

Royal Netherlands Embassy

Ministry of Land Reclamation,  
Regional and Water Development

# **REVIEW OF THE ASAL PROGRAMMES**

**PART ONE**

**KAJIADO DISTRICT  
REPORT**

ETC East Africa, November, 1997

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## LIST OF ABBREVIATIONS

(one list is used for all the reports; for that matter, not all abbreviations will show in the separate reports)

AEZ	Agro Ecological Zone
AIC	African Inland Church
ALRMP	Arid Lands Resources Management Project
AMREF	African Medical and Research Foundation
ARU	Applied Research Unit
ASAL	Arid and Semi-Arid Lands
ASC	ASAL Steering Committee
ATC	Assistant Transect Area Co-ordinator
CAP	Community Action Plan
CBO	Community Based Organisation
CBS	Central Bureau for Statistics
CCF	Christian Children's Fund
CMIP	Co-operative Management Improvement Programme
CMPP	Community Member Participation Programme
COPP	Community Oriented Project Planning
CSRP	Civil Service Reform programme
DAC	Development Assistance Committee
DDC	District Development Committee
DDO	District Development Officer
DDP	District Development Plan
DEC	District Executive Committee
DEC	Drought Escaping Crops
DFRD(S)	District Focus for Rural Development (Strategy)
DGIS	Directorate General for International Co-operation
DIDC	District Information and Documentation Centre
DO	District Officer
DPU	District Planning Unit
E	East
ECF	East Coast Fever
EMI	Embu, Meru, Isiolo
FES	Field Extension Staff
FLS	Front Line Staff
GA	Gender Adviser
GACP	Gender and Co-operative Programme
GDP	Gross Domestic Product
CMC	Credit Management Committee
CMG	Credit Management Group
GoK	Government of Kenya
GoN	Government of the Netherlands
GSIME	Gender Sensitive Impact Monitoring and Evaluation
HoD	Head of Department
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation (UN)
IS	Implementation Scheme
ITDG	Intermediate Technology Development Group
KANU	Kenya African National Union
KCPE	Kenyan Certificate for Primary Education
KNFC	Kenya National Federation of Co-operatives
KVDA	Kerio Valley Development Authority
KWS	Kenya Wildlife Services
LDF	Laikipia Development Fund
LFA	Logical Framework Approach
LMC	Livestock Marketing Centre

LRP	Laikipia Research programme
LRDP	Laikipia Rural Development programme
LUP	Land Use Planning
LUPA	Land Use Planning Adviser
MDP	Marsabit Development programme
M&E	Monitoring and Evaluation
MIDP	Machakos Integrated Development Project
MIS	Management Information System
MLRRWD	Ministry of Land Reclamation, Regional and Water Development
MRDASAW	Ministry of Reclamation and Development of Arid and Semi-Arid Areas and Wastelands
MoA	Ministry of Agriculture
MoALD	Ministry of Agriculture and Livestock Development
N	North
NEP	National Extension programme
NGO	Non Governmental Organisation
NLG	Dutch Guilder
NPO	National programme Officer
NRM	Natural Resources Management
O&M	Operation and Maintenance
OPS	Office of Project Services (UNDP)
PA	programme Advisor
PAM	Project Administration Management
PlanOps	Plan of Operations
PMC	Project Management Committee
PMU	Project Management Unit
PO	programme Officer
PPM	Project Planning Matrix
PRA	Participatory Rural Appraisal
RCA	Reformed Church of Africa
RNE	Royal Netherlands Embassy
RRA	Rapid Rural Appraisal
S	South
SDC	Swiss Development Co-operation
SLO	Sector Liaison Officer
SMS	Subject Matter Specialist
SNV	Netherlands Development Organisation
STD	Sexually Transmitted Disease
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Transect Area / Technical Assistance
TAA	Transect Area Approach
TAAP	Transect Area Action Plan
TAC	Transect Area Committee
TAM	Transect Area Meeting
TBA	Traditional Birth Attendant
TC	Transect Area Co-ordinator
TOR	Terms Of Reference
TOT	Trainer of Trainers
TPM	Transect Planning Meetings
TPS	Transect Planning Sheets
UN	United Nations
UNDP	United Nations Development programme
UNSO	UNDP Office to Combat Desertification and Drought
USAID	United States Agency for International Development
VI	NGO
W	West
WB	World Bank

WID  
YP

Women in Development  
Youth Polytechnic

## **A. BACKGROUND**

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## **1. BACKGROUND OF THE PROGRAMME**

### **1.1 Overview of the District**

Kajiado District is located at the southern tip of Rift Valley Province. It is situated between longitudes 36 degrees 5 minutes and 37 degrees 55 minutes East and between latitude 1 degree 10 minutes and 3 degrees 10 minutes South. It covers an area of approximately 21,105 square Kilometres. It borders Makueni District to the east, Nakuru, Kiambu, and Nairobi to the north, Narok District to the west, Taita Taveta District to the south-west and the Republic of Tanzania to the south. The arid and semi-arid land (ASAL) area constitutes approximately 93% of the district. The 7% of the area which has high agricultural potential, comprises the Ngong Hills and the slopes of Mount Kilimanjaro, around Loitokitok.

According to the 1989 population census, the population of the district was 258,659 (more recent census data are not available, only projections made for 1994 at 324,000). Currently it is estimated as 405,596 (1997 projection). The Maasai are the predominant tribe, but there is an increasing number of immigrants settling in the semi-urban and higher potential areas. The population in the district is growing at a fast rate. Apart from Narok, it had the highest population growth rate among the ASAL districts over the period 1979-1989. Whereas the national annual population growth rate for that period was 3.34% (the average for all ASAL districts was 3.29%), for Kajiado District this was 5.64%. The high population growth rate, coupled with the demand for land for agriculture and wildlife (national parks), puts an increasing pressure on the resource base and the existing infrastructure.

The land tenure system in the district has undergone fast changes over the last years. The formation and subsequent subdivision of group ranches, has impacted on the pastoral system resulting to a more sedentary way of life.

Livestock rearing is the main economic activity. Rainfed agriculture is practiced in the Ngong Hills, Emali and Loitokitok areas. Dryland crops are being introduced in the central parts of the district. Irrigated agriculture, dealing mainly with horticultural crops, is limited to Loitokitok area, river valleys in the Ngong area and in the Nguruman escarpment.

The district benefits from the tourist industry. Many groups produce handicraft items for sale while the Amboseli National Park provides employment opportunities. The Kenya Wildlife Service is supposed to transfer 25% of its gate collections to the Olkejuado County Council, to be used in the Group Ranches around Amboseli Park. Considerable industrialization is evident on the Nairobi outskirts, and the Magadi Soda factory offers both employment and social support to its environs. The district is not only a popular tourist destination, but also attracts many NGOs and agencies which offer relief and development assistance.

### **1.2 History of the Programme**

The ASAL Kajiado programme was initiated in 1987. The first phase covered the period 1987-1989 and a second phase ran from 1989-1994. The current phase officially covers the period 1995 to 1999 according to the Appraisal Memorandum, with a financial commitment until end 1997. The second phase of the programme was reviewed in 1993. The recommendations of this review were taken into account during the preparation of the 1994-1999 Plan of Operations (PlanOps) in mid 1994. Previously, the programme did not have very clear strategies but rather open-ended ones. However, during the preparation of the PlanOps for the current phase, an attempt was put in place to develop specific strategies. The implementation of the



current PlanOps started in January 1995 while at the same time re-writing of the document commenced. The PlanOps is revised with every annual work plan, taking into account the lessons learned and the experiences gained during the implementation of the programme.

With regard to staff, there was a change of the Programme Adviser in mid 1994. Further there was an expansion with the Gender Adviser that joined in 1990, the Land Use Planning Co-ordinator in mid 1995, the Administrator in August 1995, and one of the staff was nominated the Monitoring and Evaluation Coordinator in late 1995. At the time of the review the positions of the Gender Adviser and Administrator were vacant.

### **1.3 The 1993 Review and Recommendations**

The 1993 ASAL Review recommendations for all the ASAL programmes were:

- The broad ASAL objectives were to be made operational in the individual districts, and priority ranking of the objectives and/or sectors was required.
- The “bottom-up” approach to development has to be complemented by a “top-down” element.
- A more gender specific strategy and approach should be elaborated with special reference to community participation.
- Institutional strengthening should be considered as one of the priority objectives of the ASAL programmes. Training needs assessment should be carried out, and PMUs enlarged to increase their effectiveness.
- With regard to productive sector and environment, a thorough analysis of development constraints and potentials should be conducted and long-term development strategies developed.

For the ASAL Kajiado, the Review felt that the programme was developing into a real participatory programme which was in line with the District Focus Strategy, but the programme tended to neglect the role of the sub-DDCs. It was concluded that positive steps had been made towards gender, the environment and livestock, but project formulation and monitoring was not well documented. Specific recommendations focused emphasis (physical and financial) on the productive and environmental sectors and support to a “bottom-up” approach. There was also a need to define the roles of the various government and non governmental agencies operating in the district. Capacity building of the various partners was also highlighted. The review also recommended support for livestock related activities, water (domestic) and education sectors.

While compiling the plan of operations for the current phase (1994-1999), the Kajiado ASAL programme took into consideration the 1993 Review Mission recommendations, with an explanation where they did not conform fully to the recommendations.



## **2. INSTITUTIONAL SETTING**

### **2.1 ASAL Kajiado**

The ASAL Kajiado programme is implemented under the Ministry of Land Reclamation, Regional and Water Development (MLRRWD). Within the Ministry there is an ASAL department which coordinates all the ASAL programmes.

From the donor side, the programme is funded by the Minister for Development Co-operation (DGIS) of the Netherlands, with implementation by SNV (Netherlands Development Organization). SNV keeps in contact with the Kenyan authorities, in consultation with the Royal Netherlands Embassy (RNE).

At the district level, the programme is answerable to the District Development Committee (DDC) whose membership comprises Heads of Government Departments, Parastatals and Non Governmental Organizations (NGOs) working in the district, local government representatives and elected leaders. The ASAL programme is a member of the District Planning Unit (DPU) which gives a planning input to the DDC decision making process.

The Programme Management Unit (PMU) is responsible for the programme operations. The PMU consists of the Programme Adviser, the Programme Officer, the Gender Adviser, the Land Use Coordinator and the Monitoring and Evaluation Coordinator. Other members can be co-opted in the PMU on incidental basis. Policy issues of the programme are deliberated by the ASAL Steering Committee (ASC), which is a sub-committee of the DDC, and its membership comprises Heads of major Government Departments with which the programme is co-operating. NGOs with structural co-operation with the programme have been co-opted into the ASC. In Kajiado, the ASC was established in 1992. To facilitate implementation of the programme there are Liaison Officers from the collaborating departments and NGOs.

The PMU is formally in charge of the programme staff and operations. At the time of the review the staff composition was as follows:

- Ministerial staff: Programme Officer, and one clerical officer.
- SNV staff: Programme Adviser, Administrator (vacant post), Land Use Coordinator, and Gender Adviser (vacant post).
- Programme staff: two secretaries, one Accounts Assistant, one Land use Assistant, Monitoring and Evaluation Co-ordinator (seconded by the Ministry of Education), five drivers, and ten subordinate staff.
- Officers assigned to the programme for purpose of research: One from the Water Department.

The programme has financial procedures which are based on the Government of Kenya (GoK) procedures, but with slight modifications. A computerized accounting system (EXACT) is in place to facilitate both internal and external audit.

A reporting and monitoring system is outlined in the 1995-1999 PlanOps. Project external monitoring is carried out by the RNE and SNV, while the internal monitoring is carried out by the PMU. Quarterly progress reports are compiled and monthly expenditure reports are submitted to SNV.

### **2.2 GoK / NGO / Private Sector Partners**

ASAL Kajiado works through the existing governmental and non-governmental

organisations (NGOs) in the use of personnel, facilities, services and programmes (institutional sustainability). The programme also works with informal and formal community based organizations (CBOs), such as women lobby groups, et cetera. Through the years it has established a community based programme and it is still improving on the quality of planning and its services. More recently, the programme has started working with the private sector and individuals.

Among the NGOs that have undertaken or are undertaking projects together with the ASAL programme are:

- Intermediate Technology Development Group (ITDG) - Housing.
- AMREF - Borehole rehabilitation and shallow wells development.
- FARM Africa - Introduction of camels.
- Catholic Church - Improved human health and water.
- Dupoto e Maa - Awareness creation on land rights and impact of sub-division and sale of land.
- World Vision and CCF - Support to education projects (school equipment, construction of classrooms and fees for the needy children).
- Maasai Rural Training Centre, Isenya - mainly physical implementation of water projects.



### **3. THE PRESENT PHASE**

#### **3.1 PlanOps and Annual Workplans**

ASAL Kajiado prepared a PlanOps, for the third phase, in 1994. This covers the period 1995 - 1999. The plan describes the available resource base in the district, the long-term development objectives, management and organisation of the programme, monitoring and evaluation procedures. The PlanOps puts considerable emphasis on a strong community bias, with specific focus on gender and environmental sustainability.

The PlanOps provides information on the types of projects that are to be supported, the capacity to implement these projects, and the linkages among activities and institutions. The plan also provides details on the relationship between the objectives and the proposed activities. The PlanOps requested NLG. 12 million<sup>1</sup>. The Royal Netherlands Government was requested to grant NLG. 6.5 million, the Government of Kenya NLG 3 million, and participating communities NLG. 2.5 million.

Annual work plans are prepared with specific activities that are in line with the long-term objectives. Annual budgets are prepared on the basis of the work plan and submitted to the donor. The programme has put much effort in improving the planning capacity of the collaborating partners (government departments and NGOs) through 'sandwich' training: classes alternating with practical work in the field. Collaborating partners submit proposals for financing during the last quarter of the year to the ASAL programme. The ASAL programme provides planning guidelines beforehand. The final annual work plan is assembled by the PMU. The functional groups / communities are approached by, or approach the collaborating partners. Some room is also left in the budget for the financing of unexpected activities coming up, e.g. through local level land use planning.

The programme supports development activities in the entire district, with reduced support given to the high potential areas, Ngong and Loitokitok. Through land use planning, the programme aims at achieving more concentrated support in specific parts of the district.

#### **3.2 Objectives and Strategies**

After the initial PlanOps in 1995, ASAL Kajiado reformulated its objectives, towards the end of 1995. The reformulation did not lead to major changes in the objectives of the programme, but rather in an improved formulation, while specifying overall, long-term and medium-term objectives. In addition, strategies were identified, incorporating part of the original "project objectives". The original and revised objectives, and the strategic considerations are presented in the table below.

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<sup>1</sup> Exchange rate appr. 1 NLG. = 30 Kshs.

## SHIFTS IN OBJECTIVES

### PLANOPS 1995-1999

#### *Overall Objective:*

To improve the standard of living of the ASAL population by integrating ASAL into the mainstream of the national economy and social development in an environmentally sustainable manner.

#### *Project Objectives*

#### *Standard of living*

To improve the standards of living of the pastoral population by increasing educational participation and improved service delivery.

#### *Planning*

Increase of planning capacity: district planning, sectoral planning and planning by communities themselves. To support and improve the district planning machinery, and to create a more responsive Government. Specific issues for attention will be the involvement of NGOs in planning, gender and drought. The programme will aim to integrate its activities, more specifically so, its community development approach, into the District Focus strategy.

### ANNUAL PLAN 1996 and 1997

#### *Overall Objective:*

To enhance the people's capacity for self-sustained development by strengthening the socio-economic position of the rural population, with special emphasis on the position of women, through ensuring food security and through the increase of (non) livestock cash incomes, which should reach a level adequate for the purchase of basic consumer goods and services (including health care and education), within an ecologically sustainable land use system, which recognises the complexity and complementarity of different types of land use.

#### *Long-term Objectives*

1. To improve the productivity and income from economic sectors related to the rural economy, within an ecologically sustainable land use system which recognises the complexity and inter-relationships of livestock, agriculture and wildlife.
2. To improve the standards of living of the pastoral population by increasing educational participation and improved service delivery.

3. To strengthen the planning capacity at local and district levels, to enhance local participation in development planning, and make the district more responsive and reach an optimal equilibrium between participatory bottom-up and strategic top-down gender-balanced planning.



<i>Medium Term Objectives</i>	
<i>Institution Building</i> To support institution building and strengthening within the district, based on the functional group approach, and to increase district capacity, to undertake sustainable development and to articulate policy issues.	<ol style="list-style-type: none"> <li>1. To stimulate formulation, implementation and monitoring of activities mainly based upon the specific needs as expressed by men and women of the rural population</li> <li>2. To develop and strengthen structures and mechanisms to facilitate the process of peoples participation and organisation at local level, and relevant improvement of the governmental and non-governmental institutional system (key components only).</li> <li>3. To develop a strategic planning framework for the district, in order to promote sustainable land use planning and monitoring system to support communities to deal with land use changes, to contribute to land use policy and legislation at the district and, as far as possible, at the national level.</li> </ol>
<i>Resource base</i> To create awareness on the optimum land utilisation strategies for the district, and to create opportunities for pastoralists to intensify and diversify their pastoral production system on a sustainable basis. Emphasis will be on elaboration of a land use information and natural resource management system to provide the necessary planning framework.	
<i>Diversification and Intensification</i> (see below)	<ol style="list-style-type: none"> <li>4. To improve rural economic production systems through intensification and diversification measures within and complementary to the pastoral economy, in order to increase the level of income and to ensure their sustainability.</li> <li>5. To improve standards of living of the pastoral economy by increasing educational participation and improved water and health services delivery.</li> </ol>
<i>Standards of living</i> To improve the standards of living of the pastoral population by increasing educational participation and improved service delivery.	<ol style="list-style-type: none"> <li>6. To stimulate local manpower development through the transfer of technical knowledge and through support of training.</li> </ol>

<i>Strategic Considerations:</i>	
<i>Self-help Groups</i> To stimulate the formation and operations of small, functional self-help groups. (does not cover Community participation completely!)	Community participation
<i>Gender</i> To achieve gender equity, equality and empowerment of women. Achievement of strategic gender needs, like women and girls education and a shared decision making role in the pastoralist economy. Institutionalisation of gender planning in the ASAL programme. Strengthening the district wide networking of the gender lobby groups.	Gender
<i>Technological options</i> To create an enabling environment, in which various technological options (traditional and/or modern) can be considered for their suitability for the ASAL. To enable communities to participate in these decisions, they require proper information and an awareness of their own identity and cultural background. See above	Technological Improvement
<i>Diversification of economy</i> To support economic diversification in the district for the pastoral population by improving educational opportunities, enlarging the existing informal sector, supporting the pastoral service sector and by creating a medium sized industrial sector.	Land use planning
	Capacity building
	Diversification
	Intensification

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Integration

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*Operational Strategies*

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Geographical areas of concentration
Sectors of intervention
Existing organisations
Local level integration
Phases of intervention
Target group approach
Community contribution

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### 3.3 Programme Components

The programme initially was divided into five major sectors: the ASAL programme General, the NGO programme, the Planning Sector, the Productive Sector, and the Social Sector. In line with the objectives and strategies, project activities were formulated. In 1996, the programme regrouped its activities and sectors to what seemed more logical, major sectors: ASAL Overhead and Support, Water Development, Rural Economic Development, Services Sector, and Capacity and Institution Building. Minor changes in project activities took place in 1995 and 1996 as a result of identification of new activities and omission of others. Major changes took place by starting land use planning in 1995, and the credit programme in 1997.

#### SHIFTS IN SECTORS AND ACTIVITIES

<b>PLANOPS 1995-1999</b>	<b>ANNUAL PLAN 1997</b>
<b>ASAL programme General</b>	<b>ASAL Overhead and Support</b>
ASAL Co-ordination	ASAL Overhead
ASAL Training	ASAL Support
ASAL Research	
ASAL Contingency	
<b>NGO Programme</b>	
Grants to NGOs	
ITDG Maasai Housing	ITDG Maasai Housing (Services Sector)
AMREF Borehole Programme	see below
SBC Informal sector	
<b>Planning sector</b>	<b>Capacity and Institution Building Sector</b>
ASAL Policy	ASAL Training
Self-help groups	Self-help Groups
District Atlas /Profile	ASAL Land Use Planning
District Planning	District Planning
DIDC	DIDC
Database	
	Lenkism Area Co-ordination
	Dupoto - Land Education
	District Cultural Project
	<b>Water Development Sector</b>
	Water Harvesting Project
	AMREF Borehole Project
	Shallow Wells
	Water Appraisal and Evaluation Unit
<b>Productive sector</b>	<b>Rural Economic Development</b>
Paraveterinary programme	Community based Animal Health Care
Livestock production	Livestock Intensification
	Livestock Diversification
	Range development support
	Livestock Marketing
LMC Mile 46	
Livestock Community	
Shallow wells	see above
Micro Water	see above
Water Community	see above
Compatible Agriculture	Compatible Agriculture
Animal Traction	
Agricultural Community	
Community Forestry	Community Forestry Project

<b>PLANOPS 1995-1999</b>	<b>ANNUAL PLAN 1997</b>
Wildlife Utilisation	Wildlife Utilisation Kajiado Community Managed Credit Scheme
<b>Social Sector</b>	<b>Service Sector</b>
Education training	Education Management & Facility Support
Education enrolment	see above
Education community	see above
Adult education community	Adult Education
Water and Sanitation	see above
Health training	
Community health	Community based health care project
District cultural projects	
Market centre development	

### 3.4 Target Groups

The programme identifies the individual households as the basic and most important unit in the ASAL. Within the individual households, the women are considered the major target group. The programme did not have a target group analysis as a basis for targeting activities.

Existing non-formal local level groups (including all kinds of associations), and existing formal local level groups and district level organisations, are also targeted through the programme. In addition, the programme supports the development of new groups.



## **4 REVIEW METHODOLOGY**

The approach adopted for this ASAL review comprised a combination of methods: activity matrix; household surveys, participatory rural appraisals (PRAs), and a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis. The data generated through each method was supposed to compliment each other, and allow cross-checking of information. In addition a review of the existing information was carried out (see also Annex II, Part Three).

### **4.1 The Sectoral Matrix**

The purpose of using sectoral matrices was to get an idea of the project outputs and effects by involvement of all participating line ministries / departments. Each of the participating sectors was supposed to provide self-assessments on the basis of their own experiences. It was assumed that the programme management team would check the outcome of the matrices. However, this did not proceed as originally anticipated. Consequently, the Review Mission had to obtain the performance matrix information from the programme management and annual reports. The information collected consisted of the projects implemented per sector, project costs, targets set and the achievements. From this information, the project expenditures as a percentage of the total ASAL programme budget were calculated, target achievements were assessed and the relevance and impact of the project was evaluated qualitatively.

### **4.2 Household Survey**

Household surveys were used as part of the ASAL evaluation in order to obtain quantitative data. A questionnaire was designed to help determine impact as specified in the terms of reference. Questionnaires for each district were a little different to capture the unique nature which characterizes each district and also measure the range of ASAL activities. Questionnaires were pre-tested in each district in order to reduce error. Enumerators were chosen for each district and trained.

Households, where the questionnaires were administered, were chosen at random. To help gauge the impact of the ASAL programme, households were chosen on the basis of intervention versus non-intervention by programme activities. The areas for sampling were chosen by the programme based on their knowledge of activity levels in the various project areas. In certain cases an area was chosen for analysis based on a special request by the programme. This was the case for inclusion of the Magadi area in the Kajiado sample.

For Kajiado District, the pre-testing and administration of the questionnaires was carried out during the period 12-26 May 1997. The intervention areas were: Olobelbel Location - Pelewa Sub-Location (21 HHS) and Ollomunyi Sub-Location (15 HHS), Olontulugum Location - Kikurro Sub-Location (10 HHS) and Olgirra Sub-Location (11 HHS), while the non-intervention areas included Kenyawa Location - Masimba Sub-Location (31 HHS) and Magadi Location - Olkeri Sub-Location (10 HHS) and Magadi Sub-Location (20 HHS).

### **4.3 Participatory Rural Appraisal**

The Participatory Rural Appraisal was designed to provide qualitative information to complement data gathered through the other methods, particularly the household surveys.

With the focus being on the processes and procedures necessary for community participation, information was sought at policy, operation strategy and

implementation levels to determine the extent to which community members were targeted and reached by programme interventions. The methodology used involved review of operation documents and discussion with the PMU, discussion with implementing agencies and field visits to project and non-project areas.

For ASAL Kajiado in addition to discussions with the various departmental, PMU, and NGO (ITDG) staff, projects visits were chosen in the three key sectors: agriculture, livestock and water. In all cases, discussions were guided by a pre-prepared check list.

ASAL Kajiado, supports both individual and group projects. For group projects, members of the project committee were sought and interviewed. Individual projects were said to be organized in associations, however, these were reviewed through project site visits with household members. Two agricultural activities were reviewed, i.e. an individual farm and a women group farming activities, four public and two private water pans were visited and discussed, two zero grazing farmers and five farmers with shallow wells were visited. The Embolioi Livestock co-operative in area was also discussed. Livestock and water activities were closely inter-linked, as in all cases water projects were implemented to supply domestic and livestock water.

At the end of the PRA exercise, a feedback session was held where the findings were presented and discussed.

#### **4.4 SWOT Analysis**

Participatory workshops were organized where SWOT analysis was carried out in order to elaborate on institutional issues (organizational, financial, human resources, administration, et cetera) that affect the programme. For Kajiado, the workshop was attended by members of the PMU, Heads of Departments, NGOs and lobby groups. The results of the SWOT analysis, plus those of the PRA and discussions with ASAL management, formed the basis for observations and conclusions on the institutional setting of the ASAL programme.

## **B. RESULTS OF THE REVIEW**



## **5. INSTITUTIONAL SETTING AND FUNCTIONING**

### **5.1 Introduction**

A SWOT analysis was carried out in Kajiado District with elaborate discussion on the institutional issues that affect the programme. The workshop was attended by members of the PMU, Heads of Departments, NGOs and lobby group. The results of the SWOT analysis plus those of the PRA and discussions with the ASAL management, form the basis for observations and conclusions made in this chapter.

### **5.2 Placement of ASAL Programmes within the Ministry of Land Reclamation, Regional and Water Development (MLRRWD)**

The strengths of placing the ASAL programme in the Ministry of Land Reclamation, Regional and Water Development (MLRRWD) are that the Ministry provides the overall policy framework that justifies the existence and the programme's operations. Furthermore this would enable the programme to focus more on water resources development. At the headquarters' level, support has been in the form of assigning a Programme Officer and a clerical officer, paid by GoK.

At the district level, the programme works within the government structure, which is very well understood. Government departments accept and understand the programme well. Collaboration does exist between the PMU and the Department of Water Development, with the latter as one of the implementing agencies. It is not a special relationship promoted by a deliberate ministerial policy.

The weakness of this placement is that there is little understanding of ASAL programme concept at the ministry headquarters, little support and feedback and lack of institutional memory. Support in the technical, professional and policy arena has been conspicuously lacking. The Department of Land Reclamation has a weak capacity to co-ordinate ASAL programmes in the country, and has no capacity for Policy Review and Development. This situation arose due to loss of grip of staff handling ASAL matters during the transition from the former Ministry of Reclamation of Arid, Semi-Arid areas and Wastelands (MRASW). As a sector ministry, the MLRRWD gives high priority to water activities while ignoring, to a large extent, the complexity of development in marginal lands. Environmental issues and land use matters are critical and need to be addressed within its fragile ecology, which the Ministry is not familiar with.

Concluding, the placement in the Ministry of MLRRWD is not considered successful. Support and feedback are insufficient. The Department of Land Reclamation does not have enough capacity to co-ordinate the different ASAL Programmes.

### **5.3 The District Focus Policy**

The District Focus Policy is regarded as having local relevance and therefore provided a framework for the programme to function sufficiently. The District Focus Policy has political support and enjoys some good will. The strategy harmonised and facilitated community and departments in rural development thinking. It should enable programmes and projects to sensitise communities on bottom up approaches, enhancing local participation and improved planning. The strategy promoted undertaking of own projects by communities and cost sharing, enhancing project sustainability.



Through the District Focus, duplication of projects has been minimised. It has increased the number of women involved in decision making and NGOs have been facilitated to reach local people. Nevertheless, the District Focus Strategy is afflicted with many problems. The system generates many priority projects that cannot be funded, causing apathy within communities. At the local level, there is absence of functional development committees. The poorest of the poor are not reached, while some areas have remained dormant for a long time. Other weaknesses include negative political interference, too much influence from the provincial administration, and the creation of uneven community expectations leading to apathy.

The ASAL Kajiado programme agrees with the objectives of the District Focus Policy but does not agree with its strategies. Hence, the programme's choice of additional strategies and other avenues to facilitate bottom-up planning. In recognition of the weaknesses of the system the programme provides some resources to facilitate better district planning through the DPU.

The programme has tried to support the sub-DDCs, but concluded that the District Focus concept is not really functional, in particular at the lower levels.

#### **5.4 The Programme Management Unit**

During the time of this review, the PMU appeared to be performing its duties and responsibilities well. It was reported that there existed good sector co-ordination, facilitating the attainment of the programme objectives, proper management of funds, quick disbursement of funds for field activities and fast decision making due to the small size of the PMU. Other advantages of the PMU are that it is accessible to the implementers and has experienced staff.

However, the programme feels hampered by the many different lines of responsibility, which create too much bureaucracy for the programme. At district level, the DDC and the ASAL Steering Committee, and at National level the Ministry, SNV and the RNE need to be consulted, kept informed and take major decisions, such as the approval of the PlanOps and Annual Plans.

The ASAL Steering Committee meets half yearly to deliberate on policy issues and approve the Programme's annual work plan. The mission noted that despite the attempts to keep to this schedule, there were problems experienced particularly related to the participation of some Heads of Department. However, the quality and progress of implementation of the programme's work plan is reported by the heads of departments during the monthly meetings of the District Executive Committee (DEC), and during the DDC meetings. During the SWOT, it was reported that the PMU appeared to have a two window decision making system, where some officers prefer to deal with the Programme Officer on specific matters while on other matters they prefer to deal with the Programme Adviser. The programme management was aware of this and tries to close this gap through regular discussions in the PMU.

For more specific recommendations in this respect, reference is made to Part Two.

#### **5.5 Financial Management in the Programme**

The programme has an elaborate "Internal Manual of Financial and Administration Procedures" which has incorporated recommendations made by two auditors (Price Water house in 1995 and Coopers & Lybrand in 1996).

The programme accounts are managed and processed by using a computer package known as EXACT, in accordance with instructions from SNV Headquarters in The



Hague. EXACT generates the required reporting for both PMU and the donors. The major advantage of EXACT software over PAM that is being used in the three other ASAL programmes is that it enables the programme to not only use the Dutch cost code system but also a Kenyan one (not operative). It can also assign expenditure to cost centres. Each separate activity is such a cost centre and below this, the different planned output of an activity are made cost centres too. This greatly facilitates the monitoring capacity of the PMU.

The PO and the PA, both being co-signatory to the ASAL programme payments, provides the solid principle of joint responsibility. However, the PO is formally the sole signatory to GoK funds of the MLRRWD, leaving the PA with little insight capability in this. The mixed chain of command where ASAL funds are concerned in preparation and final payments can easily lead to conflict situations (although not noticed during the review). Possible conflicts like double payments are controlled by the PMU through informal procedures like copying of payment vouchers to the district auditor.

Informal procedures to remedy structural problems are not preferable. A decision should be taken about the position of the ASAL's vis-à-vis the GoK and proper procedures should be established accordingly.

Within the original 'joint venture' set-up, the ASAL programme formally depends for the financial control on the GoK structure and history teaches that this control system is not always watertight and cannot always avoid misappropriation of funds. During the first phases of the programme, avoidance of major financial conflicts was only possible because the advisor was involved in each and every detail of the programme and checked each activity personally. Such intimate knowledge of all the details of the programme provided the additional control mechanism required. With EXACT software has the control mechanism been taken away from the line departments.

The introduction of EXACT software improved the financial management, but was based on a one-sided decisions that takes the programme a step away from a real 'joint venture'.

EXACT software proved to be a monitoring tool on projects since 1995 and since 1997 as a monitoring tool on the output level. Similar software should be made operational in the other districts.

## **5.6 District Decision Making**

Day-to-day decision making as far as programme related matters are concerned is the task of the Programme Management Unit. The ASAL Steering Committee was created in 1992 to attend to issues related to policy and co-decision on the annual work plans. The donor plays an important role in final decision-making.

The ASAL Steering Committee is not sufficiently effective to support the programme in major policy and decision making. Furthermore, there should be more input of NGOs and CBOs in policy development. Now, policy issues are focused on the government e.g. through the Steering Committee. There should be an increased role for target group representation. The programme will need to find a way of how to establish such representation.

However, within the present structure introduction of the target groups in decision making is difficult to realise by the programme. Such a change should be based on decisions and preparations at a higher level (e.g. a change of the present 'joint venture').



While project beneficiaries in collaboration with the government departments continuously generate project proposals for support by the programme, the major decisions are taken by the PMU. The PMU deals with all activities approved in the work plan. The progress of the programme activities are reported by the departments to the DDC.

### **5.7 Government of Kenya Inputs**

For Kajiado District, the presence of donor funds does not seem to dismiss government funding for a variety of projects. However, no clear conclusions can be drawn on the basis of the available information. In 1996/97, Kshs. 160 million were provided for development activities in the district. It should be noted, though, that the distribution of these funds may not benefit all departments, and in some cases they may go to a single project.

To ensure the government's commitment to the ASAL programme, there should be a conditionality for matching funds. This will ensure enhanced institutional sustainability and accountability in the use of project funds, leading to improved transparency.

### **5.8 Low Input and High Input Strategy**

A low input approach is a situation where the programme has a small PMU and operates with resources that are just enough to supplement the local resources (GoK, NGOs, and communities). They should not fund more than about 10 - 20% of the total budget. The opposite is true for a high input approach.

Considering the above, ASAL Kajiado is no longer a low input programme. The programme facilitates various government departments to do their work and have more impact. The PMU has expanded and the budget has been increased considerably annually. The programme has enabled communities to mobilise their own resources to implement projects. On average there has been a 50 / 50 co-financing policy with the communities. In reality, ASAL has been quite flexible.

The programme is convinced that by following this more "high input" approach they have more impact.

### **5.9 Collaborating Partners**

#### *Implementing Partners*

ASAL Kajiado has worked with government departments and agencies, NGOs, the private sector and other organised groups. The PMU is also working with grassroots organisations to ensure that communities benefit from programme interventions.

The programme has selected these partners on the basis of its objectives. Projects with these implementing partners have been developed according to the capacity of the partners. Initially, the programme focused on collaboration with government departments. However, during this phase more attention has been given to collaboration with NGOs, CBOs, and more recently, private sector organisations.

#### *Consulting Firms*

ASAL Kajiado has been supported by consulting firms in the areas of improved planning, participatory rural appraisals (PRAs), credit, wildlife and land use planning.

The programme uses consultants to provide additional expertise which is not present in the programme set up. Consultants are also used to provide support to capacity building.

The programme is satisfied with the inputs of the consultants. One of the advantages is also that the programme has control over the quality of the work delivered. However, one of the disadvantages of the use of consultants is that it is not always well received by the departments.

### **5.10 Target Groups**

From poverty studies carried out last year by the programme, it has become clear that at the moment target groups cannot easily be specified in terms of poor or less poor. However, a classification in poverty groups in terms of wealth and / or lack of access to land / or capital and services seems relevant in the more urbanised areas of the district.

Through the type of activities selected, automatically particular target groups are addressed. The programme tries to identify through the poverty studies and land use planning if particular important groups have not been addressed, such as the youth and the "landless".



## 6. PROGRAMME OBJECTIVES AND STRATEGIES

### 6.1 Assessment of Objectives

The project has successfully reformulated its objectives and formulated strategies to achieve these objectives. The original and revised objectives are presented in chapter 3. These revised objectives will be referred to here. From the end of 1995 onwards, the project has also identified output and effect indicators, and used these in its progress reporting. The *medium term objectives*, their relevance, the strategies and to some extent the activities selected and their relevance are discussed. It must be kept in mind that these objectives were set for the entire project phase, which will end in 1999.

1. *Needs based formulation, implementation and monitoring of activities:* The programme has stimulated a bottom-up approach to ensure that relevant activities are supported by the project. The strategies selected by the programme which have supported this objective are in particular community participation (with focus on group development and cost sharing), gender, land use planning, and capacity building. The successes of these strategies are discussed in the next section. In general it can be concluded that these are relevant strategies which have achieved an impact.
2. *Facilitate the process of peoples participation and organisation at local level:* Organisation building has taken place in particular through the formation of groups and support to these groups. Capacity building activities have taken place to achieve this. The local level land use planning process also intends to support the development of user groups. The strategies have been followed consistently by the programme, and are considered relevant.
3. *Strategic planning framework:* The programme is in the process of formulating a strategic planning framework through land use planning. Planning at the district and local level is expected to contribute to achieving this objective. The programme will continue to develop the strategic planning framework at the district level and methodologies at local level. Contribution to land policy is still limited.
4. *Improve rural economic production systems:* Intensification, diversification, technological innovations and integration are strategies followed to achieve this objective. All activities under the Rural Economic Development Sector contribute to this objective. The programme has chosen various avenues to achieve this objective: improvement and diversification of the livestock sector, the agricultural sector, and the informal sector, including credit facilities.
5. *Improve standards of living:* Strategies followed are in particular community participation, gender, capacity building and integration. Activities are focused on domestic water supply, education and health. Domestic drinking water supply has been quite successful and various appropriate technologies in this field are promoted by the programme. Activities in health are mostly limited to education / awareness. Increased educational participation is achieved through improvement, awareness and bursaries. As will be explained in chapter 7, educational participation has, nevertheless, decreased in the district, due to inability of parents to pay school fees.
6. *Local manpower development:* Through capacity building and technological innovations, local manpower has been stimulated. Specific activities in this field are limited. The objective is not very specific, and it is doubted that the strategies and activities developed are sufficient to have any substantial impact.

In conclusion, the objectives are well formulated and effectively translated into strategies and activities, with the exception of the medium term objective 6. The medium term objectives contribute positively to the fulfilment of the long-term and



overall objective. However, the second long-term objective has not sufficiently been translated or divided into several medium term objectives. Now the second long-term objective is basically identical to the fifth medium term one. The fulfilment of this objective is, therefore, expected to be limited.

## 6.2 Assessment of Strategies

The "Strategic Considerations", as developed in 1995, are: Community Participation, Gender, Technological Improvement, Land use planning, Capacity building, Diversification, Intensification and Integration. An assessment of the relevance and effectiveness of most of these Strategic Considerations is presented below. Land Use Planning has received ample attention through the separate review (Annex IV in Part Three). Therefore, only a short description and the conclusions will be presented here. Gender, as a major strategy, will be given more attention in a separate section.

### *Community Participation*

The main strategy to achieve community participation in ASAL Kajiado has been the stimulation of the development of functional groups and working through them. It has been assumed that assisting the community to organise itself through functional groups, will result in the development of a receiving mechanism and a means for people to identify problems, prioritise and search for solutions. In the areas where local level land use planning takes place, there has also been the development of a participatory planning process, to involve all stakeholders in that planning process. This therefore does not limit itself only to smaller functional groups.

According to the SWOT analysis, the processes of community participation have been quite successful in identification of people's needs, better planning, implementation and ownership, and a higher probability of sustainability of implemented projects. One of the drawbacks is that backward communities often do not come forward and, therefore, risk to be left out. The programme is trying to address this by identifying "grey areas" and paying special attention to these.

Cost sharing has been another major strategy to increase community participation and ensure commitment. It is assumed that cost sharing will ensure that priority activities will be selected and implemented. This is discussed in more detail below.

### *Functional Groups*

There were about 450 groups in existence in Kajiado before 1993, out of which 300 were women groups and 150 were youth groups. To date, the number of registered groups has more than doubled to 1160, as a result of various group support interventions from the ASAL programme and other development support partners. The National Youth Harambee drive of late 1996, contributed to the proliferation of youth groups. Currently, Kajiado District has 610 women groups, 400 youth groups and 150 other self-help community groups. Many of these groups have more than one activity, hence, those involved in the different sectors are as follows:

Water sector	-	56 groups
Agriculture	-	360 groups
Livestock	-	1020 groups
Co-operatives	-	6 societies
Rural trade	-	300 groups
Irrigation	-	9 committees
Land owners associations	-	5

Group membership ranges between 15 - 50 members, with most groups having about



30 members. This implies that there are nearly 35,000 members of different groups (1160 groups), which constitutes about 20% of the adult population. The household survey states that around 40% of the respondents (men and women) are members of some sort of group. A member is usually a representative of a family. For project purposes the complete membership list has to be provided on registration, also indicating the committee members.

Operating through groups requires appreciable input on capacity building at this level. The Social Services Department is supposed to play a key role in community groups formation, registration and proper functioning. The department played a role in sensitising the community on cost-sharing. However, technical departments became increasingly more involved in facilitating group formation for their groups.

Household surveys indicate that 38.6% and 44.3% of the women in intervention and non-intervention areas respectively, belong to a group. Most of these groups are involved in income generation such as bead-work and steer fattening, among other activities. About 30% of men in both intervention and non-intervention areas belong to a group. This is encouraging in that men often do not form groups; it is possible that this level of group formation has resulted from ASAL support and other partners.

Group membership is voluntary. It is envisaged that community members who are willing to join the groups and contribute in cash and kind to project implementation, are highly likely to be committed enough to operate and maintain the project in proper working order.

Other benefits of the implementation strategy are as follows:

- It has enhanced purposeful group formation and the communities' capacity to identify projects and supervise implementation.
- Better chances of project sustainability due to communities' involvement and investments in time, funds and effort.
- Reduced dependency level as communities learn to accept cost-sharing; enhanced sense of ownership and responsibility for projects.

The ASAL programme has also been supporting individual projects that extend their services to the community around them. A case in point are the Pelewa water pans and shallow wells in the Isinya area. These are also done on cost-sharing basis. ASAL support is provided on the understanding that these facilities will be made accessible to neighbouring families and their livestock. So far this arrangement is working very well, though there is no written agreement specifying the terms, conditions and duration for the sharing of the facility. Besides, all other expenses like for operation and maintenance are incurred by the owner(s) of the facility.

### *Cost Sharing<sup>2</sup>*

Kajiado has made substantial progress in cost sharing for projects. In principle this is on a 50/50 basis, but there is flexibility, in particular during periods of drought. There is also differentiation according to the type of project, e.g. depending on whether these are income generating, social services, or training. Cost sharing is preceded by group organisation, the registration of members, and the election of group leaders or a project committee to run the project. All this is voluntary, and it enhances chances of sustainability.

Enthusiasm to contribute to the implementation costs is usually high. However, maintaining an adequate operation and maintenance fund will require discipline. For

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<sup>2</sup> New policies on cost sharing for 1998 were approved in the DDC meeting of November 1997.



e.g. regular operations sometimes monthly charges are expected to be levied on project members. The Orinie Borehole, for instance, is charging Kshs. 20 per head of cattle per month. The programme has paid much attention to operation and maintenance aspects. This has included training of water committees on account keeping, maintenance and other relevant matters, advising water committees on how much they should charge, et cetera. However, training could not always take place during the last year due to the drought, and after this, due the lack of ASAL programme funds. Most groups are serious in following-up the training. With the shallow wells the maintenance systems are well developed and no problems are expected. With the boreholes the costs can be much higher and with major breakdowns, problems may be experienced.

The idea of cost sharing is now well accepted and has helped to focus on prioritised projects. The groups have performed well particularly for those projects that they are convinced about.

#### Observations on cost sharing:

- The level of community participation in terms of willingness to be involved and cost-sharing was found to be very high, particularly in water projects, both communal and individual.
- Informing the community plays a very important role in facilitating their participation. This explains the high level of cost-sharing that was achieved by the Department of Education on purchase of school equipment and other education support activities.
- Drought has many implications in that it reduces the households' resources and their capacity to contribute to development activities.
- Project implementation is slower because communities take longer to arrive at decisions and to organise themselves.

#### *Land Use Planning*

During the evaluation of the ASAL programmes in 1993, it was concluded that land use planning (or rather natural resource management) should receive more priority in these areas and that the programmes should actively start developing methods for resource use planning. As a result, several approaches to resource use planning have been developed in the four different districts, with different entry points. In all districts, resource use is considered the main source of income for the majority of the inhabitants in these areas, while resource degradation is considered the major threat, with often irreversible consequences for these fragile areas.

The approach taken in Kajiado will be described briefly. The full report on LUP in the four ASAL districts, including Kajiado is annexed (Annex IV, Part Three). ASAL Kajiado recruited a full-time Kenyan Land Use Planning Co-ordinator (SNV employee) and requested backstopping services through ETC-EA. A Core Team at the district level, and presently three divisional level teams have been trained and established.

Land Use Planning in Kajiado District is introduced at two levels: district level and "local" level, each with distinctive goals and activities:

- District level planning: synthesising information and policies; and prioritising areas and activities on the basis of this information.
- Pilot areas: participatory planning of land use improvements and enhancing planning capacities of the actual land users.

A district level planning framework is being developed by dividing the district into Resource Management Areas which are relatively homogeneous areas from a natural



resource management perspective. These areas are described in terms of natural resources and their use, constraints and opportunities and main strategies for these areas. This should provide the external planning framework, considering broader issues, and long-term impacts over a larger area for the wider community.

Much emphasis was initially placed on getting the participatory land use planning started. One of the drawbacks has been that the process was too slow and implementation of activities lagged behind. A discussion with a group in Pelewa, where the process was recently started, indicated impatience in that they are more keen to see projects being implemented than to go through with the resource assessment and planning process. The Land Use Planning backstop mission has given several suggestions for improvement of the methodology.

The two levels (district and local) of planning should complement each other in analysis and action. Through the local level planning process, user needs are brought forward and solutions are looked for at that level. Through the understanding of the Resource Management Areas (district level), a broader understanding of the issues and the impact on the wider community and longer term, are brought in.

Local level planning has so far focused much on methodology development and capacity building. New technological options were supposed to come in, but this did not happen sufficiently as yet. The local level planning has, so far, focused on user needs and had a scope that went beyond the management of natural resources only and was, therefore, not restricted to resource management issues only.

Officers, often, still perceive LUP as a process of planning that goes parallel to other planning processes. It is expected that, since methodology development and capacity building have yielded results, it will play a role of growing importance. At district level LUP still needs to contribute more to strategic choices through a district planning framework. This is expected to happen soon.

### *Capacity Building*

Capacity building has taken place at the level of the implementing agencies and at the level of the target groups:

- The heads of departments, representatives of NGOs and liaison officers were trained on the project cycle, project planning with the use of the logical framework, gender, sensitive planning, PRA and M&E. The training on project planning was also brought in practice by using this during preparation of annual plans. This has enhanced programme planning considerably. Training in PRA has helped staff to capture indigenous technical knowledge.
- Institutional capacities of the target group have been strengthened through training at that level and facilitation of group development. The LUP approach has also played a significant role in enhancing the analytical and planning capacity of the divisional teams and the community members involved in the process.

Subject specific training has taken place within various sectors as parts of activities or as specific activities in itself.

### *Diversification*

ASAL Kajiado considers economic diversification of the pastoral population an essential strategy to relieve pressures on the pastoral sector and provide alternatives. Diversification within the pastoral sector, as well as outside the sector, have been pursued. Various activities have been carried out to stimulate diversification, e.g.:

- in the pastoral sector: beekeeping and introduction of camels;



- outside the pastoral sector: credit, agriculture, wildlife utilisation.

### *Intensification*

Increased subdivision, land sale and increased population have resulted in smaller parcels of land being available for inhabitants of the district (pastoralists as well as small scale farmers). ASAL Kajiado has, therefore, supported activities to encourage intensification in the livestock and agricultural sector.

### *Integration*

Integration is envisaged by ASAL Kajiado at three levels: at the level of implementing institutions (departments, NGOs), integration of activities itself at the level of implementation, and local level integration with functional groups:

- Implementing institutions: Before 1993, fora for role sharing between the departments were limited to incidental inter-departmental collaboration, and the meetings facilitated by the District Focus Strategy. From 1994 onwards, complementarity in development activities was enhanced by the joint training at district level where district personnel were sensitised on planning and participatory skills. The liaison officers, again through joint fora, provided additional opportunities for collaboration.
- Integrated implementation of activities: at field level, collaboration can be strong as technical field officers seek to support one another to enhance the success of their projects. In areas where local level land use planning is taking place, integrated teams have been developed. They found integration of their work and collaboration a major advantage.
- Integration at group level: the programme intended to facilitate integration of groups, so that they could co-ordinate their activities at a higher level than the group level. This has been partly successful only. Successful e.g. for technical projects like shallow wells. On the whole, the Ministry of Culture and Social Services that had the mandate for this integration has failed. The programme now also accepts that groups can dissolve after having achieved their objective and that sustainability does not necessarily imply a continued existence.

## **6.3 Gender Aspects**

### *Situation of Women*

Women in Kajiado play a major role in the productive sector while at the same time being responsible for the reproductive activities at the household level. In areas where small scale agriculture has been introduced, most of the activities related to crop production are undertaken by women. At the same time, substantial amounts of time is spent each day on the collection of fuelwood and domestic water. House construction and frequent repair with the use of clay, is also a woman's responsibility.

Decision-making on the use of resources at household level is often done by men who also control the use of benefits accruing from agriculture and livestock when these are substantial. Women have control over milk and cash from milk sales, hides and skins from livestock slaughtered at home and subsistence food crops. For larger livestock or large amounts of agricultural produce, decisions are often taken by the men. Decision-making forums at community level are dominated by men. Women tend to shy off from attending such forums and the few who attend are often silent listeners. Illiteracy is high among women and traditional practices such as female circumcision and early marriage have tended to perpetuate this situation.



## *Gender Approach*

ASAL programme Kajiado considers gender an integral part of all the programme components. It is explicitly stated both in the plan of operation and the annual work plan that gender is to be integrated in all the objectives and that the programme targets both men and women. A gender adviser has worked for the programme since 1991 although at the time of this review, the last adviser had not been replaced.

## *Results of Gender Interventions*

### *Gender Awareness*

At the institutional level, the appreciation for gender as an important concept in the development process has been created. A conference held in 1993 provided direction and gave scope for incorporating a gender perspective in the programme. Training programmes held for liaison officers on gender, participatory planning and monitoring, provided useful insight and enhanced skills for gender sensitive planning. This is evident in the subsequent annual plans and log-frames. These training programmes, however, were not implemented for the extension staff at the divisional and locational levels.

The programme has initiated the formation of women's lobby groups at the district and divisional level as an instrument to lobby for women's right to education and women's participation in decision making at community level. While the groups have made recognisable contribution to reducing the plight of the girl child, some criticisms are made by male extension staff and some community leaders on the fact that lobby groups have tended to target women for sensitisation on the importance of girls education when the decision-making concerning early marriage and education of children is actually taken by men.

### *Increased Participation of Women*

As a result of increased awareness among extension staff, there is a deliberate effort to recruit women and men in extension and training activities. The lobby groups have also raised women's awareness and encouraged them to participate in development activities and to seek services from extension workers. Women are now coming to the departments to demand services and to make use of institutions like banks, tasks that were formerly done through men. Women are also represented in a number of development committees such as water management committees, school management committees, and hold leadership positions in functional mixed groups as well as women specific groups. Achievements such as owning an improved house, a water jar or improved livestock have also boosted women's confidence. However, it is noted that these changes are slow and participation of women is still much lower compared to men. Continued sensitisation and developing guidelines and targets for implementation might help reduce disparities in participation and decision making. It is also important to monitor and draw lessons on factors and opportunities that contribute to positive change and use these in programme interventions.

### *Gender Impact of Sectoral Interventions*

At the community level, the introduction of drought resistant crops (DRCs) in some areas of the district has given families more options for production and improved food security at household level. It has also led to diversification in diets including grains and vegetables in the traditional diet of meat and milk. Compatible agriculture has also provided opportunity for income generation through sale of surplus and stimulated market oriented production.

In the livestock sector, intensification and diversification strategies have been



followed with consideration for gender equity. Livestock improvement has focused on both the big stock through the introduction of improved bulls for cattle improvement and improved breeds of sheep and goats, the latter being more accessible to women for milk and meat and thus increasing food security especially during periods of drought. The introduction of camels in some parts of the district has also contributed to food security by providing milk during dry spells when cattle have to be moved away in search of water and pasture. Camels are also environmentally friendly as they utilise the upper tree canopy, enabling efficient use of the natural resource. As milk and cash from milk sales is controlled by women, increased milk production has increased income to women and contributed to their independence.

Technical training in various aspects has contributed to improved management skills among farmers and pastoralists. However, such training are mostly attended by men, even where women are more involved in actual activities such as in agriculture. Two training sessions held under compatible agriculture in 1997, for instance, were attended by 70 participants, out of which only 15 were women.

While these activities have brought in benefits for the women, they have also increased their workload substantially.

Programme interventions such as the provision of water closer to the community, introduction and promotion of labour saving technologies such as animal draught power, energy saving cooking-stoves and household water tanks, have contributed to reducing workload for women. The housing improvement project implemented in partnership with ITDG encourages and supports use of improved materials for construction that will reduce workload for women while at the same time providing better living conditions.

#### Women's Participation in Groups

While women's participation in mixed functional groups has been encouraged, women specific groups have been supported and used as an entry point for reaching women. In addition, these groups have assisted women to meet pressing needs by pooling resources and saving through "merry-go-rounds". Through the groups, women have acquired construction materials for improved housing and other items that they could otherwise not manage on their own. Naringo women's group in Namanga division, for instance, has 27 women members. Through contributions from members and support from the programme, 23 women have managed to put up improved iron-roofed houses, while 14 of them have constructed water tanks in their homes. Training on public health, leadership skills and technical aspects are also given through the group.

#### Advocacy

Women's lobby groups have played an important role in creating awareness on the girls' education. Cultural practices related to circumcision and early marriage have greatly disadvantaged the girl child in education. Enrolment of girls is far below that of boys as many girls are taken out of school for circumcision and subsequent marriage as early as 12 years of age. Through awareness creation, counselling of girls and intervention to 'retrieve' girls taken out of school, the lobby groups have reduced the cases of early marriage. By August 1997, 252 girls had received bursaries in primary and secondary education. Some girls are forced to stay in boarding schools even during school holidays as they are no longer welcome in their homes since they have 'disobeyed' their parents and gone against the culture. Counselling of girls through seminars has increased their awareness and some of them now come out to seek help when confronted with problems at home.

While some achievements have been realised, it has to be appreciated that the

programme is dealing with deeply rooted traditional beliefs and values that will take a long time to change. There is need therefore to intensify awareness campaigns and develop innovative methods and messages to address them, not only through lobby groups but through a combined effort by the different partners. Such campaigns should target both men and women.

### Reproductive and Community Health

Health education campaigns on prevention of communicable diseases including Sexually Transmitted Diseases (STDs) and demonstrations on improved sanitation, water harvesting and nutrition are conducted through women's groups. Men including community leaders are invited to these meetings as they control the resources needed for implementation of projects such as construction of water jars and latrines and improvement of family nutrition. As a result of these interventions, there is greater awareness on health issues among women and men including the youth. More families now use latrines and other improved refuse disposal methods (119 new latrines were constructed by August 1997). There is a big demand for water jars by women, while a number have acquired them through group effort and support by the programme. As of August 1997, 246 families had a water jar and more women were still saving through their groups to construct one.

Training of Traditional Birth Attendants (TBAs) is considered an important activity to provide service to women and enhance safe home deliveries especially for women living in the remote parts of the district. So far, 456 TBAs have been trained and are operational thus bringing services closer to the women.

### Conclusions

It can be concluded that the Kajiado programme has made recognisable achievement in integrating gender in the programme components and addressing the practical and strategic needs of women and men. The efforts in promoting girls' education and increasing women's participation in decision-making, are essential given the disadvantaged position of women in these two areas.



## 7. MAJOR COMPONENTS AND ACTIVITIES

This chapter summarises the findings and analysis of the physical and financial information collected from the programme for the period 1994-1996. This information was primarily collected through the household surveys, the activity matrix, community participation assessment and secondary data sources such as the programme's financial records. Information originally used for the compilation of the matrix as obtained from the departments, proved to be incomplete. Therefore, after discussion with the programme, financial data from the progress reports for 1995 and 1996 have been used to conclude on sector balance and expenditure percentages of projects.

### 7.1 Sector Balance

The 1993 review recommended that there should be more focus on the economic / productive sector.

Of the total project expenditure for the period 1995-96, 19% was spent on the social sector, 47.5% on the productive sector and 30% on the planning/capacity building sector.

The social sector activities included domestic water supply (although a major part of this expenditure is included in the productive sector), educational projects, health, sanitation and housing. The productive activities included livestock development, cultivation, and productive water projects and to a lesser extent, project expenditure was on forestry, animal health and small business development. The planning sector includes projects to strengthen the planning capacity of the district, LUP, support to DIDC and district database and capacity building of self-help groups.

The main agencies involved in implementation of projects in the district are the water, livestock, agriculture, forestry and social services departments, public health and education. Non-governmental organisations, such as AMREF have also supported some activities. Intermediate Technology Development Group has played a significant role in technical development of improved housing. A few local (Maasai) NGOs also received support. Of the project funds, 8.5% are being channelled through NGOs. FARM Africa has been involved in camel development, AMREF in borehole rehabilitation / construction and ITDG in housing improvement.

The Programme's overhead and support was 45% of the total budget in 1995 and 32% in 1996<sup>3</sup>. This has been relatively high due to inclusion of training, research and the fact that two houses were built in this period. Sector balance and project expenditures per particular sector/project (below) have been calculated on the basis of project related expenditure, thus excluding overhead.

#### *Effectiveness*

In overall terms, interventions that meet the immediate community needs have a high level of effectiveness and are highly likely to be sustainable because their sustainability is of interest to the household / community. Both productive and social components of expenditure have had an appreciable element of community participation and cost-sharing and are expected to make an appreciable impact. It

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<sup>3</sup> The PMU argues that the budget line 'ASAL support' is not part of the overhead since it includes a.o. M&E and the girls' bursary fund - see expenditure 1996 in the annexes to this report. In that case, overhead in 1995 was 31 % of the total budget and 20 % in 1996.



should be appreciated that an average Maasai household is much more wealthy compared to an average household e.g. in West Pokot, Keiyo or Marakwet. Maasai households can be expected to contribute more easily to cost sharing projects.

## **7.2 Sector Results**

Below the results of the different sectors are discussed. Project expenditure is given for the period 1995 - 1996, considering the percentage of project related funds (thus excluding ASAL overhead) spent on this particular project / sector. Target achievements are mentioned wherever possible. The target achievements relate to the target set and to which extent they have been achieved. It should be kept in mind that some departments consistently set too high targets and, therefore, their achievements may be lower. Improvement of the planning is expected to contribute to better targeting. Relevance and impact are discussed on the basis of various information sources: the households surveys, the matrix, the PRAs and discussions with the PMU. The latter in particular also served the purpose of verifying the information.

### ***Water Development***

#### ***Project Expenditure: 26%***

#### ***Target Achievement:***

Most water projects had good achievements compared to targets. Only for the pioneer projects such as rock catchments and subsurface dams, community participation was not always easily forthcoming, resulting in delays.

#### ***Relevance and Impact:***

The ASAL programme has focused on the development of water pans, shallow wells and rainwater collection methods. The household survey revealed that 20% of the households interviewed in the intervention areas used shallow wells for domestic water and 38% used them for livestock. It should be noted that the intervention area selected is an area where there are traditionally shallow wells. There was no mention of shallow wells for either domestic or productive use in the non intervention areas. Rehabilitation of boreholes has only been supported where the community was willing to contribute through cost sharing and where alternatives were not available. e.g. Orinie Borehole Water Project reflects the community's willingness to support a project that addresses a felt need. The community raised Kshs. 600,000 through household contributions and "harambee", while ASAL provided Kshs. 620,000.

Household surveys indicate that at least 64% of the households use water pans during the wet season, the others use springs, shallow wells and roof catchments. In the dry season, most households in the intervention areas use shallow wells. In the non-intervention areas, many households are compelled to use rivers. The water projects constructed under ASAL have involved a high level of community participation and are highly likely to be sustained.

Different types of technologies have been used, depending on the potential in different areas. In general, the shallow wells programme, which focuses on development of existing shallow wells, is very successful and cannot meet the demand. Water pan construction is also popular. Subsurface dams and rock catchments have very limited potential. Roof catchments for schools are supported by the programme and are in general successful. Provision of water jars for rainwater collection is spreading fast.

Water projects have a high priority and as a result group development and cost sharing is usually not a problem. The programme pays much attention to operation and maintenance aspects.



## *Rural Economic Development*

### Livestock

*Project Expenditure: 15%*

#### *Target Achievement:*

Overall achievements were close to target.

#### *Relevance and Impact:*

The programme has supported activities to encourage diversification (introduction of camels and beekeeping) and intensification (improvement of breeds and animal health) in the livestock sector in line with the strategic considerations. In livestock improvement, for instance, the costs for upgrading of local animals is met by the communities and the programme facilitates any departmental costs and in the case of goats also transportation. Further, improvement of the marketing system has been supported. In marketing the project is shifting from supporting physical structures to increased commercialisation levels. In the future, the programme intends to link this with early warning systems, thus stimulating pastoralists to sell the cattle timely in case of drought. Range development of individual ranches is supported in particular through water pan construction, while also considering the impact of these water pans. Projects are implemented on a cost sharing basis. An overall issue in the livestock sector is that the environmental impact of the various activities, and in particular with increased subdivision and smaller parcels, is not clear yet. The programme has started some research activities and hopes to find answers to these questions.

Livestock owners in the intervention areas have a higher rate of herd destocking, vaccination, dipping for ticks and the use of paravets. A very positive impact of the livestock programme is the large number of households in the intervention and non-intervention areas who own improved goats and sheep.

In particular the spreading of galla goats has been successful. Through sales, the ownership of these improved breeds has spread throughout the district. The impact of large stock can be seen more at an individual level and the programme has not reached all parts of the district yet. The introduction of camels has taken place since 1989. Introduction and acceptance of a new animal takes time. Its benefits in terms of milk producing capacity during dry periods is well realised. However, the impact is still small. Bee-keeping has been successful in areas where it is feasible. It is taking place on a cost sharing basis now, as people were reluctant to invest completely in a new venture.

### Agriculture

*Project Expenditure: 5%*

#### *Target Achievements:*

For most agricultural projects achievements were close to or beyond target. There were problems with the irrigation canal linings and diversion boxes, and in some cases with farmers training.

#### *Relevance and Impact:*

Despite Kajiado being a predominantly pastoral district, there has been progress made towards adopting drought-escaping crops and draught animal power. Agricultural interventions were implemented through the normal extension, training and follow-up activities of the department. Due to the changing circumstances of life, consumption patterns are changing, with an increasing level of consumption of maize and beans. Drought-escaping varieties and crops are promoted through the programme. Animal



draught power for farm operations was introduced through training and sale of ploughs on a cost-sharing basis. The latter is demand driven.

For the intervention area, 72% of the sample households plant drought escaping crops, while 32.3% of the non-intervention area households also do (Magadi is excluded from this analysis). Slightly more than one half of the intervention area households use improved seeds, while 38.7% of the non-intervention households also do so. Animal traction is used by 33.3% of intervention area households and by 12.9% of non-intervention area households. It must be noted that Pelewa has a reasonable agricultural potential and is also nearer to district headquarters.

Most farmers in the areas where the household survey took place, characterise themselves as subsistence farmers, and most of the produce is consumed by the household. Food security continues to be a problem in Kajiado. According to the Economic Survey, over 40% of the households in Kajiado indicated that famine/drought was the most crucial problem they faced.

The household survey puts the figure even higher with 97% of the respondents reporting food shortages sometime during the last 10 years. It must be noted that interviews took place during a severe drought period.

As inhabitants of the district are becoming increasingly settled, crop production is becoming more important. Still a lot needs to be done in the promotion of drought-escaping varieties of maize and beans and crops such as sorghum, green grams and cowpeas. This will contribute to reducing household vulnerability especially for women, who generally do not accompany herds during dry season migration.

One of the problems is that the Department of Agriculture is still very much focused on high potential areas, and has limited experience in ASAL areas.

#### Credit

The Credit Programme is very new in Kajiado; credit sensitisation and training are on-going, disbursement of funds only started in June / July, 1997. The programme had disbursed about Kshs. 3 million to 114 clients in August, but this has already increased. It is too soon to judge the future prospects of the scheme, but there is expected to be a large potential in particular in up-coming market areas.

It is realised that the programme is not focused on the "poorest of the poor", but this is not considered a drawback.

#### Forestry

*Project expenditure: 1.5%*

The main forestry activities are tree nurseries, tree planting and extension. There are departmental, individual, institutional and "chiefs" tree nurseries. Tree planting takes place in particular on degraded sites. Extension work focuses on technical advice, awareness creation, life fencing etc. The impact of the activity is not clear. The programme could integrate this activity more into other programmes, such as livestock, agriculture and integrated boma development, directly linking woody biomass production to the utilisation for fencing and energy.

#### Wildlife Utilisation

The programme has made budget reservations for wildlife utilisation. However, no activities have been implemented yet, apart from training for wildlife association groups and some exchange visits. The programme has also facilitated a consultancy. It is expected that there will be considerable potential for various forms of wildlife



utilisation and tourism in the district. The programme intends to obtain more specific advice on how and where to start, and what can be the contribution of the ASAL programme. See the Wildlife Use report in Part Three, Annex V.

### *Service Sector*

#### Education

*Project Expenditure: 11%*

#### *Target Achievements:*

Most projects are close to target. The school inspection experienced problems as well as the impact survey of training adult literacy classes.

#### *Relevance and Impact:*

The effect is that there is improved standards of teaching and inspection as well as increased enrolment of girls and women (in adult literacy classes).

The household survey shows that less than 25 % of the girls and 40% of the boys attend primary school. More children in non ASAL areas attend school than ASAL intervention areas. This is most likely due to the influence of the Magadi area where there is a sizeable child sponsorship programme supported by World Vision. Furthermore, Dalalekutuk area (intervention area) is known to have a poor school attendance.

What is discouraging is that attendance is lower than what is quoted in the 1990 District Atlas. One reason given is the high cost of education; this was highlighted in the 1996 Economic Survey which points out that 70% of the respondents in Kajiado felt education was too expensive. This decline in attendance may be part of a national trend. The Institute of Economic Affairs bulletin 13 (1997) reinforces this. It indicates that at national level "Between 1980 and 1995 primary school enrolment declined from 90% to 76%."

A discussion with one of the district officers in education indicates that there have been many seminars for Parent / Teacher Associations and school committees to promote education. Due to increased awareness parents have been more responsive to cost sharing especially on school facilities and equipment. With ASAL support, about 300 teachers and head teachers were trained on school management.

The programme expects to have had a positive impact on the school attendance of girls through the financial support and bursary funds.

#### Housing, Sanitation and Health

*Project Expenditure: 6%*

#### *Target Achievement:*

Almost all projects were close to target.

#### *Relevance and Effectiveness:*

According to the household survey, 33% of the households interviewed in the intervention area had improved housing compared to 10% in the non intervention areas.

Housing development has been highly appreciated by the women who were involved in the programme as a specialised activity for them contributing to health and sanitation of the family. Many men also gained building skills by assisting in home construction. However, according to an internal evaluation conducted in 1997, the adoption rate is minimal, thus restricting the impact of the programme to those

households directly involved.

Nearly double the households in the intervention areas had either ventilated improved pit (VIP) latrines or pit latrines, compared with non-intervention areas. In some areas the introduction of latrines is picking up. However, there are still around 80% of the households who do not have any toilet at all.

Several health related activities have been supported by the programme. Hardware related activities, such as cost sharing in buildings has been tried out, but has not been successful.

Training of Traditional Birth Attendants and nutrition related activities are discussed in § 6.3 on gender. Support is given to the boma improvement programme of the Department of Public Health. Aspects such as increased cleanliness in the bomas, dealing with waste, separating animals and human, etc. are promoted. The programme is successful and duplication takes place without request for funds.

#### Capacity and Institution Building Project Expenditure: 30%

##### *Target Achievement:*

Wide variation of achievements, depending on the activities. Various organisations are involved.

##### *Relevance and Effectiveness:*

Capacity building and institutional support has been successful in two key areas, as mentioned in the section on strategies:

- improving district management and specific department staff such as liaison officers and staff involved in land use planning teams (district and divisional level) with special reference to strengthening of planning capacity and manpower development;
- improving capacities of self-help groups.

The programme has facilitated community training and awareness creation through workshops, educational tours, field days and barazas coupled with the traditional approaches in outreach and extension, follow-up visits, and field demonstration. Awareness raising: on key topics such as land use, self-help groups, and gender has the programme contributed to the empowerment of the local population in order to enable them to participate effectively in the development process.

Under this component there are also some smaller, less successful activities, several of which will be phased out:

- Social Services Department support to the development of higher level groups (co-ordination between functional groups);
- provision for courses abroad: the programme decided to shift to local courses and specific training provided such as the planning exercise;
- assistance to DDO and District Focus has had some impact but this impact is considered to be limited;
- the DIDC, has been assisted throughout but without much result;
- the Lenkism Area Co-ordinator has been supported since 1994, with the intention to start more activities in this relatively backward area. However, the impact has been very limited and therefore will be phased out;
- the cultural project, had not taken off up to the review period.



## **8 MONITORING AND EVALUATION**

### **8.1 Introduction**

The purpose of the analysis of Monitoring & Evaluation (M&E) was to examine the existing data collection and analysis practices and develop proposals for improvement.

The analysis of M&E was done first, by gathering information from key stakeholders through interviews and, second, by analysing the information using M&E framework. Interviews were conducted at three levels: Project Management Unit, implementing staff and community.

### **8.2 Historical trends**

In Kajiado, M&E has evolved over time with two distinctive periods: before 1994, characterised by non-formalised monitoring and evaluation systems and after, based on Logical Framework Approach (LFA). During the first period, there were no standardised ways of setting targets and some projects did not have targets. This situation made the aspect of project monitoring very haphazard and control rather difficult. Evaluation was left to outsiders such as consultants, review missions and backstoppers, with as limitation that it was perceived by implementing staff as a policing exercise. Furthermore, the external reviewers also had limited time and were not able to understand all local complexities. As a result, in some instances recommendations were considered unrealistic by the implementing staff.

The major constraints in the M&E system during the first period were:

- The programme was not able to determine its effects, thus hampering the process of re-planning.
- Feedback mechanisms were ad-hoc, thus complicating decision making on certain issues.
- Targets were not set for all projects and this made control very difficult.

After 1994, the programme, supported by the donor, took the initiative to improve the M&E component. From the programme point of view, the improvement was aimed at ensuring effective and efficient control of the programme activities as well as showing the level of achievements in the field. The donor was interested in introducing result oriented management in projects.

As a first step, staff were trained on improved planning, monitoring and evaluation process. Thus far, the liaison officers have been trained on the logical framework approach and have produced two consecutive annual plans using the methodology. The same group has also been trained on introductory aspects of M&E. Through this training a format for monitoring and reporting was developed.

### **8.3 Elements of M & E**

#### *M&E Activities*

Several activities are undertaken to provide information to M&E. These are:

- Steering Committee meetings;
- PMU field visits;

- PMU meetings;
- Liaison officers' meetings;
- Monitoring visits at departmental level;
- Internal evaluations;
- Diagnostic surveys;
- Reports;
- Cost monitoring;
- Community monitoring activities.

### *Tools for Data Collection*

Besides the monitoring and evaluation activities, the programme make use of some tools to assist in data gathering and analysis. The activity schedule and budgets in annual plans are used to keep track of financial and activity progress. These tools provide reference points for discussions during M&E meetings.

Apart from these planning tools, the programme has also developed, and continues to develop, data gathering formats for M&E purposes. The major weakness observed in all the programmes was the lack of tools to measure project effects and impacts.

### *Data Base for M&E*

The programme generates much data on financial and physical progress. In Kajiado, EXACT software is used to store and analyse the financial data. This software allows linking financial and physical outputs. As a result, the programme is ahead of the other ASAL Programmes in its ability to correlate financial and physical information. This has greatly enhanced the programme capacity in progress monitoring.

### *Gender*

Review of data collection formats, progress and survey reports showed that gender has been included. Efforts have been made to include gender specific indicators into the M&E formats. The programme had also conducted a survey which provided results with gender segregated data. However, monitoring of data on results and effects is still inadequate.

## **8.4 M & E Systems**

### *Integration of M&E into the Programme*

The M&E activities are clearly specified in the annual plans. There are two sets of M&E activities:

- Activities mentioned and also supported by budgetary allocations are: PMU field visits, Liaison Officer's meetings, Steering Committee meetings, Liaison Officers (and other officers) field visits and diagnostic surveys.
- Activities mentioned but not supported by budgets include: visits by community leaders, writing progress reports, budgetary control by PMU, community committee meetings, monthly departmental reports and PMU daily contact with liaison officers.

The process of integration takes place at two levels: programme level and departmental level.

- At the programme level, the activities are co-ordinated by the M&E officer who is part of PMU.



- Departmental M&E activities are co-ordinated by the responsible officers (liaison officers) with support from Heads of Department.

This active integration of M&E activities in Annual Plans with budgetary support, is considered a positive achievement by ASAL Kajiado.

However, the integration at the lower level of implementation (divisional and front-line staff) and community representatives is still relatively weak. This can be attributed to two factors: skills and logistics.

#### *Programme level: PMU and ASC*

During ASAL Steering Committee meetings tools such as activity plans and budgets are used to review the progress and constraints faced in the implementation process. Occasionally the ASC and PMU undertake joint field supervision to projects, although such visits have decreased in number over the past year. Reasons for the decline were attributed to increased paper work arising from an increased number of projects.

#### *Departmental level: PMU and Liaison Officer*

The PMU and Liaison Officers meet regularly on an individual basis and through meetings. During monthly meetings, activity plans and budgets are used to review field progress. The liaison officers are also provided with data collection formats to report on activity and output targets. However, the measurement of effect indicators is still difficult.

#### *Divisional level: Liaison Officers and Divisional staff*

Linkages at this level of implementation exist, but are regarded the weakest because of the lack of systematic tools to monitor and evaluate the progress at this level. The involvement of divisional staff is not systematic. Apparently, liaison officers make individual efforts to solicit the company of divisional staff while visiting projects. This is, however, not always the case, as some liaison officers visit projects directly.

In 1994, when systematic M&E was initiated, the Liaison Officers did not have adequate skills. The introduction of LFA planning and subsequent training of liaison officers on M&E increased their capacity. The areas which they have understood very well include the application of a planning matrix as a tool for M&E and programming of activities.

#### *Positive achievements of the log frame in Kajiado*

- Self evaluation made easy because of the specified targets and performance levels.
- Improved control of expenditure through measures such as variance analysis.
- Analysis of progress is simplified: comparison between planned targets and achievements.
- Improved logical sequencing of departmental activities.
- Created an orientation to process approach in implementation of departmental activities.
- Improved participation in planning departments which now involve front-line staff.

#### *Drawbacks of the log frame*

- Log frame is understood by liaison officers but not so well by the divisional staff and front line staff.

- There might be the danger that the log frame becomes a straight jacket, hampering flexibility and adaptation to new circumstances.
- The programme has inadequate know how to institutionalise M&E designed from log frame at lower level of implementation.

### *Overall achievements*

Kajiado has realised positive achievements in financial, activity and results monitoring.

Financial monitoring is done through a set of regulatory procedures and the information is stored and analysed through EXACT software. Each activity can be treated as a cost centre, to be monitored on a quarterly basis. Outputs, as part of the activity can also be handled as cost centres. This greatly enhances the monitoring capacity.

Other control measures include analysis of variance and reporting for activities. Heads of departments have a functional role including approval of budgets and expenditure before they are presented to the PMU.

Activity monitoring through established report formats is progressing well. The formats have been revised to allow ease of handling. The reports on these targets are discussed in ASC, PMU and liaison officers' meetings. This enables the feedback and feed foreword linkages between these institutions.

Further, activity monitoring takes place through project and programme supervision:

- Project supervision is undertaken by line departments, primarily through the liaison officer. These monitoring visits are specified within annual work plans. A weakness in these visits was lack of a structured information gathering tool. The officers rely on observations and open discussions with project beneficiaries.
- Programme supervision is undertaken by PMU and ASC through field visits. These visits are limited do the workload of both the PMU and ASC members.

An area of weakness mentioned by both members of PMU and liaison officers was the limited involvement of divisional and front-line staff in this process.

Impact / effects measurements remains a difficult area. The programme tried to include relevant variables within the established formats but the measurements and recording was difficult due to the amount of time it takes for effects to be measurable.

The programme considers it possible to monitor physical and financial progress, especially with the use of EXACT software. However, measurement of effect can only be done to a certain extent, let alone measurement of impact. The mission underlines that it should seriously be considered if impact measurement or evaluation is a responsibility that can be handled by the ASAL programme (see overall recommendations in Part Two, § 4.3). Sufficient historic memory is often lacking, the approach need for such impact measurement is different from the ASAL programme approach, and the time frame for the evaluation of impact, is different from a time frame used by an implementing programme.

Conclusions and recommendations on M&E are valid for all four districts and are, therefore, made in the Overall Report in Part Two (see §4.3).



## 9. CONCLUSIONS AND RECOMMENDATIONS

### *Follow-up to Recommendations Review Mission 1993*

The programme has quite consistently followed up the recommendations made by the 1993 Review. In relation to the specific recommendations for ASAL Kajiado, some of the results are:

- there are major improvements in project formulation, together with collaborating partners, and monitoring;
- there has been an emphasis on the productive sector;
- the programme has continued to develop the "bottom-up" approach;
- capacity building of the various partners at district and local (groups) level has been strongly supported, 30% of the expenditure is on capacity building;
- livestock, water and education have received considerable attention.

With respect to the overall recommendations, the following has been achieved:

- attention is paid to the link between bottom-up and top-down approach, in particular through development of a strategic framework for natural resource management (thus considering the productive sector and environmental impact); clearly this is not yet fully achieved and the programme intends to continue paying attention to the development of this framework in the coming year;
- institutional strengthening is a priority objective of the programme and a major component, the PMU has increased in capacity;
- the programme has continued to develop a more gender specific strategy.

### *Institutional Set-up*

The placement in the Ministry of MLRRWD is not considered successful. Support and feedback are insufficient. The Department of Land Reclamation does not have enough capacity to co-ordinate the different ASAL Programmes.

At present the programme feels hampered by the many different lines of responsibility, which creates too much bureaucracy for the programme. At district level the DDC and the ASAL Steering Committee and at National level the Ministry, SNV and the RNE need to be consulted, kept informed and make major decisions, such as the approval of the PlanOps and Annual Plans.

The decision-making and reporting structures should be simpler and clearer to facilitate an easier management of the programme. Now, plans have to be submitted to several organisations, and these organisations e.g. RNE and SNV-Kenya, again need to consult internally (gender, environment, et cetera), and with their headquarters in The Hague. This makes the situation confusing and complicated. The GoK and GoN should simplify procedures for approval.

The PMU has been strengthened and is functioning well. However, the capacity remains limited. The risk of the two window system is realised by the programme, but will require continued attention to avoid conflict and consumes time.

The ASAL Steering Committee is not sufficiently effective to support the programme in major policy and decision making. Furthermore, there should be more input of NGOs and CBOs in policy development. Now policy issues are focused on the government, e.g. through the Steering Committee. There should be an increased role for target group representation. The programme will need to find a way of how to establish such representation but needs the green light from higher authorities to do



so, or a different programme set-up.

According to the 1993 Review, more attention should be paid by the programme to assisting the sub-DDCs. The programme has tried to support these institutions, but concluded that the District Focus concept is not really functional, in particular at the lower levels.

The programme presently functions as a "joint venture" between the GoN and the GoK. If the programme would continue to function as a joint venture, more commitment from the GoK would be required. Commitment should be expressed in matching funds and transparency of GoK funding in the district to avoid double financing of projects. As the programme also calls for less complicated structures and more straightforward relationships with collaborating partners, alternatives to the joint venture structure should be explored.

### *Objectives / Strategies*

The programme has supported the District Focus in its implementation. However, the conclusion remains that the government structures and the strategies applied are incapable of achieving the objectives of the District Focus. As a result the programme has devised its own, complementary strategies to facilitate community participation.

The objectives of the programme are well formulated, logical, and clearly linked to project activities. Strategies have been successfully formulated and proven to be effective.

Improvement can still take place in terms of linking the objectives more clearly to the programme level, and the PMU feels that a better problem analysis at programme level is still required. The objectives should still be more linked to problems in the district, e.g. through a spatially defined framework. The programme is working on this and will continue to pay it attention. Presently, Resource Management Areas have been described and conclusions drawn on spatial and ecological differentiation of programme activities. This has to be translated into a "strategic planning framework" which will guide the programme in deciding which activities should be supported, where, and what should be the focus of the programme.

Community participation, land use planning and gender have been three major strategies of the programme. Land use planning is expected to provide the overall framework for the programme, as well as local level integration and management of natural resources. Community participation focuses on "bottom-up" problem analysis, prioritisation and implementation, ensuring proper identification of activities and sustainability. The programme's gender approach is expected to ensure equal benefits of programme and access to resources. The programme will continue to develop and utilise these strategies.

### *Sectoral Focus*

The programme feels that there is a risk of spreading themselves too thinly, and there may be a need to prioritise more, rather than take on new activities. There is, however, still scope to grow within the present programme, not by taking on new activities but rather by increasing the coverage of these activities.

Emphasis on the productive sector will continue. There is a need to pay more attention to the linkages between the ASAL and the high potential areas in the district, in particular looking at natural resource usage. Attention is now paid to this through the development of the Resource Management Areas, but in the long run this should



also be reflected in the choice of activities.

Activities in water development, livestock development and agriculture will require continued attention. In livestock, sufficient attention needs to be paid to commercialisation of the sector. Agricultural activities should consider the linkages with the higher potential areas and pockets with higher potential. The programme has not yet been successful in supporting wildlife utilisation, but will continue to search for options. Forestry activities should focus on settlements and bomas, directly linking woody biomass production to utilisation for fencing and energy.

Education is considered crucial for the future of these areas. If less people of this increasing population will find a place in the pastoral economy, it will be necessary to steer the balance in alternative directions, in particular by providing more education. Considering the need to prioritise, education could become a separate programme altogether with separate funding, preparation, policy development, et cetera, and only administration at the district level.

Housing, health and sanitation are at risk of being a variety of loose activities. The programme is, therefore, focusing more on integrated boma development, considering each of these sectors.

Capacity and institution building are considered as crucial by the programme. Much attention has been paid to this at various levels: district, divisional and CBOs. The present changes in resource management and ownership, as a result of subdivision, increasing population and degradation of resources, require new or adapted local institutions to deal with these challenges. Thus, the programme will need to continue and increase attention to local institutions for natural resource management. The individualisation which is taking place, hand in hand with the changes, also implies that individual capacities to plan, experiment with and manage natural resource use, need to be supported.

#### *Implementation Mechanisms and Partners*

The programme functions well within the current system of implementation. Nevertheless, in future there should be more shift towards increased responsibility to the communities, whereby government departments play mainly a facilitating role. An increased role for the private sector is expected, e.g. in execution of water development projects.

There is a preference for a straightforward relationship between the programme and implementation partners. Collaborating partners should be selected according to the objectives of the programme and their capacity.

The lack of a clear target group has not necessarily hampered the programme. Objectives are well formulated and indicate where possible "for who". However, the recent changes in resource utilisation have also led to an increased differentiation in the target group, including now landless, absentee landlords, youth with less perspectives in the traditional pastoral system and others. The programme will need to review who will be reached by the present selection of programme activities and if major groups, whom the programme would consider to support, would require alternative activities.

### *Monitoring and Evaluation*

The conclusions and recommendations on the monitoring and evaluation are valid for all the districts and are presented in Part Two, the Overall Report, Chapter 4.3.



## **ANNEXES TO DISTRICT REPORT KAJIADO**

## Expenditure 1995

<b>ASAL Programme</b>	<b>Expenditure</b>
<b>General</b>	
ASAL Coordination	12,858,776.55
ASAL Training	3,300,696.93
ASAL Research	875,511.69
ASAL Contingency	2,078,478.95
<b>Subtotal</b>	<b>19,113,464.12</b>
<b>NGO Programme</b>	
Grants to NGOs	946,745.8
ITDG Maasai Housing	1,091,712.3
AMREF Borehole Programme	463,967.1
Informal Sector	332,736.15
Dupoto land education	128,960.9
<b>Subtotal</b>	<b>2,964,122.25</b>
<b>Planning sector</b>	
ASAL Policy	1,977,512.4
Self-help groups	1,224,562.15
District Atlas /Profile	200
District Planning	438,752.65
DIDC	153,410.8
Database	98,405.20
ASAL Land use planning	2,881,458.36
<b>Subtotal</b>	<b>6,792,443.56</b>
<b>Productive sector</b>	
Para-veterinary programme	412,662.80
Livestock production	3,638,628.40
Water	3,110,627.75
Agriculture	1,861,949.35
Community Forestry	659,163.60
<b>Subtotal</b>	<b>9,683,031.90</b>
<b>Social Sector</b>	
Education	2,326,129.40
Water and Sanitation	791,068
Health	228,838.70
District cultural projects	51,818.15
<b>Subtotal</b>	<b>3,397,854.25</b>
<b>Total</b>	<b>41,950,916.08</b>



## Expenditure 1996

<b>ASAL Overhead and Support</b>	<b>Expenditure</b>
ASAL Overhead	14,775,176.75
ASAL Support	4,321,979.53
<b>Subtotal</b>	<b>19,097,156.28</b>
<b>Water Development Sector</b>	
Water Harvesting Project	10,459,881.03
AMREF Borehole Project	235,220.75
Shallow Wells Project	2,445,265.06
Water Appraisal and Evaluation Unit	18,060.00
<b>Subtotal</b>	<b>13,158,426.84</b>
<b>Rural Economic Development</b>	
Livestock Intensification	925,059.70
Livestock Diversification	988,707.63
Livestock Marketing	299,015.80
CB Animal Health Care	839,134.30
Range Development Support	2,278,039.40
Compatible Agriculture	1,491,834.08
Community Forestry	417,688.35
Informal Sector	1,031,091
<b>Subtotal</b>	<b>8,270,570.26</b>
<b>Service Sector</b>	
Education management	1,349,349.13
Education Facility Support	3,263,283.77
Adult Education	335,433.95
Community based health care projects	2,544,558.88
ITDG Maasai Housing	113,682.00
<b>Subtotal</b>	<b>7,607,352.73</b>
<b>Capacity and Institution Building</b>	
ASAL Training	1,987,510.32
District Planning	688,148.55
ASAL LUP	6,066,720.57
Self Help Groups	653,701.65
DIDC, Kajiado Focus, Atlas	421,832.95
Women Lobby Groups	776,297.50
Lenkism Area Coordinator	310,332.84
Dupoto - Land Education	242,400.30

District Cultural Project	53,249.90
<b>Subtotal</b>	<b>11,200,194.58</b>
<b>Total</b>	<b>59,333,700.69</b>



# Approved, realized and revised budgets (95-97)

