Title: Kenya Poverty Environment Initiative

Number: KEN/05/403/A/01/99
Award number: 00040697
Project number: 00046147

UNDAF Outcome: 13: Expanded opportunities for sustainable production and income diversification.

ACC/UNDP sector & subsector: 201 Environment policies, planning and legislation

Implementing partner: Ministry of Planning and National Development (MPND)

Other partners: Ministry of Environment and Natural Resources (MENR); National Environmental Management Authority (NEMA); United Kingdom Department for International Development (DFID); United Nations Development Programme (UNDP); United Nations Environment Programme (UNEP).

Estimated Start Date and Duration: 1st August 2005; 12 months

Project Summary – i) Goal, ii) Outcome, iii) Outputs, iv) Activities, v) Inputs:
i) The project aims to enhance sound environmental management for sustainable economic growth, poverty reduction, and achievement of the Millennium Development Goals,
ii) Integration of environment into national and district planning and policy processes to implement the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC),
iii) Policies, thematic action and strategic plans developed, reviewed and approved; national plans reviewed through the poverty environment initiative and better donor coordination achieved
iv) The project will have seven main activities to realize this goal: 1. Assess poverty environment linkages for their delivery of economic growth and poverty eradication; 2. Conduct economic assessment of the links between environmental and natural resource management and Kenya’s growth potential. 3. Build capacity in MENR to develop pro-poor environmental policy; 4. Support development of tools for the integration of environment into development plans and budget processes; 5. Increased participation of stakeholders in environment and development policymaking and planning processes; 6. Support to project management; 7. Poverty environment advisory support.
v) Office accommodation and facilities; stationery; computers and accessories; personnel.

Approved on behalf of
Implementing Agency

UNEP

UNDP

GOVERNMENT

THE PERMANENT SECRETARY
MINISTRY OF FINANCE,
P. O. Box 30807,
NAIROBI

Date
Signature
Name/Title

2/8/05
Mr. David S. O. Nalo
Permanent Secretary
Ministry of Planning and National Development

15/8/05
Mr. Bakary Kante
Director, DPDL

16/08/2005
Mr. Paul Andre de la Porte
Resident Representative

Mr. Joseph K. Kinyua
Permanent Secretary
Ministry of Finance
I. Situation Analysis

Kenya’s population has reached 31.5 million\textsuperscript{1} with 56% of Kenyans living below the national poverty line. Of the total population, the majority, 61.8%, live in rural areas\textsuperscript{2} and rely predominantly on an ever-degrading environment and scarce natural resources for their livelihoods. In both rural and urban areas inadequate access to clean water and sanitation is of critical concern to the populations. In Kenya’s sprawling urban slums pervasiveness of solid waste has created a serious environmental hazard culminating in air and water pollution and the increased incidence of air and water borne diseases. Furthermore even the urban poor are dependant on natural resources (charcoal and wood) for their fuel source.

Ecosystem dependent activities, namely, agriculture, fisheries, mining, forestry and tourism, underpin Kenya’s main productive sectors. The 1997 Participatory Poverty Assessment (PPA), cited the main causes of poverty as being directly linked to environment related factors, including drought and lack of water for irrigation, crop failure due to climatic unreliability, human-wildlife conflict, floods, water hyacinth, livestock diseases and landlessness amongst others.

About 80% of Kenya’s landmass is dryland and the country is classified as a chronically water scarce country with a limited natural endowment of fresh water of only 247 cubic meters per capita per year (recommended minimum is 1000 cubic meters). Forest cover has also decreased drastically over the last 20 years and it is estimated that about 19,000 ha of forest cover are felled or converted each year resulting in total forest cover of just 2%. Over 80% of the population depends on biomass as their main source of energy and this has serious implications for remaining forest areas. The costs incurred in rectifying problems associated with environmental degradation are rising and result in the need for increased spending in these areas. This is already evident in the health sector, where the treatment of water-borne diseases caused by polluted water is increasing (Ministry of Health 2001).

Environmental degradation has a huge economic consequence for the poor and is negatively affecting national economic growth potential. The Government of Kenya (GoK) has, however, recognized that environmental management, poverty reduction and economic growth are all closely linked. The ERSWEC, for instance, takes cognizance of the need to achieve the broad macro and sectoral objectives and targets without compromising the health of the environment and recommends, among other things, the implementation of the National Environment Action Plan (NEAP). The Sessional Paper No. 6 of 1999 on Environment and Development also recognizes integration of environmental concerns into national planning and management processes and provides guidelines for environmentally sustainable development. Similarly, the Environmental Management and Coordination Act (EMCA, 1999) provides for integration of the environment into the national development process through NEAPs, Provincial Environmental Action Plans and District Environmental Action Plans (DEAPs).

\textsuperscript{1} UNDP Human Development Report 2004
\textsuperscript{2} ibid
The National Poverty Eradication Plan (NPEP) and the Interim Poverty Reduction Strategy Paper (IPRSP) further highlight these linkages. As the 9th National Development Plan 2002-2008 states, ‘the full integration of environmental concerns in development planning at all levels of decision making remains a challenge to the country’. It further acknowledges that ‘in view of the high incidence of poverty in the country, the need to integrate environmental concerns in development activities should be given high priority’. The mechanisms for ensuring this integration are, however, less clear. During stakeholder consultations for the development of this project, inappropriate institutional structures and arrangements were highlighted as a key constraint to realizing this goal. Other important constraints included:

- lack of an adequate overarching framework for integrating environment into policy and planning processes;
- ineffective overarching environmental policy making framework;
- the narrow sectoral focus of development planning and programmes, and the weak framework of incentives encouraging the integration of poverty – environment relationships across sectoral planning;
- inadequate Government resources for undertaking environmental interventions;
- inadequate capacities at the national and local level for sector-wide and cross-sectoral working; and
- the need for stronger partnerships with civil society and the private sector.

The 2001 United Nations’ Common Country Assessment (a joint analysis of the country’s development status by the various UN programmes and specialised agencies) identified seeking and maintaining sustainability as a priority for development in Kenya. This challenge is reflected in the 2004 – 2008 United Nations Development Assistance Framework, (UNDAF), for coordinating UN System development assistance to Kenya, as captured by the strategic area’s of cooperation, the ‘promotion of sustainable livelihoods through provision of energy services together with sustainable use and protection of the environment and natural resources’.

This project has been developed to respond to these identified challenges. The project has been evolving over the last two years. This process of conceptualisation has resulted in strong government ownership and demand. Following an IUCN Regional Directors of Conservation meeting in February 2002, an informal working group was convened by the then Ministry of Finance and Planning where the concept for a programme of work on integrating the environment into national economic planning processes for poverty reduction first evolved. The Government played a central role in refining the concept and direction for this project, informed by the experience of Kenyan and international agencies in addressing poverty and environment issues. In June 2003, the UNDP Poverty and Environment Initiative (PEI) supported a roundtable meeting to bring stakeholders together and it was decided to develop a joint project through wide consultation. In 2004 following guidance from the MPND, UNEP agreed to implement its project which also aims to integrate environment into national development policies in partnership with UNDP. Subsequently, a project was developed by a core team of individuals from MPND,
MENR, NEMA, UNDP and UNEP under the guidance of the Head of the Rural Planning Department in MPND.

Meanwhile, the UK Department for International Development (DFID) has concurrently been developing a programme of support to the Ministry of Environment and Natural Resources through a 6 month secondment of a DFID staff member into MENR. Extensive consultations within the Ministry have been undertaken in order to identify priority areas of support required. A consultative process between MENR and DFID identified the need for improved systems for the development of environmental policy. This process has been carried out in close collaboration with the UNDP and MPND and it became clear that improved development of environment policy is vital to the success of the interventions proposed by PEI. Therefore, MENR, DFID and the other Kenya PEI stakeholders agreed that PEI provides the best vehicle for delivering the DFID support to MENR.

The project focuses on strengthening the integration of environment into planning, budgeting and policy-making processes at the national and district level. The project is intended to contribute to Kenya’s progress towards achieving the Millennium Development Goals (MDGs) and achievement of the national priorities identified in the ER-SWEC. The project will support the Government in meeting its commitments to tackle poverty and environment issues made at the 2002 World Summit on Sustainable Development.

II. Strategies

Implementation of PEI will be undertaken through a two-phased approach. Phase 1 will run from August 2005 – July 2006 and is the period covered by this AWP. Phase 1 is designed to lay the groundwork for a longer-term Phase 2 (tentatively August 2006 - July 2009), while addressing immediate priorities as defined by MPND, the Ministry of Environment and Natural Resources (MENR) and other stakeholders. Implementing a 2 phase project will also facilitate the development of a truly country owned agenda for integration of poverty-environment issues into the national development process. Throughout Phases 1 and 2 of the project special focus will be placed on:

- development of an overarching pro-poor environmental policy framework;
- the MTEF and PER process, given their importance to GoK in delivering the ERS;
- the development of tools and mechanisms to assist planners in the integration of environment into national development planning and vice versa;
- working with key stakeholders towards a co-ordinated programmatic approach to support for the environment sector (e.g. a Sector Wide Approach or Basket Fund and the NEMA initiative in preparing NEAPs, PEAPs and DEAPs).

The Government is also implementing Capacity 2015, a global platform launched to help communities meet the Millennium Development Goals (MDGs), especially the goal on halving poverty by 2015 within the framework of Agenda 21. Capacity 2015 will empower local communities and promote capacity development for individuals, public insti-
tutions and societal system as a whole, including civil society organizations. The Ministry of Planning and National Development has requested that the Kenya PEI and Capacity 2015 projects be implemented in an integrated manner. The integrated planning objectives of Capacity 2015 are in line with objectives of PEI and there are clear areas where collaboration is advantageous.

It has been agreed that the following Capacity 2015 activities will be integrated into the existing PEI implementation framework and the same governance framework used for both initiatives:

1. Upscale skills-building in participatory methodologies to other selected districts in the country, with emphasis on community level activities.
2. Develop national participatory planning guidelines (with emphasis on sustainable development);
3. Provide technical support to MPND initiatives such as the Kenya National Social Action Fund (KENSAF), and others.
4. Continue to support World Day to Combat Desertification and the finalisation of the Arid and Semi-Arid Lands Policy; and
5. Link up and coordinate efforts of all stakeholders in participatory planning methodologies.
6. Pursue the introduction of participatory planning curriculum at the Kenya Institute of Administration (KIA); and
7. Identify ways/strategies of forging partnerships with the private sector for poverty-reduction, especially in urban areas.

The above Capacity 2015 activities have been proposed and a programme outline drafted. This is currently being reviewed by (CAP 2015 office in Dakar) before funds are allocated to implement the activities. Once funding is received for this initiative an amendment to this Annual Work Plan will be undertaken to fully reflect the collaboration of these initiatives. In the meantime the Kenya PEI will begin implementation as described in this Annual Work Plan.

The Kenya PEI will support analysis of existing planning mechanisms and improve knowledge on environment issues that will most effectively deliver the objectives of the ERS and the Millennium Development Goals. The project will identify sectors key to the delivery of environmental benefits for wealth creation and poverty eradication and focus on integration of environment into those sectoral policies and development plans. It will aim to enhance the monitoring of poverty and environment indicators in the national poverty monitoring systems for improved information for development planning. The Kenya PEI will also work to improve the poverty focus of environmental planning at district and national level. The project will develop tools to assist in improved allocation across national and sectoral budgeting for environment interventions. In the long term the project will aim to enhance the awareness amongst planners of poverty and environment issues and to increase the availability of poverty and environment data to inform development of new national development plans and policies.
MPND will coordinate the project, with support from focal points in MENR, NEMA, UNDP and UNEP.

UNDP and UNEP will use their comparative advantages to provide technical support and assistance with implementation to the PEI. The two agencies will furthermore engage in building partnerships at local, national and international levels in order to enhance resource mobilisation and improve effectiveness of donor supported efforts in the integration of environment into national planning processes. UNDP shall ensure that this project is aligned with other ongoing projects it is implementing with the Government.

UNEP, furthermore, has Memoranda of Understanding with four international institutes (The Millennium Ecosystem Assessment (MA), WWF's Macroeconomics for Sustainable Development Program Office (WWF/MPO), The International Institute for Sustainable Development (IISD), and the Capability and Sustainability Centre at the University of Cambridge. The institutes will provide technical support to the project at no extra cost to the Kenya PEI. This could include: developing poverty and environment indicators, analysing policy coherence, integrated poverty and environment assessments and development of tools to integrate environmental protection planning frameworks. A workshop has already been held by UNEP to facilitate a dialogue between Government representatives and the four institutes on how the institutes can best assist the PEI.

Project activities will ensure that the Government both learns from and contributes to the international debate on strategies to integrate environment into national development planning.

The PEI implementation strategy will ensure that project activities are integrated within, and enhance, existing GoK planning processes, namely the Investment Programmes for the ERSWEC; the Medium Term Expenditure Framework; the Public Expenditure Review and the poverty monitoring system. During implementation further synergies with GoK processes, as well as international initiatives, shall be explored. A number of the issues identified as challenges during this project development process, have also been identified by the Government of Kenya as challenges to achieving the Millennium Development Goals. During Phase 1 of this project ways to assist GoK in implementing the recommendations for achievement of the MDGs specifically MDG 7 Ensure Environmental Sustainability, with special reference to Target 9, the integration of environment into national development policies, shall be investigated.

Risks and project sustainability

The key risks which may constrain achievements of results and long-term sustainability of the project include changes of personnel in the government administration resulting in a loss of capacity and project momentum, insufficient support from UNEP and UNDP, failure to recruit a suitable Project Officer, discrepancy in time lines between national processes and project activities, and a change of government priorities. Challenges will also be presented by the scale and complexity of an ambitious work programme.
Measures that will be taken by the PEI to minimize these risks will include ensuring that capacity building is both broad in its scope and conducted in a way which enables the targeted persons to continue to build capacity within their respective institutions independently of the project activities. The PEI core team will furthermore, through the Steering and Technical Committee, ensure that it is well informed of national processes and working towards achieving synergy between these processes and the project activities.

III. Management Arrangements

- The Ministry of Planning and National Development will implement the project.

Steering Committee

A Steering Committee will provide overall guidance during project implementation. The PS MENR; DG NEMA; Head, Rural Planning Department, MPND (who will act as Project Coordinator); representatives from the External Resources Department and Office of the Director of Budgets, Ministry of Finance, DFID, UNEP and UNDP; the National Project Manager, and the Poverty Environment Advisor, will be members. The committee shall meet twice a year and will have the right to incorporate other members as necessary.

Technical Committee

A Technical Committee whose membership shall include: Head Rural Planning Department, MPND; Head, Planning Department MENR; Head, Planning and Research Department NEMA, DFID, UNEP, UNDP and the Poverty and Environment Adviser, shall meet quarterly together with the implementation team to give advice on project activities. The Committee shall be chaired by Head Rural Planning Department, MPND and the National Project Manager shall be the Secretary to the committee.

Both the Steering Committee and the Technical Committee shall be formally constituted bodies.

Project Secretariat

Under the overall responsibility of the Permanent Secretary of the Ministry of Planning and National Development there will be a Project Secretariat, which will assist in the delivery of the PEI project.

The Secretariat will be staffed by the MPND/UNDP National Project Manager, the UN Poverty and Environment Advisor, a UN Project Officer, an MPND Project Officer and an assistant. The Secretariat will be overseen by the Project Coordinator, the Head, Rural Planning Department, MPND.

MPND will be responsible for planning and overall management of the Project, as well as reporting and accounting, monitoring and evaluation of the project activities. The Project Secretariat will deliver these activities.
The Secretariat will:

- provide day-to-day management of the project;
- prepare implementation plans for Phases I and II of project implementation, including provision for monitoring and evaluation of project activities;
- provide technical advice to project implementation including development of Terms of Reference for project activities;
- prepare procurement plans and process through competitive bidding according to UNDP procurement rules and regulations any activity components under the Annual Work Plan that are contracted out;
- process invoices upon receipt, certify goods and services and liaise with the UNDP Finance Unit to ensure timely payment;
- maintain record and control systems;
- prepare detailed quarterly progress and financial reports on achievements and disbursements of funds;
- request direct payments from UNDP, upon certification of the Project Coordinator MPND;
- prepare the final project report; and
- manage the asset inventory.

The National Programme Manager and the UN Poverty Environment Adviser shall provide secretariat services to the above committees. A physical secretariat will not be set up because both officers will operate from their current respective offices. With the added responsibilities however, the existing Capacity 21/2015 Secretariat will need to have an Administrative Assistant/Secretary.

**Poverty and Environment Initiative Project Manager – UNDP/MPND**

A Poverty and Environment National Project Manager shall work with the MPND to ensure project implementation. The manager shall be a skilled planner who has a thorough understanding of the Kenyan planning systems and processes. The Manager should also be cognisant of poverty and environment issues and able to provide advice within Government on poverty and environment issues. The Kenya PEI through UNDP shall pay the Project Manager. The Government of Kenya shall provide office space and facilities for this officer who will report to the Head, Rural Planning Department MPND.

The National Project Manager shall provide 50% of his/her time to manage PEI, while s/he shall use the other 50% of his/her time to perform other managerial and advisory duties for MPND and UNDP.

**UNDP-UNEP Poverty and Environment Adviser**

A Poverty and Environment Adviser shall be recruited by UNDP and UNEP to provide technical support and coordination to project implementation. The Adviser shall be responsible for managing donor relations, and ensuring coordination with the international UNDP-UNEP PEI. The Adviser shall exploit opportunities for the Kenya PEI to contribute to, and learn from, the international experience on the mainstreaming of envi-
environment into national development strategies. The Adviser shall report to Head Sustainability Unit, UNDP.

**Financial Management**

1. **Financial Accountability:** The implementing partner shall be responsible for ensuring that the allocated resources for the Annual Work Plan (AWP) are utilized effectively in funding the envisaged activities. It shall have a tracking system that will maintain records and controls for the purpose of ensuring the accuracy and reliability of the Annual Work Plan's financial information. The tracking system in place shall ensure that envisaged disbursements are within the approved budgets. The tracking system shall track the disbursements and the commitments besides capturing expenditure records through direct payments made by UNDP on behalf of the implementing partner. Funds will be disbursed to other parties directly by UNDP, unless UNDP determines otherwise. Authorized officials should sign requests for direct payment.

2. **The AWP will be implemented through the modality of Direct Payments and shall be carried out according to UNDP's financial rules and regulations:** United Nations Development Programme shall make direct payments to other parties for goods and services in accordance with the Annual Work Plan. Documentation of payment by UNDP shall be made available to the implementing partner. A register for such requests shall be maintained to facilitate follow-up.

**Financial Reporting:** UNDP at the end of the month will submit to the implementing partner detailed expenditure reports with copies of supporting documentation. The implementing partner should verify the disbursement and revert to UNDP for any correction to be made.

4. **Support services:** UNDP, as agreed with the implementing partner, will provide the following support services:

   - Identification and recruitment of project personnel;

The cost of these services, calculated on the basis of the universal price list will be recovered by the project.

5. **Fiduciary Compliance:** In managing the AWP resources, the implementing partner has fiduciary and compliance responsibilities to the funding institutions. It also has compliance responsibility for funding institutions’ reporting procedures.

6. **The Audit Requirements:** All nationally executed Annual Work Plans must be audited at least once in their lifetime. The objective of the audit is to provide the UNDP administrator with the assurance that UNDP resources are being managed in accordance with:

   a. The financial regulations, rules, practices and procedures for the AWP or project;
b. The AWP activities, management and implementation arrangements, monitoring evaluation and reporting provisions; and

c. The requirements for implementation in the areas of management, administration and finance.

Thus an audit of this AWP must fulfil the following set of objectives:

d. Disbursements are made in accordance with the Annual Work Plan;

e. Disbursements are valid and supported by adequate documentation;

f. An appropriate system for internal control is maintained by the Implementing partner and can be relied upon;

g. AWP financial reports are fair and accurately presented;

h. The AWP monitoring and evaluations reports are prepared as required.

The UNDP takes the responsibility to audit the project by sub-contracting private auditors to carry out the audit exercise. Funds for audit expenses will be budgeted within the AWP. In the event of such an audit, the implementing partner will ensure that auditors are given all records and information that they will need to perform a meaningful performance audit.

It is the responsibility of the implementing partner to ensure that all audit observations are attended adequately. The implementing partner may include the activities of this project in the normal audit for their use.

7. Procurement of Goods and Services: UNDP’s established rules and procedures governing procurement shall be used.

Monitoring and Evaluation

Tracking of the achievement of benchmarks/indicators for each activity will monitor the performance of the Annual Work Plan. Monitoring of specific AWP activities will be the responsibility of the implementing partner. Representatives of UNDP and UNDP however, may participate in monitoring and evaluation missions, as they deem necessary. The aim will be to provide timely information about the progress, or lack thereof, in the production of the outputs and achievement of the AWP objectives. The mechanisms that will be used to monitor the AWP will include:

i. Quarterly progress reports, including also both technical and financial information technical and financial report prepared by the AWP implementing partner; the format of the report shall follow UNDP standards;

j. Annual progress report, including also both technical and financial report information prepared by the AWP implementing partner at the end of the year; the format of the report shall follow UNDP standards; and

k. Field visits undertaken jointly by implementing partner, UNDP and according to the approved schedule. A report following UNDP standards, have to be provided.
An evaluation of the activities implemented under the AWP may be carried out.

**Legal Context**


The UNDP Rules and regulations shall regulate the AWP general management.

Revisions which involve significant changes in the immediate objectives, activities or outputs of the project, shall be made to this AWP with the signature of the United Nations Development Programme Resident Representative only, provided he or she is assured in writing that the other signatories of the AWP have no objection to the proposed changes. Revisions that do not involve significant changes in the immediate objectives, activities or outputs of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation, may be made to the AWP with the signature of the Resident Representative only.

**Publicity and Publications**

Unless UNDP requests or agrees otherwise, the implementing agency and other collaborating parties shall take all appropriate measures to publicise the fact that the project has been funded by UNEP and UNDP. Information given to the press, project beneficiaries, all related publicity materials, official notices, reports and publications, shall acknowledge that the activity was carried out with funding from UNEP and UNDP, and shall display in an acceptable way the UNEP and UNDP logos. In addition, all publications must be reviewed by UNDP and UNEP before publication, and shall bear the appropriate UNDP and UNEP disclaimer.

**Work Plan and Budget**

The work plan and budget is detailed in the Annual Work Matrix below
### Expected CP Outputs and Indicators Including Annual Targets

- Policies, thematic action and strategic plans developed, reviewed and approved; national plans reviewed through the poverty environment initiative and better donor coordination achieved.

### Planned Activities

1. **Assess poverty environment linkages** for their delivery of economic growth and poverty eradication.
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNDP, $72,500

2. **Conduct economic assessment** of the links between environmental and natural resource management and Kenya’s growth potential.
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNEP, $50,000

3. **Build capacity in MENR** to develop pro-poor environmental policy.
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** DFID, $250,000

4. **Support development of tools** for the integration of environment into development plans and budget processes.
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNDP, $123,000

5. **Increased participation of stakeholders** in environment and development policymaking and planning processes.
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNEP, $50,000

6. **Support to project management**
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNDP, $125,000

7. **Poverty environment advisory support**
   - **Timeframe:** Q1, Q2, Q3, Q4
   - **Responsible Party:** MPND
   - **Planned Budget:** UNEP, $50,000

### Total

**$720,500**
The Annual Work Plan (AWP) Monitoring Tool

**Year:** 2005-2006

**CP Component:** Policies, thematic action and strategic plans developed, reviewed and approved; national plans reviewed through the poverty environment initiative and better donor coordination achieved

**Implementing partner:** Ministry of Planning and National Development

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<th>EXPECTED CP OUTPUTS AND INDICATORS INCLUDING ANNUAL TARGETS</th>
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