



GEF Evaluation Office



UNDP Evaluation Office

Joint Evaluation of the GEF Small Grants Programme

Country Program Case Study: Kenya

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Foreword

In accordance with the 2006 Monitoring and Evaluation Policy of the Global Environment Facility (GEF), one of the overarching objectives of the GEF with respect to monitoring and evaluation is to promote learning, feedback, and knowledge sharing on results and lessons learned among the GEF and its partners as a basis for decision making on policies, strategies, program management, and projects; and to improve knowledge and performance. In this context, the GEF Evaluation Office is pleased to present nine country program case studies that were part of the data collected for the Joint Evaluation of the Small Grants Programme (SGP).

In June 2006 the GEF Council requested the GEF Evaluation Office undertake an independent evaluation of the SGP. The GEF Evaluation Office invited the United Nations Development Programme (UNDP) Evaluation Office to participate in this initiative. The purpose of the joint evaluation was to assess the relevance, effectiveness, efficiency, sustainability, and cost effectiveness of SGP objectives in relation to the overall GEF mandate. In addition, the evaluation assessed the results of the SGP, the factors affecting these results, and the monitoring and evaluation systems of the program as implemented. It also traced the evolution of the SGP, changes that have taken place in the program, and the drivers of these changes. Country case studies were prepared as part of the evaluation. Although the studies are unique and particular to each country, the analytical framework used was that provided by the evaluation's approach paper.

The case studies were undertaken under the direction of the GEF and UNDP evaluation officers with relevant regional experience. National consultants were hired to carry out the majority of the project site visits. Staff from the GEF and UNDP Evaluation Offices provided methodological guidance to the local consultants, participated in the initial site visits, and supervised the drafting of the case studies to ensure consistency within and among the country studies.

The contents of this report are based on the findings of the evaluation team and do not necessarily reflect the views or policies of GEF or UNDP.

The GEF Evaluation Office would like to thank all who collaborated with the evaluation: its staff and consultants, national coordinators, members of the national steering committees, and the staff from the country offices. In addition, we would like to acknowledge and thank the main authors of the reports.

Abbreviations

ASAL	arid and semiarid land
CBD	Convention on Biological Diversity
CBO	community-based organization
COMPACT	Community Management of Protected Areas Conservation
CWI	Community Water Initiative
DED	Deutscher Entwicklungsdienst (German Development Service)
EMCA	Environmental Management and Coordination Act
FSP	full-size project
GEF	Global Environment Facility
MSP	medium-size project
NEMA	National Environmental Management Authority
NGO	nongovernmental organization
NSC	National Steering Committee
NTEAP	Nile Transboundary Environmental Action Project
POP	persistent organic pollutant
RAF	Resource Allocation Framework
SGP	Small Grants Programme
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention of Climate Change

Executive Summary

The Country Context

Kenya is endowed with significant biodiversity and diversity of landscapes, ranging from the snow-capped Mt. Kenya (5,199 meters), to savannah grasslands, arid and semiarid lands, and a coastal strip along the Indian Ocean. The Great Rift Valley runs the length of the country, with mountain ranges on the western and eastern fringes and lakes on the valley floor.

Kenya's population, estimated at about 32 million, is unevenly distributed and ranges from about 300 people per square kilometer in the areas with high agricultural potential to as low as three people per square kilometer in the arid and semiarid lands. About 18 percent of the country is classified as being of high agricultural potential; Arid and semiarid lands occupy 80 percent of the country and lakes the remaining 2 percent.

According to the United Nations Development Programme (UNDP), about 50 percent of Kenyans lived below the poverty line in 2005. The majority of the population depends greatly on natural resources, which puts additional pressure on these resources. The government developed the *Investment Programme for the Economic Recovery Strategy for Wealth and Employment Creation 2003-2007*, which sets out its poverty reduction strategies.

Since the late 1990s, Kenya has formulated policies and laws intended to enhance the management of natural resources. These include the Environmental Management and Coordination Act of 1999. The new Water Act was passed in 2002 and significantly expanded opportunities for the participation of communities and private sector institutions in the management and distribution of water resources and conservation of water catchment areas. Policies and laws on wildlife, arid and semiarid lands, and land use are currently also being reviewed.

In the 1990s poor forest management was a key issue of concern among individuals and civil society organizations. Wangari Maathai was awarded the 2004 Nobel Prize for Peace for her lobbying activities on the degradation of key natural resources, especially forests that serve as water catchment areas.

The government has signed most of the key environmental conventions, including the United Nations Convention on Biological Diversity (CBD) (ratified in 1994), United Nations Framework Convention on Climate Change (ratified in 1994), United Nations Convention to Combat Desertification (ratified in 1997), and Convention on Persistent Organic Pollutants (ratified in 2004). In addition, national priorities and implementation plans have been developed for these key conventions through Global Environment Facility (GEF) enabling activities.

The GEF in Kenya

The first GEF project was approved in 1991. Since then, Kenya has received support for 21 GEF projects, that is, full-size projects (FSPs), medium-size projects (MSPs), and enabling activities,

and participated in 33 Regional and 11 Global GEF projects. Of the 21 projects, 4 MSPs and 1 FSP have addressed biodiversity, 2 MSPs and 3 FSPs have addressed climate change, and 1 MSP and 2 FSPs have addressed land degradation; 2 projects were multifocal. Six enabling activities have addressed biodiversity (2), climate change (2), and persistent organic pollutants (1), and one was multifocal (1).

The GEF Small Grants Programme in Kenya

In Kenya, the GEF Small Grants Programme (SGP) was established in 1993 and, by November 2006, had supported 202 projects through 155 nongovernmental organizations, 40 community-based organizations, and 7 other organizations, such as schools and trusts. During the pilot phase, the SGP supported 27 projects worth \$603,252.¹ A total of 16 projects were supported during operational phase 1 worth \$460,169. In operational phase 2, 127 projects were supported worth \$3,036,791. During the ongoing operational phase 3, by November 2006, 32 projects had been supported worth \$788,894. The maximum grant is \$50,000; the average grant size has ranged from \$22,340 during the pilot phase to \$28,760 in operational phase 1.

In 1999 the GEF SGP entered into a partnership with the United Nations Foundation, which culminated in the piloting of the Community Management of Protected Areas Conservation (COMPACT) program in 2000–04, in six World Heritage sites around the world, including around Mt. Kenya. During operational phase 1, a project for establishing a baseline for the COMPACT was implemented and, during operational phase 2, 34 projects were supported under the COMPACT program, for a total of \$962,324. All COMPACT projects were either in the biodiversity focal area or multifocal.

In operational phase 2, the SGP implemented five projects under the UNDP Community Water Initiative. During operational phase 3, in addition to two of this initiative's projects, the SGP also entered into partnership with the Nile Transboundary Environmental Action Project, which is a regional FSP within the Nile Basin Initiative, to implement its community microgrants component. By November 2006, the SGP had processed 14 microgrants for this project worth \$344,549 (44 percent of the total grants disbursed so far in operational phase 2).

The SGP has supported projects in all the GEF thematic areas, apart from persistent organic pollutants. From a total of \$4,889,105 disbursed by the SGP since its inception, 39 percent has been for biodiversity, 13 percent for climate change, 15 percent for international waters (when all Nile Transboundary Environmental Action Project projects are included under this theme), 8 percent for land degradation, 23 percent for multifocal projects; whereas 2 percent have been Community Water Initiative projects.

The SGP has forged partnerships with various institutions, including the Deutscher Entwicklungsdienst (German Development Service) through a memorandum of understanding for five years to provide technical assistants to contribute to project monitoring and support

¹ All dollar amounts are U.S. dollars unless otherwise indicated.

capacity building for grantees. This memorandum of understanding will end in 2008. Specific projects have also been cofinanced, such as by the Japanese Embassy and another by the Deutscher Entwicklungsdienst's small grants program.

SGP Relevance

The SGP has been relevant to the GEF mandate and objectives and to the country's sustainable development and environmental priorities. When the SGP was established in 1993, the country had yet to define its priorities under the various GEF themes, which was later done with GEF support. The SGP has also supported civil society action to promote greater awareness about the dangers of environmental degradation at the local, national, and global levels. Many of the key resource persons involved in defining the country's environmental priorities have been involved with the SGP, including as grantees and members of the National Steering Committee (NSC); therefore, the fit between national priorities and those of the SGP has been high.

Relations between the SGP and GEF FSPs and MSPs have varied over the years, with periods of great collaboration interspersed with periods of minimal interaction. The Resource Allocation Framework mechanism is resulting in greater collaboration among the SGP, the focal points, and the larger GEF projects and their Implementing Agencies. Furthermore, the SGP is collaborating with several MSPs and FSPs, especially in the Mt. Kenya area. Several larger GEF projects have resulted from the scale-up of SGP projects, including the Renewable Energy Assistance Programme on energy-saving technologies and the commercial insect projects, which the International Center of Insect Physiology and Ecology is implementing.

The SGP is often seen as the visible face of the GEF, because the larger GEF projects tend not to be as visible at the local level. Furthermore, increasing media interest in environmental issues has resulted in significant coverage of SGP projects in the national, regional, and international media.

SGP Effectiveness

Due to the diversity of activities and partners that the SGP has supported over the years, it has significantly contributed to the conservation of resources with global significance. Key among these is the Mt. Kenya forest, which is a World Heritage Site that is participating in implementation of the GEF SGP COMPACT program. Lessons from this program are being shared and used to inform conservation efforts in other geographical areas that are supported by the SGP and other partners. An example is the donor and partner roundtable that was formed at Mt. Kenya under the COMPACT program and is being replicated in Kakamega and Arabuko Sokoke Forests.

The SGP has an effective monitoring and evaluation system to track project-level results. However, it is in the process of strengthening the mechanisms for capturing program-level lessons.

SGP Efficiency

The SGP is not particularly efficient, given that about 23 percent of the budget is used for nongrant purposes, including salaries, office administration, and transport. Deutscher Entwicklungsdienst also provides significant support toward administering the SGP, and the significant contributions of NSC and local consultative body members are not calculated or included, which would make the real costs of administering the SGP even higher.

Grantees also reported many disbursement delays, which in turn add to the costs associated with implementing SGP-supported projects, especially due to inflation and currency fluctuations as a result of delays between development of budgets and actual purchase of goods.

Recommendations

It is important for stakeholders to assist in putting mechanisms in place for ensuring that the SGP is sustainable in the short, medium, and long term. These are needed due to changing circumstances surrounding the SGP at the local, national, and global levels.

It is necessary to ensure that the governance structure of the SGP, especially the NSC, is transparent and flexible enough to provide needed project and nonproject support to the SGP. The process for nominating new members to the NSC should be more formal and transparent. Furthermore, the national coordinator needs more support in resource mobilization and SGP policy guidance to ensure relevance and effectiveness.

It is important that the national coordinator and the NSC scrutinize new partnerships, including those negotiated at the SGP headquarters, to ensure that they are not overstretching the Kenya SGP's limited staff and administrative resources. Proposals for the SGP to implement community components of FSPs and MSPs should be accompanied by mechanisms for enhancing the SGP's administrative capacity.

The relationship between the SGP and the UNDP country office should be addressed and strengthened to ensure the SGP continues to be effective and efficiently run. A more strategic approach to capacity building by the SGP could help consolidate lessons learned over the many years that the program has supported community-level initiatives.

1 Background

1.1 Methodology

This review of Kenya's Small Grants Programme (SGP) was part of a larger evaluation of the SGP globally. The SGP now operates in more than 90 countries around the world. Kenya was one of 10 SGP country programs randomly chosen for systematic review according to common terms of reference and using a shared set of evaluation tools to facilitate the collation of evaluation data at the global scale.

The evaluation team in Kenya consisted of Violet Matiru, a consultant based in Nairobi, and Howard Stewart, an evaluation advisor from the United Nations Development Programme (UNDP) in New York. During April 2007 the team reviewed the SGP database and other relevant literature; devised a preliminary evaluation plan; met extensively with the SGP's current and former national coordinator, national steering committee, and a wide range of public and private sector and nongovernmental organization (NGO) stakeholders in Nairobi; visited half the sample projects; and finalized the detailed evaluation plan. From the end of April until mid-June, Violet Matiru completed the evaluation, visiting all remaining sample projects, completing SGP program and project document review, preparing a draft evaluation report, reviewing it with key stakeholders, and finalizing it in collaboration with Howard Stewart.

This case study presents the results of the evaluation. The rest of chapter 1 summarizes current socioeconomic and environmental conditions and policies in Kenya and outlines the Global Environment Facility's (GEF's) Kenyan programs in general and the SGP in particular. Chapter 2 presents the evaluation's findings on the relevance of Kenya's SGP in relation to the GEF's global objectives, Kenya's national priorities, and the communities in which the SGP works. Chapter 3 summarizes evaluation findings on the effectiveness of the SGP in Kenya and answers evaluation questions related to the program's results and sustainability. Chapter 4 contains the evaluation's findings regarding the efficiency of the programme, and chapter 5 presents a concise set of conclusions and recommendations.

1.2 Kenya: The Environmental and Socioeconomic Context

Kenya is on the east coast of Africa and covers an area of about 592,000 square kilometers. The equator bisects the country into two nearly equal parts. The altitude varies widely from sea level at the Indian Ocean to 5,199 meters above sea level in the central highlands at Mt. Kenya. Lakes occupy about 2 percent of the total area; 18 percent is occupied by areas of high agricultural potential, whereas arid and semiarid lands (ASALs) occupy the remaining 80 percent of the country (Kenya 2002a)

Kenya's diverse topography includes a glaciated mountain with snow-capped peaks; the Rift Valley with its scarps, volcanoes, and lakes; ancient granitic hills; flat desert landscapes; and coral reefs and islets. The coastal plains, along the 608-kilometer coastline with the Indian Ocean, give way to an inland plateau that rises gradually to the central highlands. To the west, the land drops to the Nyanza plateau, which surrounds the Kenyan section of Lake Victoria and,

to the north, to the rugged low country around Lake Turkana. The Great Rift Valley runs the length of the country from Lake Turkana to Lake Natron on the southern border with Tanzania. The Aberdare Mountains and Mt. Kenya are found to the east of the Rift Valley, and the Mau Escarpment and Cherangani hills to the west (Bennun and Njoroge 1999 and Kenya 1994b).

Kenya's population is estimated to be about 32 million (NEMA 2004). The population distribution is uneven and ranges from about 300 people per square kilometer in high potential areas to as low as three people per square kilometer in arid areas (Kenya 2002b).

Kenya's climate is influenced by the country's nearness to the equator, topography, the Indian Ocean, and the intertropical convergence zone. Annual rainfall in Kenya follows a bimodal seasonal pattern. In general, long rains occur in March–May, whereas short rains occur in October–December, but with variations. The 42 ethnic groups of Kenya have different cultures, which are influenced by the climatic conditions of the areas they occupy, which in turn determine the type of socioeconomic activities in which they engage, ranging from agriculture, pastoralism, fishing, and trading. About 80 percent of the Kenyan population derives their livelihoods directly from natural resources.

According to UNDP, in 2005, 50 percent of Kenyans lived below the poverty line. Compared with 2004, the number of people living in abject poverty has increased. The country is characterized by high levels of disparities between rich and poor; 10 percent of the richest households control 42 percent of the income, whereas the poorest 10 percent control only 0.76 percent of the income (UNDP 2005).

1.3 Key Environmental Policies and Laws

Before formulation of the Sessional Paper on Environment and Development and the enactment of the Environment Management and Coordination Act (EMCA) in 1999, the country lacked integrated, comprehensive policy and legal instruments to promote conservation and sustainable use of natural resources. Instead, more than 77 sectoral statutes referred in some way to the environment, but these were scattered under the jurisdiction of several government agencies with no coordination mechanism. The following sections describe some of the key environmental policies and laws relevant to the GEF thematic areas of biodiversity conservation, climate change, international waters, land degradation, and persistent organic pollutants (POPs).

The Environmental Management and Coordination Act

Enacted in 1999 after broad stakeholder consultations, the EMCA provides a legal and institutional framework for the management of the environment and coordination for the sustainable use of natural resources. The EMCA established various institutions. Key among these is the National Environmental Management Authority (NEMA) as the lead coordinating agency on environmental matters. In addition, a Public Complaints Committee was set up to listen to and investigate environmental grievances from the public, whereas the National Environment Tribunal is a quasi-judicial institution that deals with environmental cases.

NEMA is the focal point for GEF and the respective environmental conventions. It compiles state of the environment reports, which serve as a baseline on the state of the environment at a particular time. So far, two such reports have been compiled for 2003 and 2004. NEMA has produced guidelines for conducting environmental impact assessments, which are now a requirement for various types of projects.

NEMA is decentralized through the establishment of provincial and district environment committees. These committees comprise key government representatives from all ministries and government departments dealing with environmental issues and 10 representatives of civil society, including farmers, pastoralists, women, youth, and business people who are nominated to serve for three-year periods. The coordination of environmental management issues within the respect districts and provinces is vested in these committees.

Many of the sector-specific policies and laws are under review, and new policies and laws were enacted for water (2002) and forests (2005). These new policies and laws replaced old colonial statutes and attempt to make the management of the respective resources more participatory and in line with contemporary management principles, such as those of inter- and intra-generational equity and access and benefit regimes that are more inclusive.

The Water Policy 1999 and Water Act 2002

The concern for water resource management and development in Kenya led to the preparation and launch of the National Policy on Water Resources and Development in 1999, in which the Government of Kenya set out four policy objectives: water resource management, water and sewerage development, institutional framework, and financing mechanisms. The policy details the government's role, which was to concentrate on policy issues, regulation, and supervision, while welcoming stakeholders and beneficiary communities to participate in implementation, financing, and operation and maintenance of water resources and supply facilities (Ochieng 2003). The Water Act of 2002 was based on this policy.

The Water Act provides for the management, conservation, use, and control of water resources and for the acquisition and regulation of rights to use water and to provide for the regulation and management of water supply and sewerage services. It created the Water Resources Management Authority (WRMA), with regional offices, to oversee the use of water resources, which are all vested in the state.

The Water Act provides for integrated water resource management along river basins, based on worldwide best practices and in accordance with the Dublin Principles. Kenya is divided into major catchment areas consisting of the following five drainage basins:

- Lake Victoria Drainage Basin
- Rift Valley Drainage Basin
- Athi River Drainage Basin

- Tana River Drainage Basin
- Ewaso Ng'iro North Drainage Basin

The act emphasizes the role and participation of local communities, for example, through catchment area advisory committees of no more than 15 members for each catchment area. Such committees are expected to oversee the use, development, conservation, protection, and control of water resources within each catchment area. Communities can also participate through the formation of water user associations.

The Forest Act 2005

In 2005 the government enacted the Forest Act, which also repealed the previous law. This new act was informed by the *Kenya Forestry Master Plan 1995–2020* (Kenya 1994a), which proposed a fundamental departure from government ownership and control of vast forest estates of both indigenous forests and exotic plantations to more participatory management of forest resources by communities and the private sector. Under the new law, communities living around gazetted forest reserves can establish and register forest user associations and apply to the Kenya Forest Service for joint management arrangements of the respective forests. The act also provides for incentives to individuals and communities to establish arboreta and forests on privately owned land. A key departure from the old law is the requirement that before the government degazettes an existing forest reserve or section of it, it must consult with the affected communities and seek approval from the parliament. The old law merely required the government to give a 28-day notice of its intention to degazette sections or all of a forest reserve in the official *Kenya Gazette*. Queries raised by members of the public were often met with silence, because the law did not require the government to respond to public concerns.

Antiquities and Monuments Act

The Antiquities and Monuments Act of 1983 provides the legal framework for the protection and conservation of national heritage sites and places of cultural significance by the National Museums of Kenya, which is a government parastatal. Before the 1980s, the act was mainly used to gazette human-made structures, such as ruins of old civilizations and old towns. But since the 1980s, the act has been also used to gazette sacred forest sites and places of significant biodiversity, such as Kaya sacred forests of the Mijikenda of the coast and sacred forest groves of the Meru and Gikuyu tribes in Mt. Kenya. This law is also being used to protect fragile ecological sites, such as springs and wells in arid and semiarid areas. The Museums and Heritage Act consolidated the two laws, that is, the one establishing the National Museums and the Antiquities and Monuments Act.

Ongoing Review of the Wildlife Policy and Legislation

Tourism is one of the key foreign exchange earners for Kenya. This sector is based on the big game safaris and beach tourism, all of which depend on the country's biodiversity and topography. The current Wildlife Conservation and Management (Amendment) Act of 1989 is in need of review to make it more in line with current globally accepted principles of wildlife

management, including equity in benefit sharing. There is an ongoing wildlife policy and legislation review process, which is conducted through consultations with communities in wildlife-rich areas, conservation professionals, and politicians. One of the key contentious issues of this review is whether or not the country should reintroduce sport and trophy hunting, which was banned in 1977. The existing drafts of the policy recommend greater involvement of communities in management of wildlife and in deciding how benefits and costs of managing wildlife and habitats will be shared.

ASAL Development Policy

By 2006 a draft National Policy for the Sustainable Development of the Arid and Semiarid Lands of Kenya (ASAL Policy) was developed through extensive consultations within government, United Nations agencies, international NGOs, and Kenyan civil society. This policy was in response to an official acknowledgement that the vast ASALs, which comprise almost 80 percent of the country, had suffered from pre- and post-colonial economic, political, and social marginalization. The recurrent droughts, which have tended to become more frequent and severe, affecting larger numbers of people, were also putting a heavy burden on the government and international community, which provide emergency relief services. The ASAL Development Policy sets out a comprehensive framework outlining policy priorities, implementation strategies, and investment plans for the regions.

The government proposes that pastoralism and agropastoralism be supported through improvements in water provision, grazing, rangeland management, animal health, and marketing, but diversification of livelihoods for men and women is also a vital component of the plan. The policy recommends essential support for the land tenure systems of pastoralist groups and a legal framework through which land- and resource-use disputes can be resolved. In addition, it recommends changes in land-use policies and planning to halt further encroachment by farmers and nature conservationists on pastoral land.

Land-Use Policy Review Process

In April 2007 the government published the *Draft National Land Policy* (Kenya 2007) after broadly based stakeholder consultations. The policy acknowledges that the lack of a national land policy since independence has contributed to environmental, social, economic, and political problems, including deterioration in land quality, squatting and landlessness, disinheritance of some groups and individuals, urban squalor, underutilization and abandonment of agricultural land, and tenure insecurity and conflict. This policy has several provisions specifically related to the conservation of the environment and seeks to promote sustainable utilization of land-based resources. A variety of tenure systems will be introduced and informed by customary tenure principles of common utilization, protection, and development of land-based resources. Fragile ecosystems shall be managed and protected through the development of comprehensive and integrated land-use plans, zoning, procedures for comanagement, and putting in place participatory mechanisms for sustainable management of fragile ecosystems in partnership with public, private, and community stakeholders.

Other Relevant Policies and Laws

Due to their impact on the environment and natural resources, several other policies and laws are relevant. These include the Agriculture Act, which has provisions prohibiting the cultivation of land too close to rivers (at least 30 meters) and requiring the construction of soil conservation structures, such as terraces, on steep land that is put under cultivation.

The country's energy policy has been under review for many years. Few incentives are currently provided by the existing energy laws to promote more energy-efficient technologies at the household and industrial levels. Existing tax regimes, such as those on imported raw materials, act as a disincentive for those wishing to invest in technologies that are more efficient.

Key Environmental Conventions

Kenya is a signatory to most of the major environmental conventions, which it has also ratified (see table 1.1).

Table 1.1: Multilateral Environmental Agreements that Kenya Has Ratified

Agreement	Date ratified
United Nations Convention on Biological Diversity	1994
Cartagena Protocol on Biosafety	2002
United Nations Framework Convention on Climate Change	1994
United Nations Convention to Combat Desertification	1997
Convention on International Trade in Endangered Species	1978
Convention for the Protection of World Cultural and Natural Heritage	1991
Ramsar Convention on Wetlands	1990
Convention on the Conservation of Migratory Species of Wild Animals	1999
United Nations Convention on the Law of the Sea	1989
Stockholm Convention on Persistent Organic Pollutants	2004

Source: NEMA 2004.

In addition, Kenya has ratified several regional environmental agreements, including the Bamako Convention on Hazardous Wastes within Africa, African Convention on the Conservation of Nature and Natural Resources, Tripartite Environment Management Program for Lake Victoria, and the 1929 Nile Basin Treaty. Furthermore, Kenya is a member of several regional cooperation institutions with specific protocols, including the East African Community, the Inter-Governmental Authority for Development, and the New Partnership for Africa's Development. The key priorities that Kenya has defined under the different GEF conventions are presented in the following sections.

Convention on Biological Diversity

Kenya signed the United Nations Convention on Biological Diversity (CBD) in 1992 and ratified it in 1994. A national Subcommittee on Biodiversity was established to oversee the

implementation of the convention, and the National Environment Secretariat established a task force to formulate the National Biodiversity Strategy and Action Plan.

With about 25,000 species of animals and 7,000 plants recorded so far, along with at least 2,000 fungi and bacteria, Kenya is rich in biological diversity (NBU 1992). The single major threat to biodiversity resources is genetic erosion, mainly due to encroachment on natural vegetation by settlements and agriculture (Kenya 2000). Although Kenya already has an extensive protected area system, with more than 19 percent of the country's land area gazetted as national parks, national reserves, or forest reserves, many of these areas, especially forest reserves, face serious conservation problems despite their status (Bennun and Njoroge 1999).

National priorities regarding the CBD include undertaking biodiversity assessments and disseminating the information. Another priority is to create an enabling legal and policy environment for biodiversity conservation and capacity strengthening of institutions and communities to conserve and sustainably use biodiversity. It will promote the use of indigenous and/or traditional species and incorporate biological conservation into national development planning.

United Nations Framework Convention on Climate Change

According to the United Nations Framework Convention of Climate Change (UNFCCC), every country is required to develop a climate response program that integrates climate change activities into all relevant sectors, including energy, transport, industry, agriculture, forestry, and waste management. The Kenyan government established the National Climate Change Activities Coordinating Committee, which is a subcommittee of the Inter-Ministerial Committee on Environment. Its members are drawn from the Ministries of Agriculture and Forestry, Energy, Planning, Finance, Industry, and Research and Technology and from municipal councils, public universities, the private sector, and NGOs.

Regarding energy, about 80 percent of Kenya's population depends on wood fuel for domestic energy. In addition, wood fuel is used extensively in rural informal industries, such as brick making, pottery, and food processing (Kenya 2002a). Only about 15 percent of the population is connected to the national electricity grid (NEMA 2004). Table 1.2 gives total national energy supply sources.

Table 1.2: National Energy Consumption: Energy Sources

Type of energy	Percentage of national consumption
Biomass (wood and charcoal)	68
Petroleum	22
Electricity	9
Other	1
Total	100

Source: NEMA 2004.

The government's priorities regarding energy include promoting energy-saving technologies and alternative sources of energy, including biogas, wind, and solar power. Other sources of biomass being investigated and piloted include bagasse, short coppice fuelwood, and human and animal waste to generate biogas.

The government is addressing greenhouse gas emissions in the transport industry by increasing duties on second-hand vehicles to discourage their importation, while prohibiting importation of cars that are more than eight years old.

Kenya's economy is largely based on agriculture; an estimated 75 percent of the labor force is employed in agriculture. However, declining yields due to overexploitation of soils and increasing temperatures and precipitation are forcing ever more people to move into more fragile and marginal semiarid areas. The government is promoting adaptation options that include development of early maturing and high-yielding crop varieties and adaptation of agricultural technologies.

Industries are now required under the EMCA to install and upgrade their technologies to achieve greater efficiencies, especially in energy consumption. In addition to environmental impact assessments for new developments, existing establishments are required to undergo annual environmental audits, following guidelines from NEMA.

Under the Forest Act of 2005, the government has introduced several measures intended to enhance the forestry sector. These include the greater participation of communities in the management of local and central government forests and incentives for communities and individuals to establish forests for consumptive use and recreational forests to conserve biodiversity.

Most of the waste generated in Kenya is organic, especially from domestic sources and agriculture. The government is working to improve municipal waste disposal systems and to enhance public awareness on proper waste disposal methods, as well as reusing and recycling.

Desertification Convention

Kenya, which is predominantly an arid and semiarid country, is facing challenges associated with desertification, defined by the United Nations Convention to Combat Desertification (UNCCD) as land degradation in arid, semiarid, and dry subhumid areas resulting from various factors, including climatic factors and human activities. Since 1980 the country has experienced droughts in 1983–84, 1991–92, 1995–96, 1999–2001, and 2004–05 (Nganga 2006). These droughts resulted in heavy losses of human lives and livestock.

The National Environment Secretariat prepared the National Action Program in 2002, which is the framework for combating desertification in Kenya, in the context of the UNCCD. The government's sectoral priorities are in the areas of energy, vegetation cover and wildlife, forest conservation, agriculture and pastoralism, soil management, and water resource management.

Persistent Organic Pollutants

The Stockholm Convention on Persistent Organic Pollutants seeks to eliminate nine pesticides and two unintentionally produced POPs. According to the national implementation plan (Kenya 2006), Kenya does not produce any intentional POPs. A national inventory on POPs revealed that unintentionally produced POPs, such as dioxins and furans, are present in the Kenyan environment, whereas the use of all nine pesticides is banned or restricted to disease vector control. The national implementation plan, therefore, addresses the presence of several POPs, either as obsolete waste awaiting disposal or as environmental contaminants.

Most of the chemicals are imported for the purposes of agriculture, manufacturing, and services; chemicals accounted for 16.5 percent of total national imports in 2005 and 2006. Kenya exports chemicals extracted from natural resource deposits, such as carbon dioxide, soda ash, fluorspar, and sodium chloride, but these are not significantly toxic.

The national implementation plan outlines the activities to be undertaken to manage POPs, such as building the capacity of the Ministry of Environment and Natural Resources to drive the implementation process, disposing of waste containing POPs that are listed in the POPs inventory, mobilizing financial resources for projects to build the capacity of laboratories, promoting proper disposal of waste, and identifying alternatives to dichlorodiphenyltrichloroethane, better known as DDT. The national implementation plan has also identified specific sites with accumulated waste that need to be disposed of, including obsolete pesticides at sites in Wajir, Kitengela, the Dandora dumpsite, and Nakuru, and polychlorinated biphenyls at the Webuye Paper Mills. The government also proposes to promote best available technologies in the management of POPs.

A National POPs Coordinating Committee will guide the process of implementation of the national implementation plan and also policy formulation and involvement of a diversity of stakeholders, including the Agrochemical Association of Kenya and the Pest Control Products Board.

The Poverty Reduction Strategies

The Government of Kenya subscribed to the World Bank's Poverty Reduction and Growth Facility in 2000 and prepared its interim poverty reduction strategy paper in 2001 and the full *Poverty Reduction Strategy Paper, 2001–04* (Kenya 2001). This strategy paper formed the basis of the 2002–03 budget. Following the election of a new government in 2002, it embarked on the process of preparing the economic recovery strategy for wealth and employment creation for 2003–07 (Kenya 2004). According to the strategy, some of the factors that contribute to poverty include lack of access to agricultural land, a degraded environment, and natural calamities.

The strategy identifies infrastructure as one of the main pillars of Kenya's economic recovery program. Developmental objectives include an expanded and well-maintained road network, improved safety of urban transport, increased access to water resources, increased availability,

reliability, and affordability of energy, efficient telecommunications services, and a vibrant information technology sector.

On renewable energy, the strategy notes that, although the country has significant energy resources, including hydropower, geothermal, solar, wind, and biomass, biomass (mainly wood fuels) currently accounts for more than 70 percent of total energy consumption; 80 percent of the population depends on it for domestic energy needs. The use of wood fuel has been responsible for significant deforestation, and the government is committed to reversing this trend in favor of a policy promoting sustainable wood resource management and efficient harvesting, and end-use technologies.

The government is also committed to harnessing traditionally underutilized solar energy in various applications, including alternative grid extension for electricity provision, telecommunications repeater facilities, water heating, crop drying, refrigeration, and water pumping. Solar energy usage is currently very low relative to its potential. The government, in partnership with the private sector and NGOs, will develop a framework to provide incentives for solar energy users.

The government is supporting initiatives to popularize wind power (now contributing only about 0.2 million kilowatt-hours to the national grid). Technological development has made wind power increasingly attractive, especially for remote areas with no access to electricity or oil supply outlets. Major constraints include lack of appropriate technology, absence of data, and poor promotion strategies.

1.4 The GEF in Kenya

Organizations in Kenya have received support for 21 GEF projects, whereas the country has participated in 33 regional and 11 global projects. The first GEF full-size project (FSP) in Kenya, the Tana River National Primate Reserve Conservation Project was approved in 1991 in the biodiversity focal area. The International Bank for Reconstruction and Development of the World Bank Group was the Implementing Agency, and the Kenya Wildlife Service was the Executing Agency. This project was closed, partly due to controversies surrounding plans for the relocation of communities from the primate reserve.

GEF projects that have been completed include the enabling activities for preparation of the Biodiversity Strategy and Action Plan, the First National Report to the CBD, and the United Nations Environment Programme (UNEP)–GEF medium-size project (MSP) entitled Lake Baringo Community-Based Integrated Land and Water Management Project. The climate change FSP Ormat Olkaria III Geothermal Power Development was canceled. This project proposed using GEF funds to provide a partial risk guarantee facility for incremental risks and costs of exploration and development of the Olkaria III geothermal field in Kenya, because risks and costs associated with development of geothermal fields have been identified as one of the major barriers to the growth and development of this type of renewable energy. The World Bank was the Implementing Agency and the International Finance Corporation the Executing Agency.

Table 1.3 summarizes the total MSPs, FSPs, and enabling activities by the GEF thematic area.

Table 1.3: GEF Projects in Kenya, by Focal Area

Focal area	MSP	FSP	Enabling activity
Biodiversity	4	1	2
Climate change	2	3	2
Land degradation	1	2	—
POPs	—	—	1
Multifocal	—	2	1
Total	7	8	6

Source: www.thegef.org.

Kenya is part of 33 regional GEF projects: 13 in biodiversity, 8 in climate change, 1 in land degradation, and 10 in international waters, and 1 is multifocal. Of these 33 projects, 21 are FSPs, 11 are MSPs, and 1 is an enabling activity.

Kenya is also part of 11 global GEF projects on biodiversity and climate change, and 1 multifocal project. Seven of these are FSPs, 2 are MSPs, and 2 are enabling activities.

Kenya's participation in this large number of regional and global projects is partly attributed to the fact that UNEP is the Implementing Agency, which implements the greatest percentage of these types of projects. The fact that UNEP headquarters is located in Nairobi facilitates communication between UNEP and the Government of Kenya.

Two MSPs have resulted from scale-up of SGP projects. These are the UNDP-GEF MSP on Market Transformation for Efficient Biomass Stoves for Institutions and Small and Medium-Scale Enterprises, which was scaled up from a project supported by the Community Management of Protected Areas Conservation (COMPACT) and SGP, entitled Eco-Schools Approach: Integrating Energy-Efficient and Sustainable Fuel Wood Production for the Conservation of Mt. Kenya. Both projects are implemented by the Renewable Energy Assistance Programme around Mt. Kenya.

The design of another UNDP-GEF MSP—Developing Incentives for Community Participation in Forest Conservation through the Use of Commercial Insects in Kenya—is informed by SGP-supported projects. These are the Nature Kenya and National Museums project on butterfly farming in Arabuko Sokoke and Kakamega Forest and a silkworm pilot project implemented by the International Centre of Insect Physiology and Ecology, which is also now implementing the MSP.

In addition, the SGP is currently implementing the community component of the UNDP-GEF international waters FSP, entitled Nile Transboundary Environmental Action Plan (NTEAP).

GEF Focal Points

When the GEF was established, the focal point in Kenya was the National Environment Secretariat in the Ministry of Environment and Natural Resources. Following the enactment of the EMCA in 1999 and the establishment of the NEMA, the GEF operational focal point was the director-general of NEMA. The director-general has appointed specific technical officers, also within NEMA, as focal points in the thematic areas of biodiversity, climate change, land degradation, international waters, and POPs. Furthermore, Kenya's political focal point is currently the minister for environment and natural resources, who participates in GEF Council deliberations at the regional and global levels.

1.5 History of the GEF's SGP in Kenya

The Global Environmental Facility Small Grants Programme (GEF SGP) was established in Kenya in 1993, during the SGP's pilot phase (1992–96). Since its inception, the SGP has funded close to 202 projects implemented by NGOs and community-based organizations (CBOs) on behalf of communities.

The SGP has had a total of four national coordinators. Unfortunately, the first two national coordinators passed away while in office. The third coordinator left for a position with UNDP-GEF, while the first personal assistant also resigned from the position. However, the driver and logistics officer has been there since the beginning and continues to be a valuable repository of the SGP's institutional memory.

The SGP was initially housed at UNDP offices at the Kenyatta International Conference Centre, which is located in downtown Nairobi. After the terrorist bomb attack on the U.S. Embassy in Nairobi, all United Nations agencies were required to transfer to the United Nations Complex at Gigiri for security reasons. During this move, all the SGP's files were misplaced, leading to a significant loss of program and project data and information. In 2006 the SGP was asked to move from the United Nations compound and is currently housed at the UNDP Drylands Program offices opposite the United Nations Gigiri complex. These changes in location have had implications for SGP operations, because the SGP is still required to process its documents, including memoranda of agreement through UNDP offices, which are located within the United Nations complex. One of the advantages of SGP's current location is that it is now easier for NGO and CBO representatives to visit the SGP offices, because they are no longer under the strict security rules of the United Nations complex.

1.6 Structure and Operations of the SGP in Kenya

In Kenya, UNDP administers the SGP on behalf of the GEF Implementing Agencies (World Bank, UNEP, and UNDP). The United Nations Office for Project Services is the Executing Agency and provides administrative and financial services to the SGP.

The SGP's institutional structure includes the SGP secretariat, the National Steering Committee (NSC), the local consultative bodies of the COMPACT program, and the microgrants component of the NTEAP. SGP also has linkages with the UNDP country office and Deutscher

Entwicklungsdienst (DED) or the German Development Service, with which it has entered into a memorandum of understanding.

SGP Secretariat

The SGP secretariat is staffed with a national coordinator, personal assistant, and driver and logistics officer. All are contracted through the United Nations Office of Project Services.

The NSC

The NSC, comprising about 12 persons drawn from civil society organizations, government, and academia, is responsible for selecting projects for funding by the SGP. The NSC also assists in field monitoring of projects as well as evaluating the program and the national coordinator. All members of the NSC are volunteers and do not receive any monetary incentives to serve on the NSC.

UNDP

An assistant resident representative at the UNDP country office, who is also the head of the Sustainability Unit, is the direct link between the SGP and UNDP and a member of the NSC.

The German Development Service Cooperation

Since 2002 the DED has been providing technical advisers through a five-year partnership arrangement with the SGP. DED drew up a memorandum of understanding with SGP in 2003 for a period of two years and provided three field-based technical advisors and one based at the secretariat. The technical advisers assist in monitoring of projects and providing support to the community groups during project design, implementation, and evaluation. At the end of the initial two-year period of the MOU, DED agreed to extend the assistance for a further two years until December 2007 and will extend the contracts for two technical advisers up to 2008.

The COMPACT Program

The SGP manages and implements the COMPACT program, which resulted from a partnership launched in 1999 between the GEF SGP and the United Nations Foundation . The program was piloted in 2000–04 in six World Heritage Sites. Its objective is to demonstrate how community-based initiatives can significantly increase the effectiveness of biodiversity conservation in globally significant protected areas, including natural World Heritage Sites, biosphere reserves, Ramsar sites, and globally important marine coral reefs. The SGP has signed a memorandum of cooperation with the CBD secretariat and United Nations Education, Scientific, and Cultural Organization–World Heritage for the conservation of World Heritage Sites.

COMPACT has a local coordinator and a local consultative body (which manages the program on the ground and does the first screening of proposals, while the NSC reviews them and gives final approval. Membership to the local consultative body is on a voluntary basis. The maximum grant to groups is \$50,000.

The Nile Basin Initiative

The SGP manages the microgrants component of a UNDP-GEF FSP, the NTEAP, which is part of the broader Nile Basin Initiative. The Nile Basin Initiative is a transnational mechanism that includes the 10 Nile riparian countries of Burundi, Democratic Republic of Congo, Egypt, Eritrea, Ethiopia, Kenya, Rwanda, Sudan, Tanzania, and Uganda. It is financed through UNDP-GEF, the World Bank, and the Nile Basin Trust Fund, for which the Canadian International Development Agency is one of the main funding agencies.

The microgrants component is modeled along the lines of the SGP and seeks to support community-level land, forest, and water conservation activities in the Nile basin. In countries with SGPs, the NSC approves the microgrants, which are set at a maximum of \$25,000 per grant. Countries without SGPs establish their own NSCs.

The United Nations Office of Project Services, on behalf of the Nile Basin Initiative, has recruited a local microgrants coordinator and a driver. The local coordinator manages the program on the ground; the national coordinator provides overall oversight at the national level, whereas the local coordinator also reports to the regional microgrants lead specialist based in Khartoum.

The Community Water Initiative

UNDP's Community Water Initiative (CWI) operates through the GEF SGP. It was established in 2003 in five countries: Guatemala, Kenya, Mauritania, Sri Lanka, and Tanzania, whereas Uganda came on board in 2005. CWI began with a \$1 million contribution from the Government of Sweden and provides small grants of \$20,000–30,000 directly to CBOs and NGOs in remote rural areas through a bottom-up, demand-driven approach. The NSC reviews and approves CWI projects.

1.7 SGP Portfolio in Kenya

All projects that are supported by the SGP in Kenya have the dual purpose of improving livelihoods and addressing the focal areas of GEF, namely: biodiversity conservation, mitigating threats to climate change, protecting international waters, preventing land degradation, and phasing out POPs (GEF 2007)

GEF Themes:

By November 2006 the SGP had supported implementation of 202 projects in all the GEF focal areas. Table 1.4 shows the distribution of projects.

Table 1.4: Distribution of SGP Projects by GEF Themes

	Projects (number)	Amount	Percentage of total U.S. dollars	Average grant size
Pilot phase (1992–96)				
Biodiversity	12	\$369,314	61	
Climate change	9	\$181,642	30	
International waters	1	\$18,923	3	
Multifocal	5	\$33,373	6	
Total pilot phase	27	\$603,252	100	\$22,343
Operational phase 1 (1996–98)				
Biodiversity	6	\$221,906	48	
Climate change	5	\$157,542	34	
Multifocal	5	\$80,721	18	
Total phase 1	16	\$460,169	100	\$28,760
Operational phase 2 (1998–2004)				
Biodiversity	54	\$1,286,351	42	
Climate change	15	\$287,710	9	
International waters	10	\$345,898	11	
Land degradation	1	\$20,000	1	
Multifocal	42	\$1,029,578	34	
CWI*	5	\$67,253	2	
Total phase 2	127	\$3,036,791	100	\$23,912
Operational phase 3 (2005–08)				
Biodiversity	1	\$49,650	6	
Land degradation	15	\$358,499	45	
NTEAP**	14	\$344,549	44	
CWI*	2	\$36,196	5	
Total phase 3	32	\$788,894	100	\$24,653
Grand total	202	\$4,889,106		

* Projects not classified under GEF focal areas.

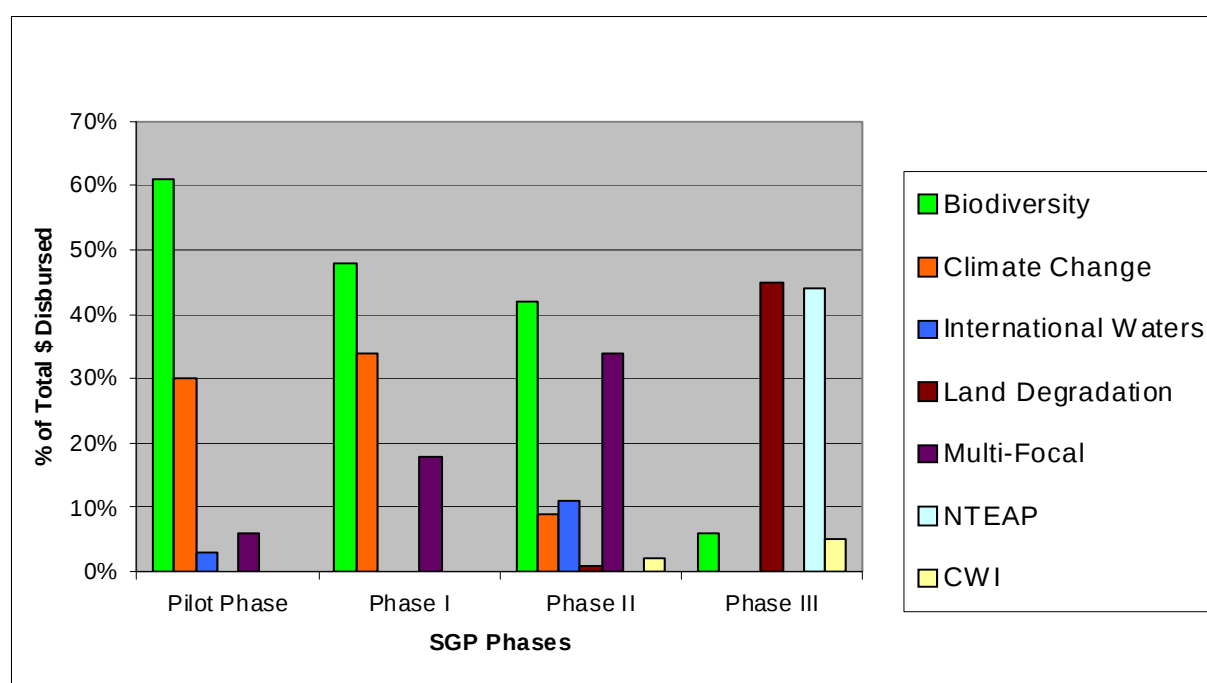
** These projects fall under the microgrants program of the NTEAP, which is part of the Nile Basin Initiative.

During the pilot phase, of a total of 27 implemented projects, 12 (61 percent) were in biodiversity, 9 (30 percent) in climate change, and 1 in international waters (3 percent), and 5 (6 percent) were multifocal. During operational phase 1, 16 projects were supported: 6 in biodiversity (48 percent), 5 in climate change (34 percent), and 5 multifocal (18 percent). Of the 6 projects in biodiversity, one worth \$5,612 was for a consultancy for baseline data collection around Mt. Kenya for the COMPACT.

A total of 127 projects were supported during operational phase 2 as follows: biodiversity, 54 projects (42 percent); climate change, 15 projects (9 percent); international waters, 10 projects (11 percent); land degradation, 1 project (1 percent); multifocal, 42 projects (34 percent); and CWI, 5 projects (2 percent). A total of 34 projects during operational phase 2 were under the COMPACT program, with a total value of \$956,712 (23 projects in biodiversity and 11 multifocal projects).

During the ongoing operational phase 3, a total of 32 projects have been supported as follows: biodiversity, 1 project (6 percent); land degradation, 15 projects (45 percent); under the NTEAP, 14 projects (44 percent); and CWI, 2 projects (5 percent).

Figure 1.1: Distribution of SGP Projects by Focal Area and Operational Phase



Beneficiaries

As table 1.5 shows, of the 202 projects supported by the SGP since its inception, the recipients have been 155 NGOs (77 percent), 40 (20 percent) CBOs, and 7 (3 percent) others, including schools, private sector organizations, and university programs (such as the Egerton Participatory Rural Appraisal Centre).

Table 1.5: Direct Beneficiaries of SGP Support

Type of organization	Number	Percentage
NGOs	155	77
CBOs	40	20
Other*	7	3
Total	202	100

* “Other” includes schools, private sector, and university programs.

Overall Distribution of SGP Funds along Thematic Areas

Of the total of \$4,889,105 that the SGP has disbursed since its inception, 39 percent has been to projects in biodiversity conservation, 13 percent in climate change, 15 percent in international waters (this includes all the NTEAP projects), and 8 percent in land degradation, and 23 percent were multifocal (see table 1.6). Table 1.7 shows the source and amount disbursed by SGP in 2006.

Table 1.6: Distribution of SGP Funds by Thematic Areas

Focal area	SGP funding	Percentage
Biodiversity	\$1,927,221	39
Climate change	\$626,894	13
International waters*	\$709,370	15
Land degradation	\$378,499	8
Multifocal	\$1,143,672	23
CWI	\$103,449	2
Total	\$4,889,105	100

*Includes all NTEAP projects.

Table 1.7: Source and Amount Disbursed by SGP in 2006

Program	Amount	Percentage of total	Geographic focus
GEF SGP	\$350,000	38	Kibwezi District
NTEAP	\$250,000	27	Lake Victoria Basin
CWI	\$65,000	7	Rift Valley
COMPACT	\$250,000	27	Mt. Kenya
Total	\$915,000	100	

Source: Pers. comm. with the national coordinator.

Cofinancing

The SGP has attracted additional resources over and above those of the GEF through diverse ways. The key ones include the following:

- *Deutscher Entwicklungsdienst*. DED reported that the technical assistance it provides to the SGP in Kenya in the form of three technical advisers—including their salaries, residential rents, and other benefits—amounts to about 60,000–70,000 euros a year; therefore, for three technical advisers, the estimate is about 210,000 euros a year. For five years, this is about 1,050,000 euros (about \$1,411,400 for the five years). This amount goes toward enhancing the capacity of the SGP to monitor projects and build the capacity of community groups.
- *The UNDP Community Water Initiative*. The SGP is disbursing \$65,000 a year to community groups under this initiative.
- *The microgrants program of the Nile Basin Initiative*. The SGP is disbursing \$250,000 a year to community groups under the microgrants program of the Nile Transboundary Environmental Action Plan, which is an FSP within the broader Nile Basin Initiative.
- *COMPACT*. The SGP disburses \$250,000 to community groups under the COMPACT program. Funding for the COMPACT is mainly from the United Nations Foundation.

Cofinancing of Specific Projects

Several SGP-supported projects have received cofinancing from other agencies, such as the Japanese Embassy and DED.

Geographical Location of Projects

Until 2000 SGP projects were scattered across different regions of the country. Through the COMPACT program, the concept of project clustering was introduced. The COMPACT has resulted in a concentration of about 35 projects in the Mt. Kenya area, mainly addressing the themes of biodiversity conservation and climate change. The SGP thereafter introduced the clustering concept, in which geographic and thematic clusters of projects are supported to enhance their visibility and the impact of the overall portfolio.

Started in 2006, the land degradation cluster of Kibwezi (formerly Makueni) District includes 10 CBOs and one lead NGO, all engaged in land rehabilitation, ranging from construction of cut-off trenches (terraces), desilting of dams and river beds, and construction of gabions across gullies and check dams along key rivers and tributaries.

The Nile Basin Initiative, with its Nile Transboundary Action Project, which is a GEF FSP in the international waters GEF theme, is supporting groups within the Nile basin to implement environmental projects that address water, land degradation, and biodiversity conservation, while mitigating the impacts of climate change.

According to the current country program strategy (2007), in operational phase 3 (2005–08), the Kenya SGP has clustered its projects into the following geographical areas:

- Coast region (the SGP is yet to identify a suitable lead NGO and is currently in discussion with several NGOs with programs at the coast)
- Mt. Kenya region (working with the COMPACT)
- Kibwezi District (working with the NGO Kenya Initiative for Development)
- Koibatek, Laikipia, and Baringo Districts (for indigenous peoples)

SGP projects are, therefore, gradually being clustered around the key geographical areas of Mt. Kenya, Coast, Eastern Province, the Rift Valley, and the Western Region of the country in the Nile Basin. In addition, the SGP is processing grants under the UNDP CWI, which has projects in the Rift Valley. Partnerships are playing an important role in the geographic spread of projects that are supported by the SGP.

Figure 1.2: Map of Kenya Locating the Operational Phase 3 Country Programme Strategy Sites and Areas of Geographic Focus



Indigenous People Cluster



Land degradation Cluster



COMPACT, Mt. Kenya
Country Program Case Study: Kenya



Coastal Region Cluster

2 Relevance of the SGP

In an analysis of the 12 sampled projects, which included six completed and six ongoing projects, all were found to be highly relevant (rating of 6) to the GEF objectives and focal areas and to the country's priorities. Table 2.1 summarizes the relevance scores assigned to the sampled projects.

A clear link could be made between the GEF focal area and the activities that were implemented or being implemented for the ongoing projects. In addition, the projects were also contributing to improving the livelihoods of the respective communities.

Specifically, the Bio-Latrline project was used to introduce an alternative source of energy to reduce the use of forest resources. The objective of this project was to address the communities' household energy needs, while assisting in the conservation of the surrounding forests by reducing demand. By creating awareness on the need to conserve the Mt. Kenya forest and ecosystem, the Brush against Powersaw project was helping to safeguard the livelihoods of communities that would be adversely affected by the destruction of this key water catchment area. The Community Action for Mt. Kenya Forest project is helping rehabilitate and conserve forest adjacent to communities through propagation and enrichment plantings within the forest.

Table 2.1: Sample Project Ratings: Relevance

Project	Rating
Bio-Latrline	6
Brush against Powersaw	6
COMPACT Documentation	6
Fish Farming in Kuria District	6
Community Action for Mt. Kenya Forest	6
Conservation and Management of Sacred Groves	6
Mbuu Dam Desilting	6
Kaketa River	6
Biodiversity Conservation through Demo Centres	6
Second Stakeholder Workshop	6
Western Energy and Technology	6
Nkunga Sacred Lake	6

Note: 6 = highly satisfactory; 5 = satisfactory; 4 = moderately satisfactory ; 3 = moderately unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory.

The relevance of the fish farming project in Kuria District stems from its role in reducing demand for fish from Lake Victoria, which is currently facing increasing demand from both the local and international market, while providing the communities with an accessible and affordable source of income and protein.

The two land degradation projects have only recently been initiated; however, it is already apparent that they will assist these communities by reducing the negative impacts of flash floods and soil erosion. The desilted dam is already serving more people than it did, while the technical expertise on the construction of contour terraces and the planting of trees imparted to the communities have built their capacities for better land husbandry.

At two sites, the communities are gaining capacity to use their traditions to conserve biodiversity and safeguard critical ecosystems that provide them with critical ecosystem goods and services, especially water, and mitigation of climate change.

The stakeholder workshop helped enhance NGO and CBO participant understanding of local environmental issues and how they are linked to global benefits. Subsequently, the SGP funded several of the NGOs and CBOs, including through project numbers KEN-GEF-98-007, KEN-GEF-98-012, and the lead NGO in the land degradation cluster under project number KEN-GEF-05-012.

2.1 Alignment of the SGP with Country-Level Sustainable Development Priorities

As reported by Kantai (2006), the 1990s in Kenya were a time of unprecedented carnage of Kenya's natural resources. As the country's system moved from single-party politics to pave the way for greater democratization of society, old established institutions were shaken to their core. In the case of the Forest Department (established in 1905, one of the oldest), internal crises and the archaic Forest Act, whose provisions allowing for gazetted forests to be excised, meant that the act became one of the most valuable instruments of political patronage—particularly for political campaign financing—as forest land was allocated to politically connected individuals almost for free, only to be sold off for hefty sums of money. Political support among the electorate was also bought with forest land. The Forest Department—the government's conservationist—could do nothing but watch helplessly. In 10 years, more acres of forests were destroyed than at any other time in Kenya's post-independence history.

Growing concerns within civil society and individually among some government officials resulted in emerging lobby groups that sought to raise awareness on the short- and long-term repercussions of the destruction of key natural resources. The Kenya Forests Working Group and the Kenya Pastoralists Forum were two such networks. The working group was formed after the government published its intention to degazette a portion of Arabuko Sokoke Forest. A task force was formed to go on a fact-finding mission and report back to the larger working group network. This task force was hosted by the Kipepeo (Butterfly) Farming Project, which the SGP was supporting and the East Africa Natural History Society (currently Nature Kenya) and the National Museums of Kenya were implementing; the project worked to create greater incentives for poor communities living around the forest to conserve the forest, against increasing political pressure for its subdivision for resettlement purposes.

The Kenya Pastoralist Forum, in contrast, was a network of civil society organizations and representatives of funding agencies that was instrumental in creating public awareness about how

mismanagement of the rangelands was making communities more vulnerable and poor. Pre- and post-independence policies had marginalized the vast arid and semiarid lands of the country by preferring to focus on the arable 20 percent. As land in the areas with high agricultural potential became scarce, more people turned to the ASALs, resulting in subdivision of former communal ranches, which were then turned over to private ownership.

The country also gradually started experiencing clear manifestations of the impacts of the destruction of natural resources in the form of severe electricity power cuts, largely attributed to lowered water levels at key hydroelectric power generation dams due to the destruction of Mt. Kenya forests and other forests. Water supplies to the cities were also affected. Droughts became more prolonged and severe; ensuing rains came as flash floods. Pollution of Lake Victoria resulted in the proliferation of the invasive water hyacinth, threatening the fisheries industry. This pollution resulted in a ban by the European Union of fish from the lake, negatively impacting the newly emerging fish export industry.

The GEF SGP thematic areas of biodiversity conservation, international waters, climate change, and land degradation were therefore highly relevant to the country and reflected growing public concerns. It therefore provided valuable opportunities for communities and NGOs to demonstrate environmental projects and illustrate their contribution to sustainable development. At various times, the SGP has provided funding to civil society networks and lobby groups involved in creating awareness on various issues of concern at the national and international levels. These include the Kenya Energy and Environment NGOs, a network involved in research, design, and dissemination of appropriate energy-conserving cook stoves, both for households and institutions from the 1980s, and the Environment Liaison Centre International, which was established in 1974 as an international network of civil society organizations to monitor the policies and programs of UNEP and ensure that the voice of local communities and civil society were heard at international negotiations on environmental issues.

By supporting these networks, the SGP was instrumental in enhancing the capacity of NGOs and communities to implement environmental conservation activities at the local level and to understand their linkages with global concerns and benefits.

The SGP in Kenya has produced three versions of the country strategy papers (in 1999, revised in 2002 and in 2006–07). The first two versions of the strategy heavily emphasized biodiversity conservation, with detailed information of different forms of biodiversity, ranging from birds, mammals, reptiles, and amphibians.

The SGP country program strategies have evolved over the years, starting with a heavy focus on biodiversity conservation to include strategies for addressing climate change, land degradation, and international waters issues. The SGP is more recently in the process of developing projects in the POPs area.

2.2 Alignment of the SGP with Environmental Priorities and Programs

Key national strategies on CBD are contained in the Kenya National Biodiversity Strategy and Action Plan produced in 2000 through a GEF enabling activity project that also supported the country to make its first national report to the CBD.

In 2002 the country developed its National Action Program for combating desertification, within the context of the UNCCD. This activity was supported by UNDP's United Nations Sudano-Sahelian Office and the UNCCD secretariat (Kenya 2002b). The first national communication of Kenya to the conference of the parties of the UNFCCC was compiled in 2002, also with support from a GEF enabling activity. The national implementation plan for the POPs Convention was prepared in 2007 through yet another GEF enabling activity.

These key documents have assisted in guiding the SGP's activities and areas of support. Furthermore, many of the key government officials and resource persons who have been involved in developing the country's strategies and priorities on the GEF themes have also been involved with the SGP; many have served on the NSC, including some current members.

The fit between SGP objectives and the GEF mission and country priorities, therefore, is close, because the three processes have informed each other. As the GEF has expanded its focal areas to include land degradation and POPs, the government has responded by initiating its priority-setting activities, with support from the GEF.

Due to the technical expertise within the NSC over the years—which has included members with expertise in the GEF focal areas—and the rigorous screening process, most of the projects supported by the SGP have a high level of relevance to GEF objectives and to the country's poverty alleviation and environmental conservation priorities. Furthermore, because many NGOs are implementing purely livelihood and welfare activities, pressure is reduced on the SGP to include projects with only tenuous linkages to the GEF objectives; however, some of the projects supported by the UNDP Community Water Initiative through the SGP seem to focus more on water provision, with limited linkages to environmental conservation. In addition, they are not classified by the SGP into the GEF focal areas, making it difficult to assess their level of relevance to the GEF mandate.

2.3 Relations of the SGP to the GEF Country Portfolio

Since its inception, the SGP has had four national coordinators, coupled with the loss of key SGP files when the office and other UNDP offices were relocated in 1999 from the Kenyatta International Conference Centre in downtown Nairobi to the United Nations Complex in Gigiri; this has resulted in the loss of significant institutional memory.

Discussions with various stakeholders and reports from literature indicate that the linkages between the SGP and the broader GEF country portfolios have varied over the years, having been influenced by the capacity and interest of the relevant national coordinators to establish and strengthen these linkages. For example, according to the report of the first independent

evaluation of the GEF SGP (Richards and others 1995), in many of the countries, neither the national coordinators nor the NSCs had time for strategic thinking and linking, except for Kenya, where the national coordinator played an important role in bringing the NGO community and the GEF together for joint planning.

During the tenure of the second national coordinator, the linkages between the SGP and the GEF remained; one member of the NSC was from the UNDP-GEF office and another from the GEF at the World Bank. Furthermore, all the key GEF thematic focal points, including UNFCCC, UNCCD, and CBD, were invited as resource persons to the SGP's second stakeholder workshop (Rabar 1998).

The linkages between the SGP and the GEF during the tenure of the third and fourth national coordinators were mainly through representation of the respective government GEF focal point at the NSC, as well as that of UNDP and the World Bank. In addition, key government ministries dealing with relevant biodiversity issues, such as forests and wildlife, served on the NSC, and the SGP kept the political GEF focal point and relevant ministries informed of the program's activities.

Several factors seem to have contributed to this weakening of linkages, including the professional backgrounds of the national coordinators and the existence of a growing number of active GEF-funded projects within the country. The first national coordinator was from the NGO sector, having worked with Kenya Energy and Environment NGOs, one of the first prominent indigenous NGOs in the country. At this time, when the environment movement was still relatively young, a close collaboration existed between the government and NGOs in the environment sector. The government would often include NGO delegates in the official government delegation. This is a factor that resulted in the close linkages between the SGP and key government GEF focal points.

The second national coordinator came from the National Environment Secretariat and therefore had strong linkages with government officials within the Ministry of Environment and Natural Resources, making it relatively easy to link with government focal points and the broader GEF.

Several factors have resulted in the weakening of the linkages between the SGP and the rest of the GEF in Kenya. One reason for this has been the government's position regarding politically sanctioned forest excisions, which raised questions about its commitment to the conservation of natural resources. In addition, the World Bank GEF focal point was relocated to Washington D.C., partly because of the small number of World Bank–GEF projects in the country.

The current national coordinator is trying to establish and strengthen linkages with the government and UNDP and UNEP focal points, but formalized mechanisms for interaction are yet to be established. The national coordinator reported that the Resource Allocation Framework (RAF) is forcing the SGP to have more interaction with the GEF focal points, because the SGP must get the endorsement of the government to access RAF resources.

Involvement of Focal Points in Priority Setting, Governance, and Oversight of SGP

Due to the reasons cited above, the extent to which the GEF, CBD, UNFCCC, UNCCD, and POPs focal points have been involved in priority setting, governance, and oversight of the SGP's country program has varied over the years; however, some of the focal points have served on the NSC or have been called in as resource persons during NSC deliberations and during stakeholder workshops. The national coordinator has also participated in the government committees on the different GEF themes.

Due to the RAF mechanism, the SGP, respective government GEF focal points, and GEF focal points within the key Implementing Agencies (UNEP, UNDP, and World Bank) are currently meeting regularly to discuss their proposed programs among themselves and to negotiate for the resources available. This has made them more aware of each other's programs, even as they compete for resources. Furthermore, the government GEF focal points are getting a better understanding of the different programs, which are reviewed by an independent panel.

SGP's Contribution to Country International Obligations

Over the years, the SGP has assisted the country in meeting its international global environment commitments, priorities, and programs. The SGP has always referred to the relevant government document outlining the country's GEF relevant priorities in its review of proposals. Members of the NSC are also familiar with these documents, having often participated in their formulation; therefore, they are able to recommend ways in which the SGP can contribute to the government's priorities. The country program strategy, which is prepared in a participatory manner involving members of the NSC and other government, NGO, and CBO stakeholders, refers to country priorities, which the SGP thereafter translates into its program of work.

However, a clear mechanism for information exchange between the government convention focal points and the SGP is lacking. This constraint limits the extent to which activities supported by the SGP are included in the reports made by the focal points to the convention secretariats. Furthermore, sometimes the focal points face the challenge of getting information from the SGP and other programs, due to the detailed nature of the information they are expected to provide to the convention secretariats. One focal point reported that when researchers approach different stakeholders, requesting very detailed information, they are turned away, because compiling such information is time consuming and sometimes they approach the stakeholders within very tight deadlines.

Another weakness that was highlighted by the current director-general of the NEMA is the limited extent to which the government and indeed the country as a whole has domesticated international conventions and set its priorities, based on a critical analysis of the socioeconomic and environmental realities; therefore, reporting to the GEF conventions tends to be more of an academic exercise.

In some cases, reporting is hampered by a lack of national priorities against which progress can be monitored. For example, Kenya has yet to set the relevant national targets that would facilitate

the country's monitoring of progress toward achieving the 2010 targets agreed to at the conference of the parties to the CBD of 2004. Furthermore, although many different government and NGO agencies are implementing diverse activities, coordination is weak. To address this, the government has proposed establishing a multilateral environmental agreement committee, which will include civil society and private sector representatives. In the past, the National Environment Secretariat hosted autonomous thematic interministerial committees comprising government and nongovernment professionals, which coordinated activities around the GEF thematic areas of biodiversity, desertification, climate change, and international waters. These committees would lobby for supportive policies at the national, regional, and international levels. However, these ceased to exist when the EMCA was enacted in 1999 and NEMA was established.

Relation of the SGP to GEF FSP and MSP

Kenya has had 21 GEF projects, six of which have been enabling activities mainly targeted at assisting the country's thematic focal points to develop country priorities in collaboration with a range of stakeholders. The remaining 15 MSPs and FSPs have been in the thematic areas of biodiversity (5 projects), climate change (5), land degradation (3), and 2 multifocal projects for specific geographic locations of Mt. Kenya and Western Kenya. In addition, Kenya has participated or is participating in 33 Regional GEF projects, 10 of which focus on the GEF theme of international waters. Kenya also participates in 11 global projects.

The linkages between the SGP and the country's MSPs and FSPs varies from project to project, and Kenya is yet to develop formalized mechanisms for ensuring that the SGP has linkages with the larger GEF projects; however, despite the lack of these formalized linkages, various larger GEF projects have related with the SGP in different ways.

The government established a GEF National Review Panel within the NEMA. This panel is meant to review all GEF projects being submitted for consideration. Due to the RAF requirements, it is envisaged that this panel will play a critical role in assisting the country in sharing the available resources between the SGP and the other Implementing Agencies, especially UNEP and UNDP. This is also one mechanism that has the potential of promoting greater collaborative linkages between the SGP and the larger GEF projects. The SGP currently relates to the larger GEF projects in the following ways.

Scale-Up of SGP Projects

Some of the earliest project grants that were approved by the SGP were to the National Museums of Kenya and the East African Natural History Society (currently Nature Kenya) for a joint project (KEN-GEF-93-001) to promote community butterfly farming around Arabuko-Sokoke forest. This was a pilot project that sought to diversify communities' ways of using forests and also enhance the incomes of forest-adjacent communities, as an incentive for them to conserve the forests. This project was later scaled up through a grant from the U.S. Agency for International Development and replicated in Kakamega Forest through SGP support, through a planning grant (KEN-GEF-PLN-99-03) and a full project (KEN-GEF-00-001) for the project

Conservation of Kakamega Forest (an Ecotourism Project), for which butterfly farming was one component. One of the key implementers of the butterfly farming pilot project later joined the International Centre of Insect Physiology and Ecology and was involved in implementing with SGP support a pilot project on silkworm farming (KEN-GEF-04-013). The lessons from the butterfly and silkworm farming projects have been used to develop the GEF Commercial Insects MSP, which includes butterflies, silkworms, and bees (including stingless bees) and is slated to be implemented by the International Centre of Insect Physiology and Ecology around Kakamega and Arabuko Sokoke Forests and in Mwingi District.

The Renewable Energy Assistance Programme received \$45,000 to implement a project titled the Eco-Schools Approach: Integrating Energy-Efficient and Sustainable Fuel Wood Use in Schools around Mt. Kenya through the COMPACT program (KEN/UNF-GEF/01/01). Scaled up to an MSP in the climate change focal area, this project is being implemented by the Renewable Energy Assistance Programme under the title of Market Transformation for Efficient Biomass Stoves for Institutions and Small- and Medium-Scale Enterprises.

Experiences gained from the SGP have also informed the MSP by the World Wide Fund for Nature to develop and protect the coastal and marine environment in the Sub-Saharan Africa region. Similarly, the experiences gained by Birdlife International's partners, particularly Nature Kenya, through their projects with the SGP, assisted in formulating the regional FSP African NGO–Government Partnership for Sustainable Biodiversity Action. Nature Kenya (and when it was known as the East African Natural History Society) has received SGP support for six projects, from the SGP pilot phase to the current operational phase 3 (KEN-GEF-95-002, KEN-GEF-PLN-001-02, KEN/UNF-GEF/04/08, KEN-GEF-00-001, KEN-GEF-PLN-00-009 and KEN-GEF-PLN-99-003).

Use of the SGP in Microgrant Components of FSPs

In 2005 the NTEAP entered into a partnership with the SGP. The NTEAP is part of a broader Nile Basin Initiative that is being implemented in the 10 riparian countries of the Nile. Under this partnership, the SGP is to implement the microgrants component of the NTEAP in those countries with an SGP in operation, whereas in those without, they created an institutional structure similar to the SGP, including a voluntary NSC. The United Nations Office of Project Services on behalf of the NTEAP has recruited a local microgrants coordinator and driver, who are based in Kisumu on Lake Victoria and in charge of identifying potential grantees, assisting them in preparing their proposals, and monitoring the projects. The NTEAP has also constituted a local consultative body that does an initial screening of proposals, which are then approved by the SGP NSC.

The NTEAP has committed to providing \$548,954 for microgrants from 2006 to the end of 2007. By November 2006 a total of 14 projects had been supported, worth \$344,549. The upper limit per microgrant is \$25,000.

During the SGP Regional Workshop in Cape Town in August, the proposal was put forward that the UNEP GEF FSP Addressing Land-Based Activities in the Western Indian Ocean use the

existing SGP structures in Kenya, Tanzania, Mozambique, and Mauritius, including the respective NSCs to screen proposals and the SGP secretariat to process the respective documents (Chege and others 2006). This FSP is in the GEF thematic area of international waters.

Close Collaboration between SGP and MSPs/FSPs

Since 2006 the SGP-supported projects as well as MSP and FSPs have been developing close collaborative linkages, especially when implemented in the same geographic location. An example is the COMPACT program and the UNEP–International Fund for Agricultural Development GEF FSP Mt. Kenya East Pilot Project for Natural Resource Management. The Kenya Wildlife Service is implementing the environmental conservation component of this project, and it is closely collaborating with the COMPACT. Both are members of the donor and partner roundtable forum, which was established under an SGP and COMPACT grant.

Mainstreaming of SGP-Type Procedures and Structures in FSPs

The governance structure of the SGP, especially the voluntary NSC, is perceived as key to enhancing transparency in project selection within large projects or programs; therefore, one former member of the NSC, who is currently serving as a consultant for the GEF–World Bank FSP Lake Victoria Environmental Management Programme has recommended that the second phase of this program include an NSC-like structure to screen and approve community projects for funding. One of the weaknesses of the first phase of this program was the lack of a transparent mechanism for selecting community-based projects (pers. com. with H. Mogaka, 2007).

Lessons from the SGP

The SGP has provided many lessons for NGOs, CBOs, government officials, and funding agencies. Some of the positive lessons that have been learned include the value of small grants in piloting new and innovative ideas and also in facilitating the participation of communities in environmental conservation. One government official observed that, due to the fact that most FSPs and MSPs were implemented through government agencies and mainly focused on broad policy issues, opportunities were limited for communities and NGOs to participate effectively in them; therefore, the SGP provides an opportunity that is often lacking in the MSPs and FSPs.

The use of the SGP structure by the NTEAP to review and approve microgrants indicates that this GEF FSP considers the SGP's NSC effective and transparent mechanisms for disbursing funds to community groups. In addition, the national coordinator of the Kenya SGP, together with those of Tanzania, Mozambique, and Mauritius, has been requested to implement the community components of the UNEP-GEF project Addressing Land-Based Activities in the Western Indian Ocean. This is another indication of the high regard with which the SGP is held.

The SGP has also provided valuable lessons regarding the importance of working with intermediary NGOs to assist in developing the capacity of CBOs and communities to participate effectively in conservation initiatives.

Impediments to Effective Learning

Some of the factors that have impeded effective learning between the SGP and the MSPs and FSPs include the lack of an official mechanism for collaboration, leaving this task to the respective individuals' initiative and experience.

Another factor is the increasing load of work of the SGP secretariat staff, that is, the national coordinator, personal assistant, and driver and logistical officer. As the SGP portfolio has grown in size and diversity, especially with the addition of new GEF thematic areas and new partners requesting the SGP to implement the community components of their projects, the secretariat and the voluntary NSC have become overstretched; therefore, time is limited for critical reflection and/or the establishment of collaborative linkages.

Although the SGP has been requested to implement community components of FSPs and other programs, such as the CWI, no provisions exist for the program to recruit more staff. In addition, the voluntary NSC is expected to continue providing the same services to the other projects as it does for the GEF-funded SGP projects. The NTEAP illustrates the additional workload created in collaborating with an FSP. When the SGP started processing the NTEAP projects, the frequency of the NSC meetings was increased from quarterly to once every two months. In addition, a special retreat was held for the NSC, specifically so that they could review a backlog of NTEAP proposals.

The joint statement by the national coordinators of Kenya, Tanzania, Mozambique, and Mauritius, in response to the proposal that they implement the community components of the regional FSP Addressing Land-Based Activities in the Western Indian Ocean, indicates that they reluctantly accepted this proposal. The SGP national coordinators apparently sometimes feel under pressure to collaborate with larger GEF projects, although these tend to add to their workload without the requisite support to enhance their capacity, especially staffing.

The current country program strategy does not unfortunately highlight the challenges of collaborating with FSPs and MSPs or government focal points, nor does it present strategies for addressing these issues.

SGP Reaching Beneficiaries

According to the different stakeholders interviewed, the SGP does reach its beneficiaries, but not without some challenges. The intended beneficiaries of the SGP are poor communities whose livelihoods can be improved by better management of their environment and natural resource base; therefore, all projects supported by the SGP have the dual purpose of improving people's livelihoods and contributing to the GEF thematic areas of biodiversity conservation, mitigating against climate change, reducing land degradation and protecting international waters, while reducing the production and use of persistent organic pollutants.

Some of the challenges that the SGP faces in its attempts to reach intended beneficiaries include the limited capacity of community groups to implement conservation projects. This often means that the SGP works through intermediary NGOs to reach the poor communities. However, in

some cases the NGOs are a disempowering force in the way they interact with communities, such as by providing them with minimal information about the projects and not enhancing the capacity of the communities to manage the projects themselves.

To address these challenges, the SGP is piloting different strategies for working with communities, including contracting an intermediary organization to work with a cluster of community groups. For example, on Rusinga Island, the NGO Africa Now was contracted to support community groups in “greening” of the island. In Kibwezi District, Kenya Initiatives for Development is working with 10 community groups to support them in implementing land rehabilitation activities. In other cases, the SGP provides all the grant resources directly to the CBO, which is then required to subcontract an identified NGO for technical services. The Kenya Rainwater Association is being subcontracted by CBOs in Baringo and Koibatek Districts for technical services in construction of water pans and training on their maintenance and management.

The SGP is working with appropriate stakeholders to reach the intended beneficiaries. Although the communities have direct impacts on the environment, they often lack the skills to enable them to manage the natural resources. For example, people in the communities in the land degradation cluster of projects in Kibwezi are all immigrants from other parts of the country. They saved money in a cooperative and purchased their land from a former ranch owner and then subdivided it among themselves. Many of these people did not know how to tend land that is very hilly; therefore, after several years of cultivating it, their rivers and dams were full of silt and the land had become less productive. However, the communities lacked the technical knowledge and resources to rehabilitate their land. The NGO is assisting by linking these communities with the SGP as a source of financial resources and to technical government officials to assist in design of structures to control soil erosion. The collaboration established through this SGP project is likely to continue; the NGO will continue to assist by linking the communities to resources and technical know-how in diverse areas. Furthermore, the communities will now have a better understanding of the role of technical government officers.

2.4 Benefits to the GEF’s Reputation

National, regional, and international media have widely reported on SGP projects. Some examples include the COMPACT program, which has received extensive coverage in the regional weekly newspaper *East African* (June 4–10, 2007) and the butterfly farming project at Arabuko Sokoke Forest. The *Daily Nation* also covered the Nkunga Sacred Lake Project (Mbaria 2007). At the international level, a Japanese television station reported on the Kipepeo (butterfly) project, which was highlighted in a program for children. The Netherlands Committee of IUCN also highlighted this project in its newsletter.

The SGP produces a newsletter and flier, highlighting some of the projects it is supporting. In addition, specific grants are awarded to organizations to produce promotional materials on the SGP and on specific projects. This publicity contributes to greater public awareness about the SGP and GEF environmental themes.

In many cases, the SGP is the face of the GEF. Several respondents reported that due to a lack of visibility of many of the larger GEF projects within communities, the SGP tends to be the only GEF program that is known. Furthermore, because the larger GEF projects tend to be implemented mainly by government agencies and often focus on policy issues, they are not visible to the communities.

However, in some cases intermediary NGOs tend to take all the reputational benefits of SGP-supported projects and even fail to inform the respective communities they are working with that the resources are from the GEF SGP. The national coordinator encountered this during visits intended to reconstruct some of the institutional memory that was lost when files disappeared during the office move from downtown Nairobi to the Gigiri Complex. Communities where several SGP projects were implemented through intermediary NGOs did not know the SGP and could only recall the respective NGOs.

A lot of reputational benefits of the SGP are attributed to UNDP, not the GEF. The greater familiarity of communities and government officials with UNDP as opposed to the GEF makes them credit only UNDP for the support. The concept of a funding mechanism, such as the GEF, is not clearly understood by many in the NGO and CBO community. There is sometimes confusion, especially because the GEF does not have offices or staff at the national level with which people can relate. Instead, NGOs and communities are more familiar with UNDP staff, offices, and vehicles. One respondent observed that the “GEF was an animal/person without a face.”

3 Effectiveness of the SGP

Since its inception, the SGP has supported projects that reflect environmental concerns at the local level, which are mirrored by those expressed at the international level; therefore, the SGP in collaboration with other stakeholders is contributing incrementally to significant global environmental results and benefits.

Table 3.1 shows that, of the sampled projects, one project was rated highly satisfactory on effectiveness. The Conservation and Management of Sacred Groves and Forests is a project that has experienced many challenges, including nonperformance of the initial project grantee, but later demonstrated the benefits of using culture and tradition to promote biodiversity conservation. This is an approach that has potential for replication and scale-up.

Table 3.1: Sample Project Ratings: Effectiveness

Project	Rating
Bio-Latrine	5
Brush against Powersaw	5
COMPACT Documentation	5
Fish Farming in Kuria District	4
Community Action for Mt. Kenya Forest	4
Conservation and Management of Sacred Groves	6
Mbuu Dam Desilting	3
Kaketa River	5
Biodiversity Conservation through Demo Centres	5
Second Stakeholder Workshop	5
Western Energy and Technology	4
Nkunga Sacred Lake	3

Note: 6 = highly satisfactory; 5 = satisfactory; 4 = moderately satisfactory ; 3 = moderately unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory.

Seven of the projects were rated as satisfactory on effectiveness: the Bio-Latrine, Brush against Powersaw, COMPACT documentation, Mbuu Dam Desilting, Kaketa River, Biodiversity Conservation through Demonstration Centres, and the second Stakeholder Workshop. The Bio-Latrine project was constrained by the limited acceptability of the technology they were promoting, due to the bad smell of the biogas, making it repulsive for cooking food for human consumption. The Brush against Powersaw project worked with local artists to draw murals depicting different conservation initiatives in a bid to spur individual responsibility and action toward the conservation of Mt. Kenya and conservation in general. Although these murals were well received, in some cases, they did not translate into tangible action on the ground.

The effectiveness of awareness-raising materials is determined by many factors, including whether or not the necessary conditions and resources are available for communities to translate

what they see in the publicity materials into action; therefore, although the material may be entertaining, it does not always translate into tangible action. However, communities can glean many ideas from awareness-raising materials, such as those produced by the COMPACT documentation project, hence, the rating of five for project effectiveness.

Mbuu Dam Desilting received a moderately unsatisfactory rating (three) because community ownership of the project is still relatively limited. Some members do not know what the project is handling, either due to their lack of interest or due to the limited information on the overall project provided by the NGO and the leaders.

The Nkunga project's moderately unsatisfactory rating of three on effectiveness is because of the many conflicts among community members as well as between them and representatives of organizations attempting to assist them. These conflicts have continuously undermined this otherwise potentially viable project.

3.1 Global Environmental Benefits

One constraint faced by the consultant is the lack of baseline data on the species and habitats that the SGP was targeting in order to contribute to their conservation; therefore, it is difficult to identify direct global environmental benefits that have been generated or are likely to be generated by small grants provided by the SGP. However, the evaluation could identify some areas in which the SGP was contributing toward generating global environment benefit.

In the biodiversity conservation thematic area, an example of SGP-supported projects that are contributing to global environmental benefits while meeting local needs is the SGP Mt. Kenya COMPACT program, which is supporting a cluster of NGOs and CBOs. Before the COMPACT, the SGP had supported a variety of small projects around the mountain in biodiversity conservation, climate change mitigation, and rehabilitation of degraded land; therefore, the COMPACT built on this foundation and further consolidated and provided a coordination mechanism for conservation activities around the mountain (box 3.1).

Box 3.1: Local and Global Environmental Benefits: The Case of Mt. Kenya

Inscribed on the World Heritage List in 1997, the Mt. Kenya World Heritage Site consists of the national park (71,500 hectares), the natural forest (70,520 hectares), and adjacent natural forests at altitudes of between 1,600 and 3,100 meters. UNESCO first recognized it internationally as a biosphere reserve in 1978.

Mt. Kenya straddles the equator and is the highest mountain in Africa after Kilimanjaro and a vital water catchment for some 7 million people. The forest zone hosts important populations of several threatened animal species and a snow-capped landscape.

Thirteen species are endemic to Mt. Kenya: the endemic mole rat and forest birds, including the green ibis (a local Mt. Kenya race), Ayre's hawk eagle, Abyssinian long-eared owl, scaly francolin, and numerous sunbirds. The alpine swift and alpine meadow lizard are nearly

endemic. The mountain is sacred to the Kikuyu and Meru communities living in the peripheral zone of the mountain, who believe that Ngai (God) dwells at the peak.

Many of the threats to the forest around Mt. Kenya are similar to those facing other indigenous forests in the country and include illegal logging, firewood collection, poaching, charcoal production, destructive honey collecting, settlement, and agricultural encroachment, including the cultivation of marijuana. Anthropogenic fires and lightning are a threat in the dry, lower forest, whereas trail proliferation along some tracks has resulted in muddy swathes up to 100 meters wide in the lower alpine zone.

In 1999 the Kenya Wildlife Service, in collaboration with UNEP and the Kenya Forests Working Group, conducted an aerial survey of the destruction of Mt. Kenya, which quantified the extent of marijuana cultivation, logging of indigenous trees, charcoal production, cattle grazing and landslides. The aerial survey demonstrated critical threats to the entire ecosystem and prompted the government's decision to place both the national park and the forest reserve sections of Mt. Kenya under the management of the Kenya Wildlife Service, which was perceived as having more management capacity than the understaffed and unmotivated Forest Department. A follow-up monitoring aerial survey revealed a much-improved situation in 2002. Illegal logging had fallen by 90 percent, charcoal production by 62 percent, and illegal marijuana cultivation by 81 percent. The rate of tree replanting and stricter enforcement of the Shamba system, which is designed to enable farmers to grow crops in exchange for tending tree seedlings, had also dramatically increased.

Under the stewardship of the SGP COMPACT, the Mt. Kenya donor and partner forum is a major institutional innovation that brings together more than 20 major institutional stakeholders to attract and plan investment initiatives and generate a common set of objectives for the conservation of the World Heritage Site. The UNDP country office convenes and chairs the forum, contributing significantly to its success. In turn, UNDP has recognized the forum as an “agency best practice” and developed other forums in Kenya, for example, Kakamega Forest, based on similar principles.

The forum meets regularly and addresses key priority issues by identifying gaps and opportunities in which members can become more involved. The issues include forest policy, the Mt. Kenya Management Plan, water use and management, charcoal production and policy, human and wildlife conflict, and agroforestry. The issue of a “conservation levy” to be paid by major users has been frequently raised, because forum members have strongly felt that the major beneficiaries of the resources of Mt. Kenya, such as the large horticultural farms and electricity and water utility companies, should pay a levy to be reinvested in ecosystem conservation. In response, the Minister for Environment and Natural Resources announced that plans for such a levy were underway. The forum also established a charcoal task force to include representatives from several NGOs, the Ministry of Energy, the Ministry of Environment and Natural Resources, the private sector, and the charcoal producers themselves.

The forum is an entry point for new partners. For example, the UNEP, International Fund for Agricultural Development, and GEF Mt. Kenya East Natural Resource Pilot Project is collaborating with the forum, while the Netherlands Embassy has offered \$200,000 for

environmental governance projects at Mt. Kenya, to be managed by the COMPACT. The Renewable Energy Technology Assistance Programme, which had implemented an SGP-supported project that provided improved access to energy-saving cook stoves to schools in the Mt. Kenya region, has been upgraded to a GEF MSP. Under this project, in addition to the provision of cook stoves, the Renewable Energy Assistance Programme is facilitating establishment by the schools of woodlots to reduce pressure on forest resources.

Source: GEF 2004.

In addition to Mt. Kenya, the SGP has supported projects in areas with significant biodiversity conservation, including Arabuko Sokoke Forest, Kakamega Forest, the coast, and the drylands. Many of these projects were intended to develop and demonstrate community-based approaches to the conservation of natural habitats and ecosystems, both around protected areas and beyond.

3.2 SGP Contribution to Local Benefits

Baseline data on the local benefits to which the SGP aims to contribute are limited; therefore, it is difficult to attribute the range of local benefits to SGP efforts. Instead, individual initiatives that have received support from the SGP can be used to illustrate the types of local benefits that have been generated.

Climate Change

SGP projects with the climate change theme that illustrate the role that small grants can play in generating local environmental and sustainable livelihood benefits include initiatives that promote energy efficiency in the use of biomass, while also exploring alternative sources of renewable energy, such as solar, wind, microhydro, and biogas. Sustainable Community Development Services is an NGO that was funded by the SGP during operational phase 1 to implement a solar energy demonstration project for 150 homes in Nakuru District. Since then, it has expanded and was recently awarded the 2007 Energy Globe Award, illustrating that the SGP is effective in facilitating the piloting of community-based initiatives that reduce greenhouse gas emissions (box 3.2).

Box 3.2: Energy Globe Award 2007 for Solar Energy Project in Kenya

John Maina from Kenya has won the Energy Globe Award 2007 for implementing solar energy ovens for drying vegetables and fruits. By using this, local farmers are able to increase their harvest significantly, without harming the environment.

In Kenya, 30–40 percent of vegetables and fruits are lost due to poor post-harvest handling. The lack of firewood, which is necessary for drying and curing of farm produce, is one of the major reasons for the loss. Since 2002 Sustainable Community Development Services has employed a solar dryer in Kenya for the drying of harvested produce. The advantages are obvious: solar energy is free and available virtually everywhere. The fresh produce can be made durable in a cheap way and market value is increased. Through the fast drying process,

the farmers add value to the harvested produce and are therefore able to generate additional income. This means up to 50 percent more productivity. The time needed for collecting firewood before, can now be used for various other activities and deforestation is reduced as well. Thirty solar dryers have been installed to date and 920 farmers trained in their use. Thirty artisans have also been trained in the construction and installation of these solar dryers. The project contributes to an overall improvement of living conditions, family nutrition, environmental protection, and income generation. At the moment, the project is implemented in the Rift Valley in Kenya and has the potential for replication in other areas.

This project shows many possibilities and solutions for today's energy and climate challenges. The Energy Globe—a prestigious environmental prize—awards outstanding projects from all around the world in the categories of earth, fire, water, air, and youth.

Source: Planet 2025 News Network (2007).

Land Degradation

In Kenya, land degradation and desertification are caused by many factors, including policy failures, limited knowledge about land husbandry, and population pressures that result in more people settling in fragile ecosystems. The SGP has supported a diversity of projects to address these issues including support to the Kenya Pastoralist Forum for a stakeholder symposium on the sustainable management of the vast northern part of Kenya that is arid and semiarid. Cofinanced with other agencies, this activity resulted in greater awareness on the challenges faced by pastoral communities and the lack of effective government policies for the ASALs. Since then, several policies and programs have been implemented, specifically focusing on the ASALs, including the World Bank–funded Arid and Semiarid Resources Management Program, currently in its second phase, and the draft ASAL policy. As opposed to the past, the government officially acknowledges the need to invest in the sustainable management of ASALs.

The SGP also supported community-based activities for the conservation of drylands and for generating income through sustainable use of natural resources. These included support to the Semi-Arid Lands Training and Livestock Improvement Centre (SALTICK), an NGO that promoted the sustainable harvesting, processing, and sale of gum arabic as one strategy for ensuring that the respective trees, especially *Acacia senegal*, were less targeted by unsustainable practices, such as charcoal production. The SGP-supported projects have been instrumental in sparking an interest in the drylands and enhancing their conservation, both for the benefit of the local communities and generation of global environmental benefits. Different agencies are currently conducting research on dryland vegetation and its potential contribution to the pharmaceutical industry; some plants are already being harvested for their medicinal values. The UNDP-GEF Regional FSP Management of Indigenous Vegetation for the Rehabilitation of Degraded Rangelands in the Arid Zone of Africa, which also includes Kenya, is one such project. Furthermore, the Ewaso Nyiro North Development Agency, a government parastatal that has the mandate of coordinating development activities within this river basin, is currently implementing the project on gum arabic on a larger scale.

The poor management of agricultural land has resulted in reduced productivity of the soils, due to soil erosion and lack of nutrients for the cultivated plants (Hilhorst and Muchena 2000). When the more agriculturally productive areas are degraded, communities tend to move to more fragile semiarid areas. To address the issue of land degradation in agricultural land, the SGP supported several sustainable agriculture projects, including those promoting organic agriculture techniques and planting of indigenous food crops and medicinal plants, as methods for generating and retaining soil nutrients and for conserving biodiversity. The specific projects supported include Role of Indigenous Food Crops in Combating Desertification and Land Degradation (KEN-GEF-94-008), Sustainable Agriculture and Traditional Knowledge and Herbal Medicines (KEN-GEF-94-001 and -012), Agricultural Diversification, Using Indigenous Vegetables and Indigenous Tree Planting in Rusinga Island (KEN-GEF/04/03), Commercial Production of Medicinal Plants at Kinangop Area (KEN-GEF-99-004), Commercial Production of Several Medicinal Plants in Olooseos in Kajiado District (KEN-GEF-99-005), and Conservation and Cultivation of Indigenous Threatened Medicinal Plants (KEN-GEF-04-014).

International Waters

Within the international waters thematic area, the SGP is supporting community projects under the NTEAP. During the pilot phase, the SGP also supported a project to conserve and rehabilitate Lake Kanyaboli (KEN-GEF-93-006 and KEN-GEF-95-001), which is also part of the Nile Basin. A cluster of community projects is also currently under implementation with cofinancing from the SGP for rehabilitation of Lake Jipe, which is at the border of Tanzania and Kenya (KEN-GEF-04-011, -017, -019, -020, -021, -022, -023, and -026). Soil erosion caused by deforestation and farming activities has adversely affected this lake, nearly drying it up and significantly reducing the diversity and abundance of species in its waters. The East African Wildlife Society is serving as the lead NGO and coordinating various community projects with the aim of rehabilitating Lake Jipe for its biodiversity and enhancing its contribution to local livelihoods.

Innovation in Capacity Building

Through its partners and grantees, the SGP has used a diversity of strategies to create awareness and build the capacity of communities, NGOs, government officials, and representatives of funding agencies to manage the environment for the benefit of communities and globally.

Stakeholder Workshops

Since its inception in Kenya, the SGP has supported different stakeholder workshops to create awareness on environmental issues in general and specifically on the GEF and its thematic areas of focus. During these workshops, resource persons have provided information about specific issues, while the participants have shared their experiences. These workshops have assisted in increasing the number of people with an understanding of the GEF SGP and how to prepare relevant project proposals for funding. Participants in stakeholder workshops have also received training on proposal writing and participatory rural appraisal techniques.

Research

The SGP has supported baseline studies for different regions as an initial step before financing proposed projects. Furthermore, studies have been supported to enhance the understanding of the SGP and its stakeholders on specific issues, such as the study that was conducted on why there was such a great failure of biogas plants in Kenya.

Support for the Creation of Coordinating Institutions

SGP has been instrumental in providing timely institutional support to key institutions and networks lobbying for better management of the environment. Examples include support to the symposium on the sustainable development of northern Kenya and to the Kenya Forests Working Group for creation of its Web site and publicity. The Mt. Kenya donor and partner roundtable has also been similarly supported.

Community Mobilization

Sometimes communities are unable to participate in key processes due to lack of resources and information. The SGP supported the Kenya Forests Working Group to create awareness on the Mt. Kenya management plan and facilitate communities in participating in its review.

Support for Pilot Projects

Piloting new ideas carries an inherent risk, making it difficult for some funding agencies to support such ventures; however, the SGP has supported several NGOs and CBOs for piloting new ideas, including on solar driers, crab farming (KEN-GEF-02-003), use of nettle (*Girardinia diversifolia*) to make paper (KEN-GEF-98-011), and improved fish smoking stoves (KEN-GEF-98-008). Although some of these ideas failed, others have become success stories and are contributing to community livelihoods and global benefits.

SGP's Contribution to Creating Awareness

The SGP has contributed to creating awareness about conservation in general and specifically about the GEF, its objectives, and focal areas, especially through the stakeholder workshops. Until November 2006, the SGP had organized 12 stakeholder workshops. In addition, the COMPACT program has organized a grantees workshop (KEN/UNF/01/01) and supported publication of awareness-raising materials of the whole COMPACT program (KEN/UNF/01/08).

The SGP produces a newsletter that features its projects and also informs the reader about the GEF. Several newspaper articles have featured the SGP, such as the features in the *East African* on Lake Nakuru Sacred Lake (Mbaaria 2007) and on the COMPACT program (June 4–10, 2007).

Consistency with National Sustainable Development Agenda

The SGP has been an important stakeholder in ensuring that the environment is viewed as an important aspect of sustainable development. Although in the late 1980s and early 1990s few funding agencies supported environmental programs, this has changed; many now have specific funds set aside for environmental projects. Furthermore, greater understanding now exists of the

contribution of natural resources, including wildlife, forests, and land, to the national economy and the negative impacts of their mismanagement.

Marginalized indigenous communities, including pastoralist communities, are now better organized to demand services from the government. The SGP has played a significant role in re-defining the national sustainable development agenda through its support to NGOs, CBOs, and networks dealing with different environmental concerns. During the stakeholder workshops, the SGP has included resource persons to create awareness on the need for organizations and communities to address gender issues in their projects. The SGP has also supported a project on women and sustainable energy and strives to ensure that projects do not adversely affect people because of their gender-defined roles and also tries to ensure that both men and women benefit from SGP resources.

By collaborating with other partners, such as other small grants funds (for example, the Japanese Embassy) and larger funds, such as the European Union Community Environment Facility for the Lake Jipe Rehabilitation projects, the SGP is helping communities to position themselves at a level so that they can attain sustainability of project results as well as retain their ability to continue benefiting from their initiatives and contributing to generating global benefits. Support for the development of ecotourism infrastructure and institutional support for communities in financial management contribute to the capacity of groups to sustain the benefits from individual projects much longer. The SGP is also facilitating the establishment of linkages between communities and private sector organizations, such as Honey Care, for the production, processing, and marketing of honey.

Contribution of the SGP to Policy Reforms

As the “face” of the GEF in Kenya, the SGP has facilitated greater understanding of key global and local environmental concerns and issues among communities, NGOs, and government officials. The SGP has also supported key lobby groups that have influenced policies on specific resources, such as the Kenya Forests Working Group and the Kenya Pastoralists Forum. By providing practical experiences, the SGP has contributed to inclusion of more community-friendly policies within ongoing policy review processes. For example, the microhydro projects that the SGP has been supporting are influencing the policy direction of the draft energy policy currently being compiled. Furthermore, support to the Mt. Kenya charcoal task force is enhancing the extent to which strategies for addressing the issue of charcoal, which is a source of energy for the majority of the households and small industries, will be included in the energy policy.

Once new policies and laws are passed, a lag usually occurs before their implementation, as the necessary institutional arrangements are put in place. The Forest Act of 2005 is yet to become fully operational, as the government sets up the new Kenya Forest Service and also drafts the necessary subsidiary legislation and rules to make the act operational; however, because parliament has already passed the law, communities can start using provisions within it. The COMPACT program is piloting the establishment of community forest associations, which are

already becoming registered, in preparation for entering into agreements with the Kenya Forests Services for comanagement of protected forests. The historical marginalization of communities living around protected areas has been cited as a factor that has negatively impacted conservation, due to a reduced sense of ownership of the resources among the communities. This is compounded by the fact that often these communities bear the brunt of wildlife destruction. Involving communities in comanagement and also supporting them to reduce the incidences of human-wildlife conflicts are strategies that are being promoted by the new Forest Act and demonstrated by communities receiving SGP support. For example, one SGP project is assisting a community in constructing an electric fence between it and a gazetted forest.

Other Results

The SGP has generated various unexpected results, both positive and negative.

Positive Results

Some of the unexpected results that enhance the effectiveness of the SGP include enhanced interest shown by the media in environmental issues; most of the major media houses are starting programs with a special focus on the environment. This media interest in environmental issues has resulted in much free coverage for the SGP and other environmental programs. Furthermore, the presence of a media person within the NSC enhances the level of visibility of the SGP in Kenya.

Support from the SGP to community groups tends to boost their confidence, because they feel that if they are worthy of support by an international agency such as UNDP-GEF, they must be making a worthwhile contribution through their local activities. This confidence has facilitated many of the groups that have received funding from the SGP to go on to present larger proposals to other funding agencies. In some cases, groups that have only received a planning grant from the SGP have been able to secure resources from other agencies, due to their enhanced capacities to prepare a coherent proposal.

Negative Results

Some results that are negative include the limited involvement of young people in many SGP projects. Although youth are often responsible for many of the unsustainable practices, such as illegal timber extraction and charcoal production, many of the SGP projects are unable to involve them effectively in projects aimed at finding solutions to environmental concerns. Some respondents explained that the youth are highly mobile and are impatient with projects that take a long time before actualizing tangible benefits, especially financial.

The flip side of this issue is that women, who often bear the brunt of unsustainable practices, often by men, are now bearing a disproportionate burden of implementing projects to reverse the negative trends in the conservation of resources. The SGP is currently working with a large number of women's groups, sometimes involving heavy manual work, with few men in the community assisting. This was witnessed at the Kibwezi land degradation cluster of projects,

where the women, many of whom are elderly, were involved in digging terraces in this semiarid region.

According to the GEF Evaluation Office (GEF 2006), a major proportion of project costs are often borne by residents at the community level, whereas benefits accrue at a higher level, posing a challenge in generating local support for improved environmental management practices. In some of the SGP projects, the bulk of the burden for implementing environmental projects is being borne by women in the community. Examples include tree-planting projects around Mt. Kenya (KEN/UNF-GEF/04/09) and fish farming in Kuria District (KEN/NTEAP/06/010). In the latter, the involvement of a few men in the group resulted in their misappropriation of funds, which has in turn put the whole group at risk of losing further support because of failure to account for money that was disbursed to the group.

The SGP has addressed the need for more in-depth and critical gender analysis of specific projects by inviting a person with gender analysis expertise to become a member of the NSC.

Indigenous peoples include those who have been marginalized socially, economically, and/or politically. The SGP has expressed its objective of working with indigenous groups; however, one risk of working with these groups is the relatively higher levels of insecurity in their geographic areas of residence. This risk makes it challenging for development partners to assist indigenous groups, especially pastoralist groups, due to such practices as cattle rustling that contribute to the general insecurity of some of these areas.

3.3 Contribution of the SGP to Meeting International Obligations

Although Kenya is a signatory to a significant number of environmental conventions, the extent to which these are domesticated is still limited, which in turn limits the regularity and quality of the country's reporting to the convention secretariats. As observed by the newly appointed director-general of the NEMA, this is an area that the government is making efforts to address. Other stakeholders reported that national commitment to international processes was high when interministerial committees coordinated these activities under the National Environment Secretariat; however, with the enactment of the EMCA, the National Environment Secretariat and these committees ceased to exist, because they were superseded by the NEMA and the other institutions that were created by the new law.

Poor communication between the government convention focal points and stakeholders with projects and programs that could be reported on was another issue cited that limits the extent to which information is received and used to enrich the reports to the convention secretariats. One respondent suggested the development of a simple tool to be shared among key stakeholders supporting environmental projects that would facilitate effective reporting. This tool would also ensure that partners understand the type of information and level of detail they need to provide to make it suitable for reporting purposes. In the past, this has been a constraint, in that the focal points attempt to get very detailed information from partners, such as the SGP, with limited prior warning.

Despite this lack of reporting, a perusal of key government priorities under the environmental conventions (including CBD, UNCCD, and UNFCCC) reveals that the SGP is making significant contributions to assisting the country in meeting its international obligations, especially in the areas of biodiversity conservation, climate change, international water, and land degradation. The SGP is yet to implement projects in the POPs area. Furthermore, the government only just finalized the POPs national implementation plan, which highlights the national priorities for this thematic area.

Conditions Necessary for Scaling up and Mainstreaming

Some of the conditions necessary for scaling up and/or mainstreaming of SGP projects include the extent to which the projects are publicized in the media and through visits from key policy makers, who have the potential of facilitating the projects to become mainstreamed into the relevant government policies and programs.

Collaboration with other partners, such as through cofinancing arrangements, also increases the chances of scaling up or mainstreaming projects. The institutional capacity of the implementing agency, to source additional resources once SGP support has ended is another factor that can lead to scale-up.

Causal Chain between Local, National, and Global Environmental Benefits

During the 1990s, Kenyans living in urban areas experienced very severe electricity power blackouts and water shortages. Few of them previously understood the role played by the country's five major "water towers": Mt. Kenya, the Aberdare Range, the Mau Forest Complex, Mount Elgon, and the Cherangani Hills. These are the five largest forest blocks in the country and are all montane forests that form the upper catchment of all the main rivers in Kenya (except the Tsavo River, which originates in Mt. Kilimanjaro). These "water towers" provide water to all the hydropower plants, which produce 70 percent of Kenya's electricity. These forests are also surrounded by the most densely populated areas of Kenya (Akotsi and others 2006)

Although different individuals and civil society groups had been trying to raise the alarm about the rate of forest destruction and highlight the dangers this posed, very few data unfortunately existed to show the extent of the damage that was occurring. The first comprehensive aerial surveys, conducted in 1999 by the Kenya Wildlife Service in collaboration with UNEP and the Kenya Forests Working Group, provided graphic photographs of the extent of destruction of these key forests (Gathara 1999). In addition, satellite images were used to show how the forest cover had changed over the years. With scientific proof, different lobby groups were then empowered to put pressure on the government to reverse policies and practices that were destroying key forest resources and to show how they were negatively impacting the local and national economies.

The Role of Designation of World Heritage and Biosphere Sites

The designation of different forests in Kenya as either World Heritage Sites or World Biosphere Sites further makes the linkage from local to national to global. Criteria used to determine the

global importance of key natural resources assist in convincing local communities of their value and the importance of conserving them. The SGP's contribution to the implementation of the COMPACT program means that the SGP is drawing lessons from this program and also contributing to making it effective.

Wangari Maathai's Nobel Peace Prize

Another event that assisted in linking the local and the global environments was the award of the 2004 Nobel Peace Prize to Wangari Maathai for her efforts in lobbying against the destruction of Kenya's environment, especially forests. In the past, the Ministry of Environment and Natural Resources was considered an inferior ministry by politicians (for example, one politician declined a position in the ministry because he felt it was a slight by the government); however, after Maathai received the Nobel Prize, the ministry has been accorded more respect and the government takes issues of environmental management more seriously.

Role of Data and Information

The Kenya Forests Working Group, in collaboration with the Department of Resource Surveys and Remote Sensing, UNEP, and the Kenya Wildlife Service, has continued to survey the forests of Kenya; conditions of Mt. Kenya forests have recently shown marked improvement (Vanleeuwe and others 2003 and Akotsi and others 2006). Other institutions, such as the Ewaso Nyiro South Development Authority, have requested that similar surveys be conducted on forests within their jurisdiction that are facing increased pressure and destruction (Nkako and others 2006).

Role of Biodiversity "Hot Spots"

Kenya has areas that are classified as biodiversity "hotspots" because of their high levels of biodiversity combined with the threats they face, such as the Taita Taveta hills forests, which are part of the Eastern Arc Mountains. Such classifications help enhance the level of importance that people, both at the local and national levels, accord to these resources.

Impacts of Natural Disasters

Because of recurrent droughts that unfortunately have affected increasing numbers of people in the drylands, the government and the public have taken note of the linkages between the mismanagement of the ASALs, the national economy, and people's livelihoods. The government's need to appeal to the international community for emergency relief services to affected communities has forced the government to heed warnings about the impacts of global warming and land degradation at the national and global levels. The government has developed programs for the ASALs that include early warning systems and assistance to communities to implement sustainable pastoralism activities. The government is pushing less to make pastoralists sedentary, due to greater official recognition that some areas cannot sustain agriculture and instead need support for sustainable rangeland practices.

The drylands are also increasingly recognized for their contribution to the national economy and for hosting biodiversity that provides medicinal plants and food to pastoral communities, which

often have limited access to government services. International demand has also increased for some plants from the ASALs, which is putting additional pressure on their conservation.

One underlying hypothesis is that it often takes disaster to make societies realize the linkages among their activities at local, national, and global levels. In the case of Kenya, recurrent droughts, electricity, and water shortages have played an important role in making the government and communities understand the impacts of their unsustainable practices on the national and global environments.

Another hypothesis is that international recognition can spark interest at the local level in the conservation of an ecosystem or resource. Sometimes communities and nations do not understand the value of what they have until the international community gives it recognition, such as through different prizes or classifications, for example, World Heritage Sites (such as Mt. Kenya), World Biosphere Sites, and biodiversity hotspots.

Risks to Sustainability

Risks to the sustainability of SGP project results are at the local, national, regional, and global levels.

Local Level

One of the risks to the sustainability of SGP results at the local level is weak community institutions. Although a community may be implementing an innovative project that has potential to meet their livelihood needs and also contribute to the conservation of the resource, divisions within the community tend to impact negatively on the project. For example, the Nkunga Sacred Lake Project (KEN-GEF-99-001) has a lot of potential for ecotourism activities, as evidenced by the high level of interest that was shown by representatives of the Kenya Tourism Trust Fund; however, the project has progressed slowly and in some cases stalled, because of conflicts within the group.

National Level

At the national level, one of the risks to the sustainability of SGP results and those of other conservation organizations is the lack of clear policies on the decentralization and devolution of power to the regional and local levels. Kenya's system of governance is currently highly centralized. One of the contentious issues within the ongoing constitutional review process is the need to decentralize and devolve authority for management of resources to the regional and local levels. The management of natural resources is therefore vested in central government institutions, such as the Kenya Wildlife Service and the Forest Department. In addition, the relevant local authorities are vested with management of some key protected areas and natural resources, such as the Maasai Mara National Reserve, in trust for residents of the respective areas. Corruption within these local authorities and the lack of full management powers of key resources means that natural resources are mismanaged at the expense of the communities. Heavy government control of key natural resources makes it difficult for communities to feel a sense of ownership, which is important if they are to participate actively in their conservation.

Global Level

At the global level, one of the risks to the sustainability of SGP results is the increasing commercialization of specific natural resources, especially those with medicinal qualities or that are highly valued by certain societies. Different species of plants are being harvested almost to extinction due to increased demand at the international level. Examples include Aloe spp., which were being harvested from the wild at a fast rate for the export market, prompting the government to put a ban on their exportation; however, their export still continues illegally. Another threatened plant is the sandal wood shrub, also known as *Osyis lanceolata* (box 3.3).

Box 3.3: Kenya's Kibaki Bans Trade in Rare Tree Species

President Kibaki has declared the highly priced sandalwood tree a protected species for a period of five years. The ban on its exploitation and trade is effective from February 14, this year. It means that there will be not cutting or trading of the species and those caught trading in the products would be prosecuted. The species, also known as *Osyis lanceolata*, is one of the plants threatened with extinction due to indiscriminate exploitation and illegal trade. In a statement, the President said he had exercised powers conferred on him by Section 34 of the Forests Act in reaching the decision. The species can fetch between Ksh 1 million and Ksh 3 million depending on its age.

Source: *The Daily Nation*, April 6, 2007.

Note: Ksh = Kenya shillings.

The issue of whether or not to reintroduce trophy and sport hunting in Kenya is pitting supporters, who see the monetary benefits it could bring, against others, who are advising caution because of the difficulties of controlling illegal hunting once the current hunting ban is lifted. Some conservationists argue that efforts to conserve elephants will be jeopardized by the legalization of the international trade in ivory, which is being advocated by some countries.

Pressures from the commercialization of natural resources at the international level make it difficult for national governments to conserve key resources and ecosystems effectively. Similarly, the growing demand for cut flowers and other horticultural products globally, often means that developing countries increase their use of harmful chemicals to take advantage of new market opportunities. Overfishing in Lake Victoria is also closely linked to the expanding export market, which makes fishers sell most of their fish to agents of fish-processing factories, often at low prices, while leaving little for local consumption.

Exit Strategies

The exit strategies of the 12 sampled projects were analyzed. Most of the projects were assigned a satisfactory rating (five), because the SGP had ensured that the project grantees understood the total amount of money and the number of disbursements that were to be made (see table 3.2). The grantees were therefore given the opportunity to prepare themselves for SGP's exit;

however, the SGP does not have any formalized way of exiting, such as a letter informing the grantee that the project is over, or a formal handover ceremony. Some respondents recommended that the SGP develop a clearer handover mechanism, which will facilitate the communities' understanding that the support from the SGP is over. In some cases, minimal analysis has taken place of key components of the exit strategy, such as how the project activities and infrastructure will be maintained after the end of the project, for example, in the Western Energy and Technology project (KEN/NTEAP/06/013).

Table 3.2: Sample Project Ratings: Exit Strategies

Project	Rating
Bio-Latrines	5
Brush against Powersaw	5
COMPACT Documentation	5
Fish Farming in Kuria District	4
Community Action for Mt. Kenya Forest	5
Conservation and Management of Sacred Groves	5
Mbuu Dam Desilting	4
Kaketa River	5
Biodiversity Conservation through Demo Centres	2
Second Stakeholder Workshop	6
Western Energy and Technology	2
Nkunga Sacred Lake	5

Note: 6 = highly satisfactory; 5 = satisfactory; 4 = moderately satisfactory ; 3 = moderately unsatisfactory; 2 = unsatisfactory; 1 = highly unsatisfactory.

In the past, the main exit strategy of the SGP has been the final disbursement of funds. Unfortunately, due to the loss of files from previous phases, it is difficult to determine if the projects included clearly articulated exit strategies. New ideas being proposed include holding an official ceremony to hand the project over to the respective communities and a letter and certificate indicating that the project had been completed and the obligations of the SGP to the community had ceased. Before these ceremonial aspects of exiting, the SGP encourages communities to develop business plans with projections that indicate how they will be able to sustain their projects after SGP support is over; however interviews with various project implementers indicate that this is an area in which they need capacity enhancement. The NGOs tended to be privy to the exit strategy and the projections, without sharing these with the respective communities with which they were working. Furthermore, NGO projections tended to be overly optimistic, indicating that the NGOs could also benefit from more capacity in this area.

3.4 Monitoring and Evaluation System

The SGP has set up a monitoring and evaluation system that effectively tracks project implementation and results. All SGP projects are required to have a baseline of data and

information about the current status of the issue to be addressed by the proposed project. The SGP sometimes also commissions baseline studies for specific regions and issues. These include baseline data on medicinal plants in Kajiado District (KEN-GEF-PLN-00-01), a Mt. Kenya Ecotourism project (KEN-GEF-PLN-00-01), and a solar energy demonstration project (KEN-GEF-PLN-00-008).

Project monitoring is done by the national coordinator, personal assistant, technical advisers, and/or NSC members. The local coordinator also monitors projects under the COMPACT program, whereas the local microgrants coordinator monitors those under the NTEAP. The NTEAP has entered into a partnership with the district environment officers, who assist in monitoring projects within their area of jurisdiction. Visits are made to project sites at least twice during the life of the project (see table 3.3). For the 12 sampled projects, the completed projects were visited at least twice; the highest number of visits was six for the Brush against Powersaw project (KEN/UNF-GEF/04/09).

Table 3.3: Monitoring Visits to Sample Projects

Project	Status	No. of visits	By whom
Bio-Latrines	Completed	2	NGO, national coordinator
Brush against Powersaw	Completed	6	NGO, local COMPACT coordinator, national coordinator
COMPACT Documentation	Completed	5	NGO, national coordinator, and local COMPACT coordinator
Fish Farming in Kuria District	Not completed	3	Community, NGO, CBO, government officials, local migrants coordinator
Community Action for Mt. Kenya Forest	Not completed	3	NGO, national coordinator, local COMPACT coordinator
Conservation and Management of Sacred Groves	Revived	4	NGO, national coordinator, local COMPACT coordinator
Mbuu Dam Desilting	Not completed	1	NGO, national coordinator
Kaketa River	Not completed	1	Community, NGO, national coordinator
Biodiversity Conservation through Demo Centres	Completed	2	NGO, national coordinator
Second Stakeholder Workshop	Completed	3	NGO, national coordinator
Western Energy and Technology	Not completed	3	Community, NGO, CBO, local microgrants coordinator, district environment officer
Nkunga Sacred Lake	Not completed	5	Community, NGO, national coordinator, local COMPACT coordinator

The key findings of field monitoring visits are recorded in a master sheet, and a back-to-office report is prepared and filed. The master sheet is updated with new information on the status of project implementation and recommended action.

To generate lessons and share information, the SGP's COMPACT program has also held a participatory program evaluation workshop. At this workshop, representatives from different projects made presentations on their projects and were asked questions by their fellow participants.

A global SGP Knowledge Management Framework assists in compiling, processing, and sharing information to enhance learning. The Kenyan SGP is in the process of customizing this framework for use in its program.

Constraints to Learning at SGP

The SGP's capacity to derive lessons at the program level has been constrained by the significant changes in personnel at the secretariat level (with four national coordinators since its inception in 1993 and two personal assistants). Loss of key documents during the office move and also changes in the NSC membership have also meant that lessons from earlier phases are not always used to inform project implementation in later phases. For example, one of the NTEAP projects on the construction and installation of energy-saving cook stoves at schools within the Nile Basin was having problems with the design of the stoves and quality control issues; however, since the SGP has implemented many energy projects in different parts of the country during different phases, these seemed to be issues that should have been addressed at the outset if there had been better interproject learning and/or learning at the program level.

The SGP country program strategy does not seem to provide adequate guidance on key issues, such as strategies for addressing identified areas of weakness of the SGP. Although several of the NSC members who were interviewed remember participating in its drafting, they were not able to recall what it contained. Key issues, such as resource mobilization, are treated rather academically with little indication that any efforts were made during drafting of the country program strategy to contact the funding agencies listed. Similarly, the strategy includes minimal critical analysis of gender issues, indigenous peoples, and the proposed clusters. The fact that the country program strategy does not provide a mechanism for discrete self-evaluation and learning is a constraint that impedes learning.

3.5 SGP Governance Structure

The SGP governance structure includes the secretariat, which is staffed with a national coordinator, personal assistant, and driver and logistics officer. The voluntary NSC, comprising 12 people drawn from government, NGOs and academic institutions, reviews and approves proposals, assists in field monitoring of projects, conducts the biennial program reviews and evaluates the national coordinator (also see figure 3.1).

In Kenya, the COMPACT program has a local consultative body of six people, including NGO representatives, government officials, and the local COMPACT coordinator, who serve on a voluntary basis. The local consultative body develops and reviews the program strategy and does an initial screening of project proposals. The NSC gives the final approval or rejection of projects.

The microgrant component of the NTEAP has a local microgrants coordinator and a driver. It is in the process of constituting a local consultative body. The NSC reviews and approves or rejects projects submitted through the local coordinator.

The SGP implements the UNDP Community Water Initiative. The NSC reviews and approves or rejects projects submitted by community groups and NGOs.

The NSC provides a relatively transparent decision-making process for funds allocation; however, some stakeholders raised issues about the lack of transparency in the manner in which NSC members are selected. This process is not formalized and seems to rely on the selection of individuals by the national coordinator. Although the NSC members may sometimes recommend potential members, the national coordinator makes the final decision.

Furthermore, one former NSC member reported limited orientation and induction of new NSC members; therefore, new members tend to learn by observing the other members.

Although NSC members are supposed to serve for two years, sometimes they serve longer. Several factors contribute to this, for example, sometimes the more active members who have fulfilled their two-year terms are needed to support the national coordinator, especially during times of transition, such as when the national coordinator has been newly recruited. New requirements, such as the RAF, that place additional demands on the SGP make it difficult to replace active members who have served their term.

Membership in the NSC is voluntary; however, some members voluntarily agree to serve on the NSC, but fail to attend meetings regularly. The other NSC members and the national coordinator sometimes feel constrained from censuring such members, because membership on the NSC is voluntary. One former member of the NSC reported that the lack of a formalized manner for recruiting new members makes it difficult for the other members to act on nonperforming members. Because it is the national coordinator who generally appoints new NSC members, they hesitate to criticize each other, because it was the national coordinator who invited them to serve on the NSC.

The NSC's main role is the technical review of project proposals and support in the monitoring of specific projects, based on their interest and time availability. Members of the NSC also conduct the internal biennial program review in collaboration with the national coordinator and personal assistant. The NSC is more recently evaluating the performance of the national coordinator in collaboration with the UNDP representative in charge of providing oversight to the SGP.

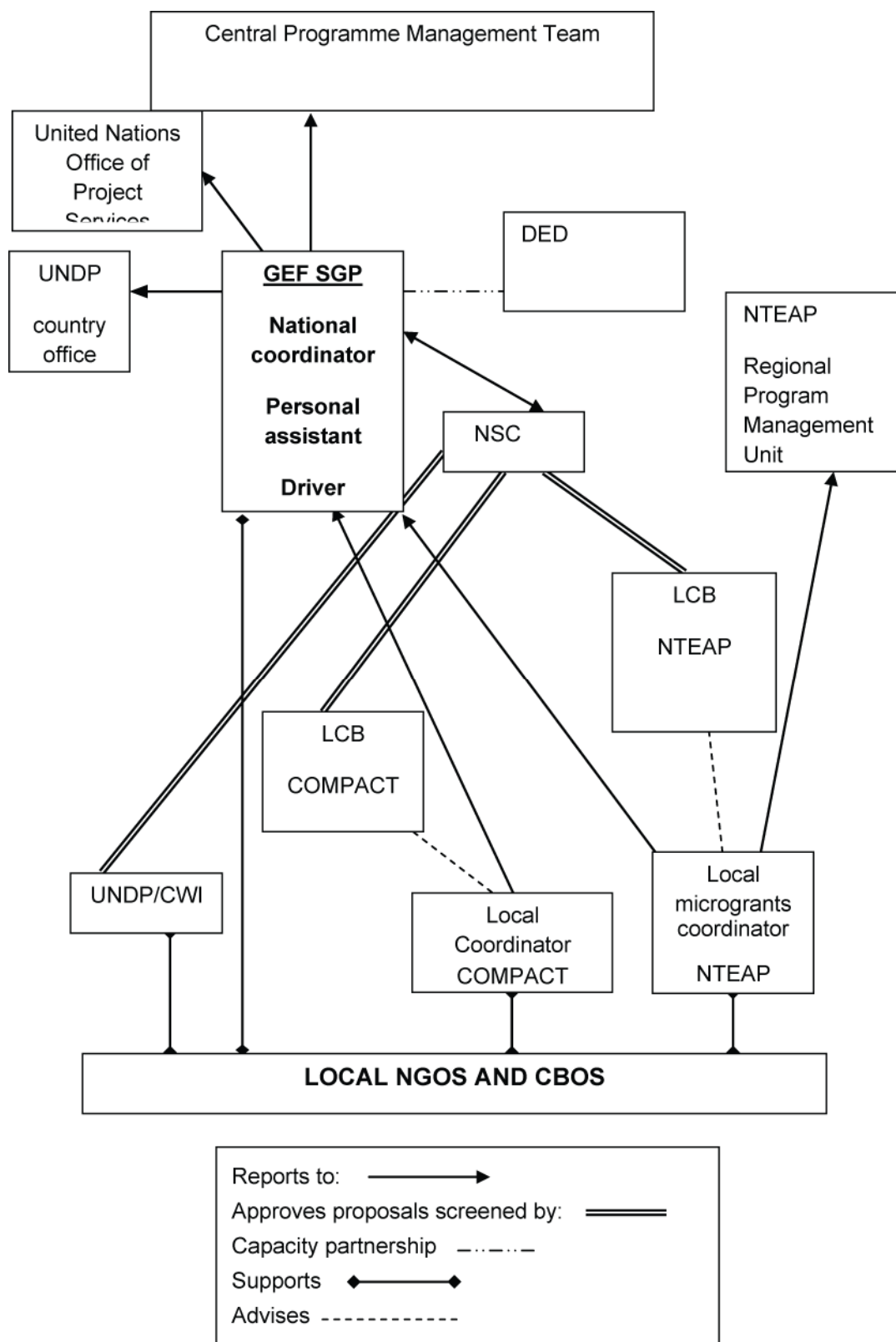
Emphasis on grant making and project monitoring and evaluation currently seems to occupy the SGP secretariat and the NSC, limiting the opportunity to support nonproject, but important, activities, such as strategic priority setting, networking, strengthening of linkages, and mobilizing resources. These aspects of the program are left as the sole responsibility of the national coordinator. RAF requirements have more recently made the NSC more involved in resource mobilization and also required the SGP to establish linkages with government focal points.

Furthermore, some stakeholders observed that a conflict of interest might exist for members whose organizations are also receiving funding from the SGP to continue serving on the NSC. Due to NSC review of the national coordinator's performance, it was observed that these NSC members might not be objective. Questions were also raised about the suitability of having the lead NGO that hosts the COMPACT program serve on the NSC, again due to questions about the extent to which they can be objective when their organizations are beneficiaries of significant SGP resources.

However, the main dilemma for the SGP seems to be the voluntary nature of the NSC, which means that it is difficult to attract competent, committed people to serve on the NSC. Lack of monetary incentives was cited as one constraint and also the fact that many suitable people have limited time to commit to the time-consuming project review process, given that they have full-time jobs or are heavily committed in consultancy assignments.

The NSC used to meet quarterly for one half-day session. As the SGP portfolio has expanded and with the addition of the COMPACT, CWI, and NTEAP programs, the SGP currently meets once every two months and the meetings last almost the whole day.

Figure 3.1: GEF SGP Institutional Structure



4 Efficiency and Cost Effectiveness of the SGP

Although the amount of money available for grant and nongrant purposes varies from year to year, using 2006 as a sample year, the SGP uses about 23 percent of the total annual budget on nongrant uses, including salaries and administrative costs; 77 percent is used for grants (see table 4.1). This figure takes into consideration the contributions of the NTEAP, COMPACT, and CWI to meeting administrative costs, including salaries of the local microgrants coordinator and the COMPACT coordinator.

Table 4.1: SGP Kenya's Grant and Nongrant Budget for 2006

Budget item	SGP	COMPACT	CWI	NTEAP	UNDP/TRAC	Total	% of total
Grant	350,000	250,000	65,000	250,000		915,000	77
Nongrant	120,000	65,000	5,000	62,860	25,000	277,860	23
Salaries	80,000	35,000	0	41,860			
Admin. costs	40,000	30,000	5,000	21,000	25,000		
Total						1,192,860	100

Source: pers. comm. with the national coordinator and local microgrants coordinator, 2007.

Note: TRAC = Target for Resources Allocation from Core.

4.1 Efficiency of the Country Administrative Structure

The SGP is not particularly efficient, given that about 23 percent of the budget is used for nongrant purposes, including salaries, office administration, and transport. DED also provides significant support to administer the SGP, and the significant contributions of NSC and local consultative body members are not calculated or included, which would then make the real costs of administering the SGP higher.

Timeliness of the SGP

According to respondents, SGP recipients experience significant disbursement delays. These delays in turn add to the costs of the projects, such as through currency fluctuations; this means that materials and services often cost more than the amounts quoted in the project proposals. The uncertainties occasioned by disbursement delays sometimes also adversely affect the relationships between the lead NGOs and the communities with which they are working to implement the project. In some cases, the communities start suspecting the NGO of having received the money and having withheld it.

The Kenyan SGP has been adversely affected by the frequent changes in the national coordinator through two deaths and one leaving for another position. Delays in the recruitment of replacements have resulted in disbursement delays. For example, for eight months, after the first national coordinator passed away and five months after the second national coordinator passed away, there was no coordinator. Delays due to staffing shortages have also been occasioned by periods when the national coordinator and personal assistant have been away on maternity leave.

One year, the COMPACT program had no local coordinator after the previous one became the national coordinator.

Disbursement delays also seem to be caused by required bureaucratic procedures for memoranda of agreement to be signed. In some cases, when key UNDP staff are on mission, especially the UNDP resident representative, the memorandum of agreement requires a change to reflect the name of the respective acting resident representative, causing some delay. Furthermore, another cause for delay is when queries are raised about specific proposals and the national coordinator is on mission and unavailable. Signed memoranda of agreement are deposited at the UNDP registry, necessitating frequent inquiry and follow up by the SGP, to find out whether they are ready for pick up. Several situations exist, therefore, that can delay disbursements, undermining the timeliness of SGP grant-making processes.

SGP Graduation: Advantages and Disadvantages

The graduation of the more mature SGP programs has both advantages and disadvantages.

An advantage of SGP graduation from GEF funding for established SGP country programs is the fact that this forces them to “practice what they preach.” In the same way that SGP expects communities to graduate after receiving a certain amount of funding, the SGP should demonstrate that it can also become self-sustaining after years of receiving support.

The knowledge that SGP programs are expected to graduate should lead to attempts to find innovative ways to sustain the program, as GEF resources diminish; therefore, greater efforts will be taken to involve more stakeholders in decisions about the future of the SGP and in developing strategies for sustaining it.

An SGP facing graduation will be under pressure to develop more strategies for scaling up and mainstreaming its existing projects to ensure that they can be incorporated into larger programs and also mainstreamed into the policies and budgetary processes of government agencies and funding bodies. These include current efforts to have microhydro initiatives mainstreamed into national energy policies and also include strategies for reducing the negative impacts of charcoal production through policy-level incentives and disincentives.

The disadvantages of SGP graduation are many, including the risk that if the SGP does not attain financial independence and sustainability after GEF funding, the most vulnerable and resource-poor communities will have less access to financial resources to assist them, especially in their environmental activities.

Another disadvantage is that gains that have been made in greater awareness on environmental issues and through support for local action to address them will be lost. In Kenya, greater official recognition of the value of natural resources and the need to manage them properly is a relatively recent phenomenon; therefore, government budgetary allocations for environmental management are still low. The burden for supporting environmental management seems to have been placed with external funding agencies. The SGP is one of the few programs that can assist in creating

greater awareness of the need for the government to take up its responsibility for environmental management by demonstrating the benefits of small grants to communities. Issues such as energy-efficient technologies have been hampered by limited government support and lack of incentives. High taxes on raw materials for the making of appropriate technologies, such as steel for cook stoves and raw materials for making solar panels, continue to hinder uptake of these technologies among poor communities. The SGP has supported communities in purchasing these technologies and demonstrating that their use results in significant savings at the household, community, and national levels; however, if the SGP is graduated, fewer organizations can demonstrate the value of these technologies at a large enough scale to convince policy makers of the need for tax incentives to promote appropriate technologies.

SGP Leveraging of Resources

In addition to the resources that the GEF has availed to the SGP since its inception, the SGP has more recently participated with other GEF Implementing Agencies in bidding for RAF resources. The SGP has secured \$1 million in the four-year period to be covered by RAF resources, which will be matched by the GEF.

The SGP has leveraged resources to increase its capacity to manage its portfolio through the collaboration with the German DED, which provides technical assistants to help in monitoring projects, updating the Web site, and compiling a newsletter. This collaboration lasted five years and will end in 2008. The estimated total value of this contribution is about 210,000 euros per year (approx. \$337,000). DED has also contributed cofinancing for a project in Koibatek for about \$5,000. Similarly, the SGP has collaborated with the Japanese Embassy to cofinance four water projects. The Japanese contribution to the four projects was about \$250,000.

The SGP has collaborated with the European Union Community Environment Facility to cofinance a project at Lake Jipe. The European Union awarded grants to communities worth \$166,000.

Collaboration between the SGP and the COMPACT, UNDP CWI, and NTEAP has resulted in additional resources for disbursement to communities. COMPACT provided an additional \$250,000 in 2006, CWI \$65,000, and NTEAP \$250,000 for disbursement to community groups through the SGP. The NTEAP has committed a total of \$548,954 from 2006 to the end of 2007.

UNDP TRAC Funds

The UNDP Kenya country office committed to cofinancing aspects of DED's cooperation with the SGP by using its Target for Resources Allocation from Core (TRAC) funds to provide a working budget for the technical advisers provided by DED. This commitment is for \$42,000 a year for 2003–08. In 2003 this budget was used to purchase three vehicles, and in subsequent years, the budget has been used for vehicle maintenance, office rent, equipment, and stationery. However, the UNDP country office requires the SGP to provide a yearly work plan and budget to access this fund; therefore, during years with fewer DED technical advisers, for one reason or

another, the amount of money to SGP goes down. In 2006, for example, SGP received about \$25,000 of this TRAC money.

According to the COMPACT project document, a total of \$12,500,000 has been committed, mainly by the United Nations Foundation for operational phase 2 of the COMPACT to be implemented in the six countries that were in the pilot phase, with an additional two sites, in Senegal and Madagascar; however, this figure is not broken down by country, nor does the national coordinator or the local COMPACT coordinator have the exact multiyear budgetary allocation for Kenya's COMPACT activities.

Although both the COMPACT and NTEAP have hired local coordinators and provided them with an administrative budget, the SGP secretariat still needs to participate in project planning, coordinate NSC review and approval of projects, and prepare project memoranda of agreement.

SGP's Resource Mobilization Strategy

One of the main weaknesses of the SGP's resource mobilization strategies is that this task has been left as the sole responsibility of the national coordinator. When the national coordinator does not have good resource mobilization skills, this aspect of the program suffers. The NSC has only recently become more involved in resource mobilization, especially under the RAF mechanism. A more strategic approach to resource mobilization is needed for the SGP.

Furthermore, most of the additional resources, over and above GEF resources, have tended to be secured at the SGP headquarters, such as the COMPACT, NTEAP, and the proposed Addressing Land-Based Activities in the Western Indian Ocean collaboration. Unfortunately, although these programs have added to the administrative burden of the SGP, they have not made provisions for the SGP to acquire additional staff capacities.

According to the national coordinator, the proposed UNEP project Addressing Land-Based Activities in the Western Indian Ocean does not have additional resources to handle administrative costs, and in this FSP, the national coordinators from the respective countries emphasized that this should not be seen as a "precedent." One of the reasons that the national coordinators agreed to the partnership is because UNEP has allocated only about \$29,000 a country for community projects, which is equivalent to one average-size SGP project or two small ones. It was also clear that most of the monitoring and capacity building would be done by UNEP-selected personnel.

4.2 The SGP Compared with Other Small Grants

In Kenya, many of the small grants programs are geared to welfare by providing materials to poor and marginalized populations to meet their basic livelihood needs and also support them to develop basic infrastructure for education and health. Many of the foreign embassies have such small grants programs. For example, the German Embassy small grants program has a limit of 80,000 euros per project, mainly for materials for construction, such as of classrooms and grinding mills.

One constraint of these small grant funds is that few communities send in proposals for environmental activities; therefore, even though some (such as the Canada Fund for Local Initiatives) may include environmental conservation as one of the eligible criteria for support, few communities send in proposals for this.

The SGP is unique because it seeks to support communities for activities that can assist them in addressing their poverty in a more environmentally sustainable manner than those funds that just support welfare goods and services; therefore, projects supported by the SGP tend to be more complex than those supported by other small grants programs are. From that perspective, the SGP is a more efficient and effective approach that seeks to tackle some of the root causes of poverty, as opposed to addressing only the symptoms.

SGP Compared with Small Grants Components of MSPs and FSPs

The fact that the SGP is currently managing the small grants component of the international waters FSP Nile Transboundary Environmental Action Plan indicates that it is a cost-effective mechanism. In those countries without an SGP, the NTEAP is setting up similar mechanisms as the SGP to handle the community components. Furthermore, the UNEP FSP Addressing Land-Based Activities in the Western Indian Ocean has approached the SGPs in the participating countries of Kenya, Tanzania, Mozambique, and Mauritius to implement the community component of this project.

5 Lessons and Recommendations

Since its inception, the SGP has supported diverse initiatives intended to address local-level environmental concerns, while contributing to global benefits in the GEF focal areas of biodiversity conservation, climate change, international waters, and land degradation. During this period, the circumstances surrounding the SGP have changed at the local, national, and global levels. It is therefore important for the SGP to reassess its governance structures, strategic focus, and sustainability. New requirements, such as the RAF mechanism are already making it necessary for SGP to strengthen its linkages with government GEF and convention focal points and with the key Implementing Agencies.

5.1 Lessons

The SGP has generated many lessons since its inception in 1993. The main ones include the following.

- **The role of intermediaries.** The SGP has learned that NGOs can play an important role in building the capacities of communities to implement environmental projects. However, it is also necessary to monitor the extent to which the NGOs remain an empowering force for local communities. In some cases, the NGOs may be a disempowering element, especially when they retain critical information that results in limited ownership of the project process and results at the community level. It is therefore important to invest in selecting suitable NGOs to play the lead role of supporting community groups.
- **The role of government officials.** The NTEAP is working closely with government officials dealing with water, forests and environment, and social services to provide community groups with the relevant technical skills and guidance. Similarly, the Kenya Initiative for Development is providing communities with linkages to government officials for technical advice on constructing terraces and water infrastructure, such as dams and boreholes. These experiences have highlighted to the SGP the importance of tapping into existing technical resources within government by providing communities with linkages to relevant offices. This process also enhances the sustainability of SGP results, because communities are empowered to seek services from government offices.
- **Use of the clustering approach.** Many benefits result from using a landscape approach and clustering complementary projects, either geographically or thematically. Experiences from the COMPACT have provided the SGP with lessons on how the clustering approach can enhance impacts and also promote greater collaboration among partners.
- **Support for strengthening partnerships.** The SGP has piloted the approach of forming donor and partner roundtables at the site level, to enhance the level of collaboration and sharing that occurs among institutions supporting respective communities. This is an approach that is being successfully replicated in other areas, such as Kakamega forest.

- **Use of innovative mechanisms to enhance participation.** To enhance the participation of a range of stakeholders, including those who are illiterate or marginalized, the SGP has piloted and implemented innovative approaches, such as use of video by communities to present their project proposals, use of murals, and participatory monitoring and evaluation workshops. The SGP has therefore learned about the need to innovate constantly to ensure effectiveness in meeting its mandate.

5.2 Recommendations

Below are specific recommendations intended to improve the performance of the SGP in the future.

SGP Governance Structure

The key governance structure of the SGP that needs assessment is the National Steering Committee. This voluntary structure has been key to ensuring that the SGP supports viable projects that have clear linkages to the GEF mandate and objectives. It has brought together highly qualified and committed professionals, who have enhanced the effectiveness and credibility of the SGP among communities, NGOs, funding agencies, and government officials.

However, the process for nominating membership to the NSC needs to be more formalized, transparent, and shared with a broader range of stakeholders. One suggestion is that the NSC members play a more active role in suggesting, vetting, and inducting new members to the NSC to enhance the transparency and objectivity of the NSC.

Furthermore, the terms of reference of the NSC need to be assessed to ensure that key nonproject activities, which are important to the SGP's sustainability and effectiveness, are addressed. Stakeholders suggested that the NSC should currently be playing a greater role in supporting the national coordinator in resource mobilization and policy guidance. Other key roles that should not be ignored include strategies for strengthening the SGP linkages with government focal points and with the MSPs and FSPs. It may therefore be necessary to have subcommittees of the NSC with specific roles, such as technical review of projects, resource mobilization, policy guidance, and networking and partnership.

Former members of the NSC, who would like to continue providing support to the SGP should be given the opportunity to do so. Such members could join the specialized committees dealing with specific aspects of the SGP and/or develop their own ideas of how they can continue supporting the SGP after their tenure as NSC members comes to an end, such as through NSC alumni.

Issues of actual and/or perceived conflict of interest within the NSC membership need to be discussed and resolved. The existing terms of reference and code of conduct need to be reviewed to ensure that the current roles of the NSC are not in conflict with the members' other relationships with the SGP, including as recipients of SGP funding.

SGP Sustainability

The proposed graduation of more mature SGP programs assists in highlighting the need for stakeholders to develop strategies for ensuring that the SGP is sustainable in the short, medium, and long term. In addition to financial sustainability, it is also necessary to address the institutional sustainability of the SGP. Stakeholders should start discussing different institutional arrangements that can help ensure the sustainability of the SGP, even with reduced direct support from the GEF. Ideas for suitable institutional arrangements can be drawn from other SGP programs around the world and also from other programs that have become more independent of their initial funding source.

To sustain the results that have been generated by the SGP, it is important for stakeholders to enhance the extent to which SGP projects are scaled up and mainstreamed into relevant government structures and policies. It is therefore important to engage in more strategic policy dialogue and strengthen linkages with government ministries to enhance the extent to which SGP-level initiatives contribute lessons to ongoing policy review processes. Examples include processes that have already been initiated by the SGP and its partners, such as mainstreaming lessons from projects that promote energy-saving technologies and alternative renewable sources of energy into the draft energy policy.

The SGP should also strengthen its linkages with other funding agencies and with NGOs that can contribute to scaling up and mainstreaming of its projects, so that it can enhance its impact. The SGP currently has relatively good monitoring and evaluation systems for monitoring project-level activities and results. The system for generating program-level lessons needs to be improved and mechanisms put in place to ensure institutionalized learning and sharing of these lessons with other partners outside of the SGP.

The technical sustainability of the SGP can be enhanced through linkages with partners who have already established databases of experts in different GEF-related themes. Furthermore, due to the close linkage between the livelihood needs of communities and environmental conservation, the SGP needs to include partners with expertise in various aspects of development initiatives, including construction of water infrastructure, business development, and marketing.

The SGP needs to find a balance between having expertise in specific areas within the NSC and seeking this expertise from outside sources when the need arises. The SGP currently seems to be attempting to include within the NSC the full range of expertise needed to meet the changing needs of the program, such as in the growing list of GEF thematic areas, gender analysis, indigenous peoples, enterprise development, and marketing. Strategic partnerships with recognized sources of expertise may reduce the need for SGP to include all of these many specialties within the NSC.

Linkages between SGP and Medium- and Full-Size Projects

Although definite benefits may be gained by the SGP collaborating with GEF MSPs and FSPs, these partnerships need to be well managed. The SGP is currently involved to a relatively limited

degree during the development of GEF MSPs and FSPs; however, there seems to be a growing recognition of the role the SGP can play in implementing the community components of the larger GEF projects. More thorough analysis of the additional administrative burden that will be placed on the SGP secretariat and on the voluntary NSC should take place before the SGP accepts the implementation of components of FSPs. Further negotiations about these partnerships between the local SGPs and the larger GEF should be conducted with the national coordinator and the NSC. The national coordinators seem to feel under pressure to accept proposals that involve providing support for the community components of FSPs, but feel constrained from asking for more resources to help them provide this support.

Some negotiations for partnerships between the SGP and different programs occur at the headquarters level, while others happen locally between the SGP and partners at the national level. A more strategic approach is needed to developing partnerships to ensure that the SGP can maintain its strategic focus, relevance, and effectiveness. The SGP is currently in partnership with the COMPACT, UNDP CWI, and NTEAP. Each of these programs has slightly different institutional structures and focus. They also require different expertise from the SGP secretariat and the NSC. Before new partnerships are entered into, it is important to integrate these existing partnerships better into the SGP structure.

The current staff capacity of the SGP is overstretched. This in turn is negatively affecting the ability of the secretariat to implement program activities effectively. The technical advisers provided through the partnership with the DED are giving critical support; however, when this partnership comes to an end, a gap will exist, especially in the areas of project monitoring. The SGP and its stakeholders therefore need to find alternative sources of support to enhance the institutional capacity of the program.

Relationship between SGP and UNDP

Because UNDP is the Implementing Agency for the GEF SGP, it is important to maintain effective working relations with it. An analysis should be made of UNDP procedures to identify areas of potential delays and ensure that the SGP secretariat plans better to avoid delays. The SGP secretariat and NSC members should ensure that good working relations are maintained between the SGP and UNDP at all levels. The SGP should also ensure that relevant UNDP officials understand SGP's mode of operations and strategic focus, as well as developing ideas for more effective collaboration with UNDP. If necessary, the NSC should identify a suitable go-between in collaboration with other stakeholders to help improve the relationship between UNDP and the SGP.

Capacity-Building Strategies

The NGOs and CBOs tend to require capacity enhancement in certain areas so they can implement projects effectively. SGP experiences point to key areas including group dynamics and institution strengthening of local level groups, gender issues, business enterprise development and marketing, and a better understanding of GEF thematic areas and how local issues and concerns are linked to the global environment. The SGP should develop a

comprehensive and strategic capacity development approach that could include the development of simplified training manuals on key issues as well as thematic training workshops for grantees and partners. These aspects could be funded as individual projects or incorporated into the budgets of the different grantees. Furthermore, a more strategic approach to the SGP's support is needed for policy analysis and advocacy around key issues to accelerate the mainstreaming of results.

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