

CHAPTER 7
Project Implementation Arrangement

CHAPTER 7 IMPLEMENTATION ARRANGEMENTS

7.1 Organization Arrangement

In order to pursue the smooth implementation of projects/programmes proposed in the Master Plan, this Study presents an organisational arrangement shown below composed of concerned organisations:

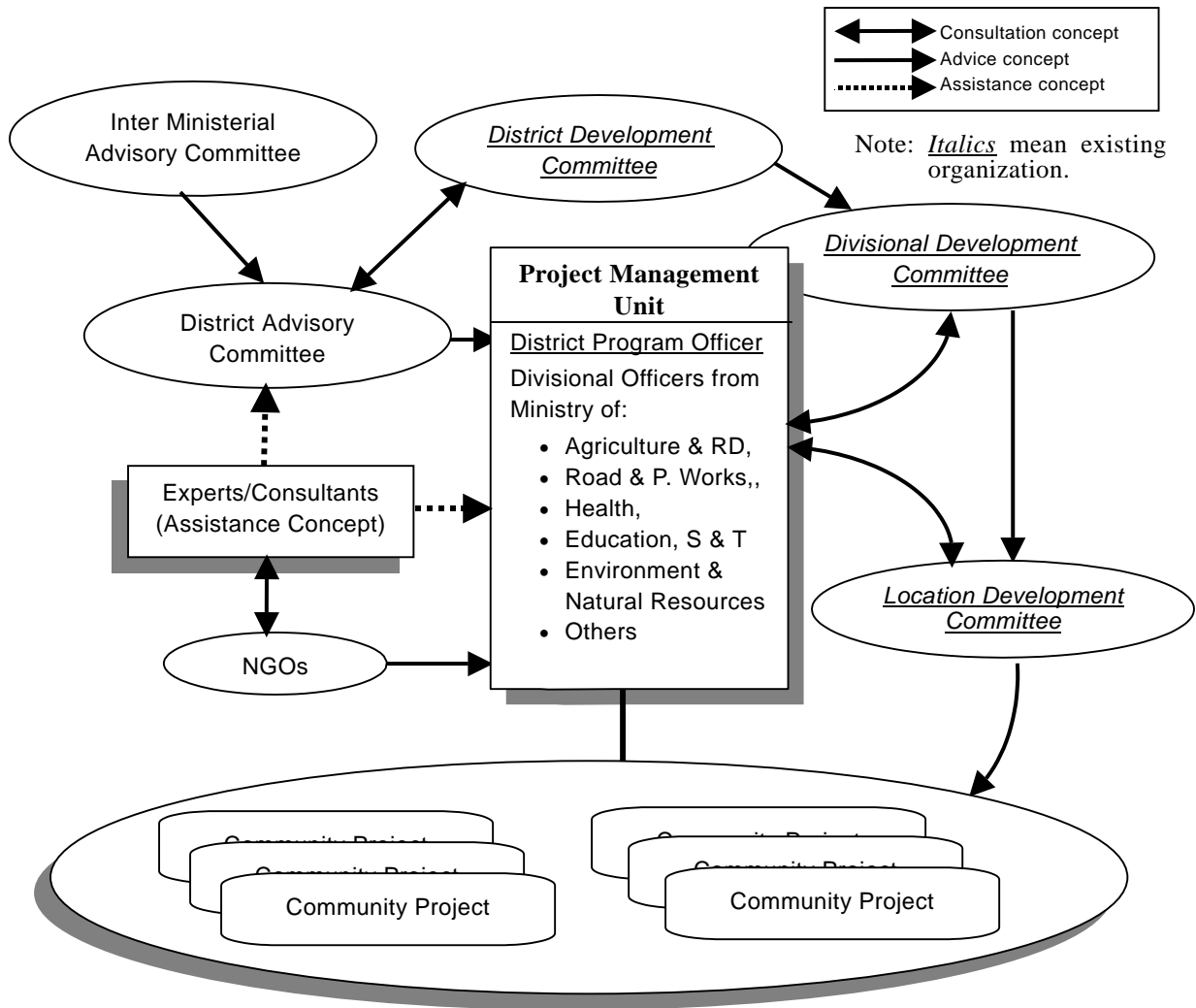


Figure 7.1.1 Organisational Arrangement of Project Implementation

The organisational arrangement centres on a project management unit, which will be in charge of front-line activities and day-to-day management in the course of the implementation. The project management unit is to be headed by the district programme officer and composed of the divisional officers concerned from relevant ministries. The unit may be assisted by experts or consultants on a technical assistance basis (assistance concept).

Organisations shown in *italics* are the existing development committees at district, division and location levels. These committees will be concerned on a consultation basis. Inter-ministerial advisory committees and district advisory committees will be required at the headquarters level and the district level. Inter-ministerial advisory committee will be headed by the director of the executive agency; the Department of Land Reclamation, ASAL Development and Wastelands under the aegis of the Ministry of Agriculture and Rural Development. The members are from the ministries concerned at the headquarters. The district advisory committee will be composed of officers of the ministries concerned at the district level, and headed by the District Development Officer in the Ministry of Finance and Planning with the secretariat being the District Programme Officer.

In short, roles and responsibilities at central, district, and divisional levels concerning ASAL development can be listed as follows:

Central Level:

- Institutionalisation of ASAL development projects (subsidy system, O&M fund, and Children Education Fund)
- Promotion of Planning Discipline for ASAL development
- Coordination and prioritisation of development projects among districts
- Coordination among donors

District level:

- Promotion of ASAL development institution
- Promotion of Implementation Discipline for ASAL development
- Promotion of “how & limits” gained through verification projects
- Coordination and prioritisation of community development projects among divisions

Divisional Level:

- Technical support to community development projects, extension, and community facilitation
- Accumulation and feedback of “how & limits” through community development projects

7.2 Entry to Implementation

Figure 7.2.1 shows a conceptual model based on entering the Project area (equivalent to the Study Area) and then disseminating programmes/projects over this area as well as eventually to outside, neighbouring, areas. The model has three key components: 1) Entry Programmes, 2) A ‘Basket of Choices’, and 3) Inter-location Monitoring. Though rural development is principally pursued in such a way as to fulfill the people’s needs through their own initiatives first, followed by support from outside, for example from the

Government, donors, and NGOs; some programmes/projects that could well be launched in the project area as the first step in development. These are defined as Entry Programmes.

Following the entry programmes/projects, there should be a kind of à la carte menu consisting of various sorts of programmes/projects. It is conceptually shown as a Basket of Choices¹ containing various programmes/projects that could be selected by the people and agreed by both sides (the people and donors/GOK) for subsequent implementation. Since the people in the Study Area have to diversify their way of living to cope with unstable and harsh environmental conditions, the concept of the Basket of Choices would be in harmony with the way the people live.

The third key component, but by no means the least, is Inter-location Monitoring (the detail is discussed in 7.5.4 Extension from Spot to Area). People, especially women, are more or less confined in and around their own community areas. Information concerning the programmes/projects undertaken by the Project can be exchanged through this Inter-location Monitoring among people beyond their own location. By visiting each other's programmes/projects, they will definitely learn from each other and thereby become empowered. This would also motivate the people who have not yet started any project to embark on development activities similar to those they have seen.

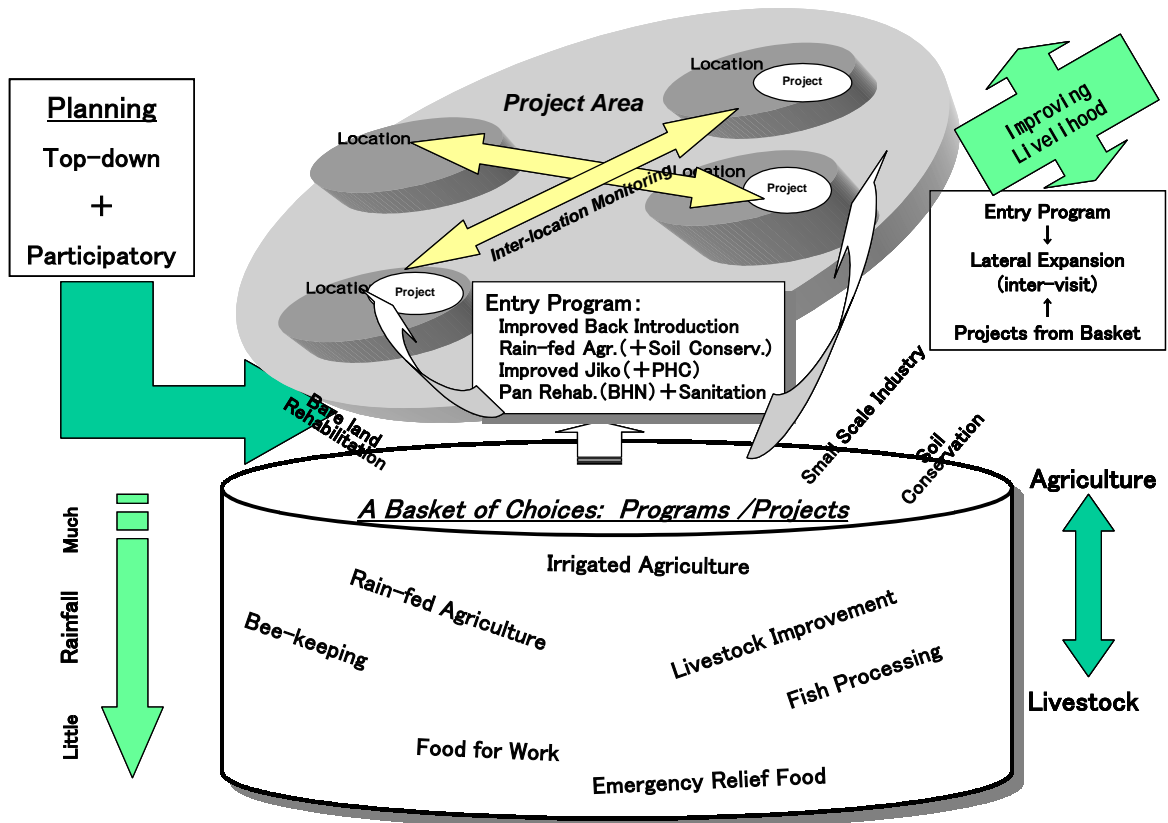


Figure 7.2.1 Conceptual Model of Entering the Project Area to Extension

¹ The concept referred to “Challenging the Professions, R. Chambers, P71 & 120”.

The process from the entry point to extension stage are: 1) selection of entry programmes and those implementation, 2) its dissemination through the Inter-location Monitoring, 3) taking up programmes/projects from the 'Basket' with reference to the people's needs, and then 4) Inter-Location Monitoring for these from the basket once again. This process would improve the people's living conditions gradually but over a wider area rather than sharply but in a relatively confined spot.

The entry programmes should be small in scale and should be well adapted in the Project area. The projects have already been suggested through the verification projects and are placed in the short-term development period (the first five years) as mentioned in "6.2 Area-focused Integrated Development Plan". The entry programmes identified through this Study are summarised as follows, with detailed explanation programme by programme or its components is given in "6.3 Sector-wise Development Programme":

- Improved Buck Introduction
- Rain-fed Agriculture (plus Soil Conservation)
- Improved Jiko (plus PHC Promotion)
- Pan Rehabilitation (plus Sanitation Promotion)

Table 7.2.1 Entry Programmes and Venue

| Program | First Priority Area | Second Priority Area |
|---------------------------------|---------------------|----------------------|
| Buck | Arabal, Kimarel | Mikutani |
| Ran-fed (+ S. C.) | Arabal, Kimarel | Mikutani |
| Jiko (+PHC) | Marigat, Salabani | Eldume, Ngambo |
| Pan Rehab. (+Sanitation) | Sandai, Mukutani | Arabal |

The introduction of improved bucks tried in programme Arabal location had yielded very promising results, and it was in late September 2001 when 10 villagers went to Kimose to purchase additional 13 goats at their own initiative and cost. One 'improved' goat costs about 2 to 3 times the cost of local ones. The price is not over-high, so that most villagers could afford to buy even on an individual basis while poor people can be grouped with several members in order to embark together on the programme. The improved goat can adapt to the harsh environment in the Study Area, grow faster and eventually could be sold at a higher price than the local one.

Rain-fed agriculture can be tried by small groups or even by individual farmers. The requirement to construct rain-harvesting structures such as channels and small bands is not particularly onerous. The construction needs (aside from the contribution in labour) only simple tools such as hoes, pick axes, crowbars, etc. Low input means very low risk but the system nevertheless has a marked impact in the way of catching erratic rainfall, diverting the water to the fields, and finally feeding the field crops. Accompanied with soil conservation in a form of a counter-ridge, this programme would enhance the stability

of the system.

Improved Jiko can be constructed by local materials only such as soil from anthills, stones, and water. Input is again minimal but the impact is so great that the Jiko can save firewood and also cut cooking time by at least half. Though some areas suffering from acute water shortage have difficulty in maintaining the Jiko properly, most women who had owned one through the verification project are very pleased with it. As this Jiko can boil water at the same time as it cooks food, PHC specially associated with clean and safe water could easily be promoted. The improved Jiko is one of the most promising programmes, as proved during the verification project, and the incorporation of the PHC promotion into the dissemination of Jikos would greatly enhance rural welfare.

Pan has difficulty in being well and sustainably maintained since people may not be around during dry season, herding their cattle to places further away, although this is the best period for de-silting. However, pan is one of the most basic human needs for the people living along the Rift Valley. People who are living far away from both Lake Baringo and such perennial rivers as Molo, Perkerra, and Arabal have no means of obtaining domestic water other than depending on pan since the groundwater around the Study Area contains high fluoride levels. This situation justifies pan rehabilitation from the view point of BHNs. Taking into account the fact that the Study Area actually receives food relief for more than half of the year, the rehabilitation programme of pans could be done under a Food-for-Work scheme.

7.3 Implementation Schedule and Project Cost

In line with the concept of a basket of choices, the project implementation schedule to chart the above Project Management Unit should start with as many components of choice as possible from various sectors. Therefore most of the projects / programmes identified by the sector-wise development plan are planned to start from the short term (1st to 5th year). Projects / programmes with relatively large-scale inputs and the ones relative to research and policy issues are planned to be implemented in the mid term (6th to 10th year) and long term (11th to 20th year). Figure 7.3.1 shows the project implementation schedule.

It is also expected that the implementation of multi-sectoral projects / programmes will bring about multiplier effects. Improved Jiko will contribute to time-saving for women and they will be able to spare more time for small-scale businesses. Pasture development or stabilisation of rain-fed agriculture is associated with soil conservation. Rehabilitation of pan includes conservation of runoff and catchment, and PHC promotion together with water supply development will enhance its effect since people's priority in the Study Area is safe water. Livestock auction market development and conversion of savings from cattle to cash are also part of the concerted development plan. Regarding these integrated aspects, the implementation schedule is rationally set to start with a particular number of components.

Infrastructure development, capacity-building of administration staff and institutional developments such as health and human resources are also planned to commence as part of the short-term development, in order that these fields will support all the projects / programmes for efficient and effective implementation.

Table 7.3.1 summarises the estimation of project / programme costs by term and by type, details being shown in Table 7.3.2. Total cost is estimated at 1,374 million Ksh or 17.8 million US\$ consisting of 574 million Ksh or 7.4 million US\$ for Community-Based Projects and 800 million Ksh or 10 million US\$ for Public Services. Total costs in the short, mid and long term are 351 million Ksh or 4.5 million US\$, 589 million Ksh or 7.6 million US\$, and 434 million Ksh or 5.6 million US\$ respectively.

Table 7.3.1 Summary of Project / Programme Cost

| Type | Short-term (5 years) | Mid-term (5 years) | Long-term (10 years) | Total |
|--|----------------------------------|----------------------------------|----------------------------------|-------------------------------------|
| Community-Based Projects, 000Ksh, (000\$) | 108,615 (1,403) | 261,402 (3,377) | 204,380 (2,641) | 574,397 (7,421) |
| Per-capita Investment, Ksh, (\$) | 2,004 (26\$) | 4,823 (63\$) | 3,771 (49\$) | 10,598 (137\$) |
| Public Services, 000Ksh, (000\$) | 242,738 (3,136) | 327,806 (4,235) | 229,215 (2,961) | 799,759 (10,333) |
| Total, 000Ksh, (000\$) | 351,353 (4,539) | 589,208 (7,613) | 433,595 (5,602) | 1,374,156 (17,754) |

(Unit: '000 Ksh ('000 US\$))

| Sector | Project / Program | Short-term | | | | | Mid-term | | | | | Long-term | | | | | | | | | | | |
|--|--|---|---|---|---|---|----------|---|---|---|----|-----------|----|----|----|----|----|----|----|----|----|--|--|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | | |
| Community-Based Projects | Environment Conservation | 1 Promotion of improved jiko | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Conservation of pan's catchment | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Conversion of cattle, the traditional savings, into cash savings | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Setting up an individual pasture plot just around homestead | | | | | | | | | | | | | | | | | | | | | |
| | | 5 Rehabilitation of bare and eroded land | | | | | | | | | | | | | | | | | | | | | |
| | | 6 Tree planting | | | | | | | | | | | | | | | | | | | | | |
| | Agriculture | 1 Land Registration | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Water-saved Agriculture | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Rainwater Harvesting | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Pasture Development with Tree Planting | | | | | | | | | | | | | | | | | | | | | |
| | | 5 Social Forestry Development | | | | | | | | | | | | | | | | | | | | | |
| | | 6 Rehabilitation of Range Land | | | | | | | | | | | | | | | | | | | | | |
| | Animal Husbandry | 1 Establishing Modern Slaughteringhouse and Processing Facilities | | | | | | | | | | | | | | | | | | | | | |
| | Small-scale Industry | 1 Promotion of Honey Business | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Promotion of Handicrafts | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Reduction of Production Cost for Fish Processing | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Promotion of Skin and Hides Marketing | | | | | | | | | | | | | | | | | | | | | |
| | | 5 Establishment of Small-scale Multipurpose Building | | | | | | | | | | | | | | | | | | | | | |
| | | 6 Promotion of Tourism | | | | | | | | | | | | | | | | | | | | | |
| | | 7 Orstrich Farm | | | | | | | | | | | | | | | | | | | | | |
| Infrastructure | 1 Strengthening of water authority | | | | | | | | | | | | | | | | | | | | | | |
| | 2 Water management | | | | | | | | | | | | | | | | | | | | | | |
| | 3 Water supply | | | | | | | | | | | | | | | | | | | | | | |
| Health and Sanitation | 1 Revitalise BI stations in the area | | | | | | | | | | | | | | | | | | | | | | |
| Public Services | Agriculture | 1 Strengthening of Regional Research Center, Perkerra | | | | | | | | | | | | | | | | | | | | | |
| | | 1 Strengthening Livestock Extension Services | | | | | | | | | | | | | | | | | | | | | |
| | Animal Husbandry | 2 Establishing Livestock Auction Market (Yard) in Rural Main Centers | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Strengthening Genetic Improvement and Upgrading of the MOARD Goats Breeding Station | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Establishing Veterinary Diagnostic Laboratory | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Establishing Veterinary Diagnostic Laboratory | | | | | | | | | | | | | | | | | | | | | |
| | Infrastructure | 1 Catchment water resource assesment | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Road condition improvement | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Electricity service expansion | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Telephone service expansion | | | | | | | | | | | | | | | | | | | | | |
| | Human Resource Development | 1 Support to Marigat Youth Polytechnic | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Support to Pre-primary school | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Non Formal Education | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Functional Adult Literacy | | | | | | | | | | | | | | | | | | | | | |
| | | 5 Improvement of Primary School Facilities and Equipment | | | | | | | | | | | | | | | | | | | | | |
| | | 6 Transformation (Upgrading) of Marigat Youth Polytechnic into a Technical Training Institute | | | | | | | | | | | | | | | | | | | | | |
| | Health and Sanitation | 1 Towards PHC Laboratory | | | | | | | | | | | | | | | | | | | | | |
| | | 2 Epidemiological Investigation Capacity Building | | | | | | | | | | | | | | | | | | | | | |
| | | 3 Communication on Health Matters | | | | | | | | | | | | | | | | | | | | | |
| | | 4 Empirical Wisdom Integration | | | | | | | | | | | | | | | | | | | | | |
| 5 Database for Burden of Diseases Study | | | | | | | | | | | | | | | | | | | | | | | |
| 6 Continuous Training for Health Staffs | | | | | | | | | | | | | | | | | | | | | | | |
| 7 PHC Research | | | | | | | | | | | | | | | | | | | | | | | |
| 8 Activate Community in Health | | | | | | | | | | | | | | | | | | | | | | | |
| 9 PHC promotion | | | | | | | | | | | | | | | | | | | | | | | |
| 10 Role of sub-district hospital | | | | | | | | | | | | | | | | | | | | | | | |
| 11 Establish Clear Commitment to PHC at the policy level | | | | | | | | | | | | | | | | | | | | | | | |
| 12 Orient by Cooperation with Representatives of Local People and Every Level of Governmental Body | | | | | | | | | | | | | | | | | | | | | | | |
| 13 Enforcement of Available Health Resource, Especially for PHC Program | | | | | | | | | | | | | | | | | | | | | | | |
| 14 Training Institution for Health will take a curriculum that emphasizing local needs at its center issue | | | | | | | | | | | | | | | | | | | | | | | |
| 15 Ministry of Health will share widely the information on the roll of hospital in Health for All | | | | | | | | | | | | | | | | | | | | | | | |
| Capacity Building of Administration Staff | 1 Learning from Best Practices: continuation of study tours | | | | | | | | | | | | | | | | | | | | | | |
| | 2 Training on Participatory Planning and Project Management | | | | | | | | | | | | | | | | | | | | | | |
| | 3 Local Awareness Building Campaign for Participatory Rural development in support of KRDS | | | | | | | | | | | | | | | | | | | | | | |
| | 4 Divisional Focus for Rural Development | | | | | | | | | | | | | | | | | | | | | | |
| | 5 Perkerra Integrated Development | | | | | | | | | | | | | | | | | | | | | | |

Figure 7.3.1 Implementation Schedule

Table 7.3.2 Project / Program Costs

(Unit = '000 Ksh)

| Sector | Project | Short-term(1-5th year) | Mid-term(6-10th year) | Long-term(11-20th year) | Total | |
|--|---|--|-----------------------|-------------------------|----------------|--------|
| Community-Based Projects | Environment Conservation | 1 Promotion of improved jiko | 7,120 | 7,120 | 14,240 | 28,480 |
| | 2 Conservation of pan's catchment | 3,200 | 3,200 | 6,400 | 12,800 | |
| | 3 Cnversion of cattle, the traditional savings, into cash savings | 400 | | | 400 | |
| | 4 Setting up an individual pasture plot just around homestead | 150 | 1,300 | 2,000 | 3,450 | |
| | 5 Rehabilitation of bare and eroded land | 8,500 | 8,000 | 10,000 | 26,500 | |
| | 6 Tree planting | 1,500 | 1,000 | 2,000 | 4,500 | |
| | Sub-total | 20,870 | 20,620 | 34,640 | 76,130 | |
| | Agriculture | 1 Land Registration | 5,075 | 5,975 | 5,975 | 17,025 |
| | 2 Water-saved Agriculture | 360 | 32,200 | 5,500 | 38,060 | |
| | 3 Rainwater Harvesting | 5,200 | 25,040 | 16,800 | 47,040 | |
| | 4 Pasture Development with Tree Planting | 629 | 23,851 | 4,250 | 28,730 | |
| | 5 Social Forestry Development | | 100,800 | 27,300 | 128,100 | |
| | 6 Rehabilitation of Range Land | | 3,575 | 5,975 | 9,550 | |
| | Sub-total | 11,264 | 191,441 | 65,800 | 268,505 | |
| | Animal Husbandry | 1 Establishing Modern Slaurhterhouse and Processing Facilities | | | 35,000 | 35,000 |
| | Small-scale Industry | 1 Promotion of Honey Business | 1,310 | 226 | 300 | 1,836 |
| | 2 Promotion of Handicrafts | 1,037 | 105 | | 1,142 | |
| | 3 Reduction of Production Cost for Fish | 10 | | | 10 | |
| | 4 Promotion of Skin and Hides Marketing | 637 | 5,056 | 2,000 | 7,693 | |
| | 5 Establishment of Small-scale Multipurpose | | 2,154 | 480 | 2,634 | |
| | 6 Promotion of Tourism | 600 | 300 | 1,000 | 1,900 | |
| | 7 Establishment of Ostrich Farm | | | 1,000 | 1,000 | |
| | Sub-total | 3,594 | 7,841 | 4,780 | 16,215 | |
| | Infrastructure | 1 Strengthening of water authority | 3,600 | 1,020 | 500 | 5,120 |
| | 2 Water management | 5,300 | 480 | 3,660 | 9,440 | |
| | 3 Water supply | 63,600 | 40,000 | 60,000 | 163,600 | |
| | Sub-total | 72,500 | 41,500 | 64,160 | 178,160 | |
| Health and Sanitation | 1 Revitalise BI stations in the area | 387 | | | 387 | |
| Total ('000Ksh) | 108,615 | 261,402 | 204,380 | 574,397 | | |
| Total ('000US\$) | 1,403 | 3,377 | 2,641 | 7,421 | | |
| Public Services | Agriculture | 1 Strengthening of Regional Research Center, Perkerra | 4,250 | | | 4,250 |
| | Animal Husbandry | 1 Strengthening Livestock Extension Services | 1,000 | | | 1,000 |
| | 2 Establishing Livestock Auction Market (Yard) in Rural Main Centers | 600 | | | 600 | |
| | 3 Strengthening Genetic Improvement and Upgrading of the MOARD Goats Breeding Station | 70,000 | | | 70,000 | |
| | 4 Establishing Veterinary Diagnostic Laboratory | | 4,075 | | 4,075 | |
| | Sub-total | 71,600 | 4,075 | | 75,675 | |
| | Infrastructure | 1 Catchmnet water resource assesment | 9,000 | 2,750 | 3,600 | 15,350 |
| | 2 Road condition improvement | 91,560 | 101,160 | 114,720 | 307,440 | |
| | 3 Electricity service expansion | 2,240 | 4,500 | 9,800 | 16,540 | |
| | 4 Telephone service expansion | 3,100 | 870 | 11,255 | 15,225 | |
| | Sub-total | 105,900 | 109,280 | 139,375 | 354,555 | |
| | Human Resource Development | 1 Support to Marigat Youth Polytechnic | 3,100 | 3,100 | | 6,200 |
| | 2 Support to Pre-primary school | 9,100 | 9,100 | 9,100 | 27,300 | |
| | 3 Non Formal Education | 6,100 | 8,100 | 6,100 | 20,300 | |
| | 4 Functional Adult Literacy | 6,100 | 7,100 | 8,100 | 21,300 | |
| | 5 Improvement of Primary School Facilities and Equipment | 9,100 | 14,100 | 14,100 | 37,300 | |
| | 6 Transformation (Upgrading) of Marigat Youth Polytechnic into a Technical Training Institute | | | 12,200 | 12,200 | |
| | Sub-total | 33,500 | 41,500 | 49,600 | 124,600 | |
| | Health and Sanitation | 1 Towards PHC Laboratory | 387 | | | 387 |
| | 2 Epidemiological Investigation Capacity Building | 387 | | | 387 | |
| | 3 Communication on Health Matters | 387 | | | 387 | |
| | 4 Empirical Wisdom Integration | 387 | | | 387 | |
| | 5 Database for Burden of Diseases Study | 3,870 | | | 3,870 | |
| | 6 Continuous Training for Health Staffs | | 1,742 | | 1,742 | |
| | 7 PHC Research | | 2,786 | | 2,786 | |
| | 8 Activate Community in Health | | 5,225 | | 5,225 | |
| | 9 PHC promotion | | 6,966 | | 6,966 | |
| 10 Role of sub-district hospital | | 3,483 | | 3,483 | | |
| 11 Establish Clear Commitment to PHC at the policy level | | | | | | |
| 12 Orient by Cooperation with Representatives of Local People and Every Level of Governmental Body | | | | | | |
| 13 Enforcement of Available Health Resource, Especially for PHC Program | | | 7,740 | 7,740 | | |
| 14 Training Institution for Health will take a curriculum that emphasizing local needs at its | | | | | | |
| 15 Ministry of Health will share widely the information on the roll of hospital in Health for All | | | | | | |
| Sub-total | 5,418 | 20,201 | 7,740 | 33,359 | | |
| Capacity Building of Administration Staff | 1 Learning from Best Practices: continuation of study tours | 470 | | | 470 | |
| 2 Training on Participatory Planning and Project Management | 2,750 | | | 2,750 | | |
| 3 Local Awareness Building Campaign for Participatory Rural development in support of | 2,600 | | | 2,600 | | |
| 4 Divisional Focus for Rural Development | 6,500 | | | 6,500 | | |
| 5 Perkerra Integrated Development | 9,750 | 152,750 | 32,500 | 195,000 | | |
| Sub-total | 22,070 | 152,750 | 32,500 | 207,320 | | |
| Total ('000Ksh) | 242,738 | 327,806 | 229,215 | 799,759 | | |
| Total ('000US\$) | 3,136 | 4,235 | 2,961 | 10,333 | | |
| Grand Total ('000Ksh) | 351,353 | 589,208 | 433,595 | 1,374,156 | | |
| Grand Total ('000US\$) | 4,539 | 7,613 | 5,602 | 17,754 | | |

1US\$=

77.4 Ksh

7.4 Cost Sharing and Way-forward Investment

As discussed earlier, this Study advocates cash contribution as a part of cost-sharing from the communities for a project. The project is community-based. The communities have the resources, say local materials and labour, which they can mobilise. As long as the community can manage within its limits, the GOK/donors should not come in but should stand by to assist it from the technical point of view and as subsidy providers. By definition, the cost-sharing between the community and the GOK/donor in this Study applies only to materials, including transportation, that are outside the control of the communities.

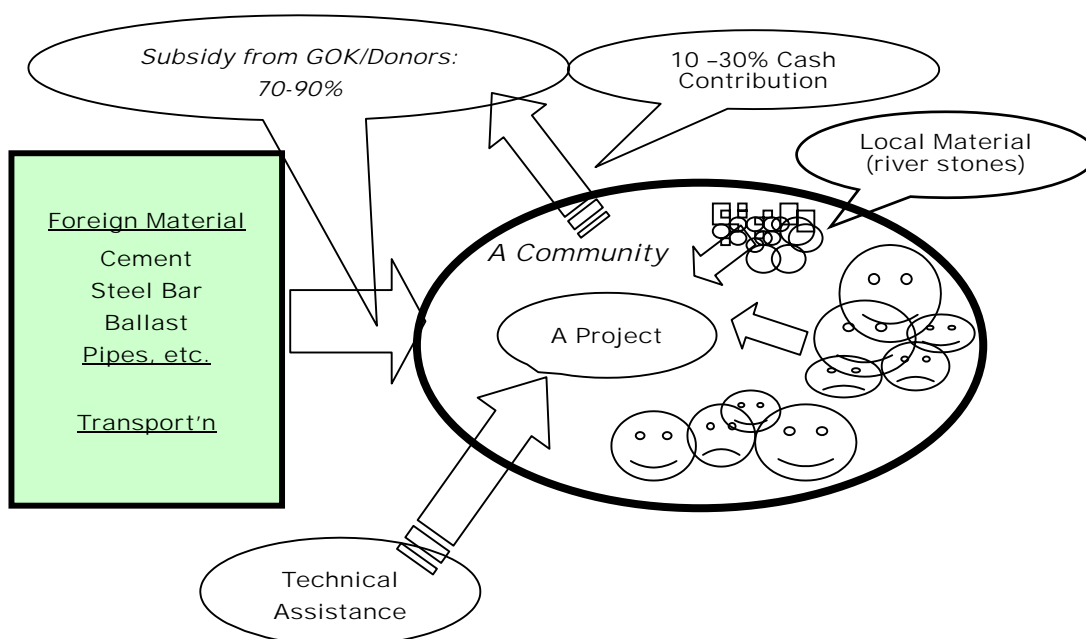


Figure 7.4.1 Concept of Subsidy and Cash Contribution

There are options for the way in which the cash from the community should be utilised; namely: 1) to supplement the balance (10-30 %) directly in order to allow the project to be completed, and 2) to invest the 10-30 % contribution to others rather than directly supplement the balance. Option 2 does not require the community to supplement the balance directly, meaning that GOK/donors should subsidise all necessary materials together with the transportation. The point for option 2 is to have the cash contribution available for future contingencies instead of contributing the cash to the project construction. The option 2 is further divided into 3 sub-options as follows:

Table 7.4.1 Option of Cash Contribution by Communities

| Option | Description |
|------------|---|
| Option 1 | 10 – 30% contribution against materials and transportation (see Figure 7.4.1) |
| Option 2-1 | 10 – 30% to be contributed to O & M fund (see Figure 7.4.2) |
| Option 2-2 | 10 – 30% to be contributed to Children Education Fund (see Figure 7.4.3) |
| Option 2-3 | 10 – 30% to be contributed to Rural Development Fund (see Figure 7.4.4) |

Option 2 discusses in what contingencies the community should make the cash contribution. The conventional idea, as the option 2-1, is that the community should prepare a certain amount of money for the operation and maintenance to come in upon completion of a project (see right figure). This arrangement is common in the case of rural water supply, for which the community is supposed to have ready 80,000Ksh before the commissioning of a borehole. It is a reserve fund invested for operation and maintenance of the system and this scheme could be applied for a project that requires a certain maintenance cost.

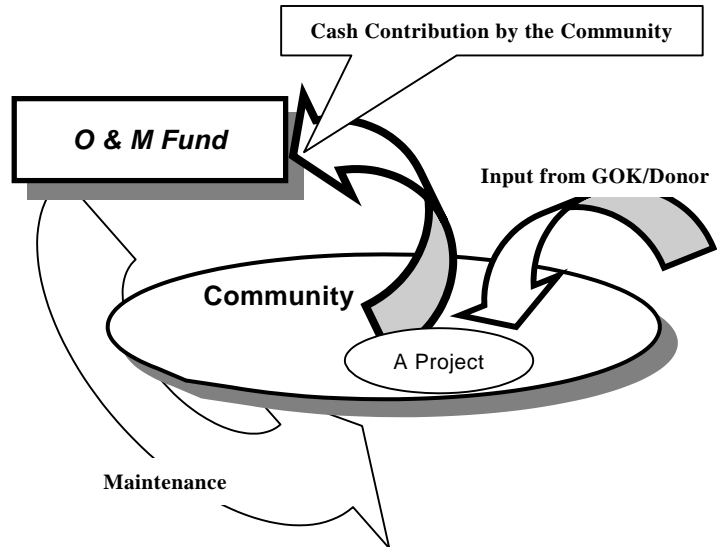


Figure 7.4.2 Establishment of O&M Fund (Op. 2-1)

Aside from the above idea, presented below is a kind of trust fund (Option 2-2). The communities are requested to contribute an amount of cash due to the trust fund, tentatively called the Children’s Education Fund, rather than to the project. This implies investing the money toward the community’s future. The point is that the Fund is exclusively aimed at sponsoring children’s education, meaning the community’s future. This mechanism also contributes to public equity among the community members since children whose parents are not the direct beneficiaries of the project could be given priority for their application for funding. This trust fund should be established on a location basis because the existing Location Development Committee could be the Board of Directors of the Fund with a head teacher automatically being the chairman.

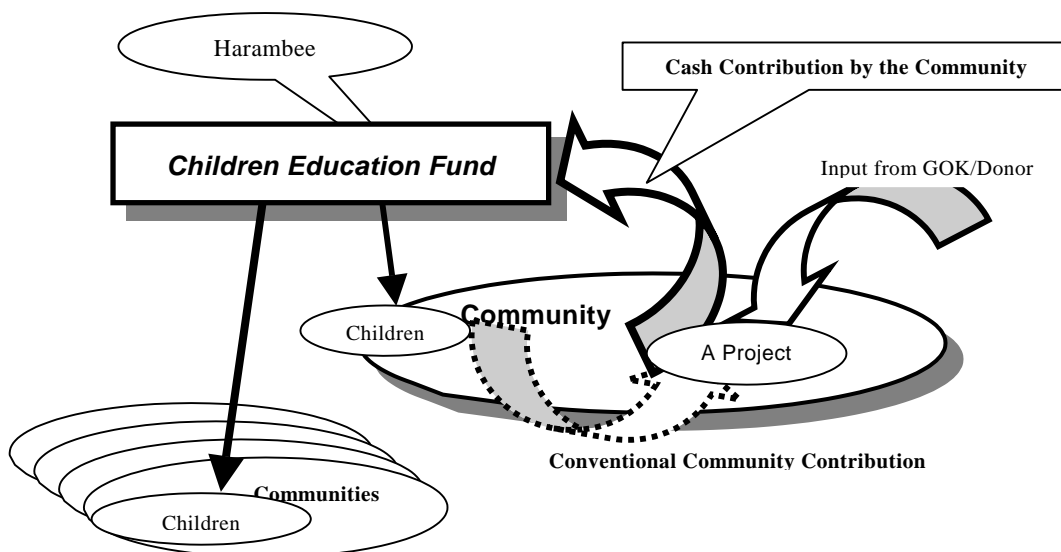


Figure 7.4.3 Establishment of Children’s Education Fund (Op. 2-2)

Option 2-3 incorporates the idea of a revolving fund into the rural development sector. The beneficiaries of a project are supposed to contribute their cash due, 10 to 30% of foreign materials and those transportation, to the revolving fund called Rural Development Fund. This idea implies public equity same as, but to a greater extent, the idea of Children Education Fund since the contribution will be spent for projects to be carried out in other rural areas. Though we propose the aforementioned Children Education Fund be established at location basis, the revolving fund should be established over greater areas such as district level or otherwise national level, so that the fund become functional as revolving.

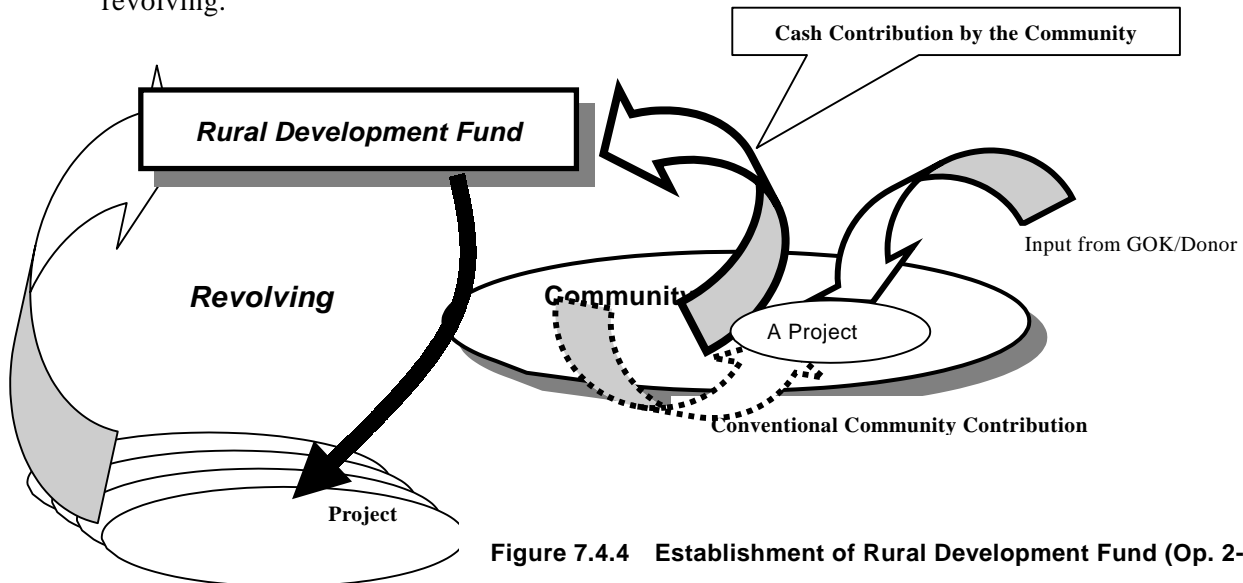


Figure 7.4.4 Establishment of Rural Development Fund (Op. 2-3)

From the viewpoint that the fund is related to rural development sector, the Fund may have to be established at national level. On the other hand, however, dealing with the Fund at national level makes the operation very difficult. In this sense, this Study proposes that the Fund be established at district level. Projects related to rural development are usually implemented on basis of district(s), supporting the idea that the Fund be established on basis of district. Furthermore, should the Fund be linked with a decentralization policy that gives true fiscal and administrative authorities to the district level, the contribution from the beneficiaries of a project may constitute of a part of district income. The fund, in this sense, entails a future vision wherein district herself could lead their own future development rather than much dependent on the central government.

7.5 Implementation Discipline

Given the experience gained through the verification projects, there are some issues that the Study has to feed-forward in implementing the development project/programme formulated in the Master Plan. These issues could also be referred to in other project implementations. The issues are presented below as an implementation discipline:

7.5.1 Participation

There are different levels of public involvement from: 1) manipulation and control of information to the public, 2) transparency of information to the public, 3) consultation with the public, 4) decision-making with the public, and 5) participation of administration to the public. From level 1 to level 4, it is the public who are involved by the administration, but at level 5 it is administration that participates to the public.

Although level 5 is ideal for community projects, it is usually difficult to start community-based development projects at this level. If the community is at level 5, all the administration needs to do is to wait for the proposals from the community and prioritise them. However, if not, administration needs to make proposals and plans and project designs for the public. In many cases, administration even struggles to involve people in implementation. This means the owner of the project is often GOK, donors or NGO rather than the community. The community just waits for somebody to come along with good proposals, funding and equipment. In those cases, participation or a community-based project just means providing labour in terms of payment and employment. That leads to a very low level of public involvement, which cannot really be called participation, and which is not sustainable due to lack of a sense of ownership by the community.

Given its limited time-frame, the Study Team also had to start from proposals for the verification projects. However, those proposals were not solely made by the Team, but through the participatory planning and project designing processes. Then the community was involved in implementation and participatory monitoring and evaluation. During the process, the level of public involvement is expected to be raised to 4 and even to 5 after the verification period. For sustainability, level 5 must be reached, where the community is the actual maker of the proposals, plans and the project designs and is also the implementer. In this stage, administration assumes a supportive role.

How, then, can a GOK/donor assist the community to reach level 5? For outsiders who can stay in the area only for a limited period, it is difficult to create a totally new institution or to bring in new personnel. The most appropriate way is probably to strengthen the existing institutions and to build capacity in them. Another question is: who can be the implementers of community projects? From experience so far, the Study Team found that chiefs and village elders are the implementers or the leaders of implementers. Divisional officers can commit themselves to community projects if they have transportation. Under these circumstances, it is practical to think about community projects with chiefs and village elders as implementers, with divisional officers as supporting participants from the administration.

7.5.2 Consensus Decision

A workshop, often called a participatory workshop, does not necessarily mean a venue for decision-making. Even if the participants plan a project and formulate their plan of operation, they may still feel that it is a sort of seminar in which they are given a new idea and study it rather than preparing the commitment to commence a project of their own. Whether they think the workshop is a seminar or venue for preparing their own project largely depends on not only each participant's level of concern but also the issue about which they are talking. For example, whenever an money-related issue arises, they automatically think it is an issue which concerns them, but otherwise problems tend to be more or less someone else's business.

Planners and GOK staff should not count any workshop as the venue for their decision-making unless the project is very small like rain-harvesting which can be implemented by just a few farmers. An example can be seen in the Sandai irrigation improvement, one of the verification projects. The PDM and plan of operation had been prepared by the participants during a workshop held in March 2000. GOK/JICA, upon completion of the workshop, started the project preparation by arranging materials, transportation, etc. with a representative from the community.

The workshop participants did not cover all the irrigation beneficiaries and in practice it was impossible to call all the people concerned to a workshop. Baraza, the general assembly of the irrigation association, was not held before the commencement of the project. The implementation mechanism, including cash contribution and its handling, had not been well explained to all the relevant irrigation members. Also the Team could not delay the commencement until all the costs became known but had to start construction taking into account the given time-frame. This led to an erratic delivery of information on how much the total community contribution in cash would be.

When almost all members of the irrigation scheme knew they had to pay a cash contribution on top of their labour contribution, they expressed their frustration not only to the Study Team but also to their leaders. They thought they should have been involved in the decision-making process. Communication even among local leaders as well as between the leaders and common villagers was not working as we had expected. Workshops cannot be the venue for decision-making whether the people accept or decline the project. Plans made in workshop have to be delivered down to all the relevant villagers and GOK/donors should wait until a decision based on their consensus has been made.

7.5.3 Participatory Redesigning, Monitoring and Evaluation, and Termination

Why do we take a test? It is not to know how well you do in the test, but to find out where your strengths or weaknesses are, and to learn how you can improve yourself more

efficiently and more effectively. The main purpose of participatory monitoring and evaluation of a project is the same: participants have the opportunity to learn from evaluation, to improve the project or the future projects, and to be more focused on their own project. Also unlike conventional government projects, the owners who prepare the inputs and actually implement the projects are not governments but the community. Therefore accountability is necessary - more so to the community than to the third parties, tax-payers or sponsors.

Then how can we carry out participatory evaluation? Since the main purpose is learning by ourselves, naturally, it is an evaluation of process and not only an evaluation of outputs. Furthermore in participatory projects, planning, implementation, monitoring and evaluation are a continuous learning process rather than static phases of a project cycle. That means there are no essential differences as between monitoring, evaluation, and even project designing. Thus, it is always necessary to check the milestones, such as schedules and outputs, but more important subjects in participatory redesigning, monitoring and evaluation process are: “What has been beneficial for the participants?” “What kind of difficulties did they encounter?” “What steps can be taken to counteract this?” and “What lessons did they learn?” Those subjects need to be discussed freely in the workshops and “for whom (which stakeholder experienced difficulties?, who will take the steps to counteract difficulty?, etc.),” such as for community leaders, for community members, for government officers or for consultants, must be clarified too.

In the Study, as an example experienced through a verification project in Sandai, it was pointed out by the farmers in the monitoring workshop that they did not have information about the updated construction cost for lining of the main canal. The farmers knew that they needed to pay 30% of the total construction cost, but they did not know how much the total cost was at an initial stage. They did not know either, though it must have been known among the community leaders, that transportation cost was as much as 40% of the total cost. After the workshop, the Study Team started to show the updated construction cost on the blackboard at Sandai Centre every week, and asked the Water Users Association to decide about transportation so that they could minimise the transportation cost.

A project has certain pre-set objectives, certain inputs and certain schedule to put its objectives into effect; therefore it must come to the end of its natural life upon completion of the project and after the process of redesigning, monitoring and evaluation. However, to terminate a social development project is not as easy as in the case of a construction project, because the objectives of a project about people are not so obvious and simply and completely realised at the end of the project. How, then, can we deal with social development projects?

One approach is to have very long project period. Unlike construction projects, it usually

takes years to be able to see the real fruits of social or human resources development projects. Also those projects can be considered as a series of several projects or stages. Another approach is to take a process approach rather than a project approach. Then planners do not need to make a blueprint, or concrete time-frame to realise the pre-set objectives, and thus it is easier to terminate the intervention.

Finally, a realistic solution, as long as a donor takes a project-oriented approach, might be to fade it out. If all the concerned GOK/donor members visit a project for final evaluation and terminate it at once, the impact is too major and it is natural that everybody tries to get the final possible support from outsiders seriously. However, if input and intervention are faded out over a certain length of time, it is much easier for a project to 'land softly' and be sustained by the development processes of the people. As step by step input is essential for the success of a social development project, step by step termination looks like a must.

7.5.4 Setting up People's Organization and Implementation of the Project

The process of implementation of the projects proposed in this Master Plan starts from participatory planning workshop or inter-location monitoring. In the workshop, following to the selection of the project activities, the items and the percentages of the sharing cost (10 to 30 % of the total cost), which should be burdened by the villagers will be discussed. Then, the participants and the government/donor agencies agree the items and the percentages of the sharing cost, which should be burdened by each of them tentatively, and the detailed plan of activities for implementation will be designed. Moreover, the responsible person for the each activities will be chosen in the workshop. This responsible person could be a potential leader who will be the candidate of the BODs (Board of Directors) of their organisation when the organisation is officially registered in the future.

As to building organisation, the official registration is often carried out in advance to start the activities. Or start the activities soon after selection of the potential leaders in the initial process of the making organisation. In this plan, one would propose the latter approach (see the figure below). In this approach, from middle to latter half of the whole process of the building organization will proceed parallel to the implementation of the project. In this case, the potential leaders are given roles of collection of the sharing amount, mobilization of the villagers for labor work, and arrangement for derivative materials such as gravel and so on, with strong leadership for organising the members through the whole process. As for the potential leader, so to speak, it is as if taking examinations for becoming a leader in real meanings through on-the-job-training.

On concerning the important matter, such as cost sharing, it should be discussed and decided in the villager's meeting called 'Baraza' not in the workshop mentioned above. If there is an existing organisation, utilize its general meeting. In this case, there is a great possibility that the chairperson will behave beyond his/her authority for their

decision-making (refer to the 6.1.5 Institutional, Setting-up and Decision Making). However, the chairperson has also only one vote for decision-making as same as other members. The decision-making by the consensus in the villager’s meeting would be the process, which the outsider should intervene properly. The collected amount of the cash should be delivered for the implementation of the project and the subsidy will be provided from the government or donor agencies depending on the delivered amount². That is, when the sharing cost, for example, is 30 %, it is usually impossible to collect all at one time. After collecting one third of the 30%, one third of the 70% of the subsidy should be also provided. Through this process, the project should be implemented gradually step by step.

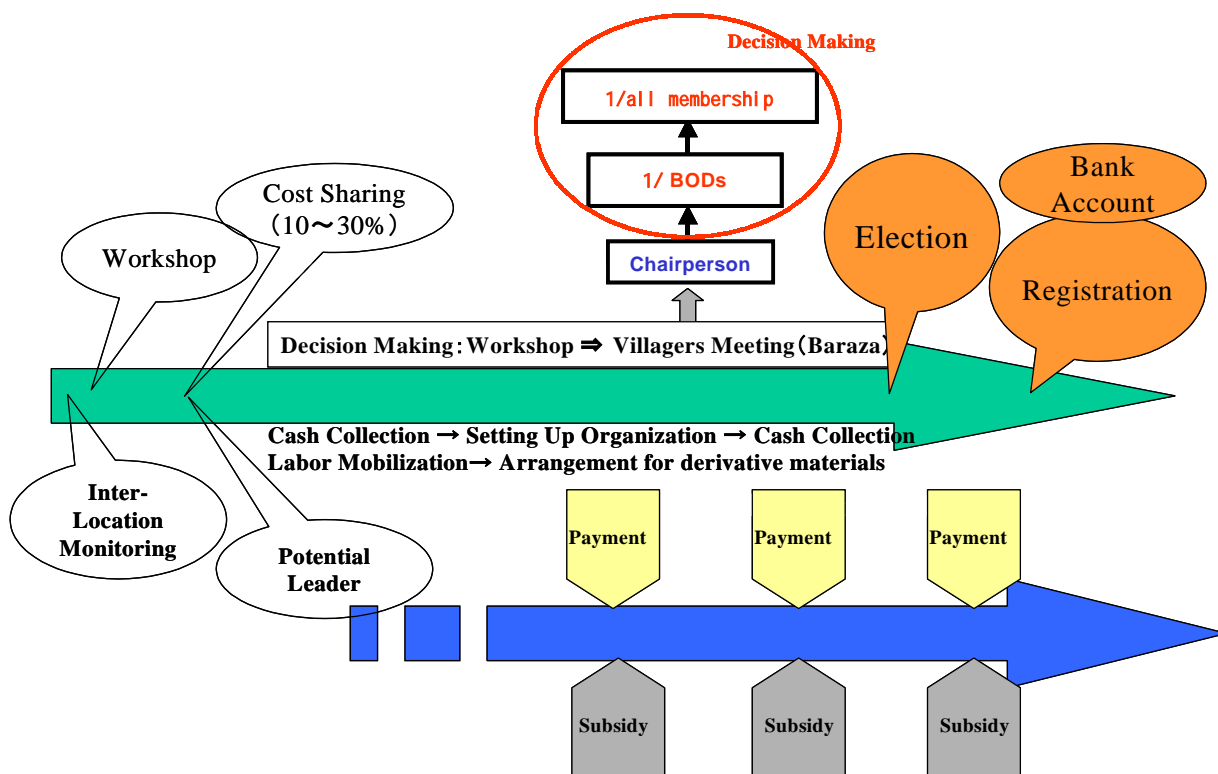


Figure 7.5.1 Setting Up People's Organisation and Implementation of the Project

In the time of completion of the cash payment by villagers, the activities could be said as being well on the way. In a sense, it could be said that the potential leaders pass the hardest process of starting the project. In this stage, most of the villagers may already recognize who is appropriate for the chairperson, for other member of BODs such as vice-chairperson, secretary, and treasurer. So, there comes a time to carry out the election (it is usually only the superficial procedure actually), decide the BODs, ratify the by-laws

² The people's organisation is still tentative at this stage, raising a question if GOK or donors can contribute any cash to an organisation which is not legalised. To avoid this problem, Location Development Committee or otherwise the Location Chief should endorse the organisation so that the tentative organisation can become the recipient of the subsidy. In case of former case that the Location Development Committee endorses, the committee itself should be firstly registered to the concerned government office in order to have the committee legally authorised. In latter case, the endorsement by the Location Chief should be done together with the District Commissioner since the Chief is appointed by the Commissioner. A prior agreement between the donor/GOK and commissioner/chief should be made that the supervisory responsibility of the subsidy to be provided to the tentative organisation should fall under the both commissioner and chief.

by all members and in the end, and register to the social service office with its by-law. In the case of handling certain amount of cash, the registered organisation now open the joint bank account under the name of the chairperson, vice-chairperson and treasurer.

7.5.5 Extension from Spot to Area

Inter-Location monitoring, carried out through the verification projects, was a very workable catalysis to disseminate the projects to other locations. There were double effects from this inter-location monitoring. The people in charge of a verification project could be proud of showing their achievement, so that they became more active in their activities, while the visitors could also be motivated by seeing the achievement. Thus the visitors are often so motivated that they think they are also capable of starting a similar project.

The first Jiko introduced in the Kimarel location was brought about by inter-location monitoring. Also, an Eldume woman impressed with an Enzaro Jiko during an inter-location monitoring had constructed her own Jiko without any assistance from GOK/JICA. Another example is the rain-harvesting technique carried out in the Partalo sub-location. Many visitors were surprised by the crops growing despite the year 2000's disastrous drought. Two communities had already introduced the rain-harvesting technique; Kapkun and Chemorogion villages.

Also, there is a unique outcome during an inter-monitoring session of Sandai people visiting Arabal. Both communities had the same type of verification project; that is livestock improvement by buck introduction. Buck custodians from Sandai were very surprised that the Arabal custodians already completed their due payment (30% cost-sharing, in cash), while the custodians in Arabal were very much surprised at the fact that the Sandai custodians had not yet paid. Though the Sandai people are apparently richer than the Arabal people, the Sandai custodians associated with dependency syndrome were very hesitant to pay the agreed due amount and used to not even show up before the GOK/JICA.

Many pilot projects have so far hardly achieved their role; that is, extension of the project to other areas. This could be accounted for by many aspects; non-participation, unmanageable size, shortsighted plans, financial unviability, project not copy-able, etc. The Study

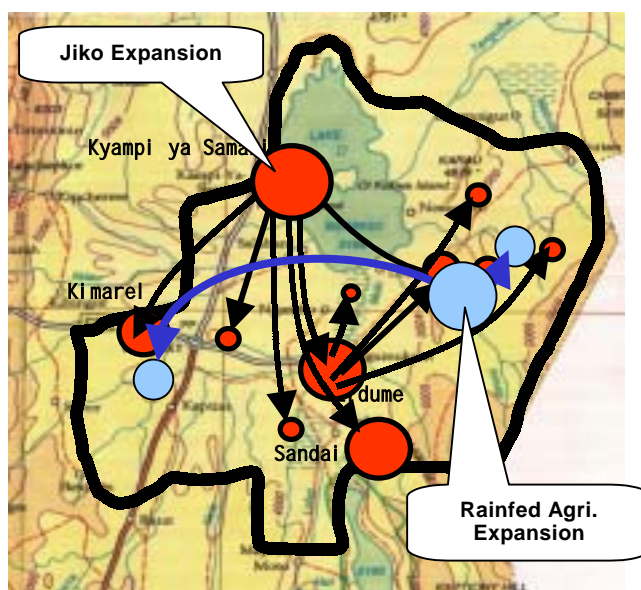


Figure 7.5.2 Jiko & Rainfed Agr. Extension

Team advocates that a scheme should be devised in order to disseminate a project to other areas even if the project is so designed that could be copied easily. In line with this, an inter-monitoring tour should be considered whenever community-based projects are tried, and even if there is only one sort of project, the project should be tried in different places if the budget allows.

CHAPTER 8
Conclusion and Recommendations

CHAPTER 8 CONCLUSION AND RECOMMENDATIONS

8.1 Conclusion

There has been no real consensus as to what community participation is and how to carry out such an approach, and this has perpetuated top-down approach from the state on one hand and, on the other, the dependence of the community on the state. In this respect, this Study offered an excellent chance to try out various hypotheses on participation methodology throughout the two and half years study period. For this reason, the Study's participatory and verification process was in fact the main objective of the Study, and the resulting Master Plan is practically a byproduct of this process.

The lack of governance is the major cause of Kenya's declining economy during the last quarter century. True decentralization, particularly fiscal decentralization, has turned out to be really true through the Verification Projects. All the concerned officers (DC, DDO, DPO, District Officers, Divisional Officers, Chiefs and Sub-Chiefs) were appointed by the President, or by President-appointed DC. Under the severe budget crisis and resulting retrenchment, more than ever, the minds of those administration staff were on their own survival, and at divisional level they cannot carry out their extension activities despite their high capability.

As to local communities, they were inclined to list up what they wanted donor/GOK to do for them at an early stage of this Study. With an existence of powerful outsiders like donors and GOK, it is really difficult to avoid that dependency syndrome would come up from the communities. However, there should be communities' own future vision somewhat same as a master plan they envisage by themselves. If they assigned a priority to a project, they should be confident they could implement it primarily on their own initiatives and in partnership with external partners. The Verification Projects are perhaps the first time the local community has been requested, under a situation of donor's existence, to take the responsibility for determining their future.

Faced with the reality of non-existing fiscal decentralization, the local communities and the Study Team attempted to devise development projects which would minimize any outside financial resources but on their own available resources. What had been tried throughout the Verification Projects was that all the ownership belongs to the communities and outsiders stand as a subsidy provider. This approach is greatly different from conventional project wherein donors/GOK are mainly responsible for the project implementation to which the communities participate. In this regard, communities should try out to resolve their own constraints primarily by their own resources and initiatives so that the project could well become sustainable and be placed in the process of the community's development.

All the stakeholders for this Study, especially participants for the Verification Projects, have learned a great deal. Participants of study tours and inter-location monitoring tours have also gained a lot of lessons. Some suggested that they should start from what they

can chew: “When we eat ugali, we first pick up some, make a ball, push the top to make it like a spoon, and scoop soup with it, and then eat. If the ball is too big we cannot swallow it. So we make a ball with a size that we can chew. Likewise, we can start with self-financing and later, if needed, ask for subsidy”, one participant in a workshop remarked.

Now, this Study concludes the people-centered participatory approach, tried out through the Verification Projects and feed-backed in the Master Plan, could be at the core among remedial measures in improving rural living standard and thereby reducing rural poverty in the Study Area. Therefore, the Government of Kenya should embark, either with an assistance from a donor country or at her own cost, on implementing the integrated rural development plan for the Marigat and Mukutani Divisions as presented in this Report, and further extend similar program to other ASAL areas.

8.2 Recommendations

Meeting point between top-down and bottom-up

For rural development, both top-down and bottom-up approaches are needed. However, at the present day Kenya, the gap between the two arrows is huge. The two directions must meet or mesh. The District Focus for Rural Development and also the draft Kenya Rural Development Strategy suggest district to be such level. However, there is still a huge gap between the district government in Kabarnet and the local communities in Marigat and Mukutani and it is unlikely that the district office can efficiently coordinate grass-root level development. This Study, therefore, recommends that to take place further down at the divisional level.

Administration reform centering on fiscal decentralization

The most important thrust for administration reform ought to be the implementation of true decentralization in political, fiscal, administrative and market sense. Very little of these actually exist in Kenya currently. Increasing transparency and accountability and rooting out corruption are urgent issues. Perhaps the most important and urgent aspect of the decentralization at the Baringo level is fiscal decentralization for sustaining whatever the local initiatives taken by the community. The Government should give more resource raising and spending authority to the community and at least to the district if not to the divisional level rather than keeping it at the national level.

Awareness building beginning at learning from best practices

The starting point of the reform is awareness building. The best way to go about awareness building is to learn from best practices elsewhere with similar semi-arid environment. There are indeed many such examples within Kenya, and a series of in-country study tours should be organized, which attendants are, to start with, the concerned national, district, divisional, locational officers, community leaders, followed separately by various specific groups, such as rain-fed farmers, irrigated farmers, women’s groups, pastoral groups, etc.

Flexibility in ASAL development

As the beneficiaries stand on different local conditions, which are, especially in ASAL area, complex, diverse and risk-prone, implementing of the development plan presented in this Report should be flexible. Conventional approach, tried regardless of such diverse conditions, with the centralization, standardization and simplification has many times failed to serve the rural population in the ASAL area. Not giving a standardized package, but the development should be anytime opened to any choices and be ready to any modification.

Bipolarization and small scale & step-wise input

A huge gap may be seen between rural society and modern society without well established intermediary system. The huge gap which is more is bipolarization over the Country cannot be underestimated in planning any community based project. The more materials are brought to the community, rural society, from outside which is modern society, the less sustainability the project becomes. Planners/GOK should be well aware of that kind of huge gap or lack of intermediary technique, or otherwise an idea which sounds good may not be well functioning on the ground. The input from outside community should be small and made available step by step.

Live-stock versus money-stock

In a rural area like Baringo, live-stock is much prevailing than money-stock in terms of savings as the livestock is literally same as a savings account in a modern society. Cash flow and its availability are therefore so limited in rural societies that the financial sustainability of a project could finally be affected. Postal savings should explore a mobile banking system that would contribute to increasing money circulation in the rural areas. Conversion of livestock to cash also contributes to environmental conservation.

Incorporation of income generating activities

Having faced with a financial crisis, the GOK has difficulties to provide financial support or sufficient public services to the rural communities in the Study area and over the Country by and large. It is now directed that the communities should basically go with their capacity and resources. It is, therefore, emphasized that, wherever possible, an income generating activity should be built in their projects as a component to financially sustain their activities onward.

Cost sharing versus subsidy

In undertaking a community based project, the GOK/donors shall not, as long as the community can manage within their jurisdiction, come in but stand to assist them from the technical point of view and as a subsidy provider. The communities have the resources, say local materials and labors, which they can and should mobilize. By definition, the cost sharing between the community and the GOK/donor advocated in this Study applies only to foreign materials such as cement, reinforcing bars, pipes etc. including the transportation that are outside control of the community.

Investment in communities' future

In line with the cost sharing policy above, the communities are required to provide not only local materials, labors, etc. but also certain amount of cash for purchasing the foreign materials, say 10 to 30% of the cost. The cash, however, could be diverted toward investing the community's future on condition that GOK/donors agree to bear all necessary cost incurred. The investment, recommended here, should be made in an O & M fund, a trust fund called Children Education Fund, or otherwise a revolving fund called Rural Development Fund.

Organizational set up and project implementation

Setting-up of a community-based organization should be carried out in line with the project implementation. Project implementation can be started as early as right after potential leaders have been identified who will be in charge of relevant project activities. In this case, the potential leaders would have to collect the villagers' cash due, mobilize labours, and arrange local materials such as river sand through which they are tested and trained on the job, thereby becoming a real leader. Official election of the committee members and registration to the Department of Social Services shall take place after going through the testing process.

From spot to area

Many pilot projects have so far hardly achieved its role; that is, extension of the project to other areas. This Study strongly recommends that a scheme should be devised in order to disseminate a project to other areas even if the project is so designed that could be easily copied by neighbors. In this respect, inter-location monitoring tour should always be arranged when implementing a community-based project; thereby they are so motivated each other that one side would try the other's or vice versa.

Project implementation unit

In implementing the programs/projects presented in the Master Plan, the GOK should organize a project implementation unit, which undertakes the responsibility of front-line activities and day-to-day management on the course of the implementation. The project management unit should be headed by the district program officer and composed of concerned divisional officers from the Ministries of Agriculture and Rural Development, Health, Road and Public Works, Environment and Natural Resources, etc.