

4. ワークショップレポート (NCPDの現状と今後)

REPORT
OF
THE WORKSHOP TO DISCUSS
THE PRESENT AND FUTURE
OF
THE NATIONAL COUNCIL FOR POPULATION AND
DEVELOPMENT

27-30 APRIL, 1993

AT
SAROVA LION HILL HOTEL, NAKURU

**Workshop to discuss the present and future of
the National Council for Population and Development
27-30 April 1993,
Sarova Lion Hill Hotel, Nakuru**

0.1 Summary

A UNFPA-funded workshop was held at the Sarova Lion Hill Hotel, Nakuru, from 27-30 April, 1993 to review and come up with recommendations concerning the role, functions, status and future direction of the National Council for Population and Development (NCPD).

The opening session was chaired by Mr Francis Abuje, the Permanent Secretary, Ministry of Home Affairs and National Heritage while the rest of the workshop was chaired by Dr. Steven Sinding, Senior Population Adviser, the Rockefeller Foundation, New York. The Chief Rapporteur was Mr. Hilary Ng'weno, editor in chief. The Weekly Review, with assistance in all sessions by rapporteurs from UNFPA and NCPD. The workshop's approach was to give maximum time for open discussion on key issues so that the output from the meeting could provide tangible recommendations for future action.

The keynote address was delivered by Hon. M.M. Galgalo, Assistant Minister, Ministry of Home Affairs and National Heritage, who gave a brief background to the history and activities of NCPD as well as developments in the population scene since NCPD's inception. Among the developments the Minister touched upon were the current declining fertility in Kenya, the growing public contraceptive preference awareness of population issues and the demographic trends which projected the country's population at more than 32 million in the year 2000 and over 55 million by the year 2020. Two new developments which did not exist at the inception of NCPD, the Minister pointed out, were AIDS and the increasing number of street children and mothers, many of them teenagers. Against this background, the Minister paused the question of "Where do we go from now?" and set the stage for discussion regarding the need for

restructuring NCPD so as to enable it to face the new challenges as well as to ensure that its activities are sustainable.

Mr J. David Whaley, Resident Co-ordinator of the Operational Activities for Development of the United Nations System in Kenya, and Dr. Sinding were the main discussants of the Minister's presentation. An attempt was made to place Kenya's population issues in a broader domestic and international context. Domestically, population was seen as part of a complex of socio-economic-political developments that were changing the nature of society. Though Kenya's population programme had achieved some remarkable successes since the inception of NCPD, (especially when compared with other African countries) current economic difficulties facing Kenya posed new and major challenges for the organisation. Participants were reminded of the need for Kenya to formulate a country strategy in preparation for the International Conference on Population and Development due to be held in Cairo, Egypt, in 1994.

Following the two discussants, an overview of the NCPD's structure and operations was presented by the Chairman of NCPD, Prof. H.W.O. Okoth-Ogendo, the Director, Ambassador S.B.A. Bullut, and a former Director of NCPD, Mr Leonard Ngugi. General discussion amongst participants then focussed on a number of key issues:

- Observations from implementing agencies on the NCPD's programme needs and constraints
- Observations from donor representatives on NCPD/donor collaboration and needs
- The future of the NCPD in respect of its mandate and role, structure and finances.

The discussion was characterised by a wide range of consensus on many issues and lack of consensus on a few. The two major areas on which there was discerned a need for further discussion concerned:

- a) the future role of District Population Officers
- b) Whether service delivery should be the responsibility of NCPD or the Ministry of Health

On most other issues, there was consensus of varying degree of strength. Workshop participants expressed strong consensus on the following issues:

- The need for the workshop discussion to be free, frank and open
- The need to restructure NCPD to enable it to meet the new challenges it faces. The feeling amongst participants was that the new NCPD should be "lean and mean" - staffed by highly qualified personnel, well remunerated and highly motivated. Participants, however, did not at first agree, but later agreed, on how this should be achieved.
- The need to stress the broader mandate of NCPD - population and development by paying more attention to the development aspect of the mandate than has hitherto been the case.
- The need for NCPD to provide bolder leadership on key sensitive issues of our times, such as AIDS, abortion, adolescent fertility and youth sexuality.
- The need to streamline NCPD to remove excessive bureaucracy
- The need for better relations between NCPD and its various collaborators such as the implementing agencies (NGOs), donors, Government, beneficiaries and the general public

The need for NCPD to help provide better quality services through facilitation of the work of implementing agencies. In this respect the workshop participants felt very strongly that NCPD should be a facilitating and co-ordinating agency.

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Workshop participants expressed consensus on a number of other issues, but the degree of their agreement was not as strong as on the issues listed above. There was general agreement that NCPD needed to be located in a more visible place in government. At first participants felt that this meant relocating it from its present Ministry to the Office of the President, but through discussion it was later felt that what was more important was that NCPD be given sufficient legal status and autonomy to carry out its new mandate and be placed in an "appropriate" ministry for purposes of political accountability and visibility.

Workshop participants agreed that NCPD's Information, Education and Communications (IEC) functions should be strengthened by continuing the shift of emphasis away from mere family planning awareness creation to targeting specific groups and issues. Particular mention was made of the need to counter adverse rumours against family planning which were still prevalent in some parts of the country.

0.2 Key Recommendations of the Workshop

A number of recommendations were made by the workshop participants. The most important one was that the present NCPD should be replaced by a National Commission on Population and Development established by an Act of Parliament, with a clearly defined mandate and role, the necessary administrative and financial structure, and sufficient autonomy to discharge its mandate. The full list of recommendations appears at the end of this Report.

1.0 Preparation for the Cairo Conference

The participants' attention was drawn to the fact that the Cairo Conference on Population and Development was likely to focus on five main areas that the Kenya delegation should bear in mind in its preparation for the Conference:

- Whether it is possible for a country to achieve national demographic goals whilst protecting individual productive rights
- the need to improve the quality of care in family planning services by putting the perspective of women ahead of demographic goals and assuring that women have full control over their own reproduction
- the impact of international migration, especially from the South to the North
- Northern Consumption and depletion of natural resources v/s Southern population growth
- Abortion

Most of these issues surfaced in one way or another during the workshop discussion about the future role of NCPD, but participants felt that as part of Kenya's preparation for the Cairo Conference Kenya should organise another National Leaders Conference on Population and Development in 1994.

2.0 Present NCPD mandate and structure

Participants reviewed the history and structure of the present NCPD since its formation in 1982. Its mandate, as set out in Appendix 1 of Sessional Paper No. 4 of 1984, was *inter alia* to:

- formulate population national policies and strategies
- co-ordinate population oriented activities aimed at reducing Kenya's population growth rate
- provide technical back-stopping to agencies participating in Kenya's population programmes

NCPD, which is attached to the Ministry of Home Affairs and National Heritage, consists of a Chairman, about 20 members representing major government agencies and NGOs involved with the national population programme, and other leaders and scholars. It has an executive committee and a number of standing technical committees dealing with special subject areas such as IEC, reproductive health, research ,etc.

In addition, the Council has a Secretariat, headed by a Director, with an establishment of 188. Only 143 are currently filled. The Secretariat has four divisions:

- Finance and administration
- Programmes
- IEC
- Research, evaluation and monitoring

2.1 NCPD achievements

Participants were in agreement that NCPD had made many achievements since its inception, the most spectacular of which has been the increased awareness and use of contraceptives in Kenya and mobilisation of private institutions and NGOs in the national population programme especially since 1984.

Today 92 per cent of married women in Kenya know about a method of family planning; 91 per cent know where to get a method of family planning; 95 per cent of husbands know of at least one method of family planning; 27 per cent of

married women use contraception compared with 17 per cent in 1984 and 7 per cent in 1977/78; 18 per cent of couples use modern methods of contraception compared with 10 per cent in 1984; the total fertility rate fell from 7.7 to 6.7 between 1984 and 1989, while the annual population growth rate fell from about 3.8 per cent to about 3.3 per cent over the same period. A fair deal of this achievement is attributable to the work of NCPD though participants could not establish a direct causal link.

Participants noted the extensive work NCPD has done in helping integrate population education/information into other sectoral activities; increasing political support for the national population programme, and strengthening local institutions, both public and private, through research and training in population issues.

2.2 Weaknesses of the NCPD structure

Participants agreed that one of NCPD's weaknesses was its location in the Ministry of Home Affairs and National Heritage. It was felt that NCPD occupied a low status within a Ministry with seemingly more pressing responsibilities, such as administration of prisons, and that the Ministry itself had low visibility within the Government. However, after extensive discussion about the future mandate and role of NCPD and examination of a variety of options of restructuring the organisation, it was generally felt that the issue regarding which Ministry NCPD should be located in was not as important as the legal framework setting up the new NCPD and the degree of autonomy such a new body would enjoy.

It was also felt that the frequent changes of directors of NCPD and departure of senior staff for greener fields had an adverse effect on the morale and performance of the remaining staff. It was noted that since its inception, NCPD has had 5 Directors in the space of 8 years. Due to lack of a full complement of staff, there has been no clearly defined role for many of the staff who have to do too many assignments. The low motivation, poor incentives system and consequent high turn-over of staff has reduced NCPD into a mere training ground.

Participants felt that there was need for NCPD's staffing, training and terms of service to be streamlined, personnel to be better remunerated, and stability at the level of Director and senior staff to be guaranteed.

Participants also noted with concern that the infrequent meetings of the Council added to the leadership problem of NCPD. One participant noted that the tendency by the Council to seek consensus on contentious issues often gave effective veto to extreme views, often from church groups.

Finally, it was felt that NCPD's financial system was inflexible and not well suited to the special needs of a swiftly changing population programme. These constraints provided the basis for extensive discussion about the future direction of NCPD.

2.3 The Place of Family Planning Service Delivery

There was heated debate over the issue of whether NCPD or the Ministry of Health should be responsible for Family Planning service delivery. The Permanent Secretary, Ministry of Health, Mr Daniel Mbiti, supported by a number of donor representatives present at the workshop, argued strongly that service delivery properly belonged to the Ministry of Health. The Ministry had all the necessary systems and infrastructure - logistics and supplies, clinics, IEC capabilities, management and supervision, personnel, training facilities and records.

The challenge was to make service delivery within the Ministry of Health more efficient by removing budgetary constraints, increasing the contraceptive mix available to the client, improving provider-client relationships, addressing the important question of identifying and satisfying unmet needs, and improving co-ordination between NCPD and the Ministry. It was the Ministry's view that NCPD should concentrate on population programme activities and leave service delivery and supervision to the Ministry.

While accepting the competence of the Ministry of Health in technical matters pertaining to service delivery, several participants thought that there were many medical barriers to service delivery that needed to be addressed and about which NCPD had much to contribute. It was felt that NCPD was the best suited agency for co-ordinating the activities of the formal (government) health structures and the informal (NGO, religious) health structures, as well as defining the policy interface between population and family planning issues. One donor representative saw one role of NCPD in service delivery as that of analysing demographic and service delivery data, monitoring and evaluating service delivery effectiveness and progress, and developing and refining policies and plans for effective service delivery.

Particularly in the field of IEC, NCPD was thought by many participants to be in a better position to tackle some of the challenges that confront family planning service delivery, especially in relation to sensitive social issues such as youth sexuality and adolescent fertility.

The divergent views on this issue of service delivery were, however, so strong, that workshop participants recommended that the Ministry and NCPD should hold further discussions to find a practicable solution.

2.4 NCPD, Reproductive Health and AIDS

Ministry of Health participants at the workshop emphasised the linkage between the success of family planning programmes and reproductive health issues. It was pointed out that many studies have shown that a common reason given by women for discontinuation of contraceptive methods is the perception or fear of side effect, especially reproductive tract symptoms. It was also pointed out that family planning and ante-natal clinics are the only source of health care for the sexually active women in rural Kenya. Reproductive health issues and family planning should therefore be offered as a package to those women. The infrastructure for such a package is there. What is needed is a strategic action plan.

Of special concern to workshop participants was the challenge posed by AIDS to the national population programme and to planners. A video demonstration of and a paper on an AIDS Impact Model for Kenya were presented to the workshop. Current data suggest that at present 4.5 to 6.6 per cent of adults in Kenya are infected with HIV. This means that one in every 18 adults in Kenya is HIV positive or that there are about 700,000 HIV positive adult Kenyans and an additional 30,000 HIV infected children. The model suggests that if HIV prevalence increased to a modest 9 per cent of the adult population by the year 2000, the number of adults infected with HIV would rise to 1.7 million by then, and the number of new AIDS cases each year would increase to over 230,000 by 2000.

The socio-economic impact of such developments would be serious. At that rate, the number of AIDS orphans would increase to 600,000 by the year 2000 and to nearly a million by the year 2005. Without AIDS, Kenya's population would reach about 33.9 million in 2000. But with a 9 per cent projected growth rate of HIV infection, the population would grow to 32.2 by 2000; in other words, there would be 1.7 million fewer Kenyans than would otherwise be the case though population would continue to increase. The adverse impact on the economy and the health services would be enormous. According to a Ministry of Health workshop participant, it currently costs the Ministry more than shs 18,000 to care for one AIDS patient. By the year 2,000 all of the Ministry's budget would be devoted to the care of AIDS patient unless the spread of the disease was brought under control.

Workshop participants felt that NCPD, with its special expertise and experience in IEC interventions, is the best placed agency to spearhead the fight against the spread of AIDS, especially by encouraging sexually active people to stick with one faithful partner and to use condoms. On its part, the Ministry of Health needs to strengthen its reproductive health services to minimise, through blood screening, the possibility of HIV infection through blood transfusion, to expand its fight against STDs and to reduce prenatal HIV transmission by discouraging infected women from getting pregnant or, if pregnant, counselling them about the choices available to them regarding the fate of their pregnancy.

Participants felt very strongly that NCPD should take an energetic advocacy role in this issue as no other agency is as well placed as it is to influence social sexual behaviour.

2.5 NCPD and IEC

In discussing IEC aspects of NCPD's work, workshop participants noted the achievements which NCPD had scored in increasing public awareness of family planning methods and related issues, and awareness which in turn has led to increased use of modern contraceptive methods. It was felt that NCPD now faced a new challenge that required a more creative and diversified approach to IEC.

Participants felt that in addition to continued work in increasing public awareness, it was now important for NCPD to target its IEC work at special issues and audiences. The following were thought of as deserving special attention:

- Negative rumours that militate against the success of family planning programmes and the national population programme in general
- AIDS
- Street children, street mothers, vulnerable groups, the disabled and disadvantaged in society, the elderly
- The status of women in society and reproductive health issues
- Adolescent fertility and youth sexuality
- Abortion and other socially sensitive topics related to family planning and population programmes.

Public relations with special collaborators such as Government ministries (especially Health), donors, NGOs, the private sector, service providers and beneficiaries.

- Greater use of mass media (television, radio and newspapers) as well as seminars, conferences, workshops and community based approaches that make messages appropriate to the intended audience.

There was unanimity amongst workshop participants in urging NCPD to use IEC to assume a strong advocacy role in these issues. One example of the need for such advocacy that was discussed at length was in the area of Family Life Education and the problems the programme has encountered from a number of vocal, especially church groups and leaders.

Participants noted that even though the introduction of FLE in Kenya schools was itself proceeding smoothly with the support of some of its public critics, a misunderstanding had been allowed to develop which completely misrepresented the nature of the programme and provided critics of increased public awareness of family planning and sexual issues an excuse to unfairly attack FLE. The critics, most of them church leaders, mis-labelled the programme sex education and accused the Government of using the FLE programme as a way of supplying school children with contraceptives. Participants felt that the NCPD had not done a good enough job at dealing with the recent controversy over the FLE issue and that the organisation must in future take front line position in countering critics of such programmes.

2.6 NCPD and Research

The general view of workshop participants was that NCPD's mandate for research, evaluation and monitoring has not been carried out properly because of a misunderstanding of the nature of that mandate and a weakness in the structures within NCPD charged with executing the mandate. The mandate, as covered in

the Population Policy Guidelines in Sessional Paper No. 4 of 1984, precludes NCPD from conducting research itself, but NCPD has been conducting research e.g. the Kenya Demographic and Health Survey of 1989, even though it does not possess the infrastructural or human resources to do a good job. Furthermore, most of the research it has conducted or helped to conduct has been narrowly focussed on fertility, and issues related to determinants of fertility decline, to the virtual exclusion of the rest of the major and broader population research subjects recommended in the Sessional Paper.

It was suggested that NCPD might wish to re-orient its research priorities and look at a number of key issues, among them the following:

- Adolescent reproductive health
- contraceptive technology and scientific innovations
- Sustainability of population programmes
- ageing and its social, economic and health implications
- Migration
- AIDS and its effect on demographic trends
- Fertility behaviour in the context of social security
- Population, resources, environment and development relationships with special reference to land use, settlements, agro-forestry and urbanisation
- Utilisation of secondary data from previous censuses and surveys

Participants were unanimous in the view that NCPD should not conduct research itself but should guide and co-ordinate research on population issues done by a number of select institutions of excellence in this field (as well as in evaluation and monitoring). These institutions include university departments or institutes dealing with population and related issues, such as the Population Studies and Research Institute, Institute of African Studies, Department of Urban and Regional Planning, and the Faculty of Medicine of the University of Nairobi, the Kenya Medical Research Institute, the Central Bureau of Statistics, Kenya Institute of Mass Communications, Kenya Institute of Administration, National Environmental Secretariat, African Centre for Technology Studies, Kenya

Agricultural Research Institute, Kenya Forestry Research Institute, Institute of Development Studies, and African Population and Environment Institute.

Participants felt that NCPD should establish a good data base and reference library on population and related subjects to serve the interests of such institutions.

2.7 NCPD, the Private Sector and NGOs

The general feeling amongst participants was that relations between NCPD and the private sector/NGOs left a lot of room for improvement. Implementing NGOs, in particular, felt a lack of guidance and clear policy from NCPD on how to address the issue of youth sexuality and fertility, especially in the wake of the controversy raised over the FLE programme. Part of this problem lies with the fact that the various technical committees of the Council have been more or less dormant for two or three years.

A major area of disgruntlement on the part of NGOs has been the disbursement procedures and track record of NCPD. There has been far too much bureaucracy and delay in disbursing funds. Several implementing NGOs have been immobilised by a sense of insecurity and uncertainty emanating from these delays, participants were told. It was felt that a better financial and disbursement procedure needed to be established, preferably one where there was direct disbursement from the donors to the implementing agencies or NGOs. In any case, NCPD needs to strengthen its co-ordinating role between donors and NGOs.

NCPD also needs to improve its evaluation, monitoring and supervision of NGO projects. Its weakness at the moment lies in lack of qualified manpower within NCPD to do these functions efficiently. The problem could be solved by completing the establishment complement of NCPD with personnel qualified in these fields, but the general consensus arising out of discussion about the future role and functions of NCPD was that in this, as in many other functions, NCPD

should contract out these activities to competent outside agencies rather than do them itself.

Finally, there was a general consensus that in the past, NCPD has attempted to control rather than co-ordinate the work of implementing NGOs. NCPD was never intended to be an implementing body. To the extent that it involves itself in implementing, as it has in the area of IEC, then it is competing for funds with NGOs and other Government ministries. This competition, in the opinion of one of the NGO participants, complicates the issue of sustainability of the operations of implementing agencies. It was felt by this participant that there are many socially sensitive issues, such as adolescent fertility and youth sexuality, where NCPD's attempt at implementation would of necessity be counter-productive. NCPD should in such cases provide maximum encouragement and support to competent NGOs to innovate and experiment with a variety of approaches, especially in the IEC area.

2.8 NCPD and Economic and Socio-Cultural Constraints

Participants discussed the constraints which economic and socio-cultural factors place on population programmes. One of the discussants of the key-note address had stressed the economic environment within which the NCPD currently has to operate. Using the Human Development Index of the UNDP, Kenya, compared with other African countries, appears to be doing fairly well. But many economic goals of society are yet to be met. There is growing unemployment. Continued population pressure is straining the carrying capacity of land in the rural areas. Per capital incomes are declining and for the first time in 1991 Kenya registered a negative growth rate of 1 per cent in its absolute national production. Migration from neighbouring countries suffering from drought and civil strife is complicating Kenya's population and economic problems at a time when foreign aid is drying up. This has necessitated a painful adjustment which is having a disproportionate adverse impact on the poor and vulnerable in society, leading to new phenomena such as street children and street mothers, a sharp rise in urban crime and environmental degradation.

On the socio-cultural front, participants discussed a number of traditions which still militate against quick success of population programmes. Amongst them are:

- the low status of women in Kenya and the consequent low priority given to women's reproductive rights
- the view of children as providers of cheap labour and security in old age
- The preference by fathers for sons over daughters as offsprings
- the pro-natalist view of the dominant religions in Kenya
- the multi-ethnic nature of Kenyan society which encourages small tribes to want to increase their numbers in order to protect themselves against perceived possible domination by bigger tribes.

It was felt that in future NCPD will have to make a greater effort to integrate its population programmes into the general development effort of the country taking into consideration the challenges mentioned above. One way will be to change the NCPD's role, functions and structure to meet the new challenges. The other, and complimentary way, will be for the NCPD, together with the Government, the private sector, NGOs and society in general, to change the economic and socio-cultural environment in which the national population programme will be implemented. It was felt that in this respect, NCPD's IEC operations will be particularly critical.

3.0 NCPD and donor collaboration and needs

Representatives from USAID, the World Bank, ODA, UNFPA, CIDA, SIDA, GTZ, FINNIDA and JICA made observations regarding the present status and operations of NCPD and their relations with the organisation as well as their views regarding what direction a future NCPD might take. There was general

agreement amongst the donor representatives on many issues, especially regarding the weaknesses of the present NCPD structure, but there was some divergence of views on how to deal with some of those weaknesses.

The Chairperson of the workshop summarised the views of the donors at the end of their presentation as follows:

Donors felt there was a definite need for an NCPD which plays an advisory role on all matters pertaining to the national population programme; an advocacy role on socially sensitive issues, such as adolescent fertility and youth sexuality, AIDS, women's reproductive rights and generally all women's issues, and the plight of the poor and vulnerable, such as street children and their mothers, the aged and the disabled; the role of the nation's conscience on population related issues, especially in so far as they interact with developmental issues such as the environment; the role of co-ordinator, facilitator and monitor of the activities of ministries, institutions and private agencies, including NGOs, operating in the population field.

Donors generally did not want NCPD to be an implementer of programmes and projects or a "gate-keeper" with respect to the funding of implementing agencies. Most donors felt that NCPD should not be involved where it had no value-added role in respect of donor funds. Donors saw the role of a future NCPD as one of a body at the cutting edge of policy formulation, advocacy, broadly overseeing and arranging for evaluation and monitoring of the work of implementing agencies.

In respect of NCPD's structure, there was general disgruntlement amongst the donor representatives that the NCPD Council met so infrequently and that it operated by consensus thus making it difficult for a majority decision to be adopted in the face of a vocal and determined minority. Donors tended to agree with the other

participants about the organisational weaknesses of the present NCPD. They preferred a small but highly professional and efficient autonomous body with clearly defined functions. Many donors suggested that NCPD should be located in a ministry with higher visibility than Home Affairs and National Heritage.

All donors agreed with the rest of the workshop participants that NCPD should structure its financial system so as to ensure sustainability. Donors were generally unhappy with NCPD's present accounting system and suggested a system which was autonomous of Government accounting procedures and bureaucracy.

There was a divergence of opinion amongst the donor representatives on a number of issues. Some felt that service delivery belonged to the Ministry of Health whilst others thought it was an integral part of NCPD's mandate.

There was also disagreement amongst donor representatives as well as participants in general about the proper role and place of District Population Officers. Some felt that the work of DPOs should be strengthened and their role expanded to include assisting NCPD headquarters in the preparation of district population action plans and providing an interface with the work of District Development Officers. One donor representative, however, felt that the work of DPOs has not been effective and rather than increase their number DPOs should be done away with altogether. This issue was the subject of much debate and ended up in a recommendation by workshop participants that it needed further expert study.

3.1 Responses to donors' views

The other participants agreed with donors that there was need for an NCPD, by whatever name it may be called, to address the original issues raised in Sessional Paper No. 4 of 1984 and in subsequent National Leaders' Conferences on population and development. It was pointed out to donors that whilst it was true

that NCPD's accounting system left much to be desired, donor accounting systems were themselves overly cumbersome. In some cases, it was pointed out, donors have pressurised NCPD to take on some programmes for which NCPD had no capacity. Some of NCPD's problems may arise from the fact that some of its programmes were donor driven. Others may arise from lack of understanding on the part of donors of how Government machinery works. It was felt that there was need for each party - donor and NCPD - to understand each other's systems of operations.

4.0 Future Mandate and Role of NCPD

After discussing the donors' views, participants revisited many of the issues they had earlier discussed, among them the weaknesses of the present structure of NCPD in meeting its original mandate. It was generally agreed that the mandate as stated in Sessional Paper No. 4 of 1984 and amplified in the 1989 National Leaders' Conference was still valid. What had changed was the economic and socio-cultural environment in which that mandate has to be implemented.

It was generally agreed that the design of the structure of the new NCPD must be commensurate with the functions of the new organisation. And it was also agreed that for the new organisation to perform its functions efficiently and adequately, both the functions and structure needed to be given a strong legal framework through an Act of Parliament.

4.1 Functions of a new NCPD:

Discussion about the functions of the new NCPD centred around consensus by workshop participants on five areas:

1. that NCPD should have the capacity to anticipate, help plan and shape the future; including:
 - a) demographic trends and their consequences

- b) the AIDS epidemic and its impact on population and development
 - c) top priority public policy issues such as abortion, women's reproductive health, adolescent fertility etc
 - d) the future shape of the family planning programme, such as evolving method mix, urban vs rural needs etc
2. that NCPD should serve as an advocate and have the capacity to orchestrate a national "social marketing" campaign to "sell" the idea to the public and the powers that be that there is a compelling need to gear up the national population programme and resolve the socially sensitive issues facing Kenya, such as abortion, the Church and Family Life Education, the status of women, etc.
 3. that NCPD should act as an effective co-ordinator of population policy analysis and formulation by co-ordinating the process of updating, analysing, disseminating and using national population and development policy.
 4. that NCPD should act as an effective co-ordinator of national Family Planning Programme implementation plans, including method-specific targets to meet un-met needs; agreement on the allocation of service delivery responsibility among public and private sector providers; agreement on the allocation of financing responsibility amongst donors; agreement on the allocation of responsibility for the provision of support functions (e.g. training, IEC, research, evaluation, monitoring) among relevant Kenyan organisations (e.g. PSRI, CAFS, University departments of Obstetrics and Gynaecology); a sustainability strategy to reduce NCPD's reliance on external support.

5. that NCPD should act as an efficient facilitator and expediter for the purposes of resolving Family Planning Programme implementation problems arising out of Government financial procedures; administrative and logistical constraints; and providing technical assistance to providers to set up workable financial monitoring and accounting systems.

For each of these above functions, specific powers would be conferred by the Act of Parliament to enable NCPD to perform it.

4.2 Form and Structure of the future NCPD

Arising out of the above functions it was agreed that the best structure for a future NCPD would be in the form of a Commission - the National Commission on Population and Development - set up by an Act of Parliament and specifically empowered to carry out the stated functions.

It was agreed by participants that the legislation should be preceded, as usual, by a Cabinet paper. The Cabinet paper would in addition request authority to prepare a new Sessional Paper on Population and Development which would

- take stock of developments in the field of population since Sessional Paper No 4. of 1984
- set out guidelines, strategies and targets for the next ten years
- set out detailed activities to be carried out by various implementers
- outline the role of government in population programme implementation

In addition to defining the role and functions of the Commission, the legislation would also define the form and structure, the internal organisation and the system of financing and accountability of the new NCPD.

There was no consensus on the exact form the structure of the future NCPD should take, but other Commissions were cited as examples. The option considered was:

- a Commission located in an appropriate Ministry (for the purposes of political accountability and visibility as well as policy reporting and advocacy) composed of a Chairperson and Vice Chairperson
- membership selected on the basis of either specific constituencies, ex-officio representation, or technocratic criteria
- a Chief Executive (Secretary or Director)
- technical or ad hoc committees performing advisory functions to the Commission
- a Secretariat headed by a Chief Executive performing day to day management functions of the Commission with full accounting responsibility

4.3 Internal organisation of the new NCPD

Discussion by participants about a possible future internal organisation of NCPD centred around the need for a leaner, more professional and efficient body. There was no consensus about the ideal size of the new organisation. Views ranged from a body with about 10 professional staff plus administrative support in the Secretariat backed by a strong team of technical staff (with field, management and financial systems experience) to a body whose size will depend

on the nature of the powers needed to perform the functions set out by the Act of Parliament establishing the Commission. According to the NCPD Chairman, it was possible that the size could expand or contract depending on the growth of the Commission over time.

Participants revisited the issue of DPOs at this stage, and though there was extensive discussion there was no agreement between those who thought the DPOs should be given extra roles and strengthened through more training and more intimately integrated into the District Development Committee through district focus for rural development operations, and those who felt that the DPOs served no useful purpose and that they should stay out of such activities as Family Planning. It was, as reported earlier, agreed that the issue be the subject of further discussion and expert study.

4.4 Financial System of the new NCPD

Following a presentation from the representative of the Treasury explaining present Government procedures of accounting and management of donor funds, workshop participants explored ways of minimising the bottle-necks which have led to delays in disbursements of fund to and by NCPD as well as unsatisfactory accounting of funds disbursed. Special attention was given to the two modes of disbursement of donor funds by the Treasury - the Direct Disbursement method and the Reimbursement (or Revenue) method.

Due to liquidity constraints which have arisen in the Treasury in recent years, most participants agreed that the Reimbursement method is now unworkable and donors' views were sought as to the practicability of switching over entirely to the Direct Disbursement method whereby the implementing agency receives funds directly from the donor but the donor makes available to the Accounting Officer (Permanent Secretary) documents relating to the disbursement. Most donors said they were already using the Direct Disbursement method with some agencies and found it satisfactory and would be prepared to continue it though it entailed more staff on the part of donors to handle the increased administration

load involved both in direct disbursement and in accounting for the disbursed funds.

The Treasury representative pointed out, however, that the "Revenue" method was equally workable if the donors were prepared to pre-finance projects by advancing funds budgeted as "revenue" under various items. Funds so advanced would be placed in a Special Deposit Account with the Paymaster-General to be opened specifically for the project. Expenditure on such pre-financed projects would be unaffected even at times of expenditure freezes, the Treasury representative assured participants. In the Treasury representative's view, there was nothing wrong with the Government's financial and accounting system as it applies to the present NCPD operations. What was required was for everyone concerned to follow the rules and regulations laid down in the Government's "Financial Regulations and Procedures Manual." which is available to every accountant in the Government machinery.

Most donors were not keen on pre-financing because of past experience and the adverse effect of devaluation on the pre-financed funds.

Some participants expressed misgivings about the different systems of accounting which donors use and which complicate the task of accountability by implementing agencies. It was felt that donors needed to harmonise, simplify and make more flexible their disbursement and accounting procedures, though it was felt by one participant that the streamlining process should be the subject of bilateral negotiations between NCPD and each donor.

In the end, it was agreed that whatever system of financing and accountability the new NCPD evolves, it should enable NCPD to receive subventions through Parliament and donor funds as well as develop independent sources for sustainability. It was felt necessary that NCPD cut down on bureaucracy associated with government accounting procedures and develop a system which would ensure efficient management, disbursement, reporting and accountability.

NCPD/UNFPA Workshop, Nakuru April 27-30,1993

to discuss the role, function and direction of NCPD

RECOMMENDATIONS

GENERAL

NCPD is important and should continue in a revitalized form with clearly defined roles and activities as well as a structure to fit its new role and functions.

MANDATE AND ROLE OF NCPD

1. NCPD should acquire the necessary capacity to anticipate the future, help plan for it and shape it in all matters pertaining to population and development, including:
 - a) Demographic trends;
 - b) AIDS and its impact;
 - c) Top priority public policy issues;
 - d) The future and family planning programme;
 - e) Population distribution and movement;
2. NCPD should act as an advocate on specific population programmes to resolve sensitive issues such as abortion, adolescent health including family planning services to targeted youth groups, FLE,etc.
3. NCPD should formulate guidelines, co-ordinate and mobilise support for the National Population Programme with specific reference to:

- a) population/resource interactions;
 - b) population/environment interactions;
 - c) the status of women in relation to health and reproduction;
 - d) population/development interactions;
 - e) population/AIDS interactions;
 - f) vulnerable groups in society such as children, especially street children and their mothers, the aged and people with disabilities, displaced persons, etc.
4. The question of where family planning service delivery should belong is a subject of further discussion between the Ministry of Health and NCPD.
5. NCPD should act as a facilitator in:
- a) issues relating to donors, the Government of Kenya and providers;
 - b) removing administrative and logistical constraints on the smooth implementation of population programmes;
 - c) liaising with participating ministries and NGOs;
 - e) evaluating and monitoring programmes;
6. NCPD should work to raise the status of women, act as an advocate for women's reproductive rights and individual choices, and generally strive to place these issues on the national agenda.

7. NCPD should facilitate the involvement of additional agencies and service providers in the national population programme, drawing from the public and private sectors as well as NGOs.

HOWEVER,

8. NCPD should not act as an implementor of programmes but should contract out most or all of its functions that can be done by competent implementing agencies e.g. research, evaluation and monitoring, IEC, training etc
9. NCPD should not "control" NGOs or implementing agencies but should co-ordinate, give guidance on and facilitate their work.

STRUCTURE AND MANAGEMENT

10. The present NCPD should be replaced by a National Commission on Population and Development set up by an Act of Parliament
11. The form, size, structure and internal organisation of the proposed Commission should be the subject of expert study bearing in mind:
 - a) the powers needed to carry out the mandate and role outlined above;
 - b) the need for adequate political accountability and visibility;
 - c) the need to maintain a modest but highly professional and efficient staff at the Secretariat capable of carrying out the Commission's mandate and functions;
 - d) the need for some degree of autonomy especially in staff recruitment and remuneration to attract competent staff;
 - e) the need to define clearly the role of District Population Officers;

- f) the need to upgrade all NCPD staff through training.

FINANCIAL ASPECTS

12. NCPD's system of financing and accountability should be such as can adequately serve its new mandate and functions. In particular, it should enable NCPD to :
 - a) receive adequate funding from various sources, including Parliament, donors and independent funding sources for sustainability;
 - b) cut down on bureaucracy associated with government accounting procedures;
 - c) allow efficient management, disbursement reporting and accountability.
13. Donors should work towards alleviating the problems associated with slow disbursement of funds by NCPD to implementing agencies by considering alternatives, where possible and appropriate, of giving up the reimbursement procedure in favour of advancing project funds to Treasury to be maintained in special accounts and/or to a limited extent and with the concurrence of the Treasury fund the NGOs directly
14. NCPD should arrange urgent consultations with donors and implementing NGOs for purposes of agreeing on efficient procedures of disbursement and accountability for project funds.

FACILITATING ASPECTS

15. A Cabinet Paper should be developed requesting authority to prepare a new Sessional Paper on population and development as well as legislation to:
 - a) define Kenya's population goals and strategies;
 - b) establish a National Commission for Population

and Development.

16. The proposed Sessional Paper should:
 - a) take stock of developments in the population field since Sessional Paper No. 4 of 1984;
 - b) set out population strategies and targets for the next decade;
 - c) set out in detail activities for various implementers;
 - d) outline the role of Government in programme implementation.

17. The proposed legislation should address five issues:
 - a) the goals and strategies of the new Sessional Paper.
 - b) the role and functions of NCPD;
 - c) the form and structure of NCPD;
 - d) the internal organisation of NCPD;
 - e) NCPD's system of financing and accountability.

18. Recommendations 15, 16 and 17 should be taken through the political process as soon as possible, and the chairman of NCPD should set up a task force for this purpose.

19. NCPD should take advantage of recommendations 15,16,17 and 18 to prepare for next year's Leaders Conference on Population and Kenya's country position at the Cairo International Conference on Population and Development.

20. As NCPD goes forward with a revision of its mandate, there is need to give full consideration to recommendations of past National Leaders' Conferences some of which have not yet been implemented.

**INVITED
PARTICIPANTS**

LIST OF INVITED PARTICIPANTS

Government of Kenya (GOK)

1. Prof. Philip Mbithi EBS. Permanent Secretary Office of the President, Secretary to the Cabinet and Head of the Public Service.
2. Mr. Francis L. Abuje Permanent Secretary Ministry of Home Affairs and National of Health
3. Mr. Daniel Mbithi Permanent Secretary Ministry of Health
4. Mr. Fares Kuindwa Permanent Secretary, Ministry of Planning and National Development
5. Mr. S.K. Kinuthia Office of the President/Directorate of Personnel Management
6. Mr. Robert Oduol Deputy Accountant General Ministry of Finance, The Treasury Building
7. Mr. Simon Ndirangu Deputy Secretary, Ministry of Culture & social Services
8. Dr. Margaret Gachara Deputy Director, Division of Family Health, Ministry of Health
9. Dr. A.O. Oyoo Medical Officer of Health, Nairobi City commission
10. Mr. Jack Menya Ag. Director, Kenya Institute of Education
11. Prof. John Oucho Director, Population studies and Research Institute

National Council for Population and Development (NCPD)

12. Prof. H.W. Okoth-Ogendo Chairman, CPD Council
13. Mr. Simon B.A. Bullut Director, NCPD

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|-----|-------------------------|--|
| 14. | Ms. Margaret Chemengich | Deputy Director, NCPD |
| 15. | Mr. Kimeli Chepsiror | Head Finance and Administration |
| 16. | Mr. Peter Thumbi | Head Rem - NCPD |
| 17. | Mr. Patrick Ngugi | Head IEC-NCPD |
| 18. | Mr. Paul Kizito | MIS - NCPD |
| 19. | Ms. Margaret Mukabana | District Population Officer - Machakos
NCPD |
| 20. | Ms. Mary Otieno | Ag. Head Programmes - NCPD |
| 21. | Ms. Dorcas Kungu | UNFPA Desk Officer - NCPD |
| 22. | Ms. Lucy Nooseli | Secretary - NCPD |
| 23. | Mr. Daniel Njuguna | Driver - NCPD |
| 24. | Dr. Mugo Gachuhi | NCPD Council Member |
| 25. | Dr. Yussuf Eraj | NCPD Council Member |

Donors

- | | | |
|-----|---------------------|--|
| 26. | Dr. Steven Sinding | Senior Population Adviser, Rockefeller
Foundation, New York |
| 27. | Dr. David court | Director, Rockefeller Foundation, Nairobi |
| 28. | Mr. J. David Whaley | UN Resident Co-ordinator and UNFPA
Representative, Kenya |

29. Mr. Duff Gillespie Chief, Population and Health Office,
USAID, Washington
30. Mr. Gary Newton Chief, Population and Health, USAID,
Nairobi
31. Mr. Gary Lienen USAID/Kenya
32. Mr. Jack Van L. Maas Chief, Population & Human Resources
Sector Operations, Eastern Africa
Department, World Bank, Washington
33. Mr. Peter Godwin Population Adviser, World Bank, Nairobi
34. Mr. Malcolm McNeil Health & Population Adviser, British
Development Division for East Africa,
ODA, Nairobi
35. Ms. Maria Nordenfelt Senior Programme Officer, SIDA, Nairobi.
36. Mrs. Elina Visuri Counsellor (Development), FINNIDA,
Nairobi
37. Ms. Nicole Chartrand-Tresch First Secretary, (Development), CIDA,
Nairobi
38. Mr. Vincent O'Reilly UNICEF Representative, Nairobi
39. Dr. Tokiko Sato JICA - Team Leader/PEPP
40. Mr. Allan Ferguson GTZ

United Nations Population Fund (UNFPA)

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|-----|----------------------|---|
| 41. | Mr. Lamine N'Diaye | Director, Africa Division, UNFPA, New York |
| 42. | Dr. Sheila Macrae | UNFPA Director in Kenya, Nairobi |
| 43. | Mr. Charles Olenja | National Programme Officer, Nairobi |
| 44. | Mr. Paul Matogo | National Programme Officer, Nairobi |
| 45. | Mr. S. Sammy Kibandi | Senior Finance & Administrative Assistant, Nairobi. |
| 46. | Ms. Ruth Ngaara | Senior Secretary, Nairobi |
| 47. | Mr. Moses Githukia | Senior Driver, Nairobi |

Non-Governmental Organizations (NGOs)

- | | | |
|-----|-----------------------|--|
| 48. | Mrs. Kalimi Mworio | Director, Family Planning Private Sector |
| 49. | Mr. Hilary B. Ng'weno | Editor in Chief, The Weekly Review |
| 50. | Mrs. Jacqueline Mugo | Federation of Kenya Employers (FKE) |

MINISTER 'S
KEYNOTE ADDRESS

KEYNOTE ADDRESS BY HON. M.M. GALGALO, ASSISTANT MINISTER,
MINISTRY OF HOME AFFAIRS AND NATIONAL HERITAGE, TO THE
PARTICIPANTS OF THE WORKSHOP TO DISCUSS NCPD, PRESENT AND
FUTURE AT SAROVA LION HILL LODGE, NAKURU, ON 28TH APRIL,
1993

KEY NOTE ADDRESS

Good Morning Ladies and Gentlemen. It is indeed a special tribute to me to deliver the Key-Note address on Today's workshop whose theme is "to deliberate on the present and future of Kenya's population programme." NCPD is a very important organ of the Government and it is most encouraging to see the enthusiastic turnout for this workshop to discuss NCPD.

I wish on behalf of the Kenya Government to extend a special welcome and greeting to the donor missions represented here, some of whom I am told have come all the way from their head offices to assist us think through the present and future of our population programme.

Further, let me also take this opportunity to welcome and thank Dr. Sinding of the Rockefeller Foundation who has accepted to chair most of the working sessions of this workshop.

I am made to understand that he has been available for this workshop since 1991 when the preparatory work was initiated. The same guidelines have been improved on over the past two years and I am sure will be refined further during this workshop. I am made also to understand that you worked very closely with us during the formative years of NCPD, and I am sure we shall all learn a lot more from the workshop's deliberations.

There could not have been a workshop if all of you had not put in all the hours of hard but hopefully rewarding work. In the true 'Harambee' spirit, the donors, various ministries and NGO's undertook a joint exercise of preparing discussion papers for the workshop. Your contribution will unfold during our deliberations.

Last, but not least, let me thank the three permanent secretaries of Health, Planning and Home Affairs who will participate in the workshop. They will be giving the necessary sectoral contributions which should go a long way to enrich the population program.

I am sure your vast experiences and knowledge in this field will give us a more constructive and concrete program of action that is easily implementable. This is not the first time that we have consulted with our partners and friends when deliberating on national development issues. We in Kenya believe we should not proceed with any issues in isolation of what else is going on internationally. Your governments, and hence people, have generously and continuously supported our socio-economic development programs.

It is, therefore, appropriate that we consult each other regularly and more specifically at crucial moments such as this one when we are assessing and strategising for the future direction of the population and population related programmes. The outcome of our deliberations will form the basis of our contribution to the next Five Year Development Plan. (1994-98) and beyond.

Background

The inter-relationships between population and development cannot be over-emphasized. They have been addressed by the Government of Kenya to different depths since 1965 at both policy and program levels. The period 1965-83 was the incubation phase during which time the Government of Kenya publicly recognized the consequences of rapid population growth (1965), formulated the first national population policy (1967), officially declared its intention to expand

family planning services (World Population Conference 1974), and created NCPD (1982) with the express mandate of population policy formulation and co-ordination of activities.

Finally, Sessional Paper No. 4 of 1984 (Guidelines on Population Policy) was a clear political demonstration on the Government of Kenya's commitment to population issues since substantial resources, both financial and institutional, were mobilised to address the ever increasing population whose negative impacts were being felt throughout the socio-economic fabric and manifesting themselves as unemployment, poverty, shortages of housing, food, school places, basic needs, etc.

The policies being alluded to have been possible due to the fact that Kenya maintains a rich demographic data series derived from a long history of continuous censuses and surveys dating as far back as 1948. Such data have made it possible to make projections and plan more realistically.

In addition, during the last 10 years, Kenya has adopted a multi-sectoral and multi-agency approach in delivery of family planning services and population related activities.

This background notwithstanding, Kenya's population program, and more specifically the family planning aspects, have performed indecisively. For the past three decades, the government has promoted the population program for both health and demographic reasons. The health aspects of the programme have continued to perform magnificently such that the infant mortality rate has reduced from 126/1000 to around 70 in 1989. During this period life expectancy has increased from 44 years to about 60 in 1989.

All these positive health indicators with increased birth rates have led to increased total fertility rate and population growth rate from a total fertility rate of 6.8 in 1948 to 7.9 in 1979 and CBR from 50 to 52 during the same period.

After intensification of information, education and communication (IEC) and expansion of service delivery under a more politically supportive environment in the 80's, there are positive indications that Kenya might finally be on the threshold of a demographic transition. The 1989 Kenya Demographic and Health Survey (KDHS) and census data confirmed that the Kenyan desire for a small family had started to take root.

The total fertility rate (FTR) in 1989 stood at 6.5 compared to 7.7 in 1984 and 7.9 in 1979. Contraceptive preference had in the meantime increased from less than 5% in the early 70's to 27% in 1989. Both men and women desire smaller families with ideal family size currently standing at about 4 children and is likely to go lower with time.

Other similar positive landmarks of Kenya's population program include the two Leaders Conferences of 1984 and 1989 which went a long way in demonstrating both the political good will and the general public's commitment to population programs. Positive recommendations were generated from these conferences and high on the agenda was the issue of youth education. Subsequently, the Inter-Africa Adolescent Conference held in March, 1992 reinforced the need to address the youth beyond IEC by developing other appropriate programs. Through ODA support, a special youth program has been developed at Machakos along similar lines to those being operated by FPAK in Nairobi and Mombasa.

The multi-sectoral as well as multi-agency approach to population program implementation has led to integration and institutionalization of the population program. It is hoped that such an approach will lead to future sustainability of the program.

At the institutional level, NCPD has provided the lead in technical expertise in the country by making population projections for policy analyses using the latest computer packages.

In addition, plans are well under way to generate comparative costs of the different family planning delivery systems and hopefully adopt the most cost-effective strategies for purposes of service delivery. The NCPD has also, with assistance of latest computer packages, analyzed the impact of the HIV/AIDS scourge in the country, the results of which were extensively quoted during the just concluded first Kenya HIV/AIDS Conference.

Present and Future Direction

On the basis of the current declining fertility coupled with the changing population priorities and dimensions, it has become necessary to review the current population program and delivery systems. This is the focus of this workshop.

I would personally request you all to discuss both policy and program issues openly and exhaustively as the recommendations of this workshop will in a very significant way determine the direction of events for the next 30 years and more. I suppose that was the purpose of bringing the workshop into the Nakuru Park to allow for total concentration.

I wish to underscore the fact that NCPD, unlike any other institution under the current Government of Kenya set-up, has a very wide mandate which touches and directly influences sectoral issues both public and private down to the very individual level. The NCPD also addresses some of the more difficult and sensitive issues. I have in mind issues related to the youth, women, the environment, and matters related to human sexuality in general.

Population policy

Ladies and Gentlemen, I wish to implore you to critically look at Sessional Paper No. 4 of 1984 in conjunction with other government documents, more specifically the 5-year development plans, laws, sessional papers/etc, and come up with a relevant population policy which is more in line with whatever is

happening at the present time and what is likely to be more applicable in the future.

I have in mind the fact that some of the issues prevailing currently may not have been of high priority in the 70's or 80's when the sessional paper was written. Here an example, is AIDS which was not widespread in 1984 when the population guidelines were being formulated.

In the policy arena and under the demographic goals, do address the:-

- (i) Population age profiles in light of the declining fertility, HIV/AIDS impact, increased life expectancy and its effects on the labour force. Earlier projections of the population growth rate had forecast a growth rate of 2.5% by the year 2000 and 2.0% by 2020.

However, indications and projections emanating from the 1989 census give population growth rates of 3.07% by the year 2000 and 2.38% by 2020. The total fertility rate accompanying these projections are 5.563 and 3.935 respectively, but with a differential between rural and urban settings.

- (ii) The population is projected at more than 32 million in 2000, rising to over 55 million by the year 2020. Even with increased life expectancy and reduced fertility, the Kenyan population will continue to be basically young with slightly over 40% being below age 15 by 2020, as compared to the current (1993) 50%. The 65+ age bracket remains basically constant at less than 3%. This in essence means that the dependency ratio will continue to be high.

It should also be noted that Kenya's economy is basically agricultural with less than 20% of the land being rain-fed and carrying 80% of the population. And unless diversification of economic activities is undertaken on a timely basis, there is bound to be a reduction of standards of living as more marginal land is settled and farmed. Already, there is shortage of land in high potential areas culminating in sub-division of land to parcels that may not be economically

viable. There is need to plan ahead of time for population settlements and land tenure systems keeping in mind adequacy in food production and security.

Additionally, AIDS has given a new dimension to both health and other socio-economic activities most of which cannot be overlooked. Over 34,000 adults, most of whom fall under the productive age bracket of 20-44, have contracted AIDS.

A significant proportion of infants have equally perished from the same disease. It is currently estimated that over 750,000 are HIV-positive. Additionally, at the family level, there are expected to be 300,000 orphans by 1996 and close to 640,000 by the turn of the century unless, of course, a cure is discovered in good time.

The medical expenses associated with the disease are colossal and the current public and private medical systems could not possibly carry. This will, therefore, call for home care based management which in itself requires that the general population has to be suitably prepared to undertake.

- (ii) Youth policies, especially for adolescents given that the population is basically young and that even with attainment of replacement TFR, Kenya will still add large numbers to its population. The youth policies should go beyond IEC and prepare young adults for self-empowerment.
- (iii) Immigration issues need to be addressed critically. The trends established from the 1979 and 1989 census results indicated that there is substantial immigration to the Rift Valley and other high potential areas which might subsequently affect food productivity and security.
- (iv) Urbanisation, settlement patterns and changes in life styles of the nomadic people: With increased population, settlements are likely to occur in the marginal and fragile areas. This calls for delicate environmental

management which has to be planned for and anticipated several decades in advance.

The projections indicate that over time, the population will become more urban. It is estimated that over 23% of the population will reside in urban areas by the year 2000 and over 35% by the year 2020. This type of settlement calls for special planning and resource allocation if standards of living are to be maintained and improved.

The population program should also be flexible enough to respond to catastrophes and calamities such as drought, and famine. In the education policy front, there is need to intensify target oriented education, more specially with issues related to the youth, environment management, etc.

While the family planning service provision has been quite effective, there is need to transform it into a community/family issue as opposed to the current situation where GOK and the Private sector still have to engage in heavy motivation before take up of services. Additionally, strategies for mitigating the plateauing of family planning have to be developed. This would include integration of income generating activities, skills training, education/counselling etc.

Sustainability

There is little doubt that the population program, and more specifically the family planning aspects of it, have gained momentum over the last 10 years through expansion, consolidation and intensification of IEC and service delivery. In the same vein the costs of service delivery on an expanded program have likewise gone up. While we in Kenya have been fortunate in eliciting donor support over the past last 30 years, we are equally aware that much as the donors would wish to continue with this type of support, priorities, both at the local and international level, keep changing. This may result in shifting of funding to fields which may be different from those currently receiving priority support even within Kenya as a country.

It is imperative, therefore, that we as a country look into possibilities of sustaining the programs that have received generous investments over the years. Already, there exists accurate and sufficient data spanning several decades for planning purposes.

In addition, Kenya has developed an expansive infrastructure within both the public and private sector for effective service delivery. Furthermore, program integration, more particularly at the institutional level, is beginning to take root. It will, therefore, require less effort at the institutional level to sustain the program into the future. However there is still need to internalise the program both at the national, local and individual levels.

All the above issues call for alternative resources for funding which currently are wholly externally provided. There is need to look into mobilising resources from the local scene at both national, community and individual levels. Further implementation should be such that there is no wastage of resources through duplication.

This calls for effective networking and where possible limited specialisation at institutional level to provide program sustainability. As you discuss, you should go beyond finances and address issues like government, community and individual recipient participation at policy, planning and program development and implementation levels.

I would also like you to address the issues of how best the public and private sector can combine forces to provide services cost-effectively and sustain the same to the future. It would be most advisable if you can draw on what is currently being implemented at pilot or full scale levels to come up with appropriate strategies. A case in mind are the community based distribution (CBD) programs, family planning private sector services provision, social marketing, sponsorship by local companies etc. Please be creative and innovative.

National Implementation Plan

Ladies and Gentlemen, personally I have no doubts on the achievements of our population program. However, the records maintained to date indicate that apart from the outline provided in Sessional Paper No. 4 of 1984, there is need for a more concerted national implementation strategy. Population issues, though appreciated by the totality of the Government, have not been wholly integrated into the national development plans.

The current Five Year Development Plan allocates a minor section to population issues in spite of the fact that the program is being implemented on a multi-sectoral approach. It is, therefore, important that population issues are given the attention that they deserve in development.

In fact, Sessional Paper No. 1 of 1986 for the first time addressed the development from population perspective. It was recognized that economic growth cannot on its own improve the social well being of the individual if the numbers to be catered for are not matched with the resources available. Any reasonable plans shall therefore in one way or another be denominated by population.

There is need to prepare national implementation plans which are further broken down along the administrative decentralized system all of which are in line with the District Focus Strategy. This will not make it easy to evaluate but will also mobilise and direct resources to the most needy areas.

Status of NCPD

The numerous achievements notwithstanding, I do recall that in 1990 the Council requested the Secretariat to make a comparative analysis of other councils elsewhere, specifically the more successful ones, with a view to making recommendations on the future operations of NCPD.

I trust that as you deliberate on the present and future focus of the population program, you will also examine and recommend on the status, legal framework and any other instruments that may be required by an institution to perform effectively. You shall, of course, take into account that this same body will be responsible for co-operation, policy formulation and resource mobilisation and distribution for an expanded program.

From past records, the institution has had a high staff turn-over of well trained and experienced officers because of lack of a well defined scheme of service and career development and security. Such a high staff turn-over at both management and lower levels does not augur well for the development of institutional capacity building as well as staff commitment to program success.

It is in the interest of the population program and the country at large that stability and career security are established at NCPD. Your views on this aspect of the program will be highly appreciated.

Before I declare the workshop open, let me highlight one special concern that I think merits our urgent attention. This is the plight of disadvantaged mothers and children. I am forced to single out this group because as we stand now, the number of street children is on the increase. Their mothers, out of sheer necessity, have been forced to accompany them to the streets.

It is further saddening to note the increasing number of street families and street children who are themselves products of earlier street children. There is need to reach this category with correct messages on family planning as well as empowering them for self-sustainment.

In conclusion, I wish to express the Government's gratitude for the support that we have received from donors to the population program. I also wish to thank UNFPA, in particular, for financing this seminar. While we are looking into ways to make our population program self-supporting, we urge our friends in the donor community to be prepared to assist when called upon.

May I, once more, thank all of you for your participation in the seminar and may I take this opportunity to assure you of the Government's support in your deliberation whose recommendations will be examined carefully with a view to implementing them in order to enhance population goals.

Mr. Chairman, Ladies and Gentlemen, it is now my cherished pleasure and privilege to declare this workshop officially open.

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