

Youth Programs & Policies in Kenya

How effective are they
in addressing Youth
Unemployment
& Representation?



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Youth Programs & Policies in Kenya:

Their Effectiveness in addressing Youth
Unemployment and Representation

About CTL

Center for Transformational Leadership (CTL) is a non-governmental organization based in Nakuru, Kenya working to strengthen individuals, organizations and communities to effect positive transformation in society. CTL envisions a transformed society upholding the values of good governance. CTL's work involves preparing youth for responsible leadership, promoting youth civic responsibility and strengthening organizational leadership. Since 2008, CTL has been working with local communities, especially youth to empower them to effect change in their localities.

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"The youth can no longer be termed as leaders of tomorrow. They must be seen as today's leaders. Planning cannot continue without involving the youth, especially those who are in difficult circumstances, in all the sectors of the economy. The youth have a right to participate in issues that affect their life and to exploit their full potential. They also have responsibilities that must not be relegated to the older generations."

Kenya National Youth Policy; Sessional Paper No. 3 of July 2007



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Abbreviations

ACT! Act Change Transform!

CDF Constituency Development Fund

CoK Constitution of Kenya

CTL Center for Transformational Leadership

DYO District Youth Office

GDP Gross Domestic Product

GoK Government of Kenya

KKV Kazi Kwa Vijana

MOYAS Ministry of Youth Affairs and Sports

NACADA National Authority for Campaign against Alcohol and Drug Abuse

NARC National Rainbow Coalition

NYC National Youth Council

NYP National Youth Policy

YEDF Youth Enterprise Development Fund

USAID United States Agency for International Development

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Foreword

Youth unemployment and representation are some of the key problems that Kenya is currently grappling with. In recognition of this, the government has made deliberate efforts to develop programs and policies to address these problems. Having run for years now, the question of how effective and responsive to the needs and aspirations of the youth these programs and policies are arises as the rate of unemployment continues to grow and youths remain marginalized in decision making processes. It is against this background that CTL, under the USAID/ACT! funded project dubbed, '*Tuhusike: Towards improving youth programs and policies*' undertook a baseline survey.

This report presents the key findings of the study on GoK youth programs and policies undertaken in three areas namely Nakuru, Kuresoi and Molo. The study focused on the twin problems of youth unemployment and representation and sought to find out how effective existing youth programs and policies are in addressing them. The study involved collection of primary data through standard questionnaires, focus group discussions and key interviews. The study also involved conducting an analysis of existing youth related policies to determine their effectiveness in addressing youth unemployment and representation. The policy analysis focused on the National Youth Policy, Vision 2030 and the Constitution of Kenya, 2010.

The main objective of this study on the effectiveness of GoK programs and policies in addressing youth unemployment and representation was to generate information to inform advocacy efforts towards improving GoK programs and policies so that they are more effective and responsive to the needs and aspirations of the youth in Kenya. Though the study was conducted within Nakuru County, its findings are representative of the situation across the country as shared by stakeholders in the youth sector drawn from different regions who validated the findings. The study findings provide insight on the general awareness levels of, attitude towards and accessibility to GoK programs and policies by youth.

It is hoped that these findings will not only be a useful resource for organizations working in the youth sector but will also be a rich resource for policy makers and government officials to inform policy formulation, design of and implementation of youth programs.

Bancy W. Kubutha

Executive Director – Center for Transformational Leadership

1. Introduction and Background

On attaining independence in 1963, the inaugural Kenya government identified poverty illiteracy, disease and unemployment as the most debilitating of challenges facing the country. Almost five decades later, despite numerous policy efforts, these challenges continue to enslave many Kenyans. The situation is even more debilitating when one is a youth. According to the Kenya Integrated Household Budget Survey, approximately 67 per cent of the unemployed in the country are youth.

A number of policy interventions have been originated since independence to address the growing employment problem in Kenya, and with that, make an attempt at bettering the lot of the Kenyan youth. The earliest among these were the Kenyanization policies adopted at independence in which it was envisaged that young Kenyans would quickly take over duties and responsibilities from departing colonial staffers. Other policy measures included promotion of growth and development of the informal and jua kali sector in the 1990's.

Upon ascending into power in 2003, the National Rainbow Coalition (NARC) government formulated a five-year development strategy dubbed the Economic Recovery Strategy for Wealth and Employment Creation, 2003-2007. This was meant to stimulate creation of employment and other income earning opportunities.

In recent years, Kenya has made a valiant attempt at responding to and addressing the lot of the youth in the country. This has involved significant steps such as developing policies that are cognizant of and alert to the concerns of the youth. The most significant of these was the creation in 2005, of a fully fledged government ministry, the Ministry of Youth Affairs & Sports (MOYAS), dedicated to dealing with matters of concern to the youth. In 2007, MOYA spearheaded the adoption of a National Youth Policy (NYP) which represented a significant step forward in the realization of young people's rights. In addition to this, MOYAs established the Youth Enterprise Development Fund (YEDF) to promote youth entrepreneurship. Other issues that have had a bearing on the well being of the youth in terms of representation include the adoption

in 2010 of the new Constitution of Kenya (CoK 2010). The Constitution places a premium on public participation in decision making processes and sets out opportunities for youth representation in the new dispensation at both county and national levels.

That notwithstanding, Kenya's youth continue to face significant obstacles in their lives, and the transition from childhood to adulthood has never had more challenges. To date challenges facing the youth continue to bog the country and some have been captured in the country's long-term development blueprint: Vision 2030, the Medium Term Plan (2008-2012), and the Labour, Youth and Human Resource Development Sector Plan (2008-2012).

This Study presents an analysis of the gains and gaps in some of the policies that have been put in place in recent years to ameliorate the situation of the Kenyan young people and sheds light on the opportunities and challenges that they face. The study also presents primary findings on the perceptions of youth in terms of how existing programs and policies designed to address youth unemployment and representation benefit them as well as youth awareness levels of their existence. It finally gives recommendations on how Kenya's youth might successfully advocate for policies and reforms that overcome such obstacles.

1.1 Objectives of the Study

This study sought to achieve two main purposes:

- a. To determine the extent to which existing youth policies and programs address the problems of youth unemployment and representation.
- b. To assess the knowledge levels of youth on existing policies and determine the effectiveness of government programs designed to address youth unemployment

1.2 Methodology of the Study

This study relied on both primary and secondary data. Primary data was collected from youthful respondents across the Nakuru, Kuresoi and Molo constituencies. Purposive sampling was used to get this sample which comprised youth in organized groups as well as those not in groups. A sample size of 325 respondents proportionately distributed across the three study areas was used to collect primary data using questionnaires. The sampling took into consideration demographics including gender, age and location. The study questionnaire was designed by CTL project staff after discussions with two consultants. The questionnaire was then pretested to a group in Kuresoi center and adjustments made prior to its administration to ensure ease of execution within a reasonable time.

Data collection was done by a team of enumerators selected from the three study areas. Prior to their deployment to the field, the enumerators were taken through a one-day training to familiarize them with both the study objectives and the questionnaire. Qualitative data was thereafter collected through focus group discussions with purposively selected youth and interviews with ministry officials in the three study areas.

The focus group discussions and the key interviews were conducted by CTL staff. A focus group discussion and key interview was conducted in each of the three study areas.

An analysis of existing GoK youth programs and policies was undertaken by the consultant to constitute secondary data. The consultant also reviewed other published reports on youth unemployment and representation. Both qualitative and quantitative approaches were used in analyzing and interpreting data

1.2.1 Validation of the Study

A preliminary draft of the study was compiled after the initial data analysis was finalized. A validation workshop was then convened on 21st September, 2012 and key study findings shared with 44 stakeholders. Though the study was conducted in Nakuru County, the validation

workshop was attended by stakeholders from different parts of the country giving the findings a national outlook. The validation workshop provided an opportunity for stakeholders to critique the study, raise questions as well as enrich the study with inputs from their experiences in working with the youth.

1.3 Context of the Study

Results from the 2010 national census in Kenya showed that out of a population of approximately 38 million people, the youth and children together represent 78% of the Kenyan population. This youth bulge could be viewed as a worrying trend since a large youth population or bulge leads to high youth dependency and attendant problems of the dependency ratio if appropriate economic policies are not put in place to absorb them into the work force. This may lead to other crises of crime and violence associated with huge numbers of unemployed urban youth. The converse of this is that young people constitute a vital national resource that can be tapped into to promote Kenya's development.

In the late 1980s and early 90s Kenya like most of the less developed countries in the world, was embroiled in a move to transform governance. This was largely a function of the changing geo-political environment following the breakup of the Soviet Union and a shift in the East West power balances of the past. The re-awakening saw Kenyan youth embroiled in a series of civil unrests to usher in a democratic transition. It was not until 2002 that the coming of the NARC government was hailed as a second liberation of the country. However, the transition suffered a series of fits and starts, as disagreements among key government wings consigned reforms to a pace far below citizen's expectations. Apart from the Economic Recovery Strategy for Wealth and Employment Creation and the formation of the Ministry of Youth

²Persons aged between 15-34 years

³Persons aged between 0-14 years

⁴The 'youth bulge' occurs when more than 20% of a country's population is composed of young people. For more on the youth bulge, see:- NCCK (2012) "Demographic Transition and the Youth Bulge- the case of Kenya" available at www.ncck.org/index.php/.../doc.../62-the-youth-bulge-in-kenya.html

Affairs & Sports and its attendant programmes, nothing much was heard about the youth.

The aforementioned situation has created some emergent issues for the youth in Kenya, presenting both challenges and opportunities. Socially, Kenya's youth feel marginalized. On the economic front, while Kenya has in the last decade seen reasonably steady gains in Gross Domestic Product (GDP) since the NARC government took over, with only a dangerous lapse in 2008 attributable to the contested elections of 2007, Kenya's young people continue to suffer from high rates of unemployment, lack of access to the labor market, and vulnerability to macroeconomic instability. On the political front, young people have continued to be excluded from decision-making processes and are often denied a stake in the decisions that affect their lives. They have been told that they are "*leaders of tomorrow*". This is likely to change though with the new constitution as it affords the youth opportunities for representation and hence leadership at both county and national levels of government. Some of the key issues that affect young people in Kenya are highlighted hereunder, drawn from a perusal of the NYP, the MOYA strategic plan, Vision 2030 and other policy documents as well as the result of discussions with youth.

1.3.1 Youth participation and Visibility

Kenya is still largely a traditional and paternalistic society. It has cleavages of age sets and age groups and as a consequence, the country continues to suffer from a clear power division among age groups, which places the youth at a disadvantage despite their numerical superiority. The numbers simply do not work for them.

In the current parliament of 223 members, less than 10% are youthful. There is a view that young people are destructive, and most interventions since 2007 have been conjured to contain them and dissuade them from dissipating their energies in violence. Discussions conducted in the course of preparation of this report demonstrated great frustration by young people in respect to the way they are

portrayed by political leaders, their parents, the media and others in society. The sentiments have definitely had a bearing on the generation gap that exists between the ages in Kenya. This has also led to mistrust between the youth and the elders, particularly political leaders. On the other hand, with impending elections, the youth view attempts to empower them as an electoral ploy designed to generate youth support come Election Day. Many young people see politicians as lacking insight into, or empathy for, the problems that affect them.

In terms of visibility, young people tend not to identify themselves as part of a collective interest group. This is a critical shortcoming. However, with the new opportunities available, the youth will have a chance at defining the concrete problems that they confront and taking part in tackling them.

1.3.2 Youth unemployment

Youth unemployment accounts for a substantial amount of the total unemployment in Kenya. A significant number of Kenyans including the youth are unemployed, underemployed or can be defined as the working poor. According to the Kenya Integrated Household Budget Survey⁵, 12.7 million out of the 14.6 million labour⁶ force were employed with 1.9 million people being openly unemployed. The government of Kenya's Ministry of labour also reported that approximately 67 per cent of the unemployed in the country were the youth. This shows that Kenya's youth has been disproportionately affected by high levels of unemployment.

A vital concern for young people is the obstacle to their entrance into the labor market. In discussions⁷, the youth decried the fact that even after attaining necessary qualifications, there are hurdles to obtaining their first job. This is presented in job advertisements as a requirement of 4 or

⁵ Kenya Integrated Household Budget Survey (KIHBS), 2005/06

⁶ Republic of Kenya (2008). *Sector Plan for Labour, Youth and Human Resource Development, 2008-2012*, Ministry of Labour, Nairobi

⁷ Focus Group Discussions in Nakuru, Molo and Kuresoi constituencies during the study research

5 years of experience by employers. This presents a Catch 22 situation for the youth because they are unable to gain professional experience without a first job, but unable to obtain a first job without prior professional experience. The result is that young people and in particular, young graduates from post secondary institutions often face extended unemployment, making getting the elusive first job appointment very difficult. For those youth do who manage to find employment after graduation, it is usually as a result of personal connections by relatives rather than public job announcements.

1.3.3 Education

The 8-4-4 system of education was introduced in January 1985, following the Mackay⁸ report of 1982. It was aimed at promotion of widespread sustainable self employment and looked at equipping pupils with employable skills thereby enabling school dropouts at all levels to be either self-employed or secure employment in the informal sector. As such, the system strongly emphasizes attitudinal and skills preparations for the world of work and especially self-employment. It has been criticized for being broad, expensive and burdensome to pupils and parents. Its fiercest criticism has been encapsulated by Amutabi⁹ (2003) who states that the 8-4-4 system of education introduced in 1985 still remains the most radical and perhaps mindless change in the education in Kenya since independence. It has already caused great devastation to Kenya that even if it were changed today, the toll on the nation will be felt for many years to come. Its devastation is similar to that of the failed Ujamaa in Tanzania many years after it was officially scrapped.

1.3.4 Access to Information

Access to information is critical to enabling the youth to participate in the decisions that most directly affect their lives. Despite the prevalence of radio and television viewing and their increasing access to the Internet

⁸ Report on the Presidential Working Party on the 2nd University in Kenya popularly referred to as the Mackay Report (1981)

⁹ Amutabi, M.N. (2003). The 8-4-4 system of education; International Journal of Educational Development. 23

even through mobile phones, the youth continue to complain of lack of information. This is particularly true with respect to the youth's knowledge of policies that affect them and opportunities at hand as reflected in the outcome of the primary findings of this study. The youth express little knowledge of available employment or of financial intermediation and other resources, a problem that, at least in part, accounts for the high rates of unemployment among them in Kenya than their older counterparts.

1.3.5 Health

The youth in Kenya face numerous physical and mental health risks on the road from childhood to adulthood. Some of the key challenges apart from the traditional primary health issues are abuse of alcohol and drugs, mental and behavioral disorders and low rates of contraceptive use, with an increase in incidence of sexually transmitted infections. According to the 5th Kenya Human Development Report (2006) lack of opportunities and general disillusionment among the youth has often manifested in crime and drug abuse in the society. This is reinforced by discussions with youth which suggest that substance abuse is on the increase. Evidence also indicates that the age of frequent drug usage is decreasing, with a national survey of alcohol and drug use among young people aged 10 to 24 years by NACADA¹⁰ claiming that the most common substances used by young people were alcohol, tobacco, marijuana (bhang/cannabis sativa), miraa (khaat/chyat, a plant used as a narcotic), and inhalants such as glue¹¹. In terms of mental health, the numbers of youth demonstrating psychological problems are believed to be increasing, as larger numbers of youth show signs of depression (with high incidences of suicide) and behavioral disorders. However, reporting and seeking treatment for mental health issues remains taboo.

1.3.6 Ethnic Fanaticism:

Kenyan youth continue to struggle with the implication of a Kenyan identity and the thin line between nationalism and ethnic patriotism.

¹⁰NACADA (2004): National survey of alcohol and drug use among young people aged 10 to 24 in Kenya

¹¹NACADA (2004) *ibid*

Ethnic fanaticism still represents a major problem as was evidenced by the violent 2007/8 post election violence with which Kenya is still struggling to come to terms with. However, the country has made significant headway in recent years and efforts continue to ensure no repeat of the same.

2. Study Findings

2.1 Youth and Public Policy in Kenya

In the early years of independent Kenya, state and non state actors largely ignored the youth, marginalizing them in terms of the development agenda. The NYP¹² acknowledges that it was only in the 70's that the government began to seriously think of the youth, and even then, looked at the youth as a problem rather than a solution. Other attempts at youth policy are the third National Development Plan of 1974-78, which acknowledged the efforts made to address unemployment among the youth, but warned that the 'problem' would in future loom large. These are Sessional Paper No. 2 of 1992 on Small Scale and Jua Kali Enterprises, the 1997-2001 Development Plan and the National Poverty Eradication Plan 1999-2015, among others including non state interventions in youth economic needs, health interventions, environmental programmes, character building programmes, literacy, vocational training, sports and recreational as well as social-cultural programmes. It however acknowledges that the efforts did not bear much fruit and ascribes that to the lack of a comprehensive policy to provide a blueprint for youth interventions.

Kenya has made significant strides toward the development of youth public policy. As earlier stated, it has established a Ministry of Youth Affairs and Sport, drafted and adopted a National Youth Policy, adopted an accompanying National Youth Council bill¹³ to aid in the implementation of the policy, and put in place a new constitution which has progressive articles that promote youth participation. The youth are also mentioned in the vision 2030, the long term development blue print. In addition, it has put in place the Youth Enterprise Development Fund (YEDF), a plan that is aimed at empowering young people on the economic front by giving them loans to start and develop businesses so as to “increase economic opportunities for, and participation by Kenyan youth in nation building¹⁴”.

¹²Kenya National Youth Policy; Sessional Paper NO. 3 of July 2007

¹³Now the National Youth Council Act, 2009.

¹⁴<http://www.youthfund.go.ke/index.php/about-us/about-yedf>

The recent policy interventions in Kenya targeting the youth have largely been the result of lengthy and in-depth consultation with a variety of stakeholders in the youth policy process, including young people themselves. It is reported that in drawing the NYP, over 6 National forums and more than 8 provincial hearings on the draft Kenya National Youth Policy were held.¹⁵

Kenyan policy documents variously define “youth” with several competing definitions. For example, the NYP defines youth as “persons resident in Kenya in the age bracket 15 to 30 years”¹⁶ on the other hand; the CoK defines youth as persons aged between 15 to 35 years of age. This report has chosen to adopt the definition laid out in the constitution, given that it is the supreme law of the land and is more recent.

2.2 Overview of the Youth Policy Environment

2.2.1 National Youth policy

The vision of the National Youth Policy (NYP) is a society where youth have an equal opportunity as other citizens to realize their fullest potential, productively participating in economic, social, political, cultural and religious life without fear or favor¹⁷.

The NYP attempts to provide a framework for youth development in Kenya. It “endeavors to ensure that all young women and men are given meaningful opportunities to reach their full potential, both as individuals and as active participants in society...”¹⁸ The Policy seeks to address concerns and issues critical to the youth and guide interventions by the state and non – state actors. For a start, the policy seeks to recognize the potential role of the youth in national development and seeks to harness synergy in all actors involved in dealing with the youth.

¹⁵ Comparative Analysis of National Youth Policies, GTZ 2005

¹⁶ Kenya National Youth Policy; Sessional Paper NO. 3 of July 2007

¹⁷ Kenya National Youth Policy, *ibid*;

¹⁸ Kenya National Youth Policy; *ibid*

The NYP outlines constraints that have hampered the effectiveness of previous policy interventions and these include pressure from the high population growth, lack of appropriate skills, unclear and uncoordinated youth policies and programmes, resource constraints and the low status given to youth. On issues impinging on the youth, the NYP states among others, the following unemployment and underemployment, health related problems, crime and deviant behaviour, limited sports and recreation facilities, abuse and exploitation and limited participation and lack of opportunities, poor housing, access to information and communication technology.

The policy outlines rights, responsibilities and obligations of the youth, recognizing the importance of youth to enjoy their youthfulness irrespective of social status, sex. It ascribes the several rights to the youth such as the right to life, meaningful education, and good health among other rights. However, the policy also places a number of responsibilities and obligations on the youth, ostensibly, to not only safeguard the rights of the youth, but also to help them to understand and fulfill their responsibilities, for the development of society. As such, the youth are expected to; be patriotic and loyal to Kenya and promote the country's well-being; contribute to social-economic development at all levels, including through volunteerism alongside other responsibilities.

The policy spells out obligations for parents and guardians. They should for example promote responsible parenting; provide equal opportunities and access to family to the youth, regardless of their sex and assist the youth to realize their goals and full potential. **The policy also places obligations on the State,** specifically; it says that the State should be the lead agent in supporting the implementation of the youth policy. This support should cover all the other areas, such as creation of sufficient employment opportunities for the youth, education and health facilities. **For the private sector, the NYP briefly states that it** shall take part in the overall job creation and employment of the youth; engage in entrepreneurial development; provision of information and transfer of

technology and skills. As employers they should avoid exploitation of young people.

1. Definition of the youth problem

The NYP attempts to recognize the needs and concerns of the youth as opposed to previous policies that largely ignored them, with no specific policy for the youth. It does this by seeking to highlight the potential of the youth in the development of the country as well as self fulfillment stating that the policy "... recognizes and values young women and men as a key resource and national asset and places their needs and aspirations central to national development..."¹⁹ The policy gives a clear definition of Youth, stating that a Kenyan Youth is any individual aged between 15 – 30²⁰ years and that takes into account the physical, psychological, cultural, social, biological and political definitions of the term. It then goes further and provides a profile for the youth with demographical facts.

2. Unemployment and Representation as some priority strategic areas of the Policy

a. Employment Creation

The NYP views the unemployment crisis in the country as a major issue impinging on youth development. However, it prescribes a change of the countries laws to give the youth a chance and states that providing an environment that will enable the youth to pursue self-help initiatives for self-employment is also required. It then outlines a number of interventions that ought to be implemented to better the lot of the youth.

b. Youth empowerment and participation in national life

The policy defines youth empowerment as being about facilitating the youth to forge partnerships with other groups in society; instilling a

¹⁹ Kenya National Youth Policy ibid

²⁰ This definition is different from the CoK which defines "youth" as the collectivity of all individuals in the Republic who— (a) have attained the age of eighteen years; but (b) have not attained the age of thirty-five years.

sense of ownership in the efforts to improve their well-being; and building their capacity to realize their aspirations and boost self-motivation. To address the issues of youth empowerment and participation in national life, the NYP has strategies that call for the involvement of the youth at all levels of governance and in decision-making processes among others.

2. Priority target groups

The NYP, though designed for the youth, has some specific target groups among the youth. These are viewed to be the more marginalized and desirable for special attention as follows:

- i) Youth with disability
- ii) Street youth
- iii) Youth infected with HIV/AIDS
- iv) Female Youth
- v) The unemployed youth
- vi) Out of school youth

3. Goals of the National Youth Policy

The overall goal of the policy is to promote youth participation in democratic processes as well as in community and civic affairs, and ensuring that youth programmes involve them and are youth-centered.

The specific objectives of the policy are

- i) To sensitize national policy makers on the need to identify and mainstream youth issues in national development
- ii) To emphasize, support and partner with positive and effective initiatives and programmes set up by associations, no-profits groups that help the youth to fulfill their expectations and meet their needs
- iii) To create proper conditions for the youth to empower themselves and exploit their potential
- iv) To identify ways of empowering the youth.
- v) To promote a culture of volunteerism among the youth

- vi) To explore and suggest ways of engaging the youth in the process of economic development
- vii) To identify constraints that hinder the Kenyan youth from realizing their potential
- viii) To propose ways of mentoring the youth to be just and morally upright citizens
- ix) To promote honest hard work and productivity among the youth.

5. Implementation of the National Youth Policy

To ensure its effective implementation, the NYP established a National Youth Council (NYC) through an Act of Parliament. Its mandate includes co-ordination of youth organisations, designing and continuously reviewing the NYP and developing an "integrated national youth development plan" in collaboration with the ministry responsible for youth affairs²¹. The council is also to act as an advisory, research and policy institution on youth affairs in the country.

The policy proposes the establishment of an inter-ministerial committee on youth comprising representatives of relevant ministries dealing with youth issues. The committee will monitor and review the youth activities carried out by various players in the Government as stipulated in the action plan. The youth policy is to be reviewed at least once in every five years and in line with other government policy statements.

6. The National Youth Council Act

The act was postulated in 2009 and was meant to ensure effective implementation of the Kenya National Youth Policy 2006. It also set out the principal functions of the National Youth Council that primarily was to ensure effectiveness and responsiveness of all Government and its Agencies on youth and youth issues as advocated in the NYP and CoK.

2.2.2 Kenya Vision 2030

Vision 2030 is Kenya's economic blue print and its first Medium Term Plan for the period 2008-2012 states that for the country to attain its vision of becoming a middle income and prosperous country by 2030, it is paramount to put youth concerns in the forefront. The overarching vision is "a globally competitive and prosperous nation with a high quality of life by 2030". Vision 2030 has three pillars anchored on a foundation of macroeconomic stability; continuity in governance reforms, enhanced equity and wealth creation opportunities for the poor; infrastructure, energy; Science, Technology and Innovation (STI), and reforms, human resources development; security and public sector reforms.

The social pillar envisions the building of a just and cohesive society that enjoys equitable social development in a clean and secure environment. The Vision lists the key social sectors to be transformed to include education and training, health, water and sanitation, housing and urbanization, gender, youth; sports and culture. These sectors are conventionally accepted to be important for national cohesion and integration, and for sustainable development. An overarching theme that ought to be emphasized is the need to reverse inequalities across regions and social groups. This will require the monitoring of the impacts of the Vision's interventions on inequities.

Some of the flagship vision 2030 projects of interest to the youth are as follows;-

- Establishment of a Sports Lottery Fund
- Increased Subsidies to Youth Polytechnics
- International Academy of Sports
- International Centre for Arts and Culture
- One Billion Tree Planting Campaign under Trees-for-Jobs Programme
- Regional Sports Stadia

- Revision of Education and Training Curriculum
- Revitalization of Youth Polytechnics
- Roads 2000 and Other Labour Intensive Public Projects
- Youth Empowerment Centers

2.2.3 Constitution of Kenya 2010

The new constitution that was **enacted on 27th August 2010** offered a new dawn for the country. Its promulgation marked the end of a long and arduous journey for Kenyans, and was aptly dubbed a rebirth of the nation. The youth have some important gains in the constitution. The most significant are outlined hereunder:

Article 27 (4) on non-discrimination states that **the state shall not discriminate; directly or indirectly against any person on any ground, including among others, age.**

Article 55 requires that the government undertake measures, including affirmative action measures to ensure the youth access relevant education and training; have opportunities to associate, be represented and participate in political, social, economic and other spheres of life; access employment; and are protected from harmful cultural practices and

Article 97 (1) guides youth participation in the *national assembly* as envisaged by Article 90 which requires political parties to nominate 12 members. The article recognizes the youth as a special interest group.

3. Primary Findings on Youth Programs & Policies

To find out how effective and responsive GoK programs are at addressing the twin problems of youth unemployment and representation, CTL conducted a primary study that involved collection of primary data through:

- a. Questionnaires that capture the general perspective of youth (both in youth groups and outside groups) as well financial intermediaries
- b. Focus Group Discussions with the youth group officials in Molo, Nakuru and Kuresoi
- c. Key Informant Interviews with MOYAS officials at district levels and other stakeholders working with youth

Primary data was collected from the three constituencies namely Nakuru, Kuresoi and Molo. A total of 325 respondents were interviewed during the study and 60 more youth participated in focus group discussions. 149 of the respondents were members of youth groups while the remaining 176 were not in groups. Respondents were drawn from 23 wards that make up the three constituencies (according to IEBC's reviewed boundaries). Key Informant Interviews were held with CDF committee members, ministry officials at local level and a sample of representatives from financial intermediaries channeling the youth fund.

3.1 Demographics of Respondents

a. *Constituency Representation*

Out of the 325 youth interviewed during the study, 54.5% were from Nakuru, 26.8% were from Kuresoi and 18.5% were from Molo.

b. *Age and education level*

Majority of the respondents were aged between 18 and 27 years representing 75% of total respondents and 25% were aged between 28 and 35 years old. In terms of educational level, 45 respondents, representing 13.8% said they have university education. 58 respondents (17.8%) said they have Diploma or

Certificate qualifications while 44.9% of the respondents have gone up to high school level. The remaining respondents either did not clear high school or never cleared primary school.

c. *Occupation*

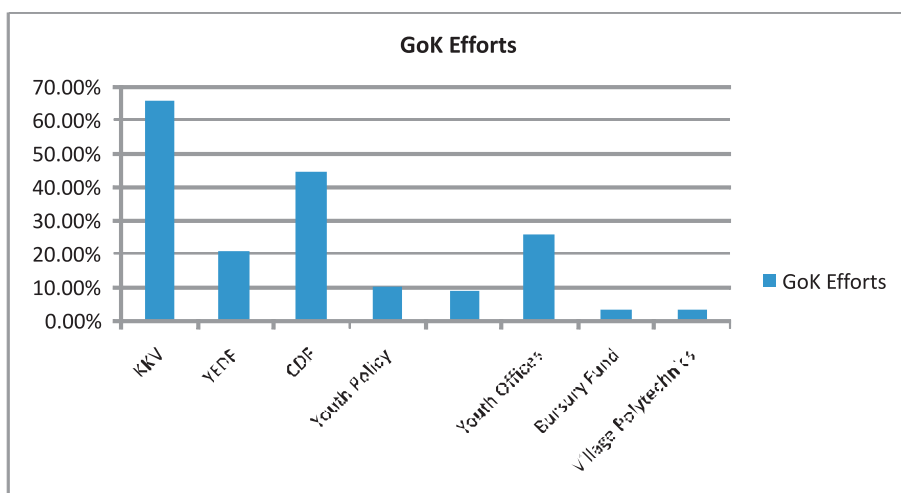
Out of the 325 respondents, 45 (13.8%) are in full employment that is either permanent and pensionable or contractual. 55 (16.9%) engage in farming along with other activities such as casual jobs, youth group activities or family businesses. 20% of the respondents are self employed while 25.5% are unemployed.

3.2 Awareness of GoK Programs and Policies

a. Youth awareness of Government efforts

CTL sought to find know the level of awareness of GoK efforts among youth in the three study areas. Interestingly, the primary findings showed that Kazi Kwa Vijana is the most common GoK program among youth. This is mostly attributed to the fact that youth earn a daily wage from the program despite the fact that it is labor intensive. The table below shows the level of youth awareness on various GoK efforts.

Figure 1: Awareness of GoK Efforts

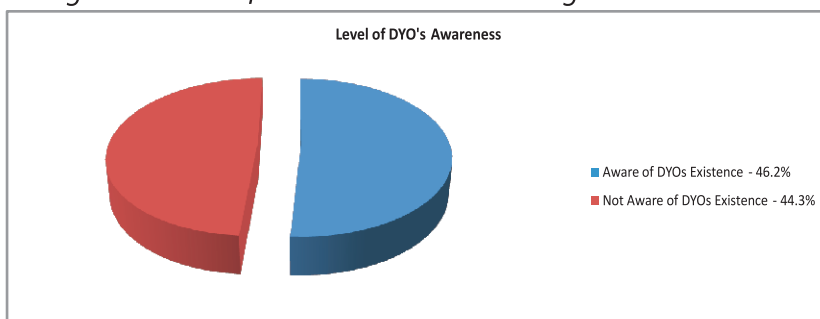


b. Youth awareness of DYO's existence

One of the ways through which MOYAs reaches youth at local level is through the District Youth Office.

However, the level of youth awareness on the existence of District Youth Offices is still wanting with some 44.3% of respondents saying they were not aware of DYO's existence in their locations as reflected below.

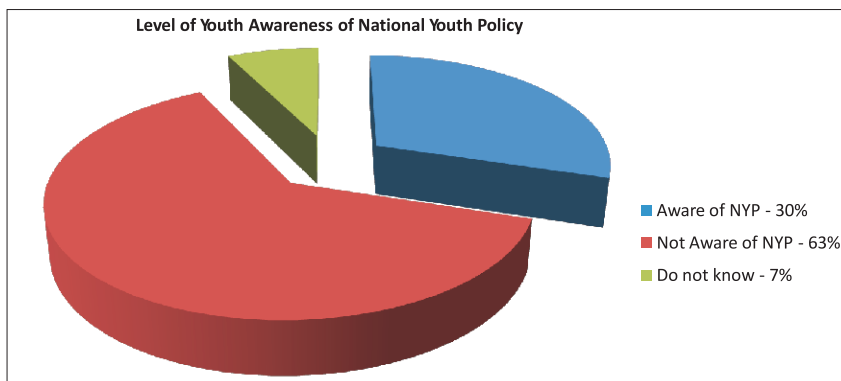
Figure 2: Level of DYO's Awareness among Youth



c. Youth Awareness of National Youth Policy

The study showed that youth awareness on NYP is still very low. Only 29.8% of the respondents said they have heard about the policy as reflected below.

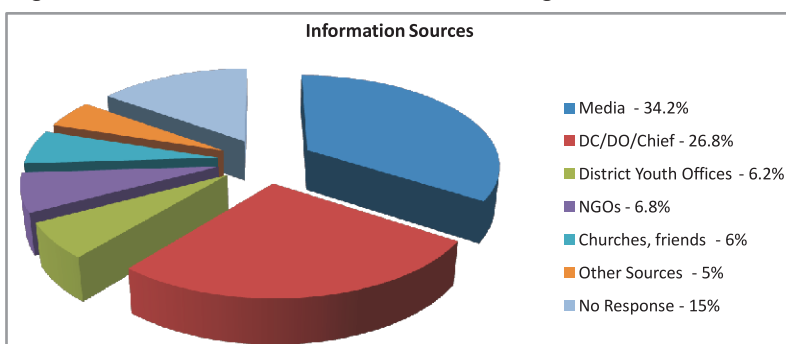
Figure 3: Level of Youth Awareness on NYP



d. Sources of Information on GoK Programs and Policies

In terms of sources of information, study findings showed that most youth get information about GoK efforts through the media (34.2%) and through the provincial administration i.e. DC/DO/Chief (26.8%). NGOs, district youth offices and churches/friends play as significantly smaller role in disseminating information about GoK efforts as shown below.

Figure 4: Sources of Information on GoK Programs and Policies

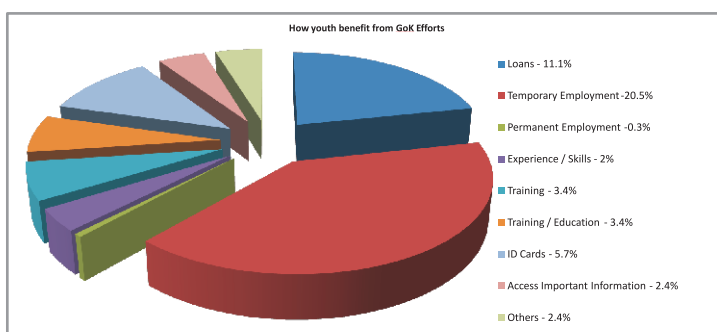


3.2 Benefits for youth in GoK Efforts

a. How youth benefit from GoK Programs

The study showed that youth benefit differently from ongoing GoK efforts. While 58% of the respondents said they had not benefited from GoK youth programs, 40% representing 142 respondents agreed that the programs have been beneficial to them in various ways as shown in the diagram below:

Figure 5: How youth benefit from GoK Efforts



i. How youth have benefited from YEDF

According to the YEDF website²², the fund was conceived by the government in June 2006 as one of the strategies of addressing youth unemployment. YEDF aimed at providing easier access to credit and collateral for the youth so as to effectively equip them with appropriate skills to creatively engage in economically viable activities.

It is supposed to accomplish the above mentioned by providing loans to existing micro-finance institutions (MFIs), registered non-governmental organizations (NGOs) involved in micro financing, and savings and credit co-operative organizations (SACCOs) for on-lending to youth enterprises. The fund was also established to facilitate investment in micro, small and medium enterprises oriented commercial infrastructure such as business or industrial parks, markets or business incubators that will be beneficial to youth enterprises. The Youth Enterprise Development fund since inception in 2006 has disbursed a total of Kshs. 6.5 Billion to 160,000 youth enterprises across the country. It has offered training to over 200,000 youth in entrepreneurship skills and facilitated formation of youth Saccos.

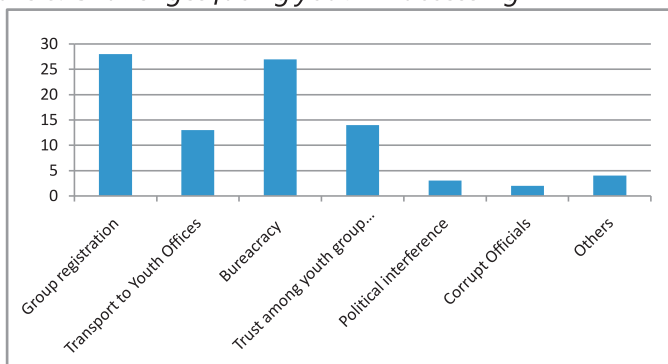
This study found that 44% of respondents in groups had benefited from the YEDF. Half of these groups said they are still repaying the loan while a quarter of these said they were unable to repay the loan due to business failure; only a quarter of the respondents reported having fully repaid the loan. When asked to cite the challenges they face during implementation of their YEDF funded projects, they identified the following:

- a. Accessing raw materials (15%)
- b. Finding market for their products (35.2%)
- c. Weather challenges (22.7%)
- d. Mistrust within the group (7.9%)
- e. Delays in disbursement of funds (3.4%)

²² <http://www.youthfund.go.ke/>

Further, respondents identified the following as challenges in accessing the YEDF:

Figure 6: Challenges facing youth in accessing YEDF



ii. How Youth have benefited from KKV

The Kazi Kwa Vijana (KKV) programme is another plan which the government initiated to create jobs. KKV was launched by the President and Prime Minister in March 2009. It was meant to employ between 200,000 – 300,000 Kenyan youth and was aimed at providing the youth with an alternative source of livelihood to support themselves and their families. Primarily, KKV engages youth in small but manual- labor intensive projects within their communities. These are inclusive of water dams and irrigation, repairing of access roads, clearing bushes and tree planting in rural areas. Those in urban areas build and operate water kiosks, develop and implement waste management systems, repair and maintain access roads among other projects. KKV was meant to enable the government to push development initiatives and at the same time address unemployment. The project has also had more than its fair share of allegations of graft with the World Bank at one time threatening to cut off funding. The government needs to address the issues of graft in the Kazi kwa vijana initiative and look towards putting in place lasting empowerment projects for the youth.

This study revealed that KKV is the most popular program among youth. However, only 59% of the respondents said they had participated or benefited from KKV. 80% of the respondents who said they had benefited from KKV reported that they were paid a daily wage of between Kshs. 200 and Kshs. 300 for their work. Further, for a most of them (59%), their jobs lasted for less than a month while for the rest, jobs lasted for less than 3 months. When asked how many times they have benefited from KKV, 55% of the respondents said they have had the opportunity once, 24% said they have had it twice or thrice and only 20% of the respondents said they have had it more than thrice.

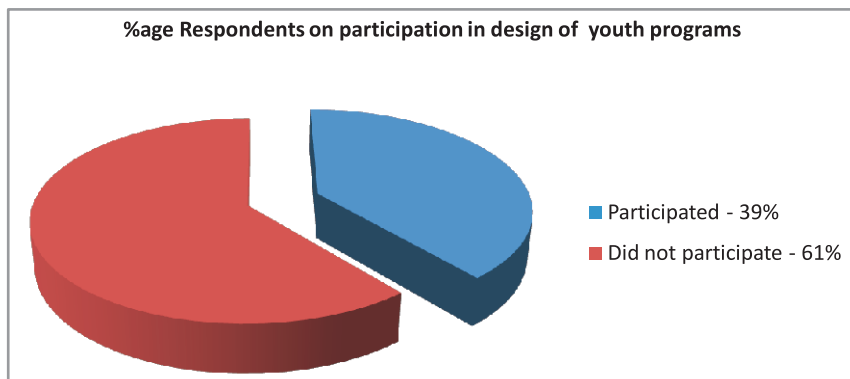
These results indicate that though popular among the youth, KKV is not a program that youth can rely on for regular income and is therefore not effective in addressing youth unemployment. The study also showed that the program does not provide opportunities for skills development among youth, perhaps due to its manual nature. This is reflected in the responses received regarding skills gained through KKV as below:

- a. Technical skills (19%)
- b. Communication skills (9.5%)
- c. Socializing skills (52.4%)
- d. Management skills (19%)

3.4 Youth participation in the design of Youth Programs

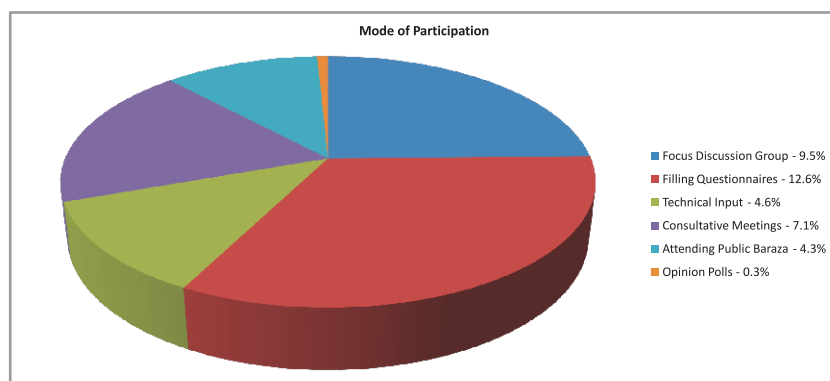
This study revealed that MOYAs had made attempts to involve youth in the design of YEDF through regional meetings. However, when asked whether they participated in designing GoK youth programs, 39% of respondents said they did participate while 61% said they did not participate in the design of youth programs. Those who said they had participated in the design of GoK programs said they were involved in designing Constituency Resource Centers, KKV and Village Polytechnics.

Figure 7: Youth Participation in program design



This low participation rate explains the perception of youth towards some of the GoK programs like YEDF. One of the challenges that financial intermediaries said are grappling with is the fact that some youth view YEDF loans as grants from the government and not a revolving fund that requires borrowers to repay so that someone else can borrow. This perception affects the uptake of YEDF loan products through financial intermediaries. The mode of participation for the 39% respondents who said they had participated in the design of youth programs is mostly in terms of providing information which in most cases, they have no way of ensuring it is factored in the program design processes as shown below:

Figure 8: Mode of youth participation in GoK program design

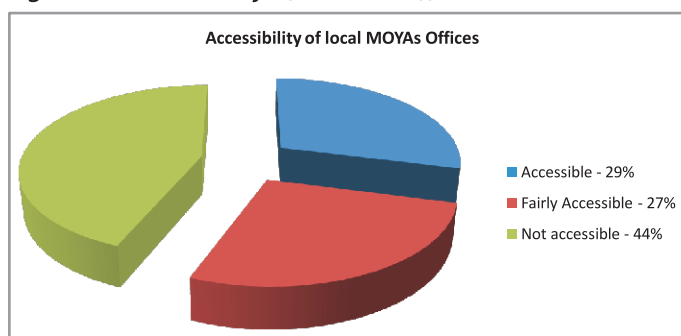


3.5 Accessibility of Youth Programs

a. Accessibility and Logistical Challenges

MOYAS has offices located in each district to facilitate service delivery to youth. However, this study found that the districts are too vast to be served by one District Youth Office. Further, the study found that district youth officers are inadequately staffed and face serious logistical challenges such as mobility that hinder them from effectively serving the huge population of youth in the district. The vastness of the districts make it difficult for youth to access services as reflected by the study findings where 44% of respondents feel they are not accessible at all as reflected in the diagram below.

Figure 9: Accessibility of MOYAs Offices



When asked how often they visit the DYO's office, 11.4% of respondents who are aware of DYOs said they visit often while 10.2% only visit once in a while. 57.8% of those respondents said they rarely or never visit the District Youth Offices. These accessibility and logistical challenges hinder the effective implementation of youth programs.

b. Youth Perception on services provided by DYOs

The primary findings revealed interesting perceptions on the services that District Youth Offices provide to the youth. Despite the fact that the YEDF has its officers housed at the District Youth Offices for purposes of disbursing the youth fund, majority of the youth who participated in the study associate District Youth Offices with

disbursement of youth funds. Other services that DYOs are perceived to provide include registration of youth groups, capacity building youth groups, providing information and technical advice to youth, networking youth groups and coordinating KKV.

When asked whether a youth officer has visited them in their location, 40% of the respondents said they've never been visited while 38% said they had been visited once. 22% of the respondents said youth officers have visited them more than once. When asked the purpose for these visits, 74 respondents said they were for:

- a. Monitoring and Evaluation (39.1%)
- b. Inspections (31.1%)
- c. Capacity building (2.7%)
- d. Capacity assessment (14.8%)

Note: 12.2% of the respondents did not know the purpose of the visit.

3.6 Youth Representation in CDF Committees

The issue of youth participation was discussed during the focus group discussions. The study showed that majority of young people understands representation as having a youth holding a constitutional political position. Participants observed that youths in these areas are underrepresented in government and the few who represent them have failed to do so effectively. They failed to mention representation in other areas such school committees, market committees and in CDF committees. All participants were aware of the structures and elections to get youth representatives through MOYAS (NYC which almost 50% participated), but they had no idea what befell the process after the elections. When asked if they know the youth representative in CDF committees, majority seemed not to be aware particularly especially in Nakuru and Molo. Majority of their counterparts in Kuresoi are aware that they have a slot in the CDF committee only that it has not been filled. The major information gap among the participants was their lack of awareness on how and/or when CDF representatives are selected. There was lack of information about the composition of the CDF committee

and its connection to the youths. Further, the youth seemed not to be aware of how their opinions and views can be expressed to CDF committees.

The CDF Act provides for 2 slots in the CDF committee for youth. However, the Act gives power to MPs to pick those representatives hence making the process of getting youth representatives non-participatory. This to a large extent explains why most young people are not aware of their representatives in the CDF committee even though the study established that there were youth representatives in some of the CDF committees. This leaves questions regarding how well youth issues are represented in CDF committees when the youth being represented are not aware of their representatives and do not get a chance to decide on who would best represent their interests in CDF committees.

1. Gaps in Youth Programs and Policies

It is evident that Kenya has made significant steps in laying the foundations of solid youth policy interventions to tackle the challenges plaguing the youth. However, significant questions remain about the implementation of such policies. In particular, it is imperative that the youth are considered in both word and deed, to be the principal stakeholders and beneficiaries of the said policies. As such, issues affecting young people should be fully integrated and harmonized into every aspect of public policy and across all Ministries and government agencies.

Under some of the policy tools like the Constitution, Vision 2030 and the NYP, specific policies and interventions are spelt out for realization albeit currently in various stages of implementation. However, to fully develop the youth potential as well as prepare and engage them in socio-economic development, the following gaps that threaten to impede the current policies from realizing their full potential ought to be addressed:

Change in Government: Kenya is currently going into an election year, at the conclusion of which a new government will take over. With the anticipated changes in the structure of government, the future of the MOYA both in its being and its composition may not be guaranteed. If it is scrapped or turned into a government department of another ministry as was previously the case, some of the on-going policy implementation activities may be in jeopardy.

Transition machinery: Some of the policy initiatives like Vision 2030 and the youth fund lack the protection from transition shenanigans. This is because they lack firm anchoring in law and may be associated with particular individuals rather than the government.

Civic Awareness: It is evident that the level of awareness on the Kenya National Youth Policy 2006, National Youth Act 2009, Vision 2030 and the attendant process are painfully dismal. The Ministry of Youth Affairs and Sports has not rolled out plans to ensure massive

awareness that would encourage broader participation and ownership by the youth in these processes.

COK 2010: The constitution does not have specific words on how the youth particular provisions will be implemented. It vests this with parliament to enact the enabling legislation, and as we are aware, the current parliament is nearing the completion of its term, and has minimal youth representation. The new constitution however does provide an excellent framework and launch pad for youth participation and representation, and is a basis for making appropriate demands.

Inter-sectoral Cooperation on Implementation: MOYA is charged with overseeing Kenya's NYP as well as implementation of various youth related activities under Vision 2030. In order to ensure appropriate implementation, it will have to rely extensively on contemporaries in other ministries.

View of Youth as a Resource: It has of late become fashionable to refer to the youth as a resource, rather than the previous cliché of young people being the leaders of tomorrow. However, the youth are largely unconvinced by such utterances. This may be due to the long standing characterization of many years, and the fact that the government is not moving fast to reassure the youth of their place in society as well provide an enabling environment to solidify their gains.

Meaningful Inclusion: The COK 2010 correctly outlaws discrimination on the basis of age in article 27(4). It recognizes the youth as being marginalized. The NYP also states its target youth groups. However, it is important to bring some other groups of youth into the umbrella of inclusion, such as young prisoners, and even rural youth and other categories of youth not directly mentioned but who may be vulnerable.

Participation Going Forward: The level of participation of youth and civil society organizations in the development of Kenya's youth policy has been substantive in the past. However, it is not clear whether this participation will continue in earnest in the coming years.

The National Youth Council: According to the NYC act, the body is supposed to be composed of sixteen elected youth representatives and four Permanent Secretaries plus the Attorney General. The inclusion of Permanent Secretaries and the Attorney General all with voting powers could dilute the independence of the body. The National Youth Council will not have any political power to ensure translation of pertinent policies into desired results. It is portrayed as a body that will only be responsible for promoting awareness and inclusion.

Review of the NYP: The National Youth Policy has not been reviewed since its inception despite the fact that it is clearly stipulated that it "...shall be reviewed at least once in every five years..." This is a serious flaw since it essentially deals with the most dynamic segment of the population and where issues become obsolete with the passage of a very short time.

Unfriendly Regulations: While the Constitution seeks to increase youth participation in governance processes, some of the supporting regulations proposed fail to embrace this spirit and become a hindrance to youth representation. For instance, the recently proposed Draft Elections Regulations that requires youth to pay similar hefty nomination fees as their opponents.

Vision 2030: The vision lacks an in-depth analysis on the state of youth and fails to appreciate the real challenges facing them. It proposes youth engagement in provision of manual labor but fails to outline employment strategies for youth who are educated and skilled. The vision also does not provide mechanisms for guaranteeing equitable distribution of economic gains to ensure that the impact of economic growth is felt by the youth. Finally, it does not mainstream youth as an integral part of society, but rather treats them as special items alongside gender and vulnerable groups.

Logistical capacity of Ministry Official in terms of mobility: Youth Ministry officials such as DYO's are in-charge of vast areas with rough terrain and youth populations running into tens of thousands. However, they do not have vehicles allocated to them to facilitate their movement from one area to another serving the youth. In terms of staffing, the number of staff at District Ministry level is also wanting with one district being served by less than 5 staff. This hinders their effectiveness in delivering their mandate

MOYAs Top-bottom approach: Implementation of MOYAs programs utilize a top-down approach with little room for input from the ground.

5. Recommendations and Conclusions

To ameliorate the above mentioned gaps, this Study proffers the following recommendations for policymakers and the youth, including civil society organizations that work with and for the youth in the months and years going forward:

Maintain Pressure on Inter- Ministerial committee: Both civil society organizations and the MOYA must maintain a watchful eye on the work of Inter- Ministerial committee. Civil society organizations, in particular, should take steps to monitor resource allocation and hold ministries accountable for promises made in relation to policy implementation. Civil society organizations have the potential to serve as a watchdog, naming and shaming those ministries that do not comply.

Demand a Part in Implementation: Civil society organizations have not been adequately included in the implementation of policies targeting the youth. In particular, CSOs working with and for young people must demand a greater say in the decisions that emanate from and affect the policies they have helped draft.

Staying Focused and United: Civil society organizations with and for young people in Kenya must stay focused and united and not succumb to splits and fractures in terms of their approach to issues based on the demands and focus of their various donors. However, in recent times, much has been accomplished thanks unity of purpose on youth issues.

Youth leadership and participation-The process of establishing the National Youth Council must ensure youth leadership and participation and full involvement of key stakeholders of the youth, with minimal parts played by the government officials unless in an consultative capacity.

Civic education: There should be civic education on the National Youth Council election prior to the anticipated election at National level and other stakeholders such as the IEBC should be incorporated to ensure that they are free and fair.

Transition Mechanism: The best way to anchor the policies into law would be to entrench them in acts of parliament on planning as was done with the NYC bill. The most important like the vision 2030 should even have been anchored in the constitution.

Review of the NYP: The National Youth Policy must be reviewed with speed if it is to continue being relevant to the needs of the current generation of the youth. The review, just like the process that culminated in the formulation of the current policy, must be inclusive and participatory, and for this to happen, must be well publicized. Further, it will be essential for the revised policy to categorize youth to address needs specific to these groups. The review process should also go beyond inclusion of an implementation strategy to provide a mechanism for holding duty bearers responsible for its implementation.

Conclusion

As the Study alluded to, the youth have been left out in key development issues for a long time. However, their potential and effort has been under rated and underutilized. This however in no way negates their importance and policies put in place to better their lot ought to help mainstream the concerns of the youth. The significance of policies and programmes to promote the youth has been highlighted at even at international levels. For example, the UN General Assembly: "Calls Upon all States, all United Nations bodies, the specialized agencies, the regional commissions and the intergovernmental and non-governmental organizations concerned ... to make every possible effort ... aiming at cross-sectoral youth policies by integrating a youth perspective into all planning and decision-making processes relevant to youth"²⁴.

The Study also points out that youth policies must be embedded in the institutions too for them to be meaningful. In other words, they should not be adopted as isolated policies, but should instead be integrated into more general national development strategies. This is because a

²⁴ United Nations General Assembly Resolution 56/117, 19th December 2001

National Youth Policy on its own is not sufficient. It is also essential to have an action plan for policy implement with appropriate budgeting. Youth participation is a core element in the development, implementation and evaluation of youth policies. Further, there must be political will to implement youth policies as they are not created as an end in themselves, rather as a means to an end.

Overall, investing in the youth is not an alternative but an inevitability policy makers and the country in general need to appreciate that the youth of the country are an asset, and there is need to invest in youth to realize meaningful sustainable development for the whole country.

6. Annexes

STAKEHOLDERS VALIDATION WORKSHIP

Held on 21st September, 2012 at Bontana Hotel, Nakuru

List of participants

No.	Name	Organization Represented
1.	Dickson Mutai Koskei	Youth Fund, South Rift Region
2.	Wafula Wafula	MoIC
3.	James Onanda	MoIC
4.	Richard Wachira	K-Rep Bank, Nakuru
5.	Prof. Gitile Naituli	Multi Media University, Nairobi
6.	Emmanuel Dennis	NYSA, Nairobi
7.	Stephen Ogutu	Persons with Disability, Nakuru
8.	Robin Onyango	Persons with Disability, Nakuru
9.	Enock Onkoba	YYC, Youth Bunge, Molo
10.	Joseph Mureithi Mwari	Mt. Kenya Animators and Puppeteers, Kirinyaga
11.	Kevin Osido	The Youth Agenda
12.	David B. Makokha	ICS Mau Forest Complex, Nakuru
13.	Dan Asaka	Nyanza Youth Coalition, Kisumu
14.	Nancy Kibii	Badilika Youth Group
15.	Penuel Nyagaka	Coast Education Centre, Mombasa
16.	Kiptoo Ayabei	District Youth Office, Kuresoi
17.	Philip Omiera	Innovation Empowerment Programme, Nyamira
18.	Maurice O. Olunga	Center for Education and Rural Development, Nyanza
19.	Freddy Kamakei	Neighbors Peace Initiative, Narok
20.	Masese Kemunche	Centre for Enhancing Democracy & Good Governance, Nakuru
21.	Fadhili Msuri	Kenya Muslims Youth Alliance /NYSA, Nakuru
22.	Aggrey Lubanga	Provincial Director, Ministry of Youth & Sports, R-Valley
23.	Jane Chebet Chepkwony	Ministry of Youth, Kuresoi
24.	Peter Kabiro	Ministry of Youth, Nakuru
25.	Daniel Njuguna	Ministry of Youth Affairs, Nairobi
26.	Silvester Abara	VSF Germany
27.	Charles Kimita	ICS Mau, Nakuru
28.	Diana Kiget	YEDF, Kuresoi
29.	Samuel Mbuthia	YYC, Molo
30.	Richard Rono	Nyota Vision 2030 Youth Group, Kuresoi
31.	Daniel Njuki	Genesis Arts Creation, Nakuru
32.	Keziah Mwaura	MoYAs, Njoro
33.	Zipporah Konga	MoYAs, Baringo
34.	Misco Mungai	GPYC, Nairobi
35.	Kennedy Masibo	News Watch, Nakuru
36.	George Otieno	People with Disability, Nakuru
37.	Jesca Lumumba	Badilida Youth Group, Nakuru

38.	Charity Maina	MoYAs, Molo
39.	John Ngigi	Catholic Diocese Nakuru
40.	James Mwangi	AISD, Nakuru/Nairobi
41.	Evelyne Wanjiku	Youth Fund, Nakuru
42.	Barasa Christabel	CTL
43.	Kennedy Nyariki	MoYAs, Nakuru
44.	Peter K. Maritim	Barut Youth Group, Nakuru
45.	Bancy Kubutha	CTL
46.	Raymond Obuoyo	CTL
47.	Julia Kamau	CTL

