

memorandum

DATE: July 10, 1979

REPLY TO
ATTN OF: PPC, PDPR/HR, Maureen Lewis

SUBJECT: AID/ Kenya's 104(d) Project

TO: See Distribution

I spent two weeks in Nairobi discussing possible approaches for bringing population concerns into other development projects planned by the Kenya Mission and developing ideas on how AID could better assist the Kenyan government in obtaining more higher quality information on the determinants and consequences of fertility. I have sketched the general agreements reached on both issues and am currently developing implementation approaches on the latter topics with the Africa Bureau; the Mission has agreed to take responsibility for incorporating population concerns into their development initiatives along the lines discussed during my visit and outlined in this memo.

The problems associated with Rapid Population Growth have been paid lip service in Kenya for many years, but no serious initiatives have been taken to slow fertility, despite considerable expenditures by AID, other donors and the GOK. However, new information on population growth trends may serve to spur the government to devote greater human and capital resources to the population problem. From my brief visit and my review of the ongoing and planned work of the Mission I feel a great deal is being done in population that needs doing and that will be useful to the GOK; however, much needs to be done if fertility levels are to even stabilize for it will take a combined and concerted effort to effect a shift in the current population trend.

Recent evidence indicates that Kenya's population growth rate has reached 4% per annum and is rising. ^{1/} The fourth five year plan published this year places considerable emphasis on the need to control population growth, a new phenomena in the GOK development agenda which stems from the publication of new information on fertility trends. The means the government proposes to adopt to alleviate this problem have not been spelled out, a difficult task given the limited amount of information that exists on the determinants of fertility in Kenya and on the scope and effectiveness of family planning activities. Under these circumstances a sound and comprehensive population policy is difficult to formulate with any confidence. AID's population program in Kenya is attempting to meet a variety of needs simultaneously including family planning motivation, IEC and, on a limited

^{1/} "Recent Demographic Trends in Kenya and Their Implications for Economic and Social Development," Population Studies and Research Institute Monograph, University of Nairobi, 1979. This paper provides a preliminary analysis of the 1977 National Demographic Survey.



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scale demographic/socio-economic research. Possibly the activity with the greatest potential for assisting the GOK in determining where resources should be most efficiently allocated to effect a drop in fertility is in fertility determinants and consequences research, for the magnitude of the problem requires programs in all sectors if population growth is to be contained; such analysis can provide a guide to how and where monies should be allocated to achieve a lower rate of population growth over the long run.

The main source of socio-economic and demographic information and analysis for both AID and the GOK is the Population Studies and Research Institute (PSRI) at the University of Nairobi. This body has undertaken, under an AID/Kenya grant, to: 1) analyze existing data, much of it of high quality; 2) conduct workshops and seminars on population in Nairobi as well as in provinces and districts; 3) advise the central government on a range of issues and policies that bear on or are affected by population growth; and 4) develop a program in demography at the University of Nairobi which includes a Masters program in Demography, a Diploma program geared to senior government officials and demography courses at the undergraduate level, including the medical school. This activity encompasses curriculum development, Masters and Ph.D. thesis supervision and preparation of teaching materials. The staff at PSRI consists of a Director, Dr. S. Ominde, an African geographer, and a staff of five researchers, four of whom are actively involved in the Institute's work: J.O. Oucho, Lecturer and Ph.D. student and Roushdi Henin, Frank Mott and Henry Mosely, visiting professors. The latter three are provided through an AID contract with the Population Council under a grant to the University of Nairobi which established the PSRI. Dr. Mosely has not yet arrived, Frank Mott has just joined the PSRI and Dr. Henin has been in place for almost two years, which gives an indication of the stage of the program.

The current priorities of the PSRI focus on conducting workshops and seminars on the local and national levels, producing preliminary analysis of new demographic data, providing assistance to the GOK on demographic issues and developing the demographic program. The first two activities have produced monographs on demographic profiles and projections, nationally and by province, and are geared to sensitizing local and national officials to the urgency of the population problem in Kenya. 2/ The Institute's assistance to the GOK has meant close collaboration between government officials and the Institute's staff, and considerable involvement on the part of PSRI staff in activities of the various ministries has required attendance at meetings and review of policy actions and statements. These activities have made considerable demands on the staff's time and has resulted in little completed research, which under the AID contract was meant to be a major component of this project. The demography courses, programs are currently underway as of the fourth term which began in May 1979.

2/ See "Population Profiles for the Districts of Kenya," "Alternative Population Projections for Kenya and its Provinces," and "Population, Development and Economic Planning." The latter was prepared as a background paper for the 1979 Provincial Planners' Seminars.

There is a clear and urgent need for Kenya specific research for under current projections the population will double in just over 17 years, unless fertility accelerates, as is expected, which means the doubling in the population will occur even sooner. A number of impediments exist which hinder the development and implementation of a strong national program to reduce fertility. First of all, few government officials are overly concerned with the rate of population growth, for curbing population has not been perceived as a major GOK priority (nor has it been articulated as such in the past), and it is far from clear whether there is even adequate support within the government to launch a major program to reduce fertility. However, this may change as additional evidence emerges which reiterates the severity of the problem and research indicates the implications of unchecked growth.

Secondly, little is known of the determinants of fertility, and Asian research is of limited value since the cultural context varies so dramatically, and the implications for economic growth and wellbeing of high population growth are not well understood within the government, particularly on a sub-national level. The PSRI is the only body in Kenya that has as its mandate research into the factors that bear on the demand for large families and is probably the only institution capable of designing and carrying out such research. Their research agenda, although overly ambitious, has identified priority areas for research which are extremely important for Kenya specifically and Africa in general, particularly for policy-makers. 3/ A major constraint is staff size which is inadequate to even begin to study the range of topics suggested, however, the staff itself is highly qualified and productive and some analysis will emerge, but not nearly enough to meet current and projected needs.

Thirdly, the Kenyan family planning program is extremely weak. The Family Planning Association of Kenya (FPAK), a private organization funded by IPPF, has family planning clinics in the six provincial capitals, and government clinics on the district level ostensibly have family planning as a component of its health services, but services are erratic and quality varies widely. There is little outreach (a limited amount is available in province capitals under FPAK) and commercial sales of pills are prohibited, although condoms are commercially available. Abortion is illegal and sterilization is rare. 4/

3/ The specified "general areas for research" include. 1) population and development, 2) educational planning, 3) population distribution, movement and settlement, 4) housing, 5) family planning evaluation, 6) determinants of fertility behavior, 7) labor force studies, 8) roles and status of women and 9) agricultural change. The sequence is random and does not reflect its importance as an agenda item.

4/ AID has contracted The Johns Hopkins University to train Kenyan doctors in infertility and sterilization methods at the University of Nairobi Medical School which may increase the number of doctors trained in sterilization methods. The level of demand for sterilization is not currently known.

The dearth of information that exists on the determinants of fertility and the weakness of the family planning effort in Kenya point up the need for additional research and experiments into what affects family size decisions and how to best encourage smaller families. The Population Studies and Research Institute has an existing infrastructure that can easily sustain an expansion to provide the GOK and AID with more and better information on the determinants of fertility, the effectiveness of development programs in reducing fertility and the consequences of a 4% population growth rate.

Staff shortages are compounded by the fact that some of the designated positions have not been filled, those of lecturer (3) and associate professor (1) required to teach the M.A. and the diploma programs in demography are vacant and have been for a year. The press of time due to lack of adequate staff has forced the Institute to concentrate on developing the degree programs at the University and assisting the Kenyan government in understanding and sorting out the demographic implications of development programs and the long-run negative impact of continued population growth. The current research agenda for the Population Council visiting professors (Henin, Mott, and Mosely) include the following: 1) analysis of the Central Bureau of Statistics' Labor Force Survey of 1978 (Mott); 2) evaluation of the family planning effort and programs in Kenya (Mosely); and 3) survey of the determinants of fertility in rural Kenya (Henin and Mosely). These activities will be supplemented by additional work with and for the government (such as assisting CBS in analyzing demographic trends) and participation in other research activities (for example analysis of the Kenyan Fertility Survey is anticipated, in conjunction with the World Fertility Survey representative in Nairobi). Thus the number of additional activities that can be undertaken by the PSRI staff is small and given the pressing need for further research some mechanism should be devised to expand their capability.

A further issue is the overwhelming amount of high quality, current data that has already been collected but has not yet been analyzed, or has only been given a general look. The data available include:

1. National Demographic Survey I and II, held in 1977 and 1978 respectively and to be continued on an annual basis from 1980 on. 5
2. Integrated Rural Survey (IRS) - initiated in 1974 as a national sample and continued with a different sample within the same clusters in 1977. Part of this ongoing data collection effort is cyclical (i.e. agricultural, crop season statistics), others are special single surveys using the IRS sample 6 (i.e.

5, These data provided the basis for the PSRI demographic projections and the 1979 estimated population growth of 4%.

6. The sample size has been growing with each successive survey. The clusters remain the same but the number of samples within each has increased over the life of the survey.

The Labor Force Survey). The data is extremely wide ranging and has detailed information on income, agricultural productivity, nutrition, food consumption habits, employment and components of other sectors (i.e. fertility, education, particularly non-formal education).

3. Annual Census of Schools - this census of enrollments, teachers and facilities will be broadened under a REDSO/EA grant to add more and better information, including a Post Enumeration Survey, to be conducted in 1979 and extensive analysis of the existing and new data. 7/

4. 1979 Population Census

5. Kenya Fertility Survey 8/ - which is expected to be completed by September, 1979.

Many of these data sets are rich sources of information and the IRS in particular has specific information obtained from modules on a number of important development variables, many of which have been shown to affect fertility. These data collection efforts have not contained analysis as a component which has meant accumulation of considerable amounts of unused data. The PSRI is a natural focal point for analyzing the data, especially since the Institute staff is working closely with CBS, the major fount of data collection efforts, in survey design, preliminary data analysis and interpretation of results; they are thus in a good position to suggest and undertake supplementary data collection.

The ongoing project with the University of Nairobi and the subcontract with the Population Council could be expanded to assemble a larger staff competent to undertake some of the designated projects. After discussions with Institute staff we have outlined a possible approach which would expand the contract with the Population Council to recruit one or two additional visiting professors (whose housing would be subsidized by the University of Nairobi) and up to four Ph.D. graduate students to teach demography and related subjects at the University of Nairobi (UON). Support for the former would be arranged through the Population Council Subcontract, the latter would be paid through a grant to the University of Nairobi. AID would top the salaries if necessary and cover travelling and associated costs. These U.S. graduate students would undertake their dissertations research but would be associated with the UON as lecturers and be expected to fulfill those requirements as well as produce at least two research papers for the Institute. Their status, privileges and pay would differ from those of the visiting professors as these would in effect be two year fellowships for dissertation

7/ The Central Bureau of Statistics will be analyzing this data under the AID/REDSO/EA contract.

8/ Preliminary work is planned but the bulk of the data will not be adequately analyzed.

research while working for the UON as lecturers/associate professors and participating in the activities of the PSRI. Details are to be worked out between the Kenya Mission, the Africa Bureau and the Population Council. A second component would give the PSRI a budget to hire one to two Kenyan researchers at higher than University salaries to work at the Institute for one to two years. This would enable PSRI to hire competent Kenyans away from private industry for a short period of time to participate in the ongoing research at the Institute, as well trained Kenyans are difficult to attract given UON salaries. This however may turn out to be a sensitive issue but we felt it had merit and should be incorporated if the UON feels it appropriate.

These modifications would improve and expand PSRI's ability to fulfill all its functions and provide AID and the GOK with needed information on population questions. The disciplines represented in the fellowship and the visiting professor programs will vary; however, a high priority is currently placed on obtaining a social anthropologist as a visiting professor or dissertation fellow since the cultural and social factors affecting population growth are not well understood and such expertise is sorely needed at the Institute. Ideally the Ph.D. students will represent various disciplines, including economics, anthropology, sociology and demography. Both the ongoing program and the proposed expansion will emphasize analysis of existing data, although data gathering activities could conceivably be undertaken as part of a dissertation or research endeavor; this would be particularly true with anthropological work. However, given the range and quality of existing data it seems both practical and efficient to concentrate on research using data already at hand.

These ideas are currently being discussed among the relevant parties and we anticipate the development of a mechanism to implement these suggestions, hopefully in the next month.

AID/ Kenya Programs

The implication of 104(d) for the AID program in Kenya was discussed at length with many of the professional staff in the Kenya and REDSO/ EA Missions. The following projects have been identified as amenable to incorporating population concerns:

1. Rural Market Centers Project

The project is aimed at improving the location and facilities of rural food markets in Western and Nyanza provinces, through determining the optimal location for market centers and providing water, sewage, storage and stalls to assist the entrepreneurs in marketing their crops. There is currently a plan to include mobile banking and health facilities to take advantage of the regular congregation of people.

Recommendation

Since the major recipients of the project are women it appears to be a potentially interesting project in which to evaluate how this enhancement of women's income

affects fertility. This could easily be achieved by adding a demographer or sociologist/economist with demographic training to the design team. Building in evaluation and analysis to measure fertility change could potentially provide information on the impact of increased women's income on fertility.

Another component could arrange to make family planning information and services available along with the mobile health care services planned for market days. FPAK or other organizations, such as IPPF, could develop a mechanism to make family planning available on given days in these market towns. Even if the idea of mobile health services is abandoned provision for family planning, at least information, should be considered.

Either or both of these two would respond to Section 104(d) of the FAA and be in keeping with the current needs of the GOK in reducing population growth.

2. Arid and Semi Arid Lands Project

This project is assisting the GOK in the development of the arid and semi-arid areas of Eastern and Northeastern Kenya for farming purposes, as growing population pressure is forcing the government to expand into marginally cultivatable land. The western sections of Kenya which have good soil and ample rainfall are intensively farmed and the government is now turning to the "marginal lands" for additional cultivation. This land is far less productive than that found elsewhere in Kenya and the need to contain family size becomes a clear necessity in these areas if families are to be fed and agriculture is to be an income generating activity.

Recommendation

Discussions with Pacific Consultants (the team developing a PID for the ASAL project) resulted in decisions to: briefly discuss the population issue in the 35 page PID; recommend that data on migration (in and out, but with an emphasis on the latter since out-migration can only mean an increase in urban drift) and population trends be collected and analyzed along with agricultural data; and, recommend that in the project implementation stage the training curriculum for agricultural extension agents and area farmers include discussions of family size and availability of family planning services. Hence the link between family planning and agricultural production and income can be discussed and family planning mentioned within the context of agricultural information which farmers want and can benefit from economically.

3. Agricultural Sectoral Support Project

This large, integrated agricultural project contains a component for manpower training under which is support for Egerton College, a training site for agricultural extension agents.

Recommendation

Since the bulk of Kenya's agricultural extension agents are trained at Egerton and since family size and agricultural yields have implications for income and family welfare, it seems sensible to incorporate demography (and family planning information) into the curriculum. The Population Studies and Research Institute at the University of Nairobi could provide direct assistance or train Egerton instructors in demography. Again the notion is to convey the relationship between agricultural production and consumption, i.e. inadequate production and/or high consumption (implying a large family size) reduces income and family welfare.

4. Title II Evaluation

AID/ Kenya is requesting an evaluation from Catholic Relief Services (CRS) of its Title II program; the entire program, including its family planning component will be evaluated this year.

Recommendation

Family planning referral is a component of the CRS Title II program; however, the Mission now feels that that portion should be strengthened, and the 1979 evaluation's scope of work is structured to reflect this concern. In particular AID is requesting that CRS evaluate its MCH and family planning program jointly and that family planning education, motivation and referral programs be established or strengthened. Dispensing family planning information under this program will take advantage of the routine visits of P.L. 480 recipients and encourage families to limit family size as well as reinforce marginal acceptors.

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