

CHAPTER 10

INSTITUTIONAL FRAMEWORK

10.0 Institutional Framework

10.0.1 Summary

It is through development policies and programmes following the laid down procedures that national goals are achieved. This requires the partnering of organizations/institutions to avoid duplication of efforts and complementary reasons. Networking process is one of the ways of ensuring consultations and close-knit operation of organizations. In Kenya, policies and programmes have been implemented with varied degrees of success.

10.0.2 Methodology

Most of the works written in this area have relied on secondary sources of data. Some cross-sectional surveys using structured interviews, questionnaires, and FGDs have also been used. The Kenya Participatory Impact Monitoring (KEPIM) Participatory and Poverty Assessment (PPA), which pay special attention to process, are some of the tools used to assess programmes.

10.1 POLICIES AND PROCEDURES

10.1.1 Summary

Policy acts as guide to any public activities. In this regard, population and development policies direct players on what to do in this field. In Kenya, there are many policies that address areas, which have relevance to population and development.

10.1.2 Issues

- Effective policies and programmes.
- HIV/AIDS policies and programmes.
- Wealth and Employment Creation.

- Poverty reduction.
- Adherence to procedures.

10.1.3 Findings

The findings were drawn from different government policy papers, organizational guidelines and agreements. Examples of policy papers are cited below:

- ◆ Sessional paper number 4 of 1997 on AIDS provides a policy framework within which AIDS prevention and control efforts will be undertaken for the next 15 years and beyond such as direction on how to handle HIV/AIDS issues.
- ◆ The Investment Program for Economic Recovery for Wealth and Employment Creation (2003-2007) presents a result-based program of priority government actions designed to meet the medium-term objectives of the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC).
- ◆ The Policy for Economic Growth and Poverty Reduction through Research and Analysis, produces consistently high quality analysis of key issues of public policy and contributes to the achievement of national long-term development objectives by positively influencing the decision-making process, developing capacity in policy research and analysis and therefore assisting the GOK in policy formulation, implementation and evaluation.
- ◆ The Multiple Indicator Cluster Survey (MICS) Report was meant to generate indicators for progress made in achieving the World Summit for Children (WSC) goals

while forming a basis for future action. The majority of the population aged over 15 years are literate. Children in the rural areas are notably more undernourished according to all the three indices of nutrition status than their urban counterparts. The level of mother's education influences nutrition status of a child.

Some studies show that leprosy is one of the most disabling diseases in the world. It is a difficult disease to control because of stigmatization by public and health staff. Lacking in the few years, only 200-300 new cases are detected annually in Kenya. The National Leprosy and Tuberculosis (NLTP) should further integrate its activities in the primary healthcare system. These guidelines are meant as a tool for training and as a reference for health workers in Public, NGO and Private Institutions.

Kenyan health sector is guided by Kenya's Health Policy Framework. This framework details comprehensive reforms initiatives, with an overall goal to promote and improve the health status in Kenya through deliberate restructuring of the health sector to make all health services more effective and affordable and access. It is hoped that provision of information will promote legal and policy advocacy to advance RH and the status of women around the world.

Every child has a right to education. The Children Act, which came into force on 1st march 2002, puts this responsibility on the government of Kenya and parents. The act spells out the rights of all children and recognizes that education is a human right that every child must enjoy and has to be protected by law. The NARC government's introduction of free primary education (FPE) is a commitment to realize universal primary education (UPE) by 2005 and education for all by 2015, which is also one of the millennium development goals. The Kenya government, having signed the recommendations of the meetings, considers the attainment of UPE as a development strategy - Free primary education: every child in school.

Reportedly, there are many historical land claims, issues and perspectives and consequently policy statements that now manifest themselves in form of squatters, absentee landlordism, land clashes and lingering land claims. From the literature, there is hope that the initiative of Kenya Land Alliance will strengthen the campaign for fair and just national land policies. This is the only way that land policy development process shall ensure establishment of credible basic legal and institutional framework to improve secure property rights. There are certain deep-rooted land problems, which rankle communities in Kenya. The present generations continue to witness and experience their manifestation and impacts.

The works and reports from the interviewees reveal that primary development goal for Kenya is to improve the standards of welfare of all Kenyans. This requires a concerted effort to tackle the intolerably high incidence of poverty that now afflicts about half of our population. While the government has a particular responsibility for spearheading action and creating a positive framework, the private sector, NGOs and CBOs have a vital role to play in meeting the challenge of poverty reduction. Kenya must mobilise all available resources and use them efficiently and effectively in the fight against poverty.

The National Condom Policy and Strategy (2001-2005) shows that the goal of policy and strategy is to improve access to quality condoms at affordable prices through effective and responsible service delivery systems.

- ◆ The Reproductive Health Family Planning Policy Guidelines and Standards for Service Providers, Nairobi furnishes a solid foundation from which service providers can launch RH care. These guidelines provide the most current up-to-date knowledge and direction quality of care, components of fertility preference services, method counselling; advantages and limitations, eligibility, use, management of common side

effects, maternal health/safe motherhood, post-abortion care adolescents and youth and other aspects of RH. MOH also encourages its use by managers and policymakers. The issues of post-abortion care and adolescent healthcare are included in these guidelines to support health providers on how such cases should be managed.

- ◆ The Poverty Reduction Strategy Paper for the Period (2001-2004, identifies measures geared towards improved economic performance and priority actions that will be implemented to reduce the incidence of poverty among Kenyans. Specific economic policies aimed at promoting a robust economy are outlined in a three-year macro economic framework while specific measures to reduce poverty are identified and set out in the implementation matrix which shows costing of each indicated measure, implementing agencies, specified time frame and indicators for monitoring expected outcomes.
- ◆ The National Health Communication Strategy was developed in order to facilitate consensus on and improve the coordination of Health Communication (HC) interventions throughout Kenya. It is a road map to help guide the planning, implementation, M and E of the HC programmes and their effective integration into the healthcare delivery system. The combination of advocacy and the strategy is aimed at guiding GOK, NGOs and other national and international partners, in the implementation of advocacy and IEC activities within the context of the national population policy and programme (NPP), while the National Guidelines for VCT aim at standardising delivery of VCT services and assuring high quality, confidentiality and easy accessibility VCT. Similarly, the National Home-based Care Policy guidelines are meant to ensure the integration of home-based care into Kenya's existing healthcare system.

Some studies show that the population and FP programmes in Kenya have reached a critical level where further programme expansion will require new approaches to make them more effective. The strategy is part of the new approach to look at the programmes in totality and to build on the existing strengths and the capability existing at the national and district levels.

10.1.4 Recommendations

- There should be coordinated participation of all the sectors in population and development matters. An appropriate institutional framework for effective management and coordination of programmes is also recommended.
- Develop appropriate responses for implementing FPE and come up with concrete guidelines for smooth and effective implementation. Clearly outline the responsibilities of schools, teachers, parents and pupils, the district administration, communities, parliamentarians, development partners, private sector and religious organizations in this programme. Deliberate efforts are required to invest more resources in basic education rather than paying more attention to tertiary education. Cultural and religious practices, which tend to "push" children out of school should be discouraged.
- Review the health policy/legal framework in Kenya to define more clearly the commonly used medical terms.
- Concerted efforts are required to tackle the intolerably high incidence of poverty that now afflicts many Kenyans.
- Better management of available health resources, sound planning and better in-built monitoring and evaluation procedures.
- The policy thrust has been to focus on the design of comparable poverty reduction

strategy and reforms to fight poverty through sustained economic growth.

10.1.5 Research Gaps

- There are no studies on effective management and coordination of national HIV/AIDS programme activities.
- The success of advocating for the use of barrier methods such as condoms.
- Impact of advocacy and IEC activities within the context of the national population policy and programme (NPP).
- Extent of achievement of the MDGs.
- Effectiveness of the multi-sectoral approach in support of the NPP strategy.
- Maintenance of confidentiality when conducting HIV counselling and testing.
- Challenges of formulating the national land policy, bringing out well thought strategies that must be credible, dealt with in a holistic and comprehensive manner.
- Impact of HBC on those affected and infected by HIV/ AIDS.

10.1.6 Research Agenda

- Efficiency issues in public health facilities.
- Ways of streamlining the communication strategy to ensure uniformity in message development process, appropriate audience research and segmentation and M and E.
- Establish how clear the national condoms policy and strategy has been.
- The effect of FPE on the reduction of regional and gender disparities in the Kenyan education system.

- Provision of FPE as a shared responsibility that requires partnership between the government, parents, teachers, communities, political leaders, religious organizations civil society, trade unions, private investors and development agencies. Each shareholder has a responsibility in the implementation of free primary education. How is the partnership working?
- Conduct policy research in areas such as human resource development, social welfare, environment and natural resources, agriculture and rural development, trade and industry, public finance and on macro economic frameworks and establish procedures for close working relationships between the institute and other research institutions, government, agencies and the private sector.

10.2 PROGRAMMES

10.2.1 Summary

Population and development policies are implemented through population programmes and projects. In Kenya these are characterized by numerous programmes, duplication of activities, high dependency on donors and sometimes incompleteness. However, it is from the successful programmes and projects that memorable lessons are learnt.

10.2.2 Issues

- Funding
- Resource availability
- Management
- Evaluation
- Similarity in activities

10.2.3 Findings

Studies and reports given under this section show that many programmes are run in the population and development field. Many of them such are

the girl-child programmes are highly donor dependent and are thus unlikely to be sustained for a long period of time without donor funds.

Available literature shows that adolescent RH programmes being undertaken by the various organizations are highly acceptable as perceived by both providers and the youth themselves. Many NGOs have combined both information and service delivery components within their projects. Contraceptive knowledge is high while use among adolescents and youth is low. In almost all of the NGOs where interventions were already being implemented, more male adolescents were accessing services than their female counterparts.

It was revealed that many of the sources of programme information are incomplete and unsatisfactory in content, timing and presentation. Commonly used sources are unreliable and sometimes misleading. Communication between potential users and information providers is difficult. Sometimes, access to information is extremely poor.

For example, the FPAK youth centre in Nairobi and Mombasa target unmarried youth aged 10-24 years, offer recreational and sports facilities, counselling services and RH information. The main strength of the programme was found to be its network of youth promoters and coordinators, who reached a large number of young people through educational activities.

Unfortunately, attendance at the youth centres was rather low, especially for counselling and RH services. In addition, very few young people and parents in the catchment areas were aware of the centre's existence.

Lessons learnt from successful programmes are the importance of working with and empowering target groups, rather than imposing external programmes that are less liable to be effective and may alienate the intended beneficiaries.

In the Cairo +10, NCADP (2004) shows that the

MDGs represent a departure from past approaches used in population and development programmes. By focusing attention on a core set of interrelated goals and targets, it has been found that GOK and other development partners will now track progress and measure impact of development interventions more easily. The MDGs will provide an opportunity to mobilize partners into action, forge new alliances for development and build national capacity for monitoring and periodic reporting.

10.2.4 Recommendations

- It is recommended that, liaison between CBD agencies is intensified and that monitoring the effect of fees is carried out in a timely and systematic fashion.
- Popularise tangible examples of successful population and development programmes and share the lessons learnt for replication.
- Community participation in development programmes requires needs assessment, organization, leadership and resource mobilization as factors that influence community participation.

10.2.5 Research Gaps

- Delays in completion of population and development programmes.
- High prevalence of malnutrition among young children in most parts of the country.
- Roles of the stakeholders in population and development programmes
- Although community participation in development exists in Kenya, community perception and attitudes towards its role in these programmes is unexplored.
- Multiplicity and duplication of population and development programmes.

10.2.6 Research Agenda

- The effectiveness of different programmes such as the home-based care for people living AIDS.
- Ways of starting different programmes to help especially the low income households.
- Determinants of effective and quality HIV/AIDS and HBC programmes in Kenya.

10.3 INSTITUTIONAL MANAGEMENT

10.3.1 Summary

Various institutions in Kenya are engaged in population and development activities directly or indirectly. They encounter financial and non-financial challenges that hinder their operations. Their effective management leads to successful implementation and sustainability of population programmes and projects.

10.3.2 Issues

- Performance indicators.
- Performance of programmes and projects.
- Structure of different sectors.
- Management of facilities
- People issues
- Factors influencing the performance of institutions
- Identification of problems and potential solutions in institutional management.
- Management skills.

10.3.3 Findings

The past studies have concentrated on performance and the structure of different sectors

in Kenya since independence, for example, the financing mechanism of health system, trends in health indicators, and emerging issues in health system in Kenya. Also covered are the contribution of various policies and programmes to the overall national development goals, poverty alleviation and equitable income distribution, food security, and elimination of malnutrition, earning foreign exchange and imports substitution.

Programmes that help in reducing the incidence of poverty and spurring economic growth are also covered, specifically, the plans set out to achieve sustainable and equitable rural development for all and contribute towards poverty reduction through the promotion of food security, agro-industrial development, trade, water supply, rural employment and sustainable utilization of the natural resources.

Studies and reports given under this section reveal that NGOs, CBOs and the private sector have had a role to play in the population and development programmes. In the educational sector, a strong relationship existed between the perceptions head teachers and teachers had concerning management skills practice and school climate.

Many authors lament that there are dismal environmental services provision and management in urban informal settlements in Kenya. This has resulted in many programmes being started in these areas especially by NGOs but with little success. Most organizations have functional links with other organizations. This helps in creating some networks as seen later in this chapter.

Ways are shown in which institutions endeavour to utilize their potential to, for example, produce adequate food, create employment with particular emphasis on increasing labour-intensive production activities and conserving natural resources. Improving the welfare and living standards of the people, better utilization of the resources and increasing sustainability in the

development programmes and projects is emphasised.

It has been established from these works that the government is set to improve and expand public facilities in the districts. For example, the private health institutions supplement government efforts and that services should be affordable to patients. Infant mortality rate has gone up from 51 in 1992 to 74 in 1998 per 1000 live births; the under five-mortality rate has increased from 74 in 1992 to 90 in 1995 and 112 in 1998. The underlying factors contributing to this determination in health includes: overall decline in food availability and nutrition, decrease in immunization coverage, increased occurrence of HIV/AIDS and increasing poverty and, above all, poor quantity and quality of health services. There has been mushrooming of numerous dispensaries and an equally favourable number of private dispensaries, clinics and general hospitals.

In the agricultural sector, some efforts have been made to encourage more co-operative societies to be formed. The writers conclude by saying that some of the institutions are not performing accordingly.

10.3.4 Recommendations

- Political commitment through a participatory approach and provision of adequate resources are necessary to better coordinate an institutional framework of organizations dealing with population and development issues.
- At referral health facility level, the management style should be reorganized to ensure improved handling of emergencies.
- The government is set to improve and expand health facilities in the country. Private health institutions will be to supplement government efforts; universal access to primary health care to within 5 km of all rural households or within one hour of local transport by 2010 is recommended. Provision of effective health

services requires that the government addresses issues of inadequate health personnel, financing, drugs, health infrastructure inefficiency in health delivery, and inequality in delivery of healthcare.

- The existing training facilities like youth polytechnics will be strengthened and expanded by equipping them adequately to enable them to offer appropriate courses, which are compatible with rapid industrialization for sustained rural development. There is need to have more training institutions to train people to participate effectively in development.
- Increase in school enrolment rates to help achieve universal primary education by 2015 and increase in completion rates, especially for girls.
- Reduce time spent by women on fuel, wood and water collection, by creating universal access to water.
- Effort will be made to encourage more co-operative societies to be formed, particularly to cater for the informal sector. NGOs are encouraged to assist traders with small loans.
- A lot of attention will be placed on the improvement of infrastructural facilities. The roads network will require a lot of improvement.
- Endeavour to utilize its potential to produce adequate food, create employment and conserve natural resources.
- The government and NGOs will launch campaign to improve sanitation, with objectives of reducing diseases incidence, destroying breeding grounds for mosquitoes.

10.3.5 Research Gaps

- Data on district population centre supposed to co-ordinate population activities, organize

education campaigns to inform the public of the need for family planning.

- Update the performance of institutions dealing with population and development matters.
- Lack of inter-generational development of leaders for succession.
- Management of human and non-human resources
- Strategies of ensuring stakeholder participation.

10.3.6 Research Agenda

- Impact assessment of district population centres
- Ways of improving institutional performance.
- Contribution of all the public, private and NGOs sectors respectively to population and development issues.
- Research to establish whether stakeholders understand their roles, rights, rewards and responsibilities in different programmes and projects in population and development.
- Assessment of community participation in development projects.
- Strategies of establishing strong institutional framework in population and development programmes and projects.

10.4 MONITORING AND EVALUATION

10.4.1 Summary

High measures of efficiency and effectiveness in population and development programmes and projects or assessment of performance and achievement of objectives to get desired

outcomes are important indices of sustainability. These are measured with the use of Monitoring and Evaluation (M and E) tools. The findings of the studies covering M and E issues are presented here.

10.4.2 Issues

- Extent to which EH conditions have been improved.
- M & E tools.
- M & E skills of management.
- Setting performance indicators.
- Frequency of M and E.

10.4.3 Findings

Many studies revealed the importance of M and E in programme sustainability. KEPIM as one of useful tools, among many instruments, that are used to monitor the implementation of policies adopted under the economic recovery strategy.

Some studies have stressed the importance of education, a measure of human capital accumulation in determining growth. Returns to schooling in Kenya have changed during the last two decades of educational expansion and economic decline. Education has strong effects on the probability of employment and self-employment.

The question of client referral is an important aspect of CBD programmes to ensure that clients are brought closer to the services. This is also covered in this section. The need to assess the client referral services of contraceptives based on distribution of contraceptives, the role of organizational determinants of programme effectiveness, and cost-effectiveness is emphasised in some revealed works. It is apparent in these works and reports that GOK is committed to a broad-based approach in planning, coordinating and implementation of health activities as set out in the rational Reproductive Health Strategy covering the period (1997-2010). Besides the role played by GOK, NGOs, religious organizations and private sector

in the provision of health services, CBD programmes continue to play a significant role in the delivery of health services.

To bridge the existing access to service gap in Kenya, a variety of non-formal education programmes have been started. An evaluation of the role of undugu society of Kenya in providing education to street children: lessons for replication. Undugu Society of Kenya established, in 1973 addresses the plight of street children. This study evaluated the role of Undugu Society of Kenya in providing education to groups wishing to establish similar projects, hence benefiting from Undugu Society experiences, strengths and weaknesses.

10.4.4 Recommendations

- The level of HIV/AIDs programmes' management involvement and support should be stepped up to facilitate programme sustainability.
- There is need to establish a positive and significant relationship between quality care in FP.
- The government should put strategies and policy measures to improve the quality of education especially at secondary and primary levels.
- Assessment of voluntary counselling and testing centres in Kenya. There is need to gather information about VCT services in Kenya in order to identify and formulate programmatic options for effective integration of family planning into VCT Services.
A facility-to-facility integration should be enhanced in FP/VCT integration
- Introduce ISO standardizations in organizations having population and development activities.

10.4.5 Research Gaps

- Few vigorous evaluations have been conducted of locally designed, population and development programmes to establish their cultural consistency.
- Impact assessment of indigenous traditions on young people's sexual behaviour.
- Behavioural change evaluation of a culturally consistent RH program for young Kenyans.

10.4.6 Research Agenda

- Undertake studies on the appropriate use of M and E tools that are used in different population and development programmes.
- M and E training needs assessment and training evaluation of different cadres in population and development programmes.
- Establish whether all population programmes and projects are monitored and evaluated conventionally.
- Thorough monitoring and evaluation is required to ensure that population policy is implemented according to plan and to strengthen coordination of the partners and implementing agencies. Its impact should also be assessed.
- Monitor and evaluate the national skills level and accountability of those involved in the population and development strategies, policies, programmes and plans.

10.5 NETWORKING AND PARTNERSHIPS

10.5.1 Summary

Partnerships formed through networking are a means of having a voice for policy initiative,

legislative, resource mobilization and allocation, implementation and evaluation of programmes. The importance of organizational formal and informal networking cannot be overemphasized for collaboration and institutional strengthening. The private sector is a vital stakeholder in the pursuit of wealth creation and sustainable development; and can help other sectors of the economy in different ways. Works and reports from interviewees on networking of organisations dealing with population and development matters are covered in this section.

10.5.2 Issues

- The magnitude and trends in external assistance provided to Kenya and donor interventions at the national and sectoral levels.
- Creation and maintenance of organizational networks.

10.5.3 Findings

The Development Cooperation Report (DCR) is an annual UNDP publication-providing data on official development assistance (ODA) flows to a country. The report provides users with an overview of magnitude and trends in external assistance provided to Kenya and gives indications of various donor interventions at the national and sectoral levels. The report emphasises the aggregation of external assistance flows to basic social services.

Studies have shown areas of collaboration such as training where organizations sometimes converge.

10.5.4 Recommendations

- For policies and development programmes to succeed, a partnership of all stakeholders has to be harnessed. They need to accept one another as equal partners.

10.5.5 Research Gaps

- Effectiveness of organizational networks.
- Opportunities to create effective networks and partnerships.

10.5.6 Research Agenda

- The role of networks in the provision of basic public services such as provision of education to women in Kenya.
- Assess effectiveness of networks and partnerships in population and development field.
- Ways of promoting information and resource mobilization and sharing among organisations dealing with population and development to help reduce donor dependency and fatigue.
- Strategies for more effective involvement of the private sector in population and development activities.

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