a tangible impact on good governance issues in the water sector in Western Province.

The programmes made a massive capacity building effort in the communities, introducing the democratic mechanisms of committee selection and organization of community managed water supplies. Measures of operational and financial transparency, including the annual general meeting, accounting and auditing, have all been ingrained in the present day management of the community water supplies in Western Province.

Outsourcing, cooperation and partnership with NGOs is common in Western Province. The Finnish supported programmes opened up opportunities for private sector participation in water service development: currently the guiding principle of water services provision.

Both Finnish programmes applied transparent systems for resource allocation. WKWSPs resource allocation was based on the assessment of need for improved water supply, determined during the water master planning exercise. CWSMP applied a more sophisticated system, where communities were informed about the selection criteria during a wide ranging awareness campaign, and then sites were selected based on the criteria.

The demand driven and demand responsive implementation strategies, introduced by the programmes were ahead of their time in terms of equitable opportunities and equal treatment of citizens.

Cost sharing was introduced and enforced, with communities being made aware of the necessity to contribute towards the investment in water services.

The post election violence in 2008 eroded the progress achieved in the good governance of the water supplies and had a direct impact on their operation:

- In the Mt. Elgon area many water supplies were vandalized or destroyed during the fighting;
- Different ethnic groups working on different WUAs were clustered together, but could not cooperate;
- People moved away from their old residential areas for the fear of ethnic clashes and retributions and left behind unpaid bills;
- Professional staff of the Board had to be moved as they could not work in an area dominated by a different ethnic group; and,
- A WRMA office in Kisumu was looted and destroyed and vehicles were burned.

The governance problems of today are closely related to the rule of law and enforcement of the by-laws. Political interference in the management of the WUAs was encountered as well as the use of the investment funds for political purposes.

3.9.3 Environment

The Finnish supported programmes introduced and initiated innovative water resource monitoring systems and catchment area protection.

The CWSMP, building upon work done during previous Finnish assistance, established and developed a community-based water resources management system. As part of this a monitoring network including river gauging and rainfall stations was established. The data collection system was reliant upon the communities, and was also used as part of creating awareness of the importance of catchment area protection. The actual systems created had low sustainability and have not survived but awareness of the importance of the catchment protection and water resource management could be detected in the WUAs interviewed.

3.9.4 HIV/AIDS

As the HIV/AIDS pandemic only started in the later part of implementation, limited attention was given to it within the scope of the water programmes. However, the Kenya Finland Primary Health Care Programme, reviewed in Annex 5, had specialized HIV/AIDS strategies and activities.

4 CONCLUSIONS

4.1 Water Supply Management Systems

The sector reform has created new institutions and divisions of responsibilities for water service provision and has enhanced the possibility of achieving sustainable and financially viable water supply services. Currently, water service provision in Kenya in general and in Western Province in particular has several modalities:

- **Urban water supply systems.** The assets of these systems are owned by the LV WSB, which has the responsibility to develop, rehabilitate and extend the systems. The management and day-to-day operation has been outsourced to the WSPs. The LVN WSB has a service provision agreement with the WSPs and is charging 5% rent. This revenue is intended for the running costs of the Board, but more importantly, for the renewal and rehabilitation costs of the water supply systems. WSPs have their mandate areas within which they have the responsibility to provide the water services.
- **Rural piped water supply systems.** The systems may or may not have been officially handed over to the WUA. In any case the WUAs and CBOs are responsible for the management. WUAs have their mandate areas within which they have the responsibility to provide water services.
- **Point sources.** Some point sources fall under the management of WUAs or WSPs (within the area of mandate). Many point sources have a management committee for a particular water point (Water Point Committees). However, a number of water points do not have any committees and do not fall into the mandate area of any WSP or WUA.

Many of the WKWSP and CWSMP supported point sources fall into the category where they do not have a management committee or are not situated in the mandate area of any WSP or WUA. They have been managed by water point committees before, but a large number of these committees are non operational at present.

It seems that currently, the LVN WSB has limited resources for facilitating the formation, training and registration of water point committees in the water points constructed under the Finnish supported

programmes, if they fall outside the mandate areas of the WSPs or WUAs. The unclear ownership status may also be contributing to the lack of responsible stakeholders to take up the management of the water points.

The various management systems of water supplies in Western Province are illustrated in Figure 7.

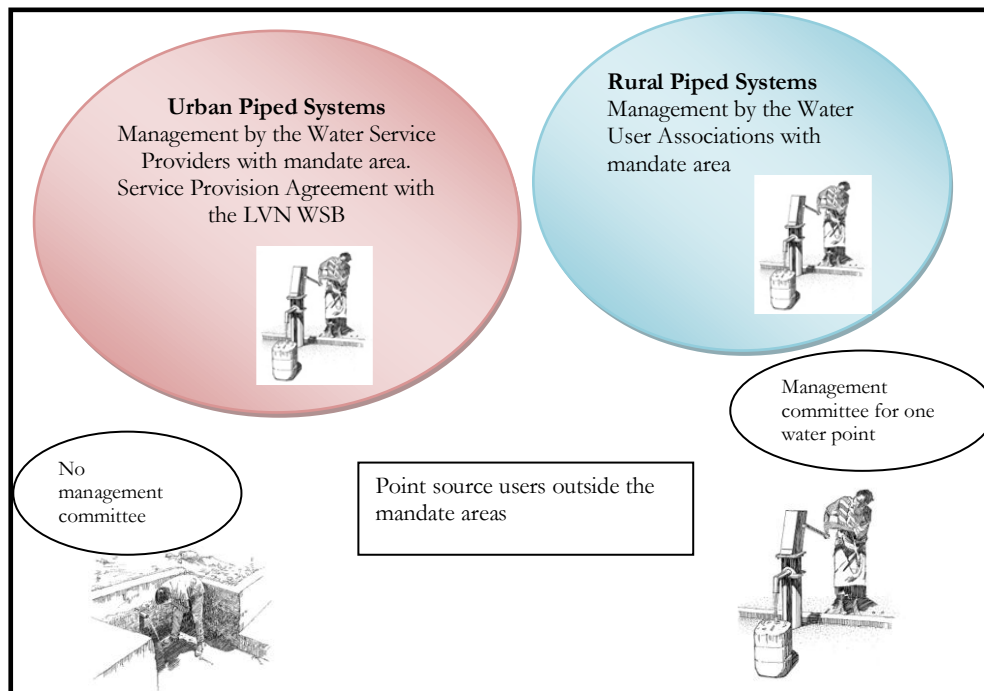


Figure 7 Management of Water supply Systems in Western Province. Source: Prepared by the consultant.

4.2 Funding Mechanisms for Water Supply Development

The current water sector reform has many objectives, as stated in a recent study of the background and status reforms in the water sector in Kenya (Wambulwa 2008), aimed at achieving the financial sustainability of water service provision as well as providing water to the poorest segment of the population:

- Water is a social and economic good – water and sanitation service provision for the poor shall be enabled by social tariffs;
- Sustainability of the WSS system is achieved through cost-recovery;
- Water usage management has priority over supply management;
- Private sector participation in development and management of the water supply services.

The O&M costs of all the water supplies should ultimately be covered by the user fees. The above discussion relating to the current financial sustainability of the systems attempts to cast light on the problems. The user fees collected by the WSPs and WUAs are not sufficient, with the rare exception of some well managed point sources (hand pump wells), to provide for the renewal of the water systems.

The common opinion in the WSBs is that the technically poorly managed systems cannot be profitably operated by the WSPs. Therefore it is the responsibility of the Boards, as the asset holders and developers to rehabilitate and expand the systems. For this purpose, loan or grant funds are necessary and have also been made available by the development partners and the government.

The water services sector in Kenya has a number of funding channels, the most relevant to the situation in the Western Region being:

- **Water Services Trust Fund.** Demand driven fund, based on the community implementation following the Community Project Cycle/UPC. The WSTF has a mandate of poverty reduction.

According to the WSTF rules, the 50 poorest locations in each WSB area are eligible to apply for a water project. WSTF has several funding windows, targeting different kinds of projects – urban, rural and water resources windows. There has been some discussions about opening an irrigation window, but these have yet to be concluded. The WSTF receives grant funding from development partners as well as government funds.

- WSTF also manages the **Output Based Aid (OBA)** funding mechanism, where the communities access commercial credit, but are given a grant to pay back a percentage of the loan, based on their performance.
- Funding through **WSB**. The WSBs, being the custodians of the assets, have the mandate to develop the water supply networks, plants and buildings. The WSBs receive grants and loan funding directly from development partners and the government. At present this is the major funding channel for water services development.
- Funding through the **Constituency Development Fund (CDF)**. The CDF funds are channeled directly from the Treasury to the local projects. The project proposals are vetted and selected by the CDF committees. CDF supported activities were found in several of the case studies. The CDF has managed to reduce the transaction costs, but there were many comments about the selection criteria and resource allocation principles of the CDF funding not being clear. Members of Parliament were reported to have a considerable influence in the resource allocation. The feasibility assessment of the CDF funded projects could be improved. The CDF funds had in some cases been used to pay for the operational costs of the schemes such as electricity bills.
- **Funding through the Local Authority Trust Fund (LATF)**. This was a relatively small fund, and was not encountered in any surveyed schemes. The transaction costs of the LATF were reported to be high.
- **Funding through MWI channels**. The DWEOs receive funding through GOK budgetary channels which they use mainly on procurement and contracting. This is a “non-reformed route” of funding, as it is not in the mandate of the DWEOs to develop or expand the assets.

The principles of the sector reform of water services development and funding are best realized in the WSTF. The Boards have the mandate to renew and develop the assets of water supply provision, and are hence the recipients of funds for this purpose.

At present, 80% of the government funding is still channeled through the DWEOs and the National Water Conservation and Pipeline Corporation. This is out of line with the requirements of the water reforms and is frustrating the Trust Fund, WUAs and the Boards, as the track record of the NWCPC/DWEO of completing the projects is low and the involvement of communities in the fund management is non-existent (Wambulwa 2008). A schematic presentation of the various funding flows is given in Appendix 2.

5 LESSONS

5.1 Alignment with Sector Reforms and Design Flexibility

The Finnish supported programmes discovered early on the inefficient structures and operations of the water sector in western Kenya in the 1990s. GOK, as the sole service provider and manager of water supply systems through the DWEOs had proved to be inefficient. However, because there were no other organisations with which to work, the Finnish supported programmes, continued to support the inefficient government institutions, leading to unsustainable systems development.

WKWSP and CWSMP were the first in Western Province to support and develop community managed water supply schemes. Community management was strengthened during the last years of the programmes and

adopted in the new water sector policies. During implementation various support systems for the communities were developed in the context of the PWEOs, DWEOs and DWOs. There was a considerable effort to institutionalize the various systems, including O&M, M&E and water resources management. The mandate and role of the PWEOs, DWEOs and DWOs was changed in the course of the reforms and the communities were left without an institutional support framework.

Kenya Vision 2030 sets the targets of 72% and 59% access to safe water for urban and rural areas respectively by 2012. This would, in terms of the actual number of people, mean 1 million more users of improved water supply in Western Province.

Any new programmes will need to align and harmonize their structures with the new institutions in the water sector. As the sector reform is still incomplete and further changes will undoubtedly occur in management processes and institutional frameworks, such programmes should have flexible planning, implementation support modalities and not a rigid structure that is unable to respond rapidly to institutional change.

5.2 Challenges Remain with Community Water Supplies

The provision of water services through community based organizations still faces many of the same constraints which were observed during the period of Finnish support

The ownership status of small water supplies, especially spring sources, boreholes and shallow wells is in some cases still not clear, reducing the community's interest to manage them sustainably. The small community managed water points do not have formal abstraction permits from the WRMA or licenses. The Water Act 2002 stipulates that all water points producing more than 25 m³/day should apply for a license from WASREB. The permits and licenses require funds, and small water points, with weak management systems and limited revenue collection are not able to collect sufficient resources to be legalized.

There are a number of water points which do not have any management systems; formal or informal (Fig. 7). Many of these water points are in disrepair and need rehabilitating. The capacity of the Boards, in terms of staff as well as the resources allocated to this activity is limited.

The mechanisms for community capacity building with the Boards need to be institutionalized. Capable private sector and NGO operators are working in Western Province, many having originated from the Finnish supported programmes. Partnership and outsourcing arrangements should be designed and piloted.

There is a need to develop a model (replicable nationwide) for the management of the rural point sources and small rural schemes presently falling in a sort of management gap. This could be achieved through clustering them with WSPs, strengthening the WUAs or other models. Clustering is taking place in Western Province, where small operators (WUAs and small WSP companies) are clustered to larger units. It is reported (Wambulwa 2008) that clustering has proceeded better in the LVN WSB area than in other parts of the country. The benefits of clustering to the WUAs were, however, observed to be minimal without any other capacity building support.

The possible new planned programme needs identify new approaches and innovative management models for the small rural point and piped systems.

It is worth noting that technical constraints can in every case be dealt with if appropriate management and financial systems are in place.

5.3 Financial Viability Can be Achieved

The financial performance of the community managed Finnish supported schemes was found to be variable, but there were enough success stories to show that the community managed schemes can be financially viable and self sustaining. In the case of point sources, there is no doubt that the systems can cover the O&M costs and even renew hand pumps or undertake limited borehole maintenance.

The capacity of the managers of the rural water supply schemes need to be enhanced. Capacity building for business planning, financial management, billing systems and other issues is needed for the WUAs, CBOs and water point committees.

Many of the systems were found to have past liabilities in terms of unpaid electricity bills, payments for materials procured and pending contract payments. These liabilities will need to be resolved, but not by a grant or paying off the liabilities at once (as has been the practice with support from CDF or DWEO). The managers, having accrued the liabilities need to be supported to negotiate with the creditors, devise an amortization plan for the debts and pay back the liabilities through improved revenue collection.

A key issue is the enforcement of by-laws to require consumers to pay their water bills and improve other behavior as users of the water services. The water systems suffer from illegal connections, free riders, vandalism and non-payment of bills. Consumer education needs to be tackled on a wide front, including among the political and local leaders, with education through schools and social marketing through the media. Enforcement of by-laws requires cooperation and support from local government.

In the urban areas there is a wide acceptance of water as economic good, often because there are no other options. When water sources are scarce, private water vendors are the main suppliers, delivering water directly to the consumer. People in towns cannot get water without paying.

In rural areas of Western Province, there are many alternative sources - rivers, ponds, Lake Victoria and others. This reduces people's willingness to pay for the water services. Hygiene education and increasing the awareness of the risks of using open water sources is required to improve the situation. This needs to be recognised as a time consuming process.

The important issue is the need for a comprehensive and sustained revenue collection system, even if the fee levels are low. Most water supply systems, both point sources as well as piped systems have such large numbers of customers, that if all customers paid even small fees, the system would become financially viable.

5.4 The WASH Concept Can be Realized and Should be Expanded

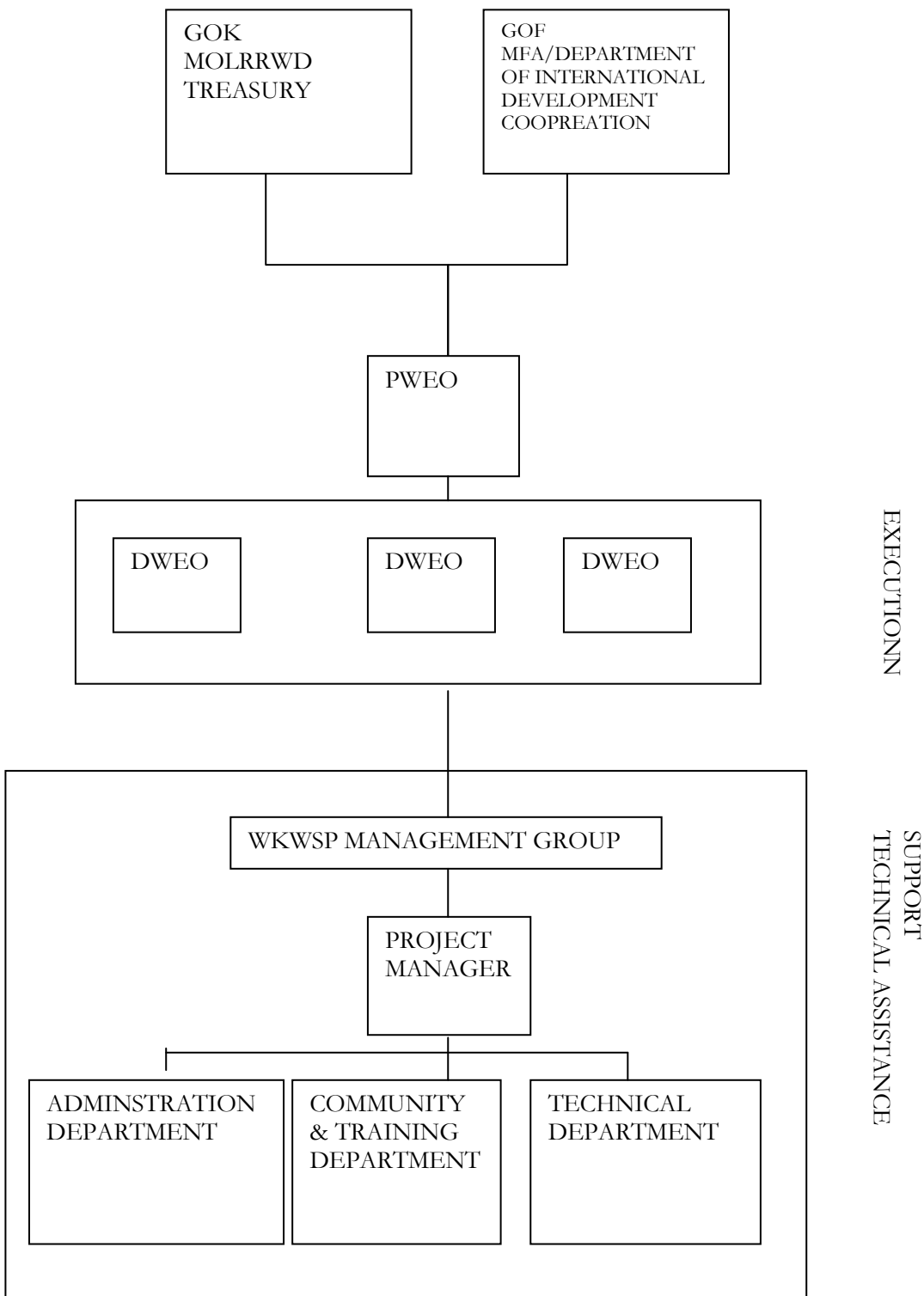
Despite the fact that the activities of sanitation and hygiene promotion were separated in different programmes, the WASH (Water, Sanitation and Hygiene Education) concept was relatively well realized. Sanitation coverage was achieved in parallel with increased access to improved water supply.

Some of the gains of the extensive community level hygiene education through the community level health workers may have been lost and it is therefore necessary to enhance inter-ministerial cooperation, especially between the MWI and the Ministry of Public Health. There are some interesting initiatives, engaging the health facilities in the water and sanitation work, and the progress of these initiatives should be followed up when planning a new programme.

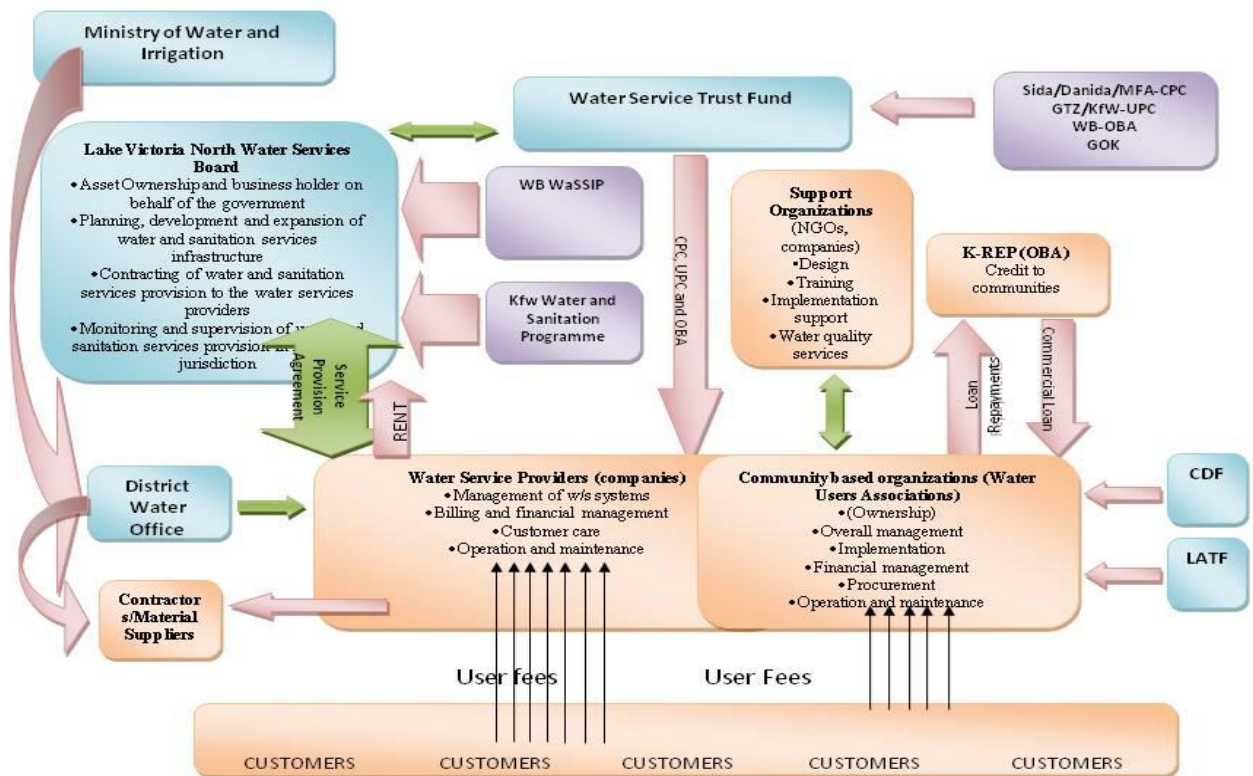
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Appendix 1 Organization of the WKWSP (at the end of Phase IV)



Appendix 2 Funding Flows in Water Supply Development



EXPLANATION OF CODE COLOURS

-  Government stakeholder
-  Development partner/Donor Agency
-  Private sector stakeholder
-  Fund flow, investment support
-  Other relationship – contractual, service provision, support in proposal preparation, in-kind support

{ WUAs presently may operate somewhat independently – in time they will either become official WSPs or be absorbed by larger WSPs. Ownership of assets remains unclear, but it is likely that they will in time pay a fee of 5 % of revenue collected.