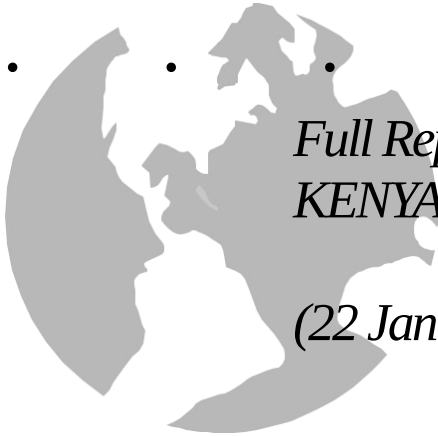




World Food Programme

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# A Report from the Office of Evaluation



*Full Report of the Mid-Term Evaluation of the  
KENYA Country Programme (1999 – 2003)*

*(22 January – 12 February 2002)*

*Rome, September 2002*

*Ref. OEDE/2002/15*

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# Acknowledgement

The evaluation team visited Kenya from 22 January to 12 February 2002. This document was prepared by the mission team leader on the basis of the mission's work in the field.

On behalf of the team, the author wishes to extend thanks to all those who facilitated the team's work in the field and in Headquarters.

Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by WFP of the opinions expressed.

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# Acronyms

ALRMP	Arid Lands Resource Management Programme
CBO	Community-Based Organisation
CCA	Common Country Assessment
CO	Country Office
CP	Country Programme
CRS	Catholic Relief Services
CSN	Country Strategy Note
CSO	Country Strategy Outline
DEO	District Education Officer
DFID	Department for International Development
DHS	Demographic and Health Survey
DMC	Drought Monitoring Centre
DOC	Direct Operating Costs
DSC	Direct Support Costs
DSDDC	District Social Dimensions of Development Committee
DSG	District Steering Group
DSS	Department of Social Services
ECD	Early Child Development
EFA	Education for All
EMOP	Emergency Operation
GAF	Gender Action Fund
GFEI	Global Food for Education Initiative
IGA	Income Generating Activity
KCC	Kenya Country Committee
KFSM	Kenya Food Security Meeting
LIFDC	Low Income Food Deficit Country
LTSH	Landside Transport, Storage, and Handling
MICS	Multiple Indicator Cluster Survey
MOEST	Ministry of Education, Science and Technology
MTEF	Medium Term Expenditure Framework
NACC	National AIDS Control Council
NDP	National Development Plan
NFI	Non-Food Item
NPEP	National Poverty Eradication Programme
ODA	Official Development Assistance
OLS	Operation Lifeline Sudan
OP	Office of the President
PRC	Programme Review Committee
PRRO	Protracted Relief and Recovery Operation
PRSP	Poverty Reduction Strategy Paper
PTA	Parent-Teachers Association
RB	Regional Bureau



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SAF	Standard Analytical Framework
SFP	School Feeding Programme
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
USAID	United States Agency for International Development
VAM	Vulnerability Assessment and Mapping
WMS	Welfare Monitoring Survey
WVI	World Vision International



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# Executive Summary

Kenya is a country beset by many serious problems perpetuating widespread poverty and food insecurity. The pace and extent of economic development and of poverty alleviation in Kenya have slowed significantly during the past 20 years and Kenya is believed to be suffering, presently, its worst economic depression since the early 1960s. More than half the population now exists in a state of absolute poverty. Food insecurity is growing, in part as a consequence of population growth, continuing low per capita agricultural production, water scarcity, depleted soils, a lack of extensive natural resources, historically poor development policies, and growing physical insecurity. Emergencies such as droughts and floods have also contributed significantly to increasing poverty and food insecurity.

The Government of Kenya, international and bilateral donors, and non-governmental organizations (NGOs) have been engaged in programmes to increase the rate of development and growth, and reduce the incidence of poverty and food insecurity. While over the past decade, the Government of Kenya has been criticised by several donors for being less enthusiastic about its commitment to appropriate development policies and practices that the situation might justify, the Government's commitment to reducing poverty, as evinced in the recently completed Poverty Reduction Strategy Paper (PRSP), now seems to be visible and appropriate. The PRSP calls for pro-poor growth, the reduction of food insecurity and an emphasis on building the human capacities of all Kenyans. Policy, planning and budgeting are to be tightly linked and priorities set in such a way that there will be maximum attention on concerting resources from all sources and partnering of programmes to avoid waste and duplication in the fight against poverty.

The United Nations Development Assistance Framework (UNDAF) reflects many of the same themes in its focus on: i) maternal and child health, ii) access to basic education, iii) the fight against HIV/AIDS, iv) reducing degradation of the natural resource base, and v) reducing the severity and frequency of disasters. Coordination of the many programmes of the 23 resident UN agencies is key, as is the establishing of more effective partnerships among them. Eleven theme groups were established,<sup>1</sup> each headed by a lead UN agency. WFP heads the "Disaster Management" theme group.

WFP's 1999-2003 Country Programme was approved in October 1998. It was formulated at about the same time as the UNDAF and focused particularly on access to basic education, maternal and child nutrition, and on reducing the severity of droughts and other disasters. The approved CP, however, varies significantly from a proposed 1999-2003 food aid strategy that had been emerging from a series of brainstorming workshops conducted by the resident WFP staff. This latter proposal would have focused a substantial share of WFP resources in Kenya on: i) strengthening community infrastructure, ii) institutional capacity-building, iii) income generation and micro-enterprise development, iv) MCH supplementary feeding and community-based monitoring, and v) livestock development and marketing. School feeding was to have been phased down and eventually phased out.

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<sup>1</sup> Later reduced to six.



The approved CP contained three activities for the 1999-2003 period: i) continued school feeding in the ASAL areas and a new school feeding activity for disadvantaged urban children, both initially to continue feeding 350,000 students but to be phased down to 250,000 in Year Three and to 150,000 students in Year Five; ii) a “fund for disaster preparedness activities” to help threatened communities in selected arid districts to develop disaster preparedness plans and to establish a contingency fund of food commodities to be able to support implementation of these plans at the earliest signs of an impending disaster; and iii) a “community nutrition and care” activity intended to come on stream at the same time as the school feeding activity was being phased down and meant to reduce malnutrition among young children and their mothers in selected ASAL areas. The school feeding activity was revived, it should be noted, in spite of there having been repeated formal announcements to the Government of Kenya during the previous three years that WFP support for school feeding would be completed not later than 2001. This was followed by the signing of a country agreement between WFP and the GOK in which WFP pledged 85,101 MT of food for the programme.

Of the three elements of the programme only the first, school feeding, has been active. The second component, the “Fund for Disaster Preparedness” was held in abeyance because of the advent of the 1999-2001 drought emergency. Now that the disaster EMOP is winding down, WFP/Kenya is in the process of redesigning this element, possibly as a FFW-supported activity to rebuild assets in ASAL areas such as silted dams and deteriorated rural roads degraded or destroyed by the flood on 1998 and/or the subsequent drought. This is generally in accord with the original purpose of the activity and the Evaluation Team endorses this option. The Third Activity, “Community Nutrition and Care” was delayed due to the fact that the Ministry of Health, the intended implementing agency, informed WFP in February 2001 that it did not have the infrastructure or institutional capacity to implement the activity. Presently, it has been decided to convert this activity into a framework supporting organisations providing help and capacity-building assistance to HIV/AIDS orphans in districts hardest hit by the HIV/AIDS epidemic on a pilot basis. The Evaluation Team also endorses this option and urges that consideration be given to expanding assistance in support of efforts to counter the adverse economic and social impact of HIV/AIDS at the maximum rate consistent with prudent management of available food resources.

Thus, the actual programme that has been implemented since 1999 consists of a continuation of school feeding in ASAL areas originally started in the early 1980s. It provides imported and locally-purchased maize, beans and vegetable oil for the consumption by primary and pre-primary students of a nutritious lunch and, sometimes, a morning snack. More than 415,000 students in 1,362 schools in arid and semi-arid districts and selected slum areas of Nairobi are benefiting. The purposes of the programme are to: i) help attract students in the ASAL areas to school, ii) reduce dropout rates, and iii) provide added nutrition intake to the children. Good progress has been made against all of these objectives.

The school feeding activity is characterised by extremely close cooperation between WFP and the Ministry of Education, Science and Technology (MOEST). While there have been occasional problems with the timely arrival of food at the schools, or tardy reporting from the more remote locations, overall the activity has performed very well in achieving its objectives under often difficult circumstances. Given the likely persistence of the high levels of food insecurity that underlie the continuing need for the activity in the ASAL areas, school feeding should remain high on the development agenda of WFP in Kenya well into the future as a component of a broader programme. There are some troubling aspects to the activity however, primarily the difficulty in achieving the dimension of “sustainability”





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in arid and semi-arid areas which will require a somewhat modified approach to WFP support for school feeding in the 2004-2008 Country Programme period.

The programme has had and continues to have a substantial gender concentration and is well focused on all the major elements of WFP's Enabling Development policy initiative.

The Evaluation Reports general and specific conclusions and recommendations are found in Sections IX and X.

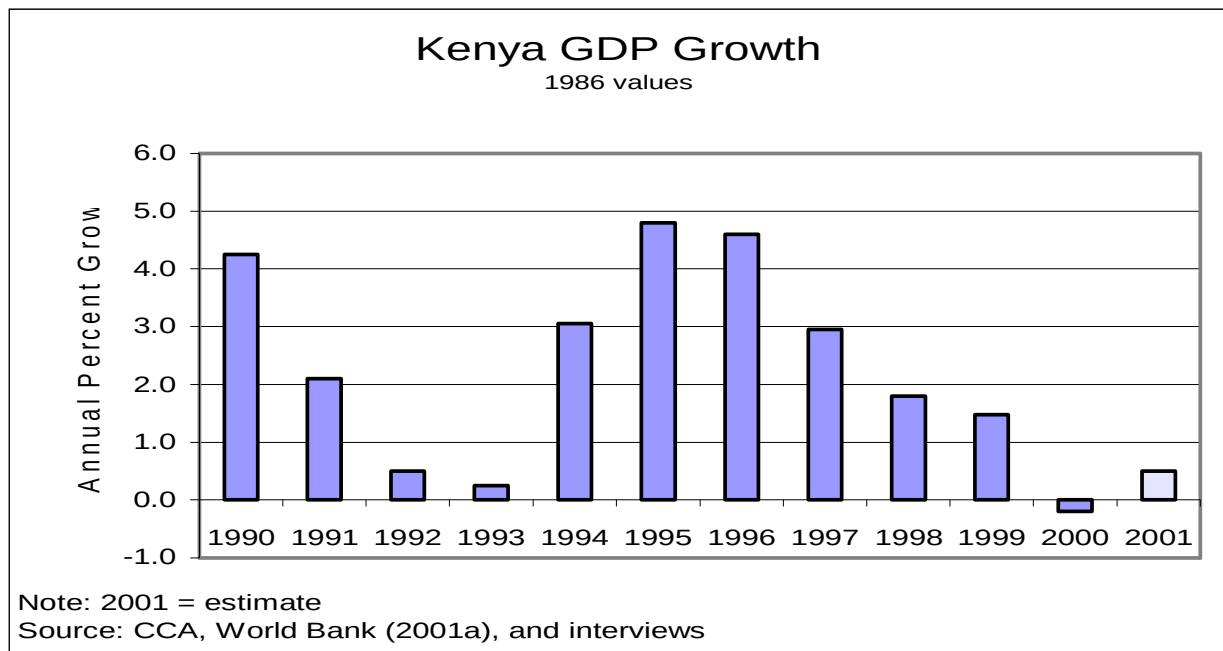


## II. The National Context of WFP Food Assistance

The pace and extent of economic development and of poverty alleviation in Kenya have slowed significantly during the past 20 years. A variety of data sources show that, among other things, per capita income, per capita agricultural production and average household income all declined during the last half of the 1990s, continuing a long-term trend evident from the late 1970s. Presently, according to one senior advisor to the Government, Kenya is experiencing its worst economic depression since 1964.

While the full picture of Kenya's economic distress over the past 25 years cannot be presented here. Suffice to say that the growth in Gross Domestic Product (GDP) averaged a quite respectable 8 percent per year in real terms during the period 1963-72, dropped to 4.8 percent per year during 1973-82, and declined still further to 3.5 percent/year from 1983 to 1994. Table 1, reflecting a continuing decline in GDP over the last half of the 1990s and first two years of the 21<sup>st</sup> Century, demonstrates a continuation of that deteriorating trend:

Chart 1



On a per capita basis, GDP growth has been negative in eight of the last twelve years. While it had grown annually at an average of 0.7 percent during the 1980s, in the 1990s per capita GDP turned negative, averaging -0.5 percent. In 1999 and 2000 per capita GDP growth figures were -1.1 percent and -2.5 percent respectively. Early estimates for 2001 show a continuation of negative per capita growth.

Between 1980 and 2000, the agriculture sector – although it continued to employ nearly 80 percent of economically-active Kenyans – shrank as an element of GDP from 32.6 percent in 1980 to 19.9 percent in 2000. Interestingly, the industry sector also shrank (slightly) over the 20 year period. Of all major sectors, only services grew as a percentage of GDP – from 46.6 percent in 1980 to 63.3 percent in 2000.

The poor economic performance during the past decade is reflected, as well, in worsening indicators of poverty and food insecurity. For purposes of cross-country comparisons, the relative extent of poverty is often determined by establishing one (or more) income or expenditure “poverty lines” and calculating through a variety of survey techniques what percentage of the population (or which subgroups in the



population) exists below that line. The 1997 Welfare Monitoring Survey determined that 53 percent of Kenya's rural population had fallen below the poverty line.<sup>2</sup> In the urban areas, 29 percent of inhabitants had been classified as poor in a 1994 survey. By 1997, the figure had risen to 49 percent.<sup>3</sup> In 1972-3 there were an estimated 3.7 Kenyans below the poverty line. By 1997 the number had grown to 15 million.

Food insecurity in Kenya is growing. The causes are both chronic and acute. The country is, in most years, a net importer of food and is likely to be even more so in the future.<sup>4</sup> With such a large percent of the population engaged in subsistence agriculture, pastoralism and – increasingly – non-formal employment in urban areas, poverty is pervasive. The factors contributing to chronic food insecurity are numerous, sizeable, well-entrenched, and appear to be increasing in extent and severity. These include: i) inadequate availability of water for agriculture, industry, and human and animal consumption in most of the country; ii) semi-arid and arid terrain with minimal vegetative cover, characteristic of more than two-thirds of Kenya; iii) a large and growing population in all areas, most with inadequate education and skills; iv) an inadequate rate of economic growth, investment and employment creation; v) depleted soil and forage resources; vi) continued, widespread use of sub-optimal agronomic practices; vii) a legacy of land ownership laws and practices which are not conducive to spurring agriculture-based development; viii) a badly deteriorated transport network – particularly in secondary and tertiary roads, ix) declining household income; and x) rapidly spreading HIV/AIDS and tuberculosis infection. Table 1 shows the net effect of food insecurity and poverty on stunting in Kenyan children:

**Table 1 - Stunting in Kenyan Children, by Province, 1993, 1998, 2000**  
(Percent of <5s –2SD height for age)

Province	1993 DHS	1998 DHS	2000 MICS
Nairobi	24	25.7	29.3
Central	31	27.3	30.3
Coast	42	39.1	38.5
Eastern	40	36.8	44.3
North-Eastern*	-NA-	-NA-	34.4
Nyanza	32	30.8	37.9
Rift Valley	34	33.1	37.9
Western	31	35.0	39.2

1993 and 1998 data from Kenya Demographic and Health Surveys; 2000 data from the joint UNICEF/GLK Multiple Indicator Cluster Survey (December 2000).

\* Urban

On top of these chronic causes, there has been a series of severe droughts or floods which have added acute<sup>5</sup> causality on top of chronic. These rapid-onset humanitarian disasters – seemingly following each other at ever-shorter intervals over the past 20 years – have served to divert substantial human and financial resources away from economic growth and socio-economic development efforts, while at the same time, weakening the capacities of the affected communities and of the Kenyan government to resist or respond to each successive emergency situation. The roots of the magnitude of the vulnerability to droughts and other emergencies and of the weakened resiliency of coping, adapting, and responding to them lie in long-term declines in per capita productivity, increased variability (i.e., increased coefficient of variation) in inter-annual food crop production, declining per household incomes and marketing impediments which are chronic and down-trending rather than episodic and acute. The net effect is to shorten the “grace period” between the onset of a drought or other emergency and the need for donors to respond with food and other assistance. There are few, if any, trends evident which are likely to alter this pattern in the foreseeable future.

<sup>2</sup> PRSP, Vol. I, p12

<sup>3</sup> CCA, 2001, p9.

<sup>4</sup> See Haan, et al. (2001), p.8, et seq.

<sup>5</sup> Sometimes referred to as “current.”



The situation has been further exacerbated by the unhappiness of several major donors with the Kenyan Government's apparent unwillingness to grapple adequately with some of the principle contributing factors to economic distress – particularly with the problem of corruption at all levels of government.<sup>6</sup> During the late 1980s and much of the 1990s, donors also expressed increasing unhappiness with what they believed to be the Kenyan Government's unwillingness to implement policies more supportive of speeded development.<sup>7</sup> As a result, ODA levels declined during the 1990s. In the late 1990s most new IMF/World Bank lending commitments were suspended pending satisfactory resolution of these issues. While considerable progress has been made, corruption remains a major problem in Kenya. As a result, World Bank and IMF lending has not yet returned to the levels of the 1980s and early 1990s.

There has been considerable movement on other fronts, however, as the Kenyan government and Kenyan civil society<sup>8</sup> completed, in mid-2001, the Poverty Reduction Strategy Paper (PRSP) – the template intended to guide efforts to achieve poverty reduction and economic growth in Kenya over the medium term. As such, the PRSP has become central to the development of a three-year, pro-poor, pro-growth Medium Term Expenditure Framework (MTEF) and of an over-arching fifteen-year National Poverty Eradication Programme (NPEP). The 2001-2004 PRSP is the first of what will be a sequence of three-year “rolling” PRSPs giving programmatic form to the continuing implementation of the longer-term goals of the NPEP.

If there is constant theme in all development planning and strategising in Kenya it is that, like so many countries in Sub-Saharan Africa and elsewhere in the developing world, resources must be deployed to accomplish many major development tasks simultaneously. These tasks include:

- increasing the rate of economic growth
- reviving a heavily deteriorated natural resource base
- spreading the benefits of growth to all Kenyans – especially the poorest half of the population
- increasing the skills and capabilities of Kenyans so as to participate more fully in economic growth and development
- improving the welfare of all Kenyans by expanding availability of education, health and core social services geographically and socially to even the poorest groups of the population

The 2001-2004 Kenya PRSP is guided by four principles: i) giving voice to the poor; ii) participation and ownership by the poor; iii) transparency, openness and accountability related to national planning and prioritisation; and iv) the centrality of the notion of “equity.” It has five objectives: i) linking policy, planning and budgeting; ii) identifying national development objectives and priorities; iii) ensuring of “quality” expenditures that are clearly tied to efficiency gains; iv) harmonisation of the financing framework “[providing]...the government and all other development partners the chance to harmonise their efforts towards the fight against poverty as it leads to minimising duplication of efforts and resources”; and v) monitoring and evaluation.

In support of the PRSP process, the United Nations family in Kenya have prepared a Common Country Assessment (CCA) to guide the preparation of the United Nations Development Assistance Framework (UNDAF). The CCA was initially prepared in 1997/98, and revised in 2000/01.<sup>9</sup> It highlighted five particularly important problem areas which the United Nations' Kenya Country Committee (KCC) noted as needing special attention by all UN development agencies operating in Kenya:

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<sup>6</sup> Local corruption caused the closing of several of WFP's school feeding sites in the past in ASAL areas.

<sup>7</sup> See, for example, the World Bank's Kenya Country Assistance Evaluation, Report No. 21409 (World Bank 2000a) This is the published version of the earlier 1998 report and can be viewed at [www.worldbank.org](http://www.worldbank.org)

<sup>8</sup> This was a highly participatory process involving participation in all Districts and – in some Divisions – a minimum consultation of at least 200 persons per Division.

<sup>9</sup> Published in its final form in mid-2001.



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- a. *Maternal and Child Health* was cited because of the deteriorating status of pregnant and nursing mothers and infants and small children during the ten-year period, 1989-1998. Mortality rates in all three categories worsened over the period.
- b. *Access to Basic Education* was cited because of declining gross enrolment rates, particularly in the rural areas. In 1990 the proportion of males and females progressing from Form 1 to Form 4 declined from about 95 percent for both genders in 1996 to 75 percent for boys and 78 percent for girls in 1999.
- c. *High Rates of HIV/AIDS*. National adult prevalence has reached 13.5 percent, with Thika and Busia Districts evincing 33 and 34 percent prevalence respectively. An estimated 1.9 million Kenyans are now HIV/AIDS positive with over 30,000 children per year born HIV/AIDS positive. There were an estimated 850,000 orphans in Kenya.<sup>10</sup>
- d. *Degradation of Natural Resources*. A large percentage of the country's forests, soils, water sources, fishing areas and other resources have been over-exploited, degraded, razed, or polluted – in part, a consequence of decades of rapid population growth.
- e. *Increasing Frequency and Severity of Disasters* was cited because of an unprecedented series of major droughts and floods starting in 1984/5 and occurring every 2-3 years up to 2000.

In addition, the CCA highlighted three broad, programmatic objectives needing particular focus by UN member organizations in the further preparation of their more coordinated plans, programmes and activities:

- a. *Expanding Opportunities* – to reverse the trend of declining access to education, health care and other basic services (often with a gender bias) which had characterised Kenya during the 1990s.
- b. *Securing Empowerment* – an important element of needed socio-economic progress in Kenya because of the need for the poor – particularly women – to be better able to express concerns and effectuate demands to help guide government's responses to the priority concerns of the poor.
- c. *Guaranteeing Security* – in the face of natural and human-caused disasters, this had become increasingly important in Kenya. Whether it be in extracting themselves from recurring disasters or from local conflicts in an environment increasingly characterized by violence against persons and property in both rural and urban areas, development is made impossible without a greater sense of personal and communal security.

The present United Nations Development Assistance Framework (UNDAF) was prepared in 1998.<sup>11</sup> It is derived from the socio-economic situation described in the CCA<sup>12</sup> and serves to identify the primary goal, objectives, and modalities of development assistance to be provided by all UN organizations in Kenya and as a guide for programme and project development. It noted that while the UN and Bretton Woods institutions had provided some \$2 billion in assistance to Kenya during the period 1990-96, subsequent analysis in the sectors assisted during that period showed significant declines in development performance. There was concern, as the UNDAF was being prepared, that "...the relative fragmentation and complexity of United Nations aid programmes in Kenya and their disparate programming and administrative processes may be part of the problem."<sup>13</sup>

*"The purpose of UNDAF is to orient, rationalise, and encourage increased programmatic collaboration by coordinating the contributions of various United Nations agencies in order to strengthen national capacities and strengthen and assist Kenya to realize its development goals. The UNDAF document seeks to summarise what the United Nations system seeks to achieve over the 1999-2003 period and the cooperation and coordination mechanisms which have been put in place to maximise the United Nations common response to Kenya's development challenges. UNDAF is a tool to strengthen the United Nations Resident Coordinator system which will play a key role for all United Nations agencies in realising*

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<sup>10</sup> The latest 2002 estimate now places their number in Kenya at 1.3 million.

<sup>11</sup> i.e., concurrently with the preparation of WFP's Kenya CP.

<sup>12</sup> In its 1998 draft form.

<sup>13</sup> UNDAF, 1998 p16.



*reforms, and supporting common United Nations system-wide strategic objectives and coordination mechanisms to better contribute to Kenya's development goals."*

The UNDAF document established three system-wide strategic objectives and establishes Theme Groups, each with a lead UN agency:

- SO 1. To accelerate sustained economic growth for poverty reduction.  
Theme Groups: Industrialization and Employment Generation (UNIDO); Food Security and Rural Development (FAO); Natural Resources Management (FAO)
- SO 2. To expand access to and quality of basic social services.  
Theme Groups: Education (UNICEF); Health and Nutrition (WHO); Water and Sanitation (UNICEF); Population and Development Strategies (UNFPA)
- SO 3. To foster an enabling environment for sustained human development.  
Theme Groups: Economics and Governance (UNDP); Disaster Management (WFP); Gender (UNIFEM); HIV/AIDS Prevention and Care (UNAIDS).

To undertake the necessary programmes in these strategic objective categories, the UNDAF document estimated total resource availability under the UN Common Resources Framework at \$390,000,000 of development assistance for the 1999-2003 period.

WFP's Country Programme was developed at the same time as most of the above: the CCA, PRSP, UNDAF and the government plans and implementation frameworks. WFP participated fully in these processes and its own CP process reflects many of the themes of these Kenyan development documents.

### **III. The Country Programme and its Active Elements**

Both Section III and Section VI of this Mid-Term Evaluation discuss the CP and its active elements. In Section III the focus is on the structure of the programme and its elements. Later, Section VI discusses the dynamics, effectiveness and impact of the programme within an ever-changing Kenyan context.

While the WFP Country Programme (CP) was developed very much in the milieu of the simultaneous development of the UNDAF strategy, the Kenya Country Strategy Outline (CSO) was drafted in a period prior to the coalescing of themes in the PRSP/UNDAF processes.

#### **A. The Country Strategy Outline**

The CSO was developed during 1994 and submitted for approval to WFP's Executive Board in November 1995. The CSO noted that Kenya was ranked among the ten most food insecure countries in the world by FAO in 1988 and 1992 and that the food insecurity problem was most pervasive and acute among the 25 percent of the population living in the arid and semi-arid (ASAL) areas comprising 75 percent of the landform of the country. It charts a steady decline in per capita cereals production between the late 1970s and the mid-1990s and the consequent increasing need for food imports during the period. The CSO further noted that, even in years of good rainfall, the ASAL areas did not produce sufficient cereals to meet local needs and that imports from other areas in Kenya or elsewhere were needed every year. The traditional pastoralist economy was described as "barely able to support current population levels" resulting in increasing numbers of the pastoralists turning, in part, to low-yielding sedentary cultivation. The peoples of these vast areas were, inevitably, the first to be affected by droughts.

The CSO noted that the majority of Kenya's poor live in the heavily-populated high-to-medium potential areas – particularly in the western districts where over half of household landholdings were less than one hectare. This necessitated income from off-farm employment to bolster on-farm production. More than half of the poorest households were headed by women where the adult men were away – employed on larger estates, in urban areas, or seeking such employment. An estimated ten percent of the entire Kenyan population was determined to be chronically at risk of serious food insecurity with a very large



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percentage of the total poor population likely to enter the “at risk” category with any drought or other economic downturn. Child malnutrition rates in the mid-1990s were substantially worse than in the late 1980s, apparently affecting urban poor children at least as much as the rural poor.

The CSO pointed out that, while the status of Kenyan women had been steadily improving, they still faced major socio-cultural and economic constraints. Their entitlement resources was, on average far less than for men, they were much less likely to complete primary education – particularly in the arid areas – and, thus, tended to lack the basic skills enabling them to increase their earnings potential or gain greater command over their own destinies.

In reviewing the overall effectiveness of the WFP development programme in Kenya in the early-to-mid 1990s, the CSO concluded that the focus had been entirely on the food-deficit areas and fairly effective in guaranteeing that food reached the food insecure target groups. Performance in individual activities had been slower than programmed “...largely because of weaknesses in the Government’s financial capacity to efficiently implement food-aided activities...” but noted that this capability had been improving.

The CSO also noted that the combination of the 1991-94 drought relief operation and the conflict-caused refugee influxes from neighbouring countries had created major feeding requirements in Kenya which had been difficult for WFP to deal with, at least initially. By 1994/5, however, large emergency and protracted recovery programmes were operating in many parts of ASAL Kenya without significant disruptions in local markets, or significant diversions of food from the feeding programmes.

Looking to the future, the CSO noted that relief operations would likely dominate WFP assistance in Kenya and that the development programme would probably be reduced in importance as a consequence. It suggested that there would likely be one major drought emergency over the up-coming five years and that “development assistance within Kenya would continue, but at a reduced level, more in keeping with the Government’s implementation capacity. WFP’s assistance, particularly to food for-work projects, will be more closely linked to disaster prevention and mitigation.” The CSO proposed a development programme consisting of two activities:

- a. School feeding in arid and selected semi-arid areas. School feeding had proved to be an effective way to keep primary children in school, provided them with improved nutrition and their families with improved food security. It was much appreciated in the pastoralist areas and had been attracting steadily increasing government support.
- b. Small-scale food-for-work for subsistence agriculturists, agro-pastoralists, and pastoralists in the arid and semi-arid areas. This activity would focus on increasing the production of subsistence farmers in ASAL areas, particularly for female-headed households. It would also provide short-term employment opportunities for drought-affected people, possibly reducing the environmental effects of refugee camps, and possibly focusing on self-help women’s groups.

The CSO specifically excluded large-scale programmes for the urban poor (“...there appears to be very little scope for food aid to play an effective role in helping this group”). It also assumed that WFP’s regional operations would continue to be located in Kenya, given the continuation of instability and civil strife in its neighbouring countries.

The Kenya Country Strategy Outline was approved by WFP’s Executive Board in its November 1995 session.

Of interest during the period of CSO preparation was the rejection by the Executive Board of a proposed Phase 3 of WFP/Kenya’s School Feeding Activity in November 1994. The subsequent redrafting of the activity – taking into account the 12-15 issues raised in the EB review (especially the lack of ‘sustainability’) – led to the design (and approval) of a school feeding activity to be phased down and out within five years.



## B. The Country Programme

Three years separated the approval of the CSO and the submission of the Country Programme document in October 1998. While it is somewhat unclear why there was such a long interval between development of the WFP food aid strategy for Kenya and the preparation of the programmatic document intended to carry out that strategy, the following appear to be principal reasons: i) there appears to have been little pressure from WFP HQ to move expeditiously to prepare a CP; ii) there was a lack of enthusiasm among all donors – WFP included – for developing new development strategies and programmes in Kenya owing to continued high levels of corruption in government agencies; and iii) there was at the time a constant need for conflict-caused food assistance to refugees in Kenya and to affected populations in Southern Sudan, requiring a large-scale logistics and management operations in Kenya which tended to keep the focus on EMOP and PRRO activities rather than on developing the CP document.

The present Country Programme (CP) was developed during 1997 and 1998 and approved in 1998 for the five year period 1999-2003. Of interest during the preparation of the draft CP was the participatory process of development of the concepts underlying the first draft of the CP Document. This process was built around a series of workshops and brainstorming sessions<sup>14</sup> involving local WFP staff and representatives from the Ministry of Finance, The Ministry of Education, Science and Technology, the Ministry of Planning and National Development, the Office of the President and other Government agencies. These sessions led to the framework of a proposed CP which would use WFP food assistance to promote greater agricultural production, employment creation, improved health and nutrition, and a redesigned school feeding activity featuring a FFW element intended to bolster sustainability.

The new CP was to have been based, in part, on a series of regional “Problem Identification” workshops leading to a synthesis and clustering of the problems and a selection from them of a subset to be the focus of WFP food assistance. An example of this problem identification process can be seen in the 1998 Isiolo Workshop which used local participation to generate the following listing of development problems facing that arid, food insecure area:

- high levels of child malnutrition
- high incidence of livestock diseases
- lack of access to clean water
- long distances to water sources
- long distances to livestock markets
- inadequate health infrastructure
- total lack of banks and other lending institutions
- insufficient primary schools
- high incidence of human diseases
- high level of failure in irrigation scheme projects
- too little drought tolerant “Katamani” maize being grown in the region
- lack of having tried a gum Arabic production project
- failure of bee-keeping projects

The outline of a new CP emerging from this and other workshops proposed a relatively modest development programme focused on “food-aided community development” in food insecure areas. The idea of a “food fund” was proposed which would, among other things, focus on:

- strengthening community infrastructure
- institutional capacity-building
- income generation and micro-enterprise development
- MCH supplementary feeding together with community-based growth monitoring

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<sup>14</sup> See Bibliography annex for listing of documents resulting from the workshops held in various locations in Kenya during 1995-1998.





- Livestock development and marketing

A “good” WFP activity, the workshops concluded, was one that would be:

- consistent with national development plans
- characterized by clearly stated objectives
- relevant to the problems causing food insecurity
- targeted to reach the most vulnerable
- participatory in design and implementation
- of manageable scale
- cost-effective
- realistic and time-bound
- logistically feasible
- clear in its statement of the roles of the partners
- culturally sensitive
- non-disruptive
- gender responsive
- characterized by an effective M&E system
- characterized by the use of measurable indicators

Government participants in these workshops were informed that it was WFP’s intention to phase out the Kenyan school feeding programme entirely by 2001. Insofar as the workshop participants were concerned the 1999-2003 CP would be tied more closely to overcoming the impediments to improved household food security in the more food insecure districts of the country. This would involve greater use of food-for-work, a more participatory involvement by assisted communities and a focus on increasing access to food by food insecure households through employment generation in non-formal occupations – both on- and off-farm. In addition, considerable attention was devoted to a possible health and nutrition activity to be implemented in coordination with the World Bank-supported

Based on a reading of the documentation emerging from the workshops, such seems to have summarized the thinking among WFP/Kenya staff early in 1998. The approved CP document that finally emerged in mid-1998, however, was a substantially different document – both in tone and, more particularly, in the shape of the programme. It was this quite different version that was submitted to WFP’s Executive Board in October 1998.

In discussions with those remaining Kenyan staff who were involved in the original brainstorming processes of 1997/98, the Evaluation Team has determined that the change stemmed in part from WFP/Rome’s concern that the strategy being developed by WFP/Kenya was not in line with WFP’s new “Enabling Development” guiding principles being developed at the time and intended to guide WFP policy and programs globally. The Project Review Committee (PRC) reviewed the draft CP in May 1998. By that time, the idea of the Food Fund had been dropped because of the difficulty of locating partners able to help implement the project. As one participant has noted “Bad experience with numerous Government ministries and NGOs at the field level from the 1980s through the 1990s, had pointed out the institutional capacity to manage food-aided projects was expensive and did not work.” Neither NGOs nor local communities were able or willing to cover half the expense of transporting food in country.

After reviewing the draft CP as submitted, the PRC directed the Kenya Country Director to revise the submission to include activities in line with the emergent “enabling development” guidelines. This led to a rapid development of a disaster mitigation and a nutrition activity which were added to the proposed school feeding activity as was support for a Vulnerability Assessment and Mapping activity. These were included in a revised draft CP which was subsequently submitted to the EB and approved.



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In conclusion, what was agreed to as a Country Programme for Kenya in 1999-2003 – as reflected by what was eventually included in the CP Document – was a substantially different programme than that which was being developed by the staff in Nairobi. This raises the questions:

- Was appropriate weight given in the headquarters review to the locally developed strategy?
- Was there at the time a predilection for Rome-based policy to pre-empt locally-prepared development strategies?
- Does present headquarters policy provide ample opportunity for locally-developed analysis and prescriptive strategies to be approved on the basis of their applicability to the local problem nexus?

*See Conclusion and Recommendation No. 1 in Sections IX and X.*

The CP Document formally submitted to the EB in October 1998 stated that it “...follows the strategy outlined in the Country Strategy Outline (CSO) for Kenya. It aims to alleviate poverty in ASAL areas and unplanned urban settlements through support to basic education and community nutrition. It also aims to assist the Government and partners to save lives and livelihoods of populations affected by unusually high levels of food insecurity at the onset stages of disasters. The Country Programme’s strategy includes advocacy, programme delivery, capacity-building through community participation and resource mobilization, gender awareness, networking with partners, and vulnerability analysis and mapping.”

The Document proposed a programme with three components: i) continued school feeding in the ASAL areas and a new school feeding activity for disadvantaged urban children, both initially to continue feeding 350,000 students but to be phased down to 250,000 in Year Three and to 150,000 students in Year Five; ii) a “fund for disaster preparedness activities” to help threatened communities in selected arid districts to develop disaster preparedness plans and to establish a contingency fund of food commodities to be able to support implementation of these plans at the earliest signs of an impending disaster; and iii) a “community nutrition and care” activity intended to come on stream at the same time as the school feeding activity was being phased down and meant to reduce malnutrition among young children and their mothers in selected ASAL areas. The school feeding activity was revived, it should be again noted, in spite of there having been repeated formal announcements to the Government of Kenya during the previous three years that WFP support for school feeding would be completed not later than 2001.

In March 1999, a Country Programme Agreement was signed between WFP/Kenya and the Government of Kenya which stated that WFP planned to provide 85,101 tonnes of food, valued at \$32.5 million, to foster achievement of the agreed goals of the CP, which were to:

- a.) alleviate poverty among the poor and hungry in targeted arid and semi-arid lands...and unplanned urban settlements by contributing to:
  - (i) universal primary education for disadvantaged children; and
  - (ii) improved health and nutrition of women and children; and
- b.) assisting the Government and its partners to make timely and appropriate interventions to save lives and the livelihoods of vulnerable populations in the event of unusually high levels of food insecurity.”

The Government endorsed the approved Country Programme and agreed to meet necessary staffing and administrative costs of the three activities included in the programme (see below), waive all duties and taxes on the food commodities and related vehicles and equipment, and to the establishment of a Programme Review Committee (PRC).

The three activities included in the CP and in the CP Agreement are described in the following pages.

***Activity One: Assistance to Pre-Primary and Primary School Feeding in Arid and Semi-Arid Lands and to Disadvantaged Urban Children (2502.04)***



WFP has been assisting Kenya with school feeding since 1980. At that time the Government of Kenya (GOK) requested WFP assistance following a severe drought in 1979 which had had an adverse impact on enrolment in pre-primary and primary schools in the Rift Valley and Eastern Provinces. Parents had withdrawn their children from school, sending them out to find work or food. The ensuing school feeding programme was a success, not just in arresting the downward spiral in enrolment, but also in being an incentive for increasing enrolment in these areas. As a consequence, the School Feeding Programme (SFP) was determined to be a significant development activity. It has continued since that time as a series of follow-ups providing school lunches for pre-primary and primary school children. The expansion of school feeding has been as follows:

**Table 2 -The Development of School Feeding 1980 - 2002**

	<b>Phase</b>	<b>Year</b>
1	Original Phase	1980-1988 (an extension from 1987-1988)
2	Phase One 2502.01	1988-1991
3	Phase Two 2502.02	1991-1996 (an extension from 1995-1996)
4	Phase Three 2502.03	1997-2001
5	Phase Four 2502.04	2001-2003

Phase Three was shortened and amalgamated into the current Phase Four, to coincide with the timeframe of the Kenya Country Programme (1999-2003). This current phase of the regular school feeding programme consists of two activities: i) assistance to pre-primary and primary school children in arid and semi-arid lands (ASAL) including provision of maize and beans for FFW activities intended to strengthen school operations and help develop school-based microenterprises to increase long-term sustainability ; and ii) assistance to poor and disadvantaged children in urban slums.

### Objectives

The long-term objective the school feeding activity is to assist the Government of Kenya in the attainment of universal primary education (UPE), by promoting the education of socio-economically disadvantaged and nutritionally vulnerable children, especially girls, in pre-primary and primary schools in targeted ASAL districts and in urban slums.

The immediate objectives of the programme are to:

- i) Increase enrolment, prevent drop and stabilise attendance at assisted pre-primary and primary schools
- ii) Improve the attention span and the learning capacity of students by relieving short-term hunger
- iii) Provide a significant contribution to the nutrient intakes of pre-primary and primary school children through continuation of SFP in targeted ASAL districts
- iv) Improve school facilities (water supply, classrooms, women teachers' houses, school based agro-forestry)
- v) Assist school committees and communities in the identification and development of enterprises to sustain SFP for the future



### Areas Covered

In Phase 4 of activity 2502, all primary and pre-primary schools in the 10 arid districts are covered. These include the following districts in the North and North-Eastern part of Kenya: Turkana, Marsabit, Garissa, Wajir, Tana River, Samburu, Moyale, Mandera, Ijara, and Isiolo. In the semi-arid areas, targeted schools include those in the pockets of extreme poverty where there is severe food insecurity and where the enrolment ratio is low. These 11 districts include Baringo, Koibatek, Kajiado, Laikipia, Mbeere, Narok, W/Pokot, Kilifi, Kwale, Mwingi, and Lamu. The two urban slums covered are Mukuru and Kariobangi in Nairobi.

### Enrolment

In part as a result of school feeding,<sup>15</sup> the total enrolment in the 1,362 schools offering WFP school food rose from 357,464 in 1999 to 421,505 in 2001. Of this enrolment, the number of girls in the SFP was 149,719 in 1999, and 177,935 at the end of 2001.<sup>16</sup>

In Kenya, although there are more boys than girls in school, the gender discrepancy is not pronounced as can be seen from the national enrolment ratio, which is 88.1 percent for boys and 87.1 percent for girls, a difference of 7 percent. This latter figure is an average, reflecting differences in ratios throughout the country of between 3 percent and 15 percent.

In 1988, Kenya could boast that it was one of the African countries with the highest enrolment ratio of nearly 95 percent, however, by 1995 the ratio had declined to 79 percent. The main reason for the drop in enrolment was cited as poverty – i.e., where real family income had declined and parents were unable to pay school fees. (See Table 5 on page 42.) In some cases, parents had to use their children as child labour (ROK 1998 p.27). Although the total national average for the enrolment ratio was 87.6 percent in 2000, this masks wide regional disparities. The regional enrolment ratio varies from a low of 12.9 percent in some of the arid areas to a high of over 110 percent in Central Province. In Nairobi the enrolment ratio is at 52 percent, indicating that half the children in the city do not go to school. (See Table 7 on page 50.)

The enrolment ratios in the arid and semi-arid districts where the SFP operates remain low, between 12-60 percent. For example in Garissa only 12.9 percent of the school age children are in school, likewise in Wajir it is 19.8 percent, in Mandera it is 22.2 percent, while in Turkana it is 32.3 percent. The parents of these children are pastoral nomads and travel long distances, often across country borders, with their families in search of pasture for their livestock. In the absence of adequate low cost boarding schools, parents are reluctant to leave their children behind when they have to travel, particularly because of civil insecurity that is prevalent in these areas (bandits, cattle rustlers, refugees). In addition, because there is 'bride price' associated with the marriage of their daughters, parents are also afraid that their daughters may be attacked, and thus travel with them when they move in search of pasture. In a nomadic life style, sons work with their fathers in looking after the herd of animals, for this reason, the enrolment ratio for boys is also low in these areas.

The GOK and WFP have made considerable progress in encouraging parents from these communities to send their children to school (discussed later). Whereas only about 2 percent of the school-aged children attended school in the 1970s, now the enrolment ratio is on average, nearly 20 percent.<sup>17</sup> The SFP has continually been targeted on those areas that have the lowest enrolment and lowest attendance. MOEST and WFP/Kenya believe these enrolment rates would be substantially lower in the absence of the SFP. The Evaluation Team, on the basis of extensive interviews, agrees.

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<sup>15</sup> This assertion is based on extensive interviews with MOEST officials and head teachers at schools visited by the Evaluation Team. All of the latter individuals stated that whenever the school feeding programmes are halted at their schools for any length of time, enrolment drops dramatically.

<sup>16</sup> In addition, under the Emergency Operation, another 1.3 million primary and pre-primary students in 16 semi-arid districts are receiving school lunches under a combined Emergency School Feeding Programme and Global Food for Education Initiative programme. This EMOP school feeding activity is scheduled to end in 2002.

<sup>17</sup> Information from the Planning Department, MOEST.



### Disadvantaged Children in the Urban Slums

Nairobi is estimated to have more than 50,000 street children, orphans and under-age domestic workers, the vast majority of whom live in the slums of the city. With the protracted downturn in the economy and an increase in the number of HIV/AIDS orphans, the slums in Nairobi have been growing. These children are particularly vulnerable, poverty stricken, and malnourished. Two NGOs are looking after some of these children, one in each slum area covered by the programme. They have organised schools for pre-primary and primary age school children, in both formal and non-formal education. Over the plan period the SFP targeted an increased number of school children from 11,000 to 15,000. The NGOs also have health clinics and engage in income generating activities, to help sustain the school and to provide some income for the children and the child-headed families.

### Implementation

Table 3 below indicates the total number of pre-primary and primary children in schools benefiting from school feeding in the period 1997 to 2001. As can be seen, the numbers in the regular SFP have been increasing steadily.

**Table 3 - SFP 1997-2001 by Gender**

Year	No. of Schools	Planned	Actual	
			Total Enrolment	Of which girls
1997		350,000	389,603	167,128
1998		350,000	357,464	149,719
1999		250,000	357,464	149,719
2000		150,000	357,513	148,760
2001	1,362	365,000	421,505	177,935

Source: MOEST and WFP data

On the basis of interviews with MOEST personnel and documentary evidence reviewed, the Evaluation Team has concluded that the following paragraphs generally portray the nature of the processes which characterize day-to-day implementation of the school feeding activity.

Once the food has arrived at the port of Mombasa, the SM/SFP Section is responsible for facilitating and coordinating the receipt and despatch of the WFP food to the points of primary storage at district capitals, and subsequently on to secondary storage at the schools. Private transporters, selected by public tendering, are used in most cases. They are generally more efficient than Government-owned transport. Government transport is used in tandem with private transport, when necessary.

Based on the number of schools in the district, and the number of beneficiaries in each school, the SM/SFP Section allocates food commodities on a school-term basis to each District Education Officer (DEO) who is responsible for the food getting to the schools. There is a budgetary allocation to each DEO to cover the cost of secondary transport and it is recommended that it be tendered at the district level. The organisation and management for delivering food appears to be working well. WFP reimburses 50 percent of the government's expenditures for landside transport, storage and handling (LTSH) costs.

At the school level, the Parents Teachers Association (PTA) and the head teacher receive the food and place it in storage built by the PTA in accordance with WFP's recommendation (e.g., shelves above the ground and well ventilated). The head teacher is responsible for supervising the storage of the food, daily release of food supplies, and for making sure that the food is properly prepared and provided to students. The PTAs chose and remunerate the cooks. The PTA is also responsible for bringing the water, firewood,



condiments and any supplementary food used in the school meal. Although there are variations among involved schools, this is generally the pattern employed by all schools in the school feeding activity.

Most of the cooks have apparently received some training on the use of the fuel-efficient pots (where they have been provided), and on the most efficient method of cooking supplied pulses (e.g., soaking them overnight), to save on cooking time. The fuel-efficient cookers are designed to save on the amount of water and firewood used, which is particularly useful in the arid areas where both are in short supply. In the previous phase of the project, WFP made available 56 fuel and water efficient cookers to schools in the arid areas which included those in Mandera, Wajir, Garissa, Turkana and Isiolo districts. These were being used in some of the schools visited by the team. The ration per child per day is 150 gms of maize, 40 gms of beans and 5 gms of oil. In the schools visited by the Evaluation Team, there was no vegetable oil available due to late arrival of this commodity. The Team members were informed that the cooking oil was to arrive in these Turkana schools within a few weeks and would be included in the ration. Where possible, the Team was informed, parents supplement the rations with other food and vegetables, although given the near-drought conditions that generally prevail, especially in the most arid districts, this would have to be a very seasonal phenomenon. As noted elsewhere, WFP has been unable to supply all the fuel-efficient cookers needed. In fact, there has been no WFP provision of non-food items in Phase 4 of the activity. This is discussed at length in the examination of “monetisation” in Section IV below.

There is provision in Phase 4 for the use of some WFP food by some participating communities for FFW activities aimed at improving the prospects for sustainability of key elements of the school feeding activity upon completion of the period of WFP support. Thus far, communities which had already been engaged in their own individual micro-project initiatives have been identified as the starting points for the pilot phase of the FFW element. Three FFW training and planning workshops have been completed, five districts have been selected for the pilot phase and considerable interactive discussions with the targeted communities have been conducted. Planning of this element is now largely completed and the pilot sub-activity is scheduled to start in July 2002.

#### ***Activity Two: Fund for Disaster Preparedness Activities (Ken 6118)***

The second activity proposed in the 1998-2003 CP was the Fund for Disaster Preparedness Activities which was intended: “to improve household food and livelihood security of pastoralists and small-scale agriculturalists in arid areas prior to, or in response to, early warning of drought or other disaster situations.” A contingency fund of food commodities was to be triggered in the first stages of an emergency to:

- meet the immediate food needs of vulnerable groups cut off from their sources of food
- provide nutritional support to save lives and livelihoods of malnourished children under five years and lactating and pregnant women
- to promote micro-enterprise development, especially by poor women
- to support livestock and animal health, through interventions such as construction or maintenance of holding grounds, handling facilities and training of community based extension workers
- to support the provision of water for both human and livestock
- to support the development of agro-forestry; small scale agriculture and fuelwood supply
- to develop a system for analysis of food security and vulnerability nationally, to identify specific target areas and groups within target districts for WFP intervention
- to assist in institutionalising the techniques and processes used in vulnerability analysis and mapping with Government and other partners to ensure long-term sustainability

The Arid Lands Resource Management Programme (ALRMP) in the Office of the President was to be responsible for the overall co-ordination of the project activities at the national level. It was planned that existing project staff from the World Bank-supported Arid Lands Resource Management Programme could be called on to assist in the implementation of this Activity. At the district level, the District Social Dimensions of Development Committees (DSDDCs) or the District Steering Groups (DSGs) would plan,



supervise, and monitor implementation progress. At the community level, committees would be formed to mobilise community action on needs identification, prioritisation, and selection of implementation activities. These committees were also to be responsible for specific community organisations, e.g., water user associations and livestock drug users associations.

Four international NGOs were selected to support target communities through the early stages of intervention and to provide capacity building strategies aimed at addressing needs and ideas for mitigating of disasters. Tripartite agreements were signed with Oxfam Quebec, Action Aid and CARE International for Mandera, Isiolo and Garissa districts, respectively. An agreement was being developed with World Vision for Turkana district but was not completed before progress in launching Activity Two was suspended in 1999 in the aftermath of the 1998 floods and in the context of the severe 1999-2001 drought emergency. The worsening of the drought, the need to prepare and implement a large Emergency Operation (EMOP) in all the areas which had been identified for implementation under Activity Two, and the long duration of the emergency meant that Activity Two has remained in a suspended state throughout the CP period to date. Given the magnitude and duration of these back-to-back emergencies, devoting time and attention to disaster mitigation in the midst of actually responding to an historically grave emergency situation would obviously have made little sense. The implications of this situation, and what to do with the remaining life of Activity Two is discussed in Section VI below.

Food aid was to have been targeted on populations in identifiable food deficit sub-regions where food aid was deemed an appropriate resource for disaster mitigation activities. However, it is not clear to Evaluation Team members how the actions selected for using food aid in this activity would translate into contingency measures ensuring disaster preparedness or disaster mitigation. The food assisted activities that were mentioned in the activity documentation were general rations for 30 days to 6,924 people, supplementary feeding for 150 days to 1,385 women and food-for-work/training for 40 days to 3,000 people.

Indicators identified for reporting on progress were the following:

- number of people trained by gender and location
- types of training and number of training sessions held
- analysis of impact of training
- types of work carried out, quality of work accomplished
- quantity of food distributed in relation to work accomplished
- number of activities achieved as planned
- number of functioning community management committees
- participation of women in the community management committees

While these indicators would have been sufficient to provide information on anticipated outputs, they would have been inadequate for measuring progress toward objectives, outcomes, or impact.

The gender element of the proposed activity would have provided supplementary feeding to pregnant and nursing mothers and to select women's groups for training in small scale businesses for diversification of household incomes. These were in line with Commitments I and III of the WFP Policy Commitment to Women.

### ***Activity Three: Community Nutrition and Care***

The original objective of this Activity was to reduce malnutrition in children and women in selected arid and semi-arid districts. It stemmed from concern about a long-term and continuing decline in nutritional status of these groups, particularly in the ASAL areas. The activity was to have been undertaken in concert with UNICEF and the Ministry of Health and was to have included collaboration with the World Bank's nutrition-focused Early Childhood Development (ECD) Project. It was to have started during 2001, simultaneously with – and in areas affected by – the proposed phasing down of the school feeding



activity, i.e., starting three years after initiation of the 1999-2003 Country Programme. There was, according to WFP staff involved in the original design of this proposed activity, little recognition among the MOEST ECD staff of the role food aid could play in the project. There was a feeling that food aid was not a sustainable element if efforts aimed at improving nutrition. The NGO partners were believed to be interested only if the food aid could be monetised, as they were already doing with PL480 Title II food aid from USAID. In February 2000, the Ministry of Health advised WFP that they did not have the infrastructure and institutional capacity to fulfil their obligation under the proposed activity. The letter suggested that WFP transfer the resources intended for this activity to the Drought and Relief Department of the Office of the President (OP) which "...had the capacity to deliver this service."

This was not to be, however. The Government of Kenya subsequently decided to designate the Department of Social Services in the Ministry of Home Affairs, Heritage, and Sports as the implementing partner (together with WFP and UNICEF) for this activity. At that time, it was determined that the activity would start in two semi-arid districts with extremely high rates of infant and maternal malnutrition – West Pokot in western Kenya and Kwale in the east. It was also de-linked from any consideration of phasing down the school feeding activity.

The government, concerned about the alarming spread in Kenya of the HIV/AIDS epidemic, had declared it a national disaster in 1999. A multi-sectoral AIDS Control Council structure was quickly established with both national level (NACC) and community level (CACC) units to oversee policy and strategy development, and to co-ordinate responses to the growing pandemic.<sup>18</sup> WFP/headquarters added HIV/AIDS to its priority areas of operation in 2001. At the same time, an assessment mission in Kenya in early 2001 recommended that Activity Three be refocused on confronting rapidly spreading HIV/AIDS.

WFP/Kenya is presently preparing an activity proposal which would focus resources previously earmarked for Activity Three on a new effort to assist the government and NGOs to confront the effects of HIV/AIDS in selected districts in Busia and Kwale regions and in Nairobi – areas where the adverse impact on households outbreak is heaviest. The Department of Social Services (DSS) in the Ministry of Home Affairs, Heritage and Sports remains the primary partner, with NACC as an implementing agency. The objective will be to support NACC, CACCs, households, and non-governmental organisations caring for AIDS orphans in seven districts in Western and Nyanza Provinces, and in Nairobi. It is anticipated that the revised design of Activity Three will be ready for approval in a few weeks, with implementation to commence in mid-2002.

### ***Assessment of the CP Design and its applicability to alleviating food insecurity in Kenya***

WFP's *Mission Statement* operational at the time the Kenya CP was developed stated, inter alia, that WFP would:

- use food aid to support economic and social development;
- meet refugee and other emergency food needs, and the associated logistical support; and
- promote world food security in accordance with the recommendations of the United Nations and FAO.

To these ends, food aid would be provided to:

- Save lives in refugee and other emergency situations;
- Improve the nutrition and quality of life of the most vulnerable people at critical times in their lives; and

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<sup>18</sup> This structure is quite strong at the national level, it is however, still in formative stages from the district to lower levels.





- Help build assets and promote the self-reliance of poor people and communities, particularly through labour-intensive works programmes.

Overall, the design of the CP – with its strong focus on school feeding – and with the strong support of the Government of Kenya and indirect support of other donors – can be seen to fit well with WFP’s global development objectives as they were being formulated in 1998 (see, for example, the background papers developed during 1998 for the “Time for a Change: Food and Development Consultation”) and have been continued since that time. The agency’s core development principles<sup>19</sup> would seem to be well met by the particular nature of the school feeding activity in ASAL regions of Kenya. As is more fully discussed in Section VI below, in many ways the school feeding activity has been well-implemented, and is a particularly good use of food as a development resource in improving the lives of the beneficiary children and their families in arid and semi-arid regions of Kenya.

That said, there are several issues with the activity – particularly those surrounding the need for sustainability of these efforts by local communities after food assistance is ended. It must also be kept in mind that for several years WFP was on record in Kenya as stating that school feeding, after twenty years of continuous implementation, would be phased out and that future food assisted programmes would focus more directly on the causes of deepening food insecurity in Kenya.

The analysis of food insecurity in Kenya undertaken in the context of the United Nations’ Common Country Assessment (CCA) and the Poverty Reduction Strategy Paper notes that both poverty and food insecurity have been worsening for more than 20 years. Neither document lists declining primary education enrolment as a principal cause of the decline. Both documents do, however, indicate that increasing education levels generally is an important element of programmes aimed at reducing the incidence of poverty in Kenya over the longer term.

A principal issue of concern to the Evaluation Team is whether the CP, as it was finally designed and approved, was more in line with an interpretation of the general strategic precepts of WFP globally – as spelled out in WFP’s programme guidance – than it was with the actual on-the-ground analysis of the causes of food insecurity in Kenya. Certainly, the analytical and planning work being done by WFP staff and government partners in 1998 was not – as noted earlier – leading to a school feeding-focused programme. The emphasis was to have been on using food aid to, among other things, strengthen community infrastructure, build institutional capacity, assist in income-generation and micro-enterprise development, support community-based nutrition and growth monitoring, and improve livestock development and marketing.

While the Evaluation Team is not in a position to determine whether the initial strategy as it was being developed by the Country Office staff in 1997-98 or the strategy (reported greatly influenced by WFP headquarters) that finally emerged in the approved CP was more suitable for confronting the causes of food insecurity in Kenya, it does appear that the CP process itself resulted in an approved programme considerably at variance from that being developed from the local analysis and locally recommended course of action.

The issue, then, is whether, in this case, adherence to general WFP policy guidelines to revise the draft programme being developed by the local country office staff and associates may have resulted in a programme less likely to promote long-term food security among Kenya’s most food insecure populations than would have resulted from approval of the strategy along the lines of that being developed by the CO staff in early 1998. To use a common, but still quite applicable metaphor, it might appear that WFP food aid is now being used, and well used, to educate the young passengers on the Kenyan ship-of-state, but the ship itself may be losing momentum, heading for shoals and springing some food security leaks. Is food aid currently being used to its best advantage, if improving long-term food

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<sup>19</sup> i) Improving nutrition and quality of life of vulnerable individuals at critical times in their lives; ii) building assets promoting the self-reliance of poor people and communities; iii) using food aid only where it will be effective in enabling beneficiaries to make real investments of future benefits to themselves.



security in Kenya is, in fact, the objective? This issue leads further support to Conclusion One in Section IX below.

As approved, the CP focused on school feeding with lesser emphasis on feeding programmes for mitigation of emergencies and area-focused nutrition. As implemented, thus far, for the reasons discussed earlier, the programme has been limited to school feeding activities in the arid and semi-arid regions of the country, with a new HIV/AIDS-focused component and a disaster mitigation component likely to be initiated over the next few months. As it stands, the school feeding activity has been well-implemented and well-supported by government in the ASAL districts. It has continued to provide opportunities for young children from among Kenya's poorest districts to receive a good primary education – enabling at least some them to have opportunities for better futures than would have been the case without the programme. It provides more than 421,000 pre-primary and primary students with desperately needed nutrition and, however measured, has proven itself an effective, comparatively well-managed and widely appreciated use of food aid.

*See Conclusion and Recommendation No. 2 in Sections IX and X.*

### ***Integration, Coherence, Focus, Flexibility***

This sub-section of the evaluation is intended to discuss how well the elements of a country programme adhere to each other, accord with WFP and host government priorities, and the extent to which they address the stated objectives of the programme within the actual country context. In the Kenya case, discussion of the level of integration, coherence, focus and flexibility of the CP to date is, de facto, largely a discussion of the single active component – school feeding. The other elements are in process of re-design and, it is hoped, will emerge shortly as fully-fledged activities which will fill out the CP, more or less as originally intended.

The school feeding activity is analysed more fully in Section VI below – the section of the Evaluation Report intended to deal with programme elements as opposed to the discussion in this Section intended to focus on the Country Programme as a whole. Suffice to say here that, almost by definition, the school feeding is well-integrated and coherent, in that it accords extremely well with the Kenyan Government's own priority on providing primary education to all its children and is appropriately focused on the children of Kenya's ASAL regions. It is well integrated with the operations of the Ministry of Education, Science and Technology. It operates in parallel with efforts of other donors supporting primary education in Kenya – particularly the British Government's support in providing text books to all primary schools.

The most important expressions of flexibility has been in the recent decision to redesign Activity Three into support for HIV/AIDS activities aimed at buttressing organizations and households caring for HIV/AIDS orphans in selected districts. The Country Office plans to use its delegation of authority to enable the preparation and eventual approval of a revised activity document which, it is estimated, will be ready for approval and implementation a few weeks after the departure of the Evaluation Team. Given WFP's increased concern over the adverse impact of the AIDS pandemic, globally, and the Government of Kenya's own deepening concern, this is an important and timely move into an area of food assistance for which the need is likely to increase dramatically in the months and years ahead. There is a major issue related to the magnitude of WFP food support for HIV/AIDS activities, the nature of the programs to be supported and whether food aid for HIV/AIDS can reach large magnitudes without seeking approval for a revised CP. Conclusion and Recommendation 9, elsewhere in this Report, speaks to these issues.

Section VI contains further analysis, conclusions, and recommendations related to the individual activities that comprise or are intended to comprise the 1999-2003 Country Programme.

## **IV. Systems and Procedures Supporting the CP**



One cannot evaluate the 1999-2003 Country Programme in Kenya without noting large role in WFP activities in Kenya played by the ongoing EMOP and PRRO activities during the period and the continuing support for the Operation Lifeline Sudan and Somali programmes being undertaken by WFP staff resident in Kenya. Under these circumstances, it is not a surprise that food resources devoted to the Country Programme have been dwarfed by the resource needs of the EMOP and PRRO. Table 4a shows total commodities committed and supplied over the life of the present CP. Table 4b shows the relative magnitude of commodities supplied to EMOP, PRRO and CP activities for the most recent year of full data.

**Table 4a - Development-related resources committed and supplied under the present CP**

1998-2001	Committed (MT)	Supplied (MT)
<i>Activity One</i>		
Maize	35,730	11,594
Pulses	8,938	3,635
Veg. Oil	992	318
<i>Activity Two</i>		
Maize	5,100	1,890
Pulses	795	---
Veg. Oil	165	30
Blended Foods	1,688	---

Source: WFP/Kenya data

Table 4b - Commodity tonnages utilized in WFP activities in Kenya: 2001

Type of Programme	Metric Tonnes of Food Provided
Emergency Operation	321,000 MT
Protracted Recovery (refugees)	50,000 MT
Development (CP)	17,000 MT

Source WFP/Kenya data

As of early 2002, the EMOP is winding down and considerably more attention is being devoted to the development programme. The redesign of Activity Three is well under way as are efforts to determine the next steps for the suspended Activity Two. In addition, the drafting of the CSO for the 2004-2008 is due to commence in mid-2002.

The core policies and strategies that have guided WFP's world-wide efforts in recent years include: i) emphasizing broad-based participation; ii) giving prominence to the continuum from relief to development; iii) recognizing the role of women; iv) assigning great importance to collaboration with other agencies; and v) the adoption of the country programme approach in coordination with government development strategies. In making these policies and strategies operational WFP headquarters has provided many types of guidance to its field offices and has engaged over the past three or so years in efforts to streamline and decentralize the organization, making it more responsive to local food security-related concerns.

Of major concern for the WFP/Kenya staff during the CP period has been the process of WFP decentralisation which resulted, first in the creation of a regional cluster office in Nairobi in 1997, and then in the closing of that office in 2001 with the simultaneous decentralisation of Bureau responsibilities from Rome to Kampala. This has meant a reshuffling of staff responsibilities and, at least in the case of WFP/Kenya's gender programme, a loss of some of the momentum that had been built up by their having had, until 2001, a regional gender officer position in Nairobi. When these changing managerial responsibilities are added to the intense effort to confront the 1999-2001 drought emergency and the



continuing PRRO activities, these managerial changes added another layer of complexity on top of an already busy and complicated set of management tasks.

As part of the evaluation process, a member of the Evaluation Team conducted a “brainstorming Session” with the staff of WFP/Kenya’s Development Unit and a few others who deal with the Development Unit. The following four boxes contain a summary of the outcomes relating to internal WFP systems and procedures and their impact – both positive and negative – on the Kenya Country Programme as perceived by resident national and international staff. The Evaluation Team found this a particularly useful exercise.

### **Brainstorming Workshop:**

#### **a.) Decentralisation and Delegation of Authority, Guidelines, Directives, Policies**

##### **Strengths:**

- Within the new Country Programme (CP) policy, the development portfolio is now looked at in totality under one umbrella. The overall direction is clarified, since the developmental needs are analysed in an integrated manner. A common approach for all activities in the CP leads to a more appropriate direction and focus and enhanced consultation with other agencies.
- There are several advantages in the CP being derived from a CSO:
  - the country situation is analysed in its totality
  - food aid needs are clearer
  - joint ownership of the operation by the CO and the GOK is strengthened
  - timeliness of implementation is enhanced
  - there is better guidance in focusing operations
  - the CSO is an indicative document that has proved useful to GOK/WFP/communities
- With delegation of authority to the Country Director for approval of specific activities within the CP, decisions are made closer to where implementation is to take place and where there is better access to updates on the current situation.
- Closer proximity of the Regional Bureau to the CO has several advantages including:
  - savings on resources and time e.g. for travel/ telephones
  - resource mobilisation can often take place at the regional level.

##### **Limitations:**

- Responsibilities, functions and delegated authority to implement the CP are not clear/ nor well known by staff.
- The role of the Regional Bureau (RB) is not very clear, particularly that of the Programme Coordinators/Advisors. While the RB is still establishing itself, it is not always clear to whom queries or information should be forwarded – the RB or directly to HQ.
- Whenever changes occur, a transition period is expected before the new system is completely in place, however, often these tend to be extended excessively creating prolonged time lags. In addition, guidelines tend to remain in draft form for prolonged periods, with several revisions before they are finalised.
- It takes 2 years or more for Activity operations to become ready for implementation while the following steps are undertaken: *Evaluation—CSO—CP—Appraisal mission—Activity summary—Operational contracts* The process is overly cumbersome and demanding on staff time and resources especially when the original circumstances could change, sometimes rather dramatically, over this time.

##### **Suggestions for improvement:**

- Clear definition of roles and responsibilities with corresponding authority, especially for the RBs and programme coordinators/advisors at the RB.
- Timely finalisation and dissemination of guidelines, directives etc
- Deadlines for processing EB and other related documents should be set not only for COs but



also for all other levels. The CO is often given deadlines to provide information or to comment on a document being circulated. It would be useful if all with responsibilities at different stages of completion also have deadlines to meet. This may help in reducing prolonged transition periods, and in processing period of draft documents.

- The CP process should be simplified (preparation of documents, clearances, approvals) e.g. could the CSO and CP processes be combined to reduce the time lag? Could not the CP be approved in the field, once the CSO had been approved by the EB?

#### **b.) Budgets and Financial Resources**

##### Strengths

- Funds availability for the various projects
- GOK/counterpart contribution was accessible

##### Weaknesses

- Irregular flow of funds from HQ
- Serious delays occurring of up to 6 months and more before funds called forward from HQ are received. For example last year the Kenya CO expected \$180 000 for Non-Food-Item (NFIs) based on the standard formula for calculating field allocations. However only \$26,000 was sent, based on a formula that was not explained to the CO. Further still, this was received in October, one month before schools closed for the end of the year which was too late for implementation of planned activities e.g. implementation of some gender-related mini-activities that came out of an earlier needs identification workshop.
- Since Kenya is an LIFDC, it is entitled to 6 percent of the Direct Operational Costs (DOC) for Direct Support Costs (DSC) and 3 percent of the DOC for its ODOC. This limits the extent to which it can meet its requirements for recruitment of necessary staff, for contribution to transport costs, and for training of staff.

#### **c.) Human Resources**

##### Strengths

- Physical facilities have improved over the last CP period: office equipment, telephones, computers etc. (NB: not directly linked to the CP)
- The CO staff is exposed to institutional capacity building, in addition to the training provided, through exposure to a wide range of duties enabling the acquisition of wider knowledge of WFP activities. Also, international staff bring experience from other countries while national staff ensure continuity of the programmes. Thus there is great benefit in having both.
- The CO staff are well qualified and experienced. Due to wide exposure they are able to work with people at all levels: Government, NGOs, and at the community level. There is good collaboration with the Government of Kenya and other partners.
- Good collaboration and linkages exist between different sections of the CO.



#### Limitations

- Contractual nature of WFP encourages uncertainty and has negative impact on staff moral and diverts attention from the job itself. So do disparities in staff benefits that depend on the type of contract one has, even when doing the same job. This is, however, more a problem for EMOP staff than development staff.
- Implementation of CO operations in general was negatively affected by decentralisation. In Kenya decentralisation meant that its Regional Office status was abolished and the Regional Bureau was transferred from HQ to Kampala. In the process three key posts were lost: Training Officer, Gender Specialist and Pipeline Officer. This has had repercussions on project achievements particularly on gender issues.

#### Suggestions for improvement

- Contracts should be pegged to the lifespan of the project to increase job security.
- The CO has continued to liaise with WFP HQ as a temporary solution until the RB is established enough.

### **d.) Training**

#### Strengths

- Funds are available for training, although they are more for counterpart training than for WFP staff training.
- Until recently, there have been sufficient training staff.
- Support has been received from CO managers for training space and staff availability, despite the fact that there is always a lot of work. Training has taken place both in-country and outside, e.g. at HQ.
- Training staff were used also for project-related training of counterparts and communities at all levels. This helped considerably in increasing the competence and the sense of project ownership by counterparts and community members.

#### Limitations

- There are limited funds for personal career development, e.g. for courses that are not managed by WFP but are relevant to its operations, e.g. relevant degree or M.Sc. courses and management courses. The policy on career development is also unclear regarding the possibility for upward mobility as an employee acquires higher academic credentials or as recognition of continued excellent job performance.
- Training opportunities are only rarely offered to “Service Contract” employees, yet these employees often hold key national positions where training would help improve performance.

#### Suggestions for improvement

- A clear policy on career development should be formulated.
- Adequate resources should be allocated for career development outside standard courses offered by WFP. Could WFP reimburse an employee’s own training initiatives?

See Conclusion and Recommendation No. 3 in Sections IX and X.

### **Monetisation**

Of all the WFP policies reviewed by the Evaluation Team, none seems to have had a more adverse impact on activity effectiveness in Kenya than the decision made in Rome in the mid-1990s to curtail monetisation of food assistance in all but a very few circumstances. The principal result of this decision in Kenya has been the drying up of the single most important source of financial resources needed to accompany the food commodities and help insure that the latter are used as effectively as possible in accomplishing activity and programme objectives. Whereas prior to 1995 a small percentage of imported WFP food (usually hard red winter wheat) was sold commercially to generate needed local currency, since 1994 no food sales have occurred. The “Project Fund” which had been used to purchase needed local commodities, pay local expenses and enable local training has now been nearly fully exhausted.



Examples abound of the adverse impact of the greatly reduced availability of local currency in the school feeding activity. Promised motorcycles needed by MOEST school feeding monitoring staff have not been purchased. In Turkana, a District encompassing 77,000 km<sup>2</sup>, the Evaluation Team discovered that there was only one functioning motorcycle available for monitoring school feeding activities to cover 395 primary and pre-primary schools scattered over Kenya's largest district. Vehicles being used by District administrations to ferry food commodities to the hundreds of participating schools not fully served by private transporters were inadequate in number and often "dead-lined" for lack of spares. Needed training of MOEST field staff, and of community volunteers has been almost entirely curtailed.

In one particularly egregious example of the adverse impact of curtailed monetisation, locally-constructed, fuel-efficient cookers which had been supplied by WFP to some schools in fuel-short arid areas could no longer be purchased and installed because of the lack of local funds. Only 56 of 1,362 schools had received the fuel-efficient cookers. The large number of schools still without these cookers have been forced to rely on large, extremely fuel-*inefficient* pots to cook the maize and beans for the lunches for hundreds of students at each school. The students were required to bring large amounts of firewood scavenged from an already heavily degraded landscapes as part of their families' contributions to the school feeding programme. In large ASAL areas already virtually denuded of trees and shrubs, the schools were using cooking facilities requiring three to four times the amount of wood needed by the energy-efficient stoves previously supplied to some of the participating primary and pre-primary schools while monetisation proceeds had been available. The adverse impact on poverty-stricken households in these dry, incredibly barren landscapes of the simple need to provide 3-4 times the amount of wood that would have been needed with the efficient cookers was – and is – large. The adverse environmental impact of collecting 3-4 times the amount of wood needed to feed several hundred thousand students every school day, year after year is potentially enormous.<sup>20</sup>

It is difficult to understand the rationale of WFP's decision on monetisation when viewed from the perspective of the Kenya Country Programme. The other major programme in Kenya using food aid for development activities (USAID's Title II-supported NGOs) monetises approximately 80 percent of imported U.S. food aid. The Kenyan Government is, according to the USAID's PL480 staff, highly supportive of monetisation as a development tool. At the other end of the spectrum WFP now monetises no food at all and has not come up with any viable alternative source of these needed funds. WFP's development activities are clearly hampered by the lack of local currency needed (in some cases desperately needed) to insure adequate effectiveness of its approved development activities. As noted in the "brainstorming session" discussed in the previous sub-section of the Report, WFP/headquarters is presently making available inadequate amounts of supporting financial assistance for the Country Programme. To look to the Kenyan Government to cover these local costs is to look in vain. The Government is already devoting an estimated 40 percent of its entire recurrent budget to education – a heroic commitment under the circumstances of IMF-imposed budgetary austerity. In the "Operational Contract Between the Government of Kenya and the World Food Programme" WFP agreed "...subject to availability of resources..." to continue to provide energy-efficient stoves to selected schools, a four-wheel drive vehicle, 30 motorcycles and agricultural tools and seeds for school feeding "sustainability" initiatives. Insofar as the Evaluation Team could determine, none of these promised commodities had been purchased from mid-2001 onward. There are no present prospects for doing so.

*See Conclusion and Recommendation No. 4 in Sections IX and X.*

### ***Vulnerability Assessment and Mapping***

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<sup>20</sup> Made even more a problem by the fact that another 1.3 million students have been fed these past few years under the EMOP school feeding programme in conditions identical to those in the regular school feeding programme. The adverse environmental impact is almost certainly to be substantial.



The Vulnerability Assessment and Mapping (VAM) Unit in the Kenya CO is an important and positive element in WFP's overall development programme in Kenya – particularly now, as the CO begins to focus on the next programming cycle. Its importance is underscored by the very real difference between the superficial appearance of Kenya as one of the “better off” of African countries and the reality of its being a quite poor, highly food insecure, drought-prone, HIV/AIDS-afflicted, country with not very good growth prospects. The utility of the analytical capabilities of the VAM Unit, as they are increasingly being adapted to identifying and measuring chronic causes of food insecurity and poverty in Kenya, cannot be overstated.

Between 1999 and early 2002, the VAM Unit has been focused on the drought emergency and related data and targeting requirements. However, given the importance of the drought-development interface in Kenya, the work done on factors contributing to the emergency, measuring the impact of the emergency on household food security, and helping target interventions is highly relevant to the development programme as well.

Of perhaps greatest benefit in the months ahead is the work that the VAM Unit has already begun on a major study entitled “Chronic Vulnerability to Food insecurity in Kenya – 2001: A Pilot Study for Improving Vulnerability Analysis.” This work is part of a larger WFP effort – called the Standard Analytical Framework (SAF) – being piloted in Bolivia and Mali as well as Kenya. While still in an early draft, the study looks to be a major step forward in measuring the underlying causes of chronic food insecurity in Kenya and the recent trends in these factors.

*“This report analyses chronic food insecurity, a ‘bigger picture’ companion to analyses of the emergency situation. Based on a literature review, secondary data (satellite imagery, socio-economic indicators, and others), and primary data (collected in 79 villages, 12 districts); the aim is to understand characteristics and causes of chronic vulnerability to food insecurity for a cross-section of Kenya’s population, as well as identify intervention opportunities. The analysis makes initial links between community-level food insecurity and underlying causes and contextual issues that, if left in place, will continue to undermine both indigenous livelihoods and coping capacities, along with even the most well designed community development projects.” (p.4)*

Even in a necessarily brief perusal of this massive draft report, the Evaluation Team was impressed by the utility of the report's findings for improved understanding of the causality of chronic food insecurity in Kenya. As the SAF is further refined and expanded, it will clearly be an invaluable aid to those designing the CSO and to those both inside and outside WFP seeking to understand the nature of Kenyan food insecurity problems and what to do about them.

The VAM Unit has also been an active participant, with USAID's FEWSNET, several other donors and NGOs, and representatives of the Office of the President and other government agencies, in a “Kenya Food Security” (KFS) working group.<sup>21</sup> This grouping of organizations is interested in relief and rehabilitation, early warning system design, food security causality and improved monitoring and reporting not only related to emergencies but also with regard to longer-term, chronic causality of food insecurity. Among other tasks, some members are experimenting with using the “food economy model” to examine how poor rural communities access food and generate income. A principal concern is how capacity at the district level could be enhanced to undertake this and related types of on-going data collection and analysis.

*See Conclusion and Recommendation 5 in Sections IX and X.*

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<sup>21</sup> Participants in the Kenya Food Security Steering Committee include FEWSNET, Oxfam, CARE, CRS, USAID, DFID, The Arid Lands Project, the Ministry of Agriculture, the Office of the President and WFP. The latter two organizations co-chair monthly meetings.





### **Monitoring and Evaluation**

Monitoring of the only presently active component of the CP – school feeding – is the responsibility of the Ministry of Education, Science and Technology. Actual monitoring is delegated to the District Education Officers (DEOs) who, in turn, attempt to rely on a small staff of school feeding monitors to determine how well the activity's primary responsibilities are being discharged at participating schools. As is noted in the discussion of non-food resources above and in Section VI below, the Ministry has been hampered in its ability to carry out needed monitoring of the activity by the lack of transport for its monitors. In addition, WFP/Kenya has noted in its communications with MOEST that periodic reporting from the Ministry on activity performance is not always up to date. This hampers the ability of CO staff to monitor activity progress. Staff of the Ministry have responded that they are aware of the reporting delays but cite the difficulty of receiving reports from remote schools in locations often not connected to the postal system and having to rely on infrequent transporters to deliver these reports to district capitals. The magnitude of this problem might be reduced by WFP's being able to implement its commitment to provide motorcycle transport and training to MOEST school feeding monitors who could be given the added responsibility of delivering school-by-school reporting from the more remote participating schools.

With regard to the use of evaluations of CP activities as a means of improving ex post activity design and programme strategy formulation, a single evaluation – the “Mid-Term Review the M&E system of Phase Three of the School Feeding Programme” was found. It was conducted in May 2000 by a Kenyan consulting firm, ETC East Africa. This quite useful evaluation report notes that WFP had made vigorous efforts to improve the M&E system for the school feeding programme during the 1999-2000 period. The report indicated that the role played by school committees in monitoring food deliveries was not adequate for insuring appropriate monitoring of food commodities arriving at individual schools. The “sensitisation” training being conducted by MOEST and WFP had previously been helpful, but the coverage had not included all schools. The need to continue such training at the community level is but one added example of the type of activities which had been covered earlier by monetisation proceeds and which was no longer being undertaken adequately because of the lack of funding.

### **V. Factors in the Effectiveness of the CP**

In looking at all the possible factors influencing the effectiveness of the CP, six stand out as necessitating comment in this section of the Evaluation Report. Some have been discussed elsewhere in the report and are touched on only briefly here. Others merit significant added commentary. The six factors are: i) the dominance of the drought emergency during the lifetime of the CP, ii) the adverse impact of the decision to eliminate monetisation; iii) the close collaboration in the school feeding activity between WFP and the Ministry of Education, Science and Technology; iv) the lack of strong impetus coming from the CCA/UNDAF processes; v) the relationship between WFP's CP and the PRSP process in Kenya; and vi) the lack of serious efforts – by all donors – to develop stronger programmatic partnerships. Additional issues specific to the school feeding activity (e.g., the need to determine whether to add schools currently in the EMOP school feeding activity to the CP's school feeding programme and the issue of “sustainability” in school feeding) are addressed in Section VI.

#### ***The Drought Emergency***

The Country Programme during 1999-2002 consisted of a single activity – primary and pre-primary school feeding of approximately 421,000 students in the ASAL areas. As discussed elsewhere, the principal reason that Activity Two (Disaster Preparedness) did not commence was the advent of a devastating flood/drought emergency in 1998-1999, effectively foreclosing disaster mitigation activities in the face of the disaster itself. The large-scale EMOP launched to respond to these disasters also helped slow the development of Activity Three. The vast majority of the food resources and of the WFP staff resident in Kenya have been devoted to dealing with the drought emergency and the on-going refugee-focused PRRO. The relative percentage of WFP food, cash and human resources focused on reducing underlying, chronic factors contributing to the predisposition of vulnerable households to be so quickly



and completely overwhelmed by the effects of these emergencies is dwarfed by resources needed to respond to the emergencies themselves. (See Table 4b on page 23.) While Kenya apparently continues to descend into deeper and more widespread poverty, the food and related resources available to slow and even reverse the trends causing the downward drift have been substantially reduced by the need to use them – in increasingly large amounts – to feed those millions of Kenyans hard-hit by repeated shocks and increasingly unable to cope with drought and other emergencies.

### ***Monetisation***

The effectiveness of the one activity constituting the CP during the 1999-2002 period has been significantly reduced by the inability of WFP/Kenya to obtain the resources needed to finance promised non-food resources in support of school feeding. As a result, the frequency of monitoring has been reduced, needed training of counterpart staff and of communities themselves has been greatly scaled back, and other promised resources have not been provided. The single most important factor in the drying up of these non-food resources has been WFP's decision to curtail monetisation as an instrument of development programming coupled with a lack of sufficient alternative sources of such funds. Adequate cash resources have not become available either from WFP or other donors to replace the funding stream shut down by the termination of monetisation.

### ***Government Commitment***

A major element in the success of the school feeding activity, noted elsewhere in this report, has been the unstinting commitments by the government of Kenya to providing human and financial resources in support of primary and pre-primary education. In an era where budgets are as constrained as they have been in the past several years, it is greatly to the credit of the Kenyan Government that it has committed more than 40 percent of its recurrent budget in recent years to moving primary education toward the goals of achieving universal primary education. In all the schools visited by the Evaluation Team there were full or nearly full compliments of teachers. There were books, writing materials, blackboards, chalk – no small achievement in schools as remote and in such poverty-stricken areas as are served by the WFP school feeding activity. In reviewing the actual workbooks of the students, and in discussions with these students and their teachers, the Team was convinced that they were in school to a large degree because of the continuing availability of the WFP food which provided them with – in most cases – their one nutritious meal of the day. Once in school, they were clearly being provided a quite good educational experience – within the constraints of their widespread poverty and the physical and financial limitations of the government. In other words, while these are not the most modern and up-to-date schools in the world, they provide a basic structure to learn in, seemingly adequate teachers and teaching materials, acceptable sanitation, a simple, but nutritious meal and a measure of community support. This is no small achievement in these poverty-stricken arid and semi arid regions.

As a result of having had the opportunity to receive a primary education in these particularly poverty-stricken districts, a significant number of students were provided livelihood options and the possibility of improved well-being unavailable to them in the absence of this opportunity to obtain a primary education. On the basis of interviews in with MOEST staff in Nairobi and in Turkana District and with parents of some of the pupils, the Evaluation Team is convinced that WFP food aid is a key element in inducing the parents of these children to send them to school. Once in school, the Ministry of Education, Science and Technology and its district-level administrative and teaching staff have done quite an outstanding job in providing them with a good primary education. It remains true however, as noted in Table 7, that three of the eleven arid districts had enrolment ratios of less than 25 percent (in part for reasons discussed on page 14). During the 1998-2001 period those enrolments have not been much improved by the school feeding activity. Nonetheless, monitoring reports from SFP districts indicate that some 90 percent of the children in WFP-assisted schools are there because of the school feeding activity (WFP/Kenya 2001a).

Although there are some problems needing to be addressed in the school feeding activity (discussed in Section VI) these are to a considerable degree offset by the fact that the activity is making hard-fought



progress toward its major objectives in most of the 21 arid and semi-arid districts where it is operating under quite difficult circumstances. It is doing so in large part as a result of the very strong commitment of the government in insuring that those schools are appropriately staffed and provisioned with the necessary educational resources in a period of extreme budgetary stringency.

### ***The Common Country Assessment and the UN Development Assistance Framework***

WFP was an active participant in the preparation of both the CCA and the UNDAF during the period of their development in 1997/98. The CCA was first prepared and published in 1998 and, because of some perceived conceptual weaknesses in recognizing the depth of poverty in Kenya and the nature of recent trends, was updated and republished in 2001. The original CCA, according to many UN staff interviewed by the Evaluation Team, was found not to be acceptably analytical, and not to be providing sufficient programmatic guidance for the large number of UN agencies operating in Kenya. The 1998 version was used, however, in helping the UN family prepare the first Kenya UNDAF document – one of the original “pilot” UNDAFs – published in 1999.

The UNDAF document was intended to be an important policy and programme document. For many reasons, not least among them being the fact that there are some 23 UN organizations operating in Kenya, the task of coordination and collaboration is particularly complex in this country. In part, because it had relied for its analysis on the earlier version of the CCA, its own analysis of the causality of poverty and the nature of actions needed to reverse those causes was felt in need of revision. However, rather than rewriting the UNDAF document, the decision was made to revise it in the process of implementation and to do a better analysis/strategy job in the next UNDAF.

As noted earlier, the UNDAF established a series of thematic groups into which relevant UN organizations were placed depending on the nature of their mandate and programmes. The emphasis was on cooperation and collaboration among thematic group members leading eventually to partnering at the project level to achieve shared goals and objectives. Evaluation Team interviews with representatives of virtually all of the major UN organizations operating in Kenya, however, revealed that most of the organizations believe that – while useful for information-sharing purposes – the thematic groups have not led to actual collaboration at the programme or project level. The process of establishing thematic groups and meeting from time to time to discuss common concerns had been a useful first step, but only a first step. Regularised collaboration will have to await development of the next UNDAF (2004-2008). As noted throughout this Evaluation Report, active collaboration among UN agencies (and other multilateral and bilateral donors and NGOs) is critical for improving the effectiveness of WFP’s food aid in the future.

### ***The Poverty Reduction Strategy Paper***

The Kenya PRSP was completed in 2001 by a process involving not only government personnel, but donors, NGOs and Kenyan civil society at large. It suggests that Kenyans define poverty generally as “inability to meet basic needs” and further states that Poverty is:

*“...not only to be hungry and malnourished, to lack adequate shelter and housing and to be illiterate, but also to be exposed to ill-treatment and to be powerless in influencing key decisions affecting lives.”*

The PRSP cites data showing that about 15 million Kenyans exist below the absolute poverty line. How many more would fit into the category of being powerless in influencing key decisions affecting their lives cannot be determined, but is undoubtedly the vast majority. The Kenyans participating in the PRSP focus groups all over the country identified the following as the primary causes of their poverty:

- low agricultural productivity; poor marketing
- physical insecurity; banditry



- unemployment; low wages
- bad governance
- land problems
- inadequate roads
- high cost of social services
- high cost of education
- HIV/AIDS
- gender imbalances

Looking specifically at food insecurity, the PRSP suggests that the combination of inappropriate traditional farming methods, low soil fertility, unpredictable weather, inadequate extension services, low quality of seeds used by farmers and a lack of credit facilities leads to food shortages, underemployment, low household income levels and poor nutritional status. These, in turn, contribute to low labour productivity and high rates of poverty and resultant household food insecurity.

While the development of the PRSP came after WFP's CP was approved, WFP/Kenya staff had participated in the original Interim PRSP and subsequently in the preparatory stages in the development of the full PRSP. The thematic group concept established under the UNDAF also facilitated the involvement of the UN agencies – including WFP – in the discussions of the various elements of the PRSP analysis which were reflective of the particular subject concerns of the individual thematic groups. Thus, the two processes – PRSP and UNDAF – were well meshed in terms of focus and, in fact, are quite close in their identification of the causative factors creating pervasive poverty and livelihood and food insecurity in Kenya.

There is considerable congruence between the present WFP Country Programme and both the UNDAF and PRSP. There are no grounds for concern that the present focus on school feeding and the emerging focus on the use of food aid to confront the problem of HIV/AIDS contained in the present CP are in any way inimical to the poverty alleviation concerns of both the UNDAF and the PRSP. Quite the contrary. If there is any concern – and this taken up in the Conclusions and Recommendations of this Evaluation Report – it is to insure that, in the context of the next CP, a thoroughgoing analysis of the optimal uses of food resources to confront the fundamental causes of food insecurity is done and that the resultant programme for 2004-2008 uses food in concert with the non-food resources of other partners to confront those causes.

### **Partnering**

As more than one donor interviewee stated in the course of preparation of this Evaluation: “we talk a lot about partnering; we just don't do it.” WFP CP guidance, the CP itself, and all the major development program documents related to Kenyan development discuss the need for government agencies, donors, NGOs and participant beneficiaries to work closely together in order to achieve common objectives with greatest efficiency and effectiveness. Unfortunately, as most respondents pointed out, rarely does true programmatic partnership fully exist. In the present Country Programme there are both some good examples of partnering and of areas where partnering is only partially effectuated or not undertaken at all. One of the major conclusions of this evaluation is that much more partnering is needed at the activity implementation level if food aid is to achieve maximum development impact in Kenya.

The close partnership between WFP and the central and district units of the Ministry of Education, Science, and Technology is a good example of collaborative partnering in which both parties have been able to achieve mutual objectives at a high level of accomplishment. As is discussed more fully elsewhere in this report, WFP food assistance is provided to 1,362 schools in the ASAL districts of Kenya in order to promote improved school attendance rates, increase nutrient intake of participating primary and pre-primary school children and to help support their ability to perform well as students. There is evidence of commendable accomplishment in all three objectives – within the context of significant logistical and resourcing problems which have beset the school feeding activity. A principal reason for having achieved



the results in attendance increased beyond what it would have been in the absence of school feeding, increased nutrient intake and in apparent improvement in academic performance of participating pupils is the combination of the availability of the school lunch programme (which the Evaluation Team has surmised induces the parents to send their children to school in the first place) and schools that are adequately staffed, provided with necessary teaching materials, and where students actually learn. Test results on national exams have demonstrated, in recent years, that students in these very poor ASAL districts perform, on average, at least as well as students in more favoured districts, and in some cases perform better. Thus, both the development objectives of the WFP programme and the educational achievement objectives of the MOEST are being achieved in large part because both parties to the activity are collaborating fully.

There are other types of partnering that might increase further the food security or development impact school feeding activity. For example, WFP and UNICEF and/or WHO might cooperate to add an infant nutrition component in the communities where school feeding is provided. The point would be to reduce the high percentage of 4- and 5-year-olds who enter the school feeding programme already stunted (i.e., suffering the effects of chronic undernutrition in infancy). Children who are stunted at age 4 or 5 are, in fact, stunted for life since the condition is irreversible after about age 3. In a sense, providing adequate nutrition in primary school for children stunted at the time they enter school is proving nutrition too late to prevent the life-long physical and cognitive impairment caused by undernutrition in infancy. These children would do far better, and profit to a greater degree from the food provided in school if another agency, or agencies, was participating in a type of “sequential” partnering arrangement whereby communities where school feeding was offered would also be candidates for maternal and child nutrition programmes as well.

In a similar vein, the impact of the school feeding activity on the food security and poverty status of these students would be further enhanced if partners could be identified to take on such other tasks in the poverty-stricken communities where school feeding was being undertaken as post-primary vocational training and employment creation for primary school leavers (i.e., those unable to advance into secondary school) – particularly for girls. This “sequential partnering” would help insure that the education received during the period they were receiving school lunches led to livelihood-improving opportunities upon completion of primary school.

*See Conclusion and Recommendation 6 in Sections IX and C.*

## **VI. Contribution of Activities/Projects to Programme Objectives**

This section looks primarily at the contribution of the school feeding activity to WFP/Kenya’s programme objectives as stated in the CP. The section also discusses activity-specific issues of significance to WFP/Kenya as it begins to develop its next Country Programme which have emerged from the difficulties thus far in initiating Activities 2 and 3 of the CP. Some of these issues may also have wider implications for WFP generally.

The overall goals of the 1999-2003 Kenya Country Programme are: a.) alleviate poverty in targeted ASAL areas by i) contributing to primary and pre-primary education opportunities, ii) improving the health and nutrition of women and children; and b.) assisting the government and partners to make timely and appropriate interventions to save the lives and livelihoods of vulnerable populations where there are unusually high levels of food insecurity. The programme has focused, thus far, almost entirely on the education aspects of goal a.i) above. The activities that were to have focused on the mother and child nutrition aspects in goal a.ii) and the accomplishment of goal b.) have, for reasons already discussed, not been initiated. Thus, the discussion regarding the contribution of WFP development activities to date to overall programme goals is limited to contributions made under the school feeding activity.

The specific objectives of the school feeding activity, as stated in the CP document, were to:



- increase enrolment, prevent drop-out and stabilize attendance at selected pre-primary, primary and non-formal schools
- improve school facilities and assist school committees and communities in the identification and development of enterprises to sustain school feeding programmes. This second element, initiated in Phase IV, was a major addition to the activity, added as a response to the criticism in the PRC that earlier phases of WFP school feeding activities in Kenya had not adequately dealt with the need for sustainability.

Thus far, the school feeding activity has been relatively successful in achieving the first of these two objectives; but continues to be much less so in achieving the second.

***Programme Objectives: Increasing enrolment, preventing drop-outs and stabilizing attendance***

As determined by interviews, a review of selected documentary evidence and a several-day field visit to Turkana District, the Evaluation Team believes that food aid seems to have worked relatively well under difficult conditions in the WFP School Feeding Programme in Kenya. This is not to say that all of the objectives have been fully met, but within serious constraints significant numbers of children in ASAL Kenya are in school to a considerable degree because of the existence of the school feeding activity. Once in school, these children of poor pastoralists are doing at least as well, on average, as are children in better-off districts as attested by results on national exams. This is particularly noteworthy in a country where development projects are often characterised by donors as mismanaged and subject to corruption. Much of the success is due, in large part, due to the dedication and quality of staff of the WFP and the GOK teams.

The Evaluation Team has determined on the basis of interviews, considerable evidence from performance reviews, and MOEST data that without school feeding, a large number of these young children would not be attending school. Their parent make the decision to send their children to school in large part, the Team was informed on numerous occasions, because the lunches they receive there are, in many cases and during many times of the year, the only food intake they will receive. Many households, particularly in the arid districts, simply do not have enough food at home to feed all family members to adequate levels of nutrition.<sup>22</sup> Most head teachers interviewed by the Evaluation Team commented that, whenever food is late in arriving, attendance drops dramatically. Whenever school feeding is terminated, or even interrupted for any length of time, pre- and primary schools in these districts see rapid and deep declines in attendance. Thus, the primary enrolment objective of the programme is being achieved to some degree as a direct result of the WFP food being made available. What is difficult to quantify, is the relative weight of provision of food in household decisions to send children to MOEST schools vis-à-vis countervailing issues of: i) long distances from transhumant locations to the nearest school, ii) the existence in many parts of Northern and North-eastern Kenya of competing – often informal –Koranic schools for the children of these predominately Muslim households, iii) the fear that young girls might be in particular danger as they trek to and from remote schools, and iv) the generally high degree of banditry and lawlessness in much of pastoralist Kenya. The best indicator of the influence of the feeding programmes on enrolment, stable attendance and drop-out rates seems to be the relationship between attendance rates and the cessation of feeding.<sup>23</sup>

Another important aspect of the high level of achievement in this activity is the unstated but key presumption that it is not just high and stable attendance with low drop-outs rates that constitute the real goal. In and of themselves they would have little or no development impact, other than providing beneficiaries for a feeding programme. The development – and ultimately the food security – objective is that an increased proportion of the children of these poor districts are enabled as a result of their

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<sup>22</sup> In fact, an estimated 30 percent of all food consumed in the arid districts of Kenya has, in recent years, been in the form of food aid.

<sup>23</sup> There is supporting experience from both Ghana and Ethiopia where one of the Evaluation Team members found evidence of rapid expansion of enrolment associated with introduction of school feeding in drought-prone food insecure areas of these countries.



attendance in school to receive a fundamentally sound education and that such education translates into better employment options and a greater likelihood of improved food security by their eventually being able, as adults, to produce more, earn more, and have greater, more sustained, access to the food they and their own families will need. While WFP's activity objectives are carefully and conservatively couched in terms of enhancing enrolment, increased ability to concentrate, and reducing drop-out rates, these are relatively inconsequential objectives unless improved attendance and attention spans leads a significant number of these young beneficiaries and their households toward improved food and/or livelihood security, reduced vulnerability, increased income earning possibility or other elements of improved quality of life.

To accomplish this broader goal, the education provided must also be of sufficiently high quality that the students will have benefited educationally from having maintained their attendance and having received those WFP-provided lunches. In the schools visited by the Evaluation Team, it was apparent that an appropriate level of learning was, indeed, taking place. The compliment of teachers allocated to the schools was, by and large, adequate. The teachers interviewed were trained (qualified), and all reported they received their salaries on time. Teachers in arid areas were being paid a hardship allowance in addition to their salaries. There was a relatively good gender mix of teachers in all the schools visited. The schools also had textbooks (sometimes shared among the children), the teachers had teachers' manuals, and all the children had exercise books. The DEO and the local PTAs made sure that there was enough chalk for the teachers to use. Some schools had additional learning materials donated by NGOs, such as Catholic Relief Services or other aid agencies. The distribution of school textbooks has been part of aid project entitled "Strengthening Primary Education (SPRED)", funded by the British Government through DFID. The British Government was also involved in the early 1990s in the Primary School Management Project (PRISM), which had provided assistance to the MOEST in collecting, collating and analysing education statistical data.

Another apparent reason that the school feeding activity is seen to have worked as well as it has is due to the aforementioned importance the GOK attaches to education from both a general policy and a budgetary perspective. The GOK is committed to the attainment of Education for All (EFA) by the year 2015.<sup>24</sup> The Government accords high priority to education and training, as seen by its significant investment in education since about 1998. For the fiscal year 2001/02 the GOK has allocated 35.6 percent of its total recurrent expenditure to education and 14.4 percent of its total development (capital) expenditure to education.

### ***Engendering "sustainability" in school feeding***

If there is a common down-side to the provision of school feeding in many parts of Africa – Kenya included – it is the difficulty of WFP's getting out of the provision of food, once an activity has been initiated. In order for WFP to be able to phase out the provision of food to a primary school, there must be established an on-going, locally-based mechanism to take over that task, either in the home or in the school. This has not happened in any of the four phases of the WFP's school feeding activity in Kenya.

In the absence of significant progress in building a sustainable alternative to WFP-provided food aid, the enrolment, reduced drop-out, and stabilized attendance gains achieved under this project occur only so long as WFP's commodity support to the school feeding activity continues. In recognition of this, the second of the activity-specific objectives in Phase 4 is intended to direct FFW resources to initiating school-based entrepreneurial activities. These are intended to enable at least some school communities to generate sufficient additional food production or income-earning opportunities to take over the task of providing food for the students. The working assumption has been that this is most likely to occur in the semi-arid districts where opportunities for production increases are greater than in the arid districts. This is also the logic behind the school feeding phase-down schedule contained in the CP document. The phase-down to 250,000 students in Year Three and 150,000 students in Year Five was intended to occur entirely in the semi-arid districts where, it was assumed, a significant percentage of school communities

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<sup>24</sup> See: MOEST: *Education for All Handbook* p.1.



would be able to take over the school feeding task. The kinds of activities envisaged included school-based woodlots and goat-rearing, community handicrafts and other “micro-projects.”

Unfortunately, for a variety of reasons,<sup>25</sup> there has been very little progress on this aspect of the school feeding activity. The 1999-2001 drought scotched all possibility of increased food production or the development of other remunerative small enterprises in the ASAL regions. Instead of being in a position to reduce the number of students being fed under the programme, the resultant WFP Emergency Operation (EMOP) in the ASAL regions of Kenya added another 1.3 million students in drought-affected semi-arid areas to the feeding rolls.

A second, and more fundamental, reason the sustainability aspects of the school feeding activity have not progressed is that there has been little serious effort to implement them. This had been true in the earlier phases of the school feeding activity, as well. In the previous phase (2502.03), twenty-three workshops were organised at community and district levels to promulgate guidelines for engendering greater sustainability of school feeding efforts. However, as there were no funds to continue these workshops in Phase Four, there were no follow up activities or workshops held, thereby attenuating whatever momentum had been achieved. There is evidence that such momentum was, in any regard, fairly insignificant. For example, a mid-term evaluation of the M&E aspects of the Phase Three of the school feeding activity<sup>26</sup> pointed out that:

*“The schools, which are yet to be phased out, have an uphill task to sensitise the community about taking the responsibilities of feeding their children. The worst hit areas are arid districts with very limited investment opportunities. Take Turkana, for example. Many head teachers did not seem to have a clear investment option. The committee members find it difficult to accept the reality of phasing out SFP...MOEST and WFP should develop a mechanism to support income generating activities in schools...Few schools have made [an] effort to initiate IGAs.<sup>27</sup> For example, in Narok 5 schools out of 25 have made some initiatives. In Mwingi, 2 schools out of 12 phased out, and none in Turkana...The schools have difficulties in identifying viable IGAs due to erratic weather in semi-arid and arid districts. At the same time, the majority of head teachers have inadequate orientation toward small enterprise development. Even those who tried some income generating activities have no business plans.” (MOEST 2000, pp.19-20)*

In the urban slum school feeding effort, the two NGOs managing the school feeding activity have been organising small projects to supplement school feeding and as income generating activities for the older school children, who head families. These small projects include school gardens on a crop rotation basis, rabbit keeping, and chicken and goat raising. Among the income generating activities are: printing on cloth, fabricating toys, cards, shoes with beads, ornaments, belts, jewellery decorations and tailoring activities. The NGOs are actively looking for partners to assist with more income generating activities and micro-credit schemes to assist the orphans, street children, and school leavers. These efforts, while noteworthy and worthy of additional review, are quite small-scale. Long-term success is still to be proven.

The entire concept of “sustainability” in the school feeding activity may need re-thinking. The above citation from a mid-term evaluation done in mid-2000 is equally valid in 2002. It is also likely to remain valid well into the future because attempts to make the primary schools themselves responsible for providing the lunches of hundreds of students each day seems quite unrealistic, given the limited

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<sup>25</sup> Among which are: delayed recognition of the importance of sustainability and the need for an activity phase-out plan in earlier phases of the SFP, a lack of experience in MOEST (an *educational* institution, after all) in how communities might come to take over the school feeding aspects of local education, a lack of cash resources needed to accompany the FFW food commodities, a period of unprecedented drought during implementation of Phases 3 and 4, and the difficulty of securing partners able to help manage and provision the community-based development activities needed to generate the local growth and incomes needed to make sustainability work.

<sup>26</sup> MOEST 2000 (“Mid-Term Review...”)

<sup>27</sup> Income Generating Activities





development options available in Kenya's ASAL regions. A different approach is needed involving broad-based community development aimed at increasing the local capacity to provide food to pre-primary and primary school children either at home or in the school, and also involving partner NGOs and donor organisations in commonly-planned and implemented local projects in which school feeding is one of several components.

There is little likelihood, in the remaining two years of the present school feeding activity that any realistic phase-out can occur. The conditions enabling such phase out in more than a handful of schools are unlikely to occur. It is also not the Evaluation Team's view that school feeding should be discontinued in the ASAL regions of Kenya. For the foreseeable future, WFP should continue to support school feeding in these areas. The educational opportunities being afforded those several hundred thousand pastoralist children who are attending school regularly is important for the future development of these communities. School feeding is a primary reason that educating many of these children is possible.

What is needed in order to further strengthen the school feeding activity over the longer term is the parallel development of community-focused development projects leading to growth of income-earning activities for very poor households.<sup>28</sup> These households need to be in a better position to feed their children at home; provide them with take-to-school lunches; or underwrite locally-financed school-based feeding. To do this requires a long-term commitment by "partners" – e.g., other donors, NGOs, and private<sup>29</sup> sources of assistance – to the development of productive enterprises in participating communities in the semi-arid districts. It should not be the task of local head teachers, District Education Officers or the Ministry of Education. Their job should remain the educating of children rather than attempting to be entrepreneurs. It is the task of donors and NGOs to focus on the economic betterment of those communities – and the households that comprise them – that are so poor that school feeding has to take place. WFP should have a role to play in supporting, through food-for-work, the development of needed infrastructure to underlay community-focused development activities – rural road rehabilitation and maintenance, de-silting of ponds and dams, other water development, land preparation and environmental protection, to name a few. These options for expanding school feeding into a more generalised integrated community strategy should be explored in the next CSO/CP.

### ***Increasing the WFP focus on the urban poor.***

There is mounting evidence<sup>30</sup> suggesting that urban slum-dwellers in Kenya are among the most poverty stricken population groups. WFP has already added a modest element of school feeding support for Nairobi slum children to the on-going school feeding activity. Members of the Evaluation Team have visited the sites of the urban school feeding activity and have been relatively impressed with the impact of the programme on those relatively few children – many of them HIV/AIDS orphans – who are benefiting from the feeding and the education they are receiving from the organisations operating the slum schools.

The Team believes that WFP may want to consider increasing assistance to the poorest children in the urban slums, assuming availability of food resources. These are clearly the poorest of the poor, and the most marginalized children in Nairobi. Many of the children in the urban slums are orphans whose parents have died of HIV/AIDS resulting in a number of child-headed families, and these children need to be supported. The families that live in the urban slums are not there by design; they simply have nowhere else to go. The protracted downturn in the economy, the closing down of some industries, the retrenchment in the civil service, among other factors, have had the effect of dragging these families into bare subsistence – and into the slums. Without additional food aid to assist the pre-primary, and primary school age children, the children will be malnourished, stunted and mentally challenged for life. Furthermore, without some sort of education and care, the children are likely to grow up to be illiterate,

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<sup>28</sup> More likely to be possible in the semi-arid areas.

<sup>29</sup> e.g., international foundations, philanthropists.

<sup>30</sup> See for example the World Bank-supported Welfare Monitoring Surveys for 1992 and 1997 (cited elsewhere) showing that urban poverty in Nairobi has leapt from 29 percent of the urban population to over 50 percent during the 1992-1997 period.



social misfits. The number of urban children included in the current SFP is small and consideration should be given to increasing it. The enrolment ratio for Nairobi is 52 percent, (girls = 50.4 percent), indicating that half of school age children are not in school. The case of the urban slum children is different from those in the arid areas, where distances to school are great. The slum children are within the catchment area of the few schools that are there. The problem of slum area non-attendance is that the NGOs working in these areas need added assistance to reach all the children who search for food, by begging or stealing.

There is a downside to this approach. There is the possibility that further WFP involvement in the urban sector might lead to Government's further disengagement from the development of urban areas. For school feeding to be truly effective, the causes of child stunting in infants and toddlers must be addressed simultaneously by other donors focused on malnutrition in children before they enter school. However, something needs to be done for the poorest urban children in Kenya. As WFP develops its policies for confronting future urban problems with food resources, the need for urban school feeding partnered with resources from other multilateral and bilateral donors and NGOs should be given strong consideration.

The Team, therefore, suggests that WFP/Kenya consider, as it develops the 2004-2008 CSO/CP an increase in the level of resources devoted to urban activities – starting with urban school feeding but also – as noted elsewhere – including a rapidly increasing level of resources intended for HIV/AIDS-related activities. The Evaluation Team is cognisant of the implications of this suggestion within the context of continued budget stringencies within WFP. The Team is also aware that to continue to focus virtually all of WFP's development resources on the most lightly populated of Kenya's districts and to provide very little food assistance to heavily populated areas where poverty and food insecurity are worsening may not continue to be the most appropriate allocation of WFP resources in Kenya. In the next Country Programme the balance between the ASAL areas and the urban and heavily populated rural areas in other parts of Kenya will have to be considered anew.

### ***Gender aspects of school feeding***

The school feeding activity does not explicitly differentiate between support provided for male and female students. There is implicit realisation, however, that, in tradition-oriented pastoralist areas, evidence that girls are going to school in roughly the same ratio as boys, or where the increase in girls' enrolment and retention is as good or better than boys' is evidence that gender concerns are, in fact, being addressed. During the course of the Evaluation, the Team discussed with WFP/Kenya Development Unit staff such options as added take home rations as an inducement for tradition-oriented families to be more willing to allow their young daughters to attend school. The Team was informed that, by and large, the in-school ration is sufficient to attract girls' attendance at the same rate as boys. While there are pastoralist households which did not send their children to school, this situation quite often had more to do with security and distance than with a desire to education sons more than daughters.

In the 1998 national Kenya Demographic and Health Survey (DHS), one of the survey questions had to do with the reasons for leaving primary school. Of 11,288 respondents<sup>31</sup>, 938 had left school early. Table 5 below indicates the reasons given for leaving school:

**Table 5 - Reason for Leaving Primary School**

<b>Reason</b>	<b>Percentage of total school-leavers in this category</b>
Got pregnant	11.3
Got married	11.4
Take care of other children in family	1.1
Family needed help	1.0

<sup>31</sup> 3,401 males and 7,881 females were interviewed.



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Could not pay school fees	47.6
Needed to earn money	1.0
Had enough of school	2.4
Did not pass exams	1.4
Did not like school	13.4
School was not accessible	0.5
Other	7.5
Do not know; missing	0.9
<i>Total</i>	<i>100.0</i>

Source: Kenya DHS 1998 p.21

As table 5 suggests, early marriage and pregnancy were significant causes of girls leaving primary school early. While there was no district-by-district breakdown in the DHS report, several sources interviewed by the Evaluation Team suggested that at least the “got married” category might be higher in the ASAL areas in Kenya, although the “got pregnant” figure would probably be less, particularly in heavily Muslim areas. The point here is that the managers of the school feeding activity do not at present feel the need to use take home rations to the families of female primary school students to induce higher female enrolment and retention rates. WFP/Kenya and GOK staff believe these were not needed.

### ***Management of the activity***

WFP/Kenya has a good School Feeding Activity team in place in its Development Unit; two of the national officers were previously employed in the School Feeding Section of the MOEST. They brought to WFP their experience and knowledge of the system and its pitfalls. They also are in close contact with their former colleagues at the MOEST. This has helped strengthen a demonstrably good and cordial working relationship with the SF Section of the MOEST. Both sides appear to work closely and harmoniously. The evaluation team commends this good working relationship between WFP and MOEST.

At the community level, the school Parent-Teachers Associations (PTAs) have in most cases been active participants in the SFP. The MOEST has made PTAs a compulsory feature of schools with school feeding programmes. It is the PTAs, who are charged with running the schools, deciding with the head-teacher how the school budget is to be spent and deciding with teachers the number or amounts of text-books and other teaching materials that the school requires. These local organisations decide who should cook the school food, how the cooks should be paid and the contribution of the parents to the programme.

### ***The EMOP school feeding effort: can it be incorporated into the regular programme?***

Although evaluation of the EMOP and PRRO programmes were outside the Terms of Reference for this evaluation, the Evaluation Team was asked to comment on the possibility and advisability of incorporating the pupils in semi-arid districts being provided school feeding under the EMOP programme into the on-going development school feeding activity.

There are at present an additional 1.3 million Kenyan primary and pre-primary school students being fed in school under the auspices of the Emergency Operation response to the 1999-2001 drought. The schools involved are clustered in semi-arid districts where, when rainfall is adequately distributed, normal crop production is possible. Because of the protracted 1999-2001 drought, agricultural and livestock production had fallen to nearly nothing and, hence, the inclusion of schools in hard-hit areas in a special school feeding activity for the duration of the EMOP. That EMOP is now coming to an end as the adverse effects of the drought have waned. The MOEST has posed to WFP the possibility of moving some 500,000 or so of the EMOP-assisted students into the regular school feeding activity. The involved



schools would be from the areas where recovery from the drought is slow and the affected communities have not been able to return to normal agriculturally productive activity.<sup>32</sup>

The Evaluation Team was asked to comment on this possibility. The Team's position is that many of the children in the present EMOP school feeding activity face virtually the same nutritional shortfalls as do their colleagues presently participating in the regular school feeding activity. Many exist in the same arid environment as those in the regular activity and face the same constrained availability at home. There is no reason, in theory, that they should not be added, since the present 421,000 being fed is not a binding upper limit.

Assuming for a moment that the food commodities could be made available, presumably under the GFEI (see next issue), there still remains the problem of the Kenyan budgetary requirement. Under the EMOP, WFP covers all LTSH costs associated with transport and storage of the food. In the regular programme, the Government of Kenya is required to cover half of these costs. The GOK would equally be required to cover half the LTSH costs associated with the food earmarked for any students that would be shifted from the EMOP to the regular programme. Given known constraints on the Kenyan Government's recurrent budget, it is difficult to imagine that the necessary funds would be forthcoming. Thus, while the Evaluation Team sees no philosophical problems inherent in moving a significant number of students from the EMOP to the regular school feeding activity, budget constraints on the Kenyan government side would seem to foreclose the possibility.

There is an issue for WFP's future consideration in this scenario. Since EMOPs are time-limited responses, when school feeding is included under EMOP auspices, the implication is that the activity will end when the EMOP ends. In the case of the semi-arid areas in Kenya where EMOP-assisted school feeding has been initiated, there are reported to be many schools where the parents of the children receiving lunches will not be able to provide adequate nutritional intake for these pupils upon the conclusion of the EMOP. Yet, as noted in the paragraphs above, there appears little likelihood that these schools or children can be transferred into the on-going CP activity. The net result will be termination of school feeding for these children and no apparent alternative for maintaining their nutrient intake levels. Whenever school feeding becomes part of an EMOP operation, this outcome seems highly likely to be a result.

### ***The GFEI and its impact on school feeding in Kenya***

Virtually all of the food being used for EMOP school feeding and approximately 10-15 percent of the food used in the regular school feeding activity is derived from a U.S. Government contribution to WFP under the Global Food for Education Initiative launched as a pilot activity in July 2000. As of February 2002, there was no U.S. legislative appropriation to fund the continuation of the donation of the food from so-called Section 416(b) commodities. As previously appropriated funds (US \$300 million) have been largely used up, a new appropriation is needed to cover the costs of the GFEI for Fiscal Year 2002 and beyond.<sup>33</sup> Whether or not this needed appropriation of funds is secured, the ever-present possibility that either funds or food resources might not be available in some future period should be kept in mind by those in WFP (and in recipient government agencies) programming GFEI resources against future year school feeding requirements.

### ***Next Steps for the Fund for Disaster Preparedness (Activity Two)***

As noted elsewhere, implementation of this activity has been delayed because of the combination of the severe flooding of 1998 followed by the 1999-2001 drought emergency. WFP/Kenya is now weighing

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<sup>32</sup> "Normal" being a sometimes deceptive term in these ASAL areas.

<sup>33</sup> The best source of information for tracking the status of the GFEI and other U.S. Government agricultural export and food aid programmes is the Congressional Research Service's "CRS Issues Brief for Congress: Agricultural Export and Food Aid Programs" which is updated several times per year (the latest update is from January 9, 2002). It is available on the World Wide Web.



options for the next steps on Activity Two. It is being proposed by WFP/Kenya staff that the resources that would have been employed in the Disaster Preparedness be used as a mechanism for transition out of the Emergency Programme in selected areas. During the remaining two years of the present CP, these resources would be used as food-for-work to rebuild or rehabilitate structures in the ASAL areas which are needed by the affected communities to return to more normally productive pursuits. As such, the efforts would serve also to mitigate the adverse effects of future droughts and other emergencies in the assisted areas.

Specifically the proposal calls for assistance in de-silting ponds and dams which were heavily silted or otherwise made inoperable by the effects of the 1998 floods. In addition several tertiary rural roads which had been damaged by the floods and a large number of terraces, bunds and other erosion-control structures would be rebuilt.

While the earlier approach in Activity Two would have limited preparedness assistance to four districts, the present planning would extend these activities – within the constraints of resource availabilities – to other adversely affected districts as well.

The concept would be to begin the programme in the time left in the present 1999-2003 CP period but to propose that the 2004-2008 CP continue the rehabilitation and mitigation activities into the next programming cycle. Some of these activities were started under EMOP auspices in 2001. They would be continued under the present and next CP.

The Evaluation Team believes this approach is consistent with the original CP strategy and with the objectives of Activity Two as it had been developed prior to the outbreak of the emergencies. The Team is happy to endorse this approach, with the caveat that whatever is undertaken in the remaining lifetime of the present CP period be self-contained and not require resources for completion from activities to be financed in the next CP. While those who will design the next WFP CSO and CP may well determine that continuing these activities accord with the priorities of the next strategic focus, they should not be confronted with any “legacy” commitments, other than, possibly, school feeding.

### ***Next Steps on Addressing HIV/AIDS in Activity Three and Beyond***

As noted earlier, WFP/Kenya is presently working on a revised design for Activity Three which would focus the rather limited levels of resources in this activity on those communities and organisations caring for HIV/AIDS orphans in selected districts.

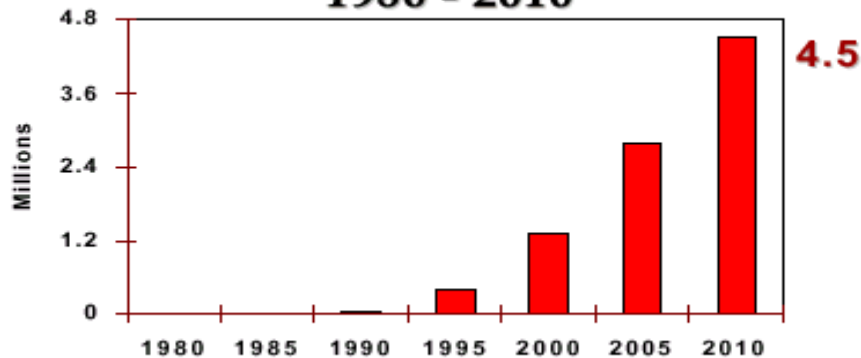
On the basis of discussions with officers of the National AIDS Control Council, UNAIDS, WHO and UNICEF, and upon reviewing World Bank documentation on the state of HIV/AIDS in Kenya, (World Bank 1999) the Evaluation Team is convinced that the spread of HIV/AIDS in Kenya has reached such proportions that it constitutes a true national disaster/emergency, one of a magnitude never before felt in Kenya. As such, the levels of resources provided to combat its spread and those devoted to reducing – to the extent possible – its adverse consequences must be considerably greater than what has been made available from all sources to date. NACC officials cautioned WFP against proposing yet another “pilot activity” on the grounds that the epidemic has been tearing away at the human population of Kenya for nearly 20 years and that the situation is well beyond the stage where small-scale approaches are appropriate. It is time, these officials stressed, for “scaling up” responses to the pandemic not “piloting” them.

There is much to be said for this position. The Evaluation Team agrees that there is a danger in being too timid in confronting a disaster/emergency of the magnitude of an epidemic that is projected to take the lives of ten percent of the Kenyan population by 2010:

### **Chart 2**



## Kenya: Cumulative AIDS Deaths 1980 - 2010



Source: World Bank: "Kenya HIV/AIDS Disaster Response Project: Technical Annex", p.166.

A disaster of this magnitude dwarfs the human toll related to even the most devastating drought, flood or any other emergency the country has previously experienced. The needed donor responses – including that from WFP – must be as proportionate to the magnitude and duration of this true disaster as they are timely. That said, neither WFP or any other donor should “throw” large amounts of resources at organisations in Kenya which are not ready managerially to shoulder the huge task of providing care and providing revived livelihoods for the rapidly increasing numbers of affected individuals, households, and communities. The need is to focus on local organisations – to provide resources to: i) strengthen them managerially, ii) increase their capacity to identify HIV/AIDS-afflicted households, iii) maintain physical inventories of food and other resources and, iv) to improve their ability to assist affected households to become as productive as possible and to generate incomes sufficient to carry them through. At the present time there are too few organisations in Kenya with this capacity. These will have to be strengthened and more of them will have to be created with outside assistance.

WFP policy, as the Evaluation Team understands it, is to support the use of food aid to confront HIV/AIDS in recipient countries. The present Kenyan CP does not contain as an approved objective the reduction of the causes or impact of HIV/AIDS. The Country Office has used discretionary authority and available programmatic flexibility to re-orient the proposed Activity Three to the described pilot HIV/AIDS activity and the new activity is now being designed. There is an issue, however, in whether this might be too little and too late in the Kenyan context. The Evaluation Team is convinced that a larger effort is required and that this larger effort should commence before the next Country Programme is designed, reviewed and eventually approved and implemented. The question is: how can WFP respond to this massive emergency without having to redesign and re-approve the present CP or develop a new one? Given the unprecedented size and adversity of human impact of HIV/AIDS, should WFP set up a special “outside the regular programme” assistance stream to deal with the HIV/AIDS pandemic in Kenya and similar countries where it is so large and expanding so rapidly that it does not allow for the normal design/approval/implementation process to occur?

See Conclusion and Recommendation No. 8 in Sections IX and X.

## VII. Meeting Commitments to Women

WFP/Kenya has been an active proponent in attempting to mainstream its gender concerns, both within the Country Programme and as an element of its overall country presence. The effort dates back to the aftermath of the Fourth World Conference on Women held in Beijing in 1995. The CO in Nairobi established a gender taskforce shortly thereafter and held monthly meetings aimed at promoting women’s concerns both in the Country Programme and within the WFP family in Kenya. A “Gender Action Fund” was established to be able to promote training and sensitisation workshops which focused on the promotion of women’s role models intended to link young Kenyan girls to employment options.



In 1997/98 a gender study was undertaken in the two large refugee camps of Kakuma (more than 80,000 mostly Sudanese refugees) in Turkana District, and Dadaab (more than 120,000 mostly Somali refugees) in Isiolo District. This led to a number of women-focused microenterprise activities in the camps financed from proceeds from the sale of food bags. These efforts continue with CARE involvement.

In 1997, at about the same time as the CP was being prepared, Kenya became the home of a WFP regional cluster office with responsibility for the Horn of Africa. Two regional gender officers were located in this office with access to a regional fund for gender-focused activities. This helped the co-located WFP/Kenya CO to hold gender sensitivity workshops in virtually every one of the 20 districts where school feeding activities were underway. At about that same time the focus of WFP's gender efforts began to shift from gender "sensitisation" to gender "analysis" in which a number of field trips and trip reports were undertaken as a means of determining the actual socio-economic, political, and cultural situation of women – particularly in the ASAL regions.

The culmination of this phase was a GAF-financed gender Workshop held at Embu in March 2000.<sup>34</sup> The Embu workshop was largely devoted to developing a follow-on gender strategy much more focused on gender issues and gender awareness at the community level with special application to school feeding. In attendance were representatives from government, other UN agencies, NGOs, and school PTAs.

Unfortunately, because of the emergency, reduced availability of funding from headquarters, and the ending of the Regional Gender Officer positions in Nairobi there was no follow-up to the Embu Workshop. During 2001, in fact, no funds were made available for gender activities until very late in the financial year and these were only adequate to undertake follow-up work in three districts (Isiolo, Samburu, and Kajiado) of the more than 20 districts where follow-up had been intended.

A draft report<sup>35</sup> has recently been prepared on the experience in Kenya of implementing WFP's "Commitments to Women" policy. While indicating that WFP/Kenya has a history of innovative and successful gender-focused activities, the report notes that the level of activity has fallen off in the past two years. There were now fewer women WFP staff members than had been the case in the 1998/99 period. The report suggests that the replacement of the regional gender position with a more junior national officer was indicative of a fall-off in interest in gender-focused activities on the part of the WFP/Kenya CO.

The Evaluation Team met with a group of WFP/Kenya staff to review the CO's gender-focused programme. In the course of the meeting, the staff responded to some of the points made in the draft gender evaluation. They noted that while it was true that gender-focused activities had fallen off a bit in the 2001/02 period, this resulted from a shortfall in the level of funding being made available from Rome, not from any lack of interest on the part of the Kenya CO. The fact that there was a reduced percentage of women in WFP's employment roles was more a consequence of the recruitment of more men than women among the emergency field staff. This was not a permanent trend and should right itself in the next year or so. They pointed out that WFP was the first of the 23 UN agencies in Nairobi to have recruited women drivers and that these drivers had proven they could do everything the men drivers could do – including changing tires and undertaking other repairs of the large 4-wheel drive vehicles in remote areas of the country. With regard to the "downgrading" of gender staff, this was caused by the loss of the regional positions. The present group of WFP officers working on issues of gender promotion and the mainstreaming of women's issues throughout the Agency and the programme were no less resolute and determined than were their predecessors. The need, in the view of the staff, was for a return to adequate funding of gender-promoting activities and the arrival of funds early enough in the financial year for their being programmed appropriately. The Evaluation Team was impressed by the gender focus group and their arguments in defence of the WFP/Kenya gender programme.

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<sup>34</sup> The outcome of the workshop is described in: World Food Programme/Kenya 2000a.

<sup>35</sup> Cammack, et. al. 2002.



The present Country Programme is focused on increasing enrolment and retention of primary and pre-primary school children in the ASAL regions of Kenya. With regard to a gender focus in this activity the situation for girls is relatively good. Insofar as present enrolment rates are concerned, the national girl/boy student ratios look fairly good, by Sub-Saharan Africa standards:

**Table 6: School Enrolment: Percent of de facto Household Population Enrolled in School by Age, Gender, Residence, 1998**

Age	Male			Female			Total		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
6-10	86.2	81.3	82.0	84.5	82.2	82.5	85.4	81.8	82.3
11-15	87.8	90.2	89.9	77.7	88.3	86.9	82.3	89.2	88.4
6-15	86.9	85.5	85.7	86.2	85.1	84.6	84.0	85.3	85.2

Source: DHS 1998 p.14.

Unlike many countries in Sub-Saharan Africa, Kenya demonstrates a quite high ratio of children in school – rural as well as urban. Comparing all Kenyan children in the 6-15 year age group it can be seen that, in 1998, 85.5 percent of all boys were in school and 85.1 percent of all girls. Thus, there is no demonstrable difference in *national level* data suggesting that government policy is anything other than highly supportive of all children, including girls, being in school.

In the ASAL districts – particularly in those areas that are predominately pastoralist – the gender ratios are not quite as good, as can be seen in the following table. It should be noted that where actual enrolment exceeds 100 percent of the age cohort, this is because older children are enrolled in primary classes.

Table 7 - Primary School Enrolment in SF ASAL Districts: Total, Girls, 2000

	District/Province	Total Enrolment		Of Which Girls	
		number	ratio	number	ratio
	National	5,882,626	87.6	2,904,528	87.1
	<i>Arid Lands</i>				
1	Garissa	13,325	12.9	4,023	8.4
2	Mandera	16,089	22.2	4,805	14.2
3	Wajir	18,421	19.8	6,434	15.2
4	Tana River	20,427	45.3	8,659	39.5
5	Isiolo	13,581	55.5	6,323	53.1
6	Marsabit	12,476	41.3	5,235	35.2
7	Moyale	7,422	50.7	2,898	40.6
8	Samburu	19,852	52.7	7,802	42.1
9	Turkana	35,144	32.3	14,821	27.6
	<i>Semi-Arid Lands</i>				
10	Kilifi	97,641	72.4	43,478	65.1
11	Kwale	88,458	73.1	38,658	64.7
12	Lamu	15,614	93.0	7,467	91.6
13	Mbeere	43,943	101.9	22,324	104.8
14	Mwingi	75,305	92.5	38,062	94.2
15	Baringo	62,585	88.6	31,252	89.7
16	Kajaido	56,079	60.0	25,673	56.0
17	Koibatek	39,127	118.5	19,499	120.0
18	Laikipia	68,966	91.1	33,968	91.3
19	Narok	58,381	61.8	25,806	56.2





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20	West Pokot	69,395	87.1	22,252	56.1
21	Nairobi	158,610	52.0	79,269	50.4
	<i>EXPANDED (SFP)</i>				
1	Nyeri	158,225	112.3	78,797	112.2
2	Kitui	137,545	102.4	68,994	103.6
3	Machakos	248,758	112.2	125,193	114.4
4	Makueni	223,504	109.2	112,835	112.0
5	Tharaka	23,816	97.8	12,387	102.3
	<i>GLOBAL FEI</i>				
1	Taita Taveta	62,879	111.2	31,090	110.7
2	Keiyo	46,481	133.4	23,537	135.2
3	Marakwet	40,121	112.1	20,097	112.5

Source: MOEST data

The above table demonstrates that gender disparity in enrolment occurs primarily in some of the arid districts where households are pastoralist, towns are fewer and households are reluctant in some case to allow their daughter to travel long distances to attend school. Even here, with only two or three exceptions, the ratios for girls are only a few percentage points worse than for boys. What is notable, of course, is how many fewer children – of both sexes – attend school in the arid districts compared to the national averages. The relatively fewer numbers of children in the arid areas means fewer and more scattered schools. The transhumant nature of pastoralist life also means that a higher percentage of the population is not permanently settled and moves with their animals.

From a gender perspective, it can be seen that WFP's school feeding activity is focused on the areas where enrolment ratios are the lowest and where gender disparities are the highest. Thus, the targeting is clearly appropriate. The issue has been raised as to whether more could be done in the school feeding activity to improve the gender ratios even further. As noted elsewhere in this report, neither WFP/Kenya nor MOEST staff believe that a gender-focused take-home ration would necessarily be appropriate in the Kenyan context, given that the reasons for male-female enrolment discrepancies in the arid areas relate to safety concerns, distances to school, and traditional early marriages for a relatively small percentage of girls.

## VIII. Enabling Development

There are five focus areas at the core of WFP's Enabling Development policy. These are:

- a) enabling young children and expectant and nursing mothers to meet their nutrition-related health needs
- b) enabling poor households to invest in human capital through education and training
- c) making it possible for poor families to gain and preserve assets
- d) mitigating the effects of natural disasters in areas vulnerable to recurring crises of this kind, and
- e) enabling households which depend on degraded natural resources for their food security to transition to more sustainable livelihoods

In one way or another, the Country Programme positively addresses all five of these thematic areas. The school feeding activity is totally focused on helping pre- and primary school children attain more acceptable nutrition levels in parts of Kenya where that is otherwise very difficult. It is also clearly focused on enabling poor households to invest in human capital improvements through education and training available to them almost entirely as a consequence of the school feeding effort.

One of the primary conclusions reached during the Evaluation Team's visit to Turkana was that the school feeding programme there was the primary inducement in bringing (in that District) more than 63,000 primary and pre-primary students to school, the majority of whom would not be there without the promise of a regular lunch. These young students – representing families among the poorest in Kenya,



inhabiting a hot, arid, unfriendly landscape at a time in the history of their far-flung transhumant communities where pastoralism seems increasingly less able to provide even minimally adequate livelihood security – are offered opportunities for different and hopefully more food secure futures than their fathers and mothers.

When questioned by members of the Evaluation Team regarding what they wanted to do with their lives, not a single student responded that he or she would enter into pastoralism. Many replied that pastoralism was “too hard” a life. Some added that their parents did not want them to become pastoralists, but rather, as one young boy responded, wanted them to go out and “earn money” to help support their families. The possibilities for doing so have been greatly expanded as a result of their having attended school. The test scores of students attending poor schools in ASAL areas of Kenya stand up very well in comparison to the test scores of students in better-off areas of the country. They are, on average, receiving a reasonably good education. A large percentage of them are offered positions in secondary school – although, of course, many of their families do not have the funds needed to pay the fees for more advanced education. Nonetheless, for at least a significant minority of these students, having had the opportunity for a solid primary education will have changed their lives, opened up different – and better – possible futures and a “transition to more sustainable livelihoods” which is a primary precept of WFP’s Enabling Development policy.

WFP/Kenya’s Activity Two in the CP is likely to be re-made into an element featuring FFW-assisted rehabilitation of assets rendered inoperable by the 1998 floods and 1999-2001 drought in selected ASAL areas of Kenya. This is fully consistent with the third and fourth of the five Enabling Development precepts listed above. This is particularly true for the de-silting of ponds and dams heavily damaged by the floods. Water – or the lack of it – is perhaps the largest single problem facing the pastoralists and semi-sedentary farming households of these regions.

The work presently underway to convert Activity Three into an HIV/AIDS support programme focused on bolstering the ability of government agencies, NGOs, and CBOs to provide care, training and livelihood strengthening to the families of HIV/AIDS sufferers – particularly the large number of orphans engendered by this devastating epidemic – is clearly in line with the first four of the five precepts. This will be particularly the case if Activity Three can be made to grow significantly in the 2002-2003 period leading to what the Evaluation Team believes should be a very large HIV/AIDS support effort in the next Country Programme.

There are a number of ways in which effectiveness in implementing Enabling Development can be enhanced. Partnering should be strengthened in order to generate cash and other non-food resources to increase the effectiveness of food aid. Sustainability must be pursued more vigorously in the sense that WFP resource transfers must be followed up by local involvement, using local resources, to continue the activities initiated under WFP auspices. In the next round of UNDAF and CP development, and in more intense discussions with other donors, both themes of partnering and mutual assistance to generate increased sustainability of development programmes can be cooperatively planned a future resources collaboratively programmed. Increased availability of VAM data on vulnerability and causality can improve both targeting of future activities and the measurement of effectiveness in achieving “Enabling Development” objectives. For additional details, see Annex 3.

## **IX. Conclusions**

Before summarizing the eight principal conclusions contained in the body of this Evaluation Report, several additional generalised comments are warranted.

First, the overall economic situation faced by most Kenyans is not good and is getting worse. Not only is the country presently in its worst recession since the early 1960s, the human and economic toll stemming from the HIV/AIDS epidemic is now starting to deepen and will continue to do so at an exponential rate. Those lost to this disease will not necessarily be the weakest, poorest and most marginalised, but will



include large numbers of the educated, trained, and productive Kenyans. On top of this rapidly growing problem, the natural resource base in most of the country is badly deteriorated, as are the transport and social infrastructure. Water scarcity is a particularly troublesome added causative factor, affecting significantly more Kenyans than was the case a decade ago. Also the increased insecurity of person and property is worsening an already weakened economic context for growth and development – particularly in the pastoralist areas. These are only a few of the more visible, pervasive, obdurate, and growing contextual problems. There are many others.

Second, the size and nature of the WFP development programme in Kenya seems out of proportion to the complexity, size, and trends characterising the state and future of food and nutrition insecurity and household livelihood insecurity in the country. As noted throughout this Evaluation Report, this is, to a certain extent, the consequence of the flood/drought emergencies which have required large scale resource transfers and attendant time and attention by WFP staff in Kenya. The trend with regard to these emergency situations seems to show that they are occurring with greater frequency and that they affect ever-increasing numbers of people. In the future, more WFP food aid will be needed in the development programme to assist Kenyan households in both rural and urban areas to increase the resilience of households in being able to confront them – with their own resources – when they occur. This will be food that is on top of, or additional to, the undoubted continuing need to provide emergency food aid as succour for those affected by the latest drought, flood, or other severe shock.

Third, there is what appears to be a “zero-sum” problem in all this. The more food resources needed to confront the consequences of emergencies, the fewer, apparently, are the food resources available to assist households (in combination with non-food resources from WFP and “partners”) to be better provisioned, wealthier, and better organised to deal with emergencies when they occur. The more the staff requirements to confront emergencies, the fewer are the staff to plan, design, negotiate, implement, monitor, and evaluate activities in the development programme. If WFP is to be effective in using food as a significant tool, somehow WFP will have to convince the bilateral food aid donors to provide both more food resources and financial resources necessary for appropriate levels and types of development activities in Kenya – needed at the same time, and in addition to, the emergency requirements (including those for the HIV/AIDS suffering households) which will also undoubtedly be increasing. There is a serious HIV/AIDS situation developing in Kenya and one does not sense the donor governments are preparing themselves to help confront it in nearly the magnitude in which it seems likely to manifest itself.

The CP at the time of this evaluation consists of one active element and two other in the process of redesign and promulgation. Whether viewed as the single school feeding activity or looking into the proximate future where all three activities should be operational, the programme seems to be addressing appropriate problems impeding improved human well-being and food security in Kenya. More, however, will need to be done in the future – within real-world resource constraints – and the effectiveness of what is done will need to increase if there is to be a significant impact. This Report contains eight specific conclusions. They are:

1. *The issue of the processes surrounding the preparation of the CSO and CP documents.* The present CSO was prepared and approved by the Executive Board in 1994/95, i.e., nearly three years before the submission of the CP in 1998. This meant that the CP was not only a programmatic document, but, by necessity, a strategy document as well. This is not an appropriate role for a CP document, which is intended to be primarily programmatic and derived from the strategic elements of a CSO. The CP should not be a document substantially modifying or replacing the strategy approved in the CSO. The Evaluation Team suggests that not more than six months should separate submission and approval of a CSO and subsequent submission of a CP. It is further suggested that WFP/Rome consider allowing approval of the Kenya CP to be delegated to the regional bureau rather than requiring submission to the EB. The Team understands that consideration is being given in Rome to this possibility for all CP documents. These actions would help reduce the time between original conceptualisation of the CSO and final approval of the CP from well over two years to less than one. Further, strategy brainstorming among WFP staff in the



field was clearly leading to a CP quite different from that contained in the final, approved version of the CP document.

Conclusion 1:

This appears to have been a case where Rome-determined policy overrode a consensus strategy being developed in the field from an apparently quite thorough local problem identification, analysis, and ensuing preliminary programme design. If so, it would suggest that, at least in the case of the Kenya programme, local, participatory programme development was, in effect, trumped by centrally-determined policy. The resulting approved programme for Kenya is thematically different from that which was under development in the field. The result may well have been an approved programme for Kenya not as well attuned to the local problem context and, possibly, less effective in using food resources to confront chronic causes of food insecurity in the ASAL regions of the country.

2. *The school feeding activity is an appropriate use of food resources and conforms well with WFP Enabling Development policy but there are issues with sustainability, the need for non-food resources to improve its effectiveness, and some aspects of monitoring.* The Evaluation Team's principal conclusion related to the School Feeding (SF) element of the CP is that the Government of Kenya and the Ministry of Education, Science and Technology have made a serious and – within very severe budgetary and personnel constraints – quite successful effort to expand educational opportunities to Kenyan children residing in arid and semi-arid areas of the country. The importance of developing the capacities of Kenya's most valuable resource – its next generation – cannot be overstated, even if only a sub-set of these students is able to convert that educational experience into increased food and livelihood security later in life. In the arid and semi-arid (ASAL) districts where the WFP-supported SF effort has been underway for many years, the overall commitment to, and level of successful accomplishment in, providing education for many among the most impoverished children in the country is particularly noteworthy. The Team has concluded that the WFP food contribution has been a key element in the successes achieved in that effort. A substantial school feeding activity in the ASAL areas of Kenya should continue to be a significant WFP contribution to Kenya's overall development for many years to come, assuming that improved sustainability can be achieved.

Conclusion 2:

There is little doubt that the school feeding activity has enabled hundreds of thousands of young Kenyans from extremely poor households in the ASAL areas of Kenya and in selected slum areas of Nairobi to receive some or all of a primary education and to benefit from improved nutritional intake. As such, the activity fits well with both WFP's Enabling Development policy and the high priority the government assigns to universal primary education. The Evaluation Team believes school feeding in ASAL areas and selected urban slum areas should continue to receive WFP support for some time into the future. However, school feeding is obviously not intended to be a full Country Programme unto itself and in the Evaluation Team's judgment ought not to be the centrepiece of a future WFP food aid effort focused on the increasingly serious problem of chronic food and livelihood insecurity in Kenya. As an activity, it needs strengthening in terms of partnering and better design for achieving sustainability at the community level. Potential partners include NGOs operating in ASAL areas, other bilateral donors with food security objectives for their programmes, the World Bank, other UN organizations and units of the government itself outside MOEST. School feeding must be one (albeit significant) component of a well-integrated, collaborative, and comprehensive attack on the principal causes of chronic food insecurity in Kenya.

3. *WFP/Kenya staff had much to say about internal WFP systems and procedures supporting the CP.* The lengthy decentralization process in WFP, the initial confusion surrounding the introduction of numerous new systems of accounting, control, personnel, management, administrative approvals, and lines of authority have created a certain degree of uncertainty among many WFP field staff regarding what approvals are required and where authority to grant approval rests. While it is understood that some level of initial uncertainty is likely to attend major structural reformulation of a large organization such as WFP, this restructuring exercise has been particularly protracted and perhaps unnecessarily confusing for



staff. WFP/Rome should be aware that many country staff feel the need for reformulated and clarified guidelines regarding the basic procedures and lines of responsibility and authority in the new, decentralized WFP structure. The Evaluation Team discovered that a “brainstorming” session of several hours duration with the resident WFP staff provided a goldmine of useful insights, information and an important sense of staff views related to internal WFP policies, procedures, and guidance.

Conclusion 3:

The brainstorming process involving local WFP staff in Kenya provided the Evaluation Team with a clear and cogent sense of the views of the staff of the Development Unit and those who work closely with them. What emerged was a far better picture of the present situation regarding internal systems and procedures and their effects on the Country Programme than would have been made evident from one-on-one interviews and perusal of documents.

4. *The issue of inadequate financial resources and the impact of the WFP decision on monetisation.* For the first two years of the present activity non-food costs were covered by a “Project Fund” of Kenyan shillings derived from the 1994 sale (“monetisation”) of a small percentage of WFP wheat and other commodities in order to generate needed funds. These funds were used to cover training, monitoring, the provision of fuel-efficient stoves to poor schools, motorcycles and a few larger vehicles to districts to enable them to appropriately manage and monitor the programme. The funds have now been depleted due to WFP’s decision to eliminate monetization and require that its country offices seek other means for financing these costs. Non-food resources now being provided by WFP/Rome according to a formula based on tonnages has proven inadequate. The evaluation Team has concluded that achievement of overall objectives of the SF activity are significantly threatened by the lack of non-food resources. Securing these resources from Government of Kenya or other donor sources has proven to be virtually impossible and is, in the Evaluation Team’s judgment, an unrealistic expectation. The Evaluation Report provides considerable detail regarding the harm being done to the SF activity by now-serious shortfalls in non-food resources.

Conclusion 4:

The effectiveness of the Kenya Country Programme has been adversely affected by the lack of local currency to fund necessary – and promised – non-food items in the school feeding component of the CP. There is a strong likelihood that achievement of goals and objectives of the school feeding activity will fall substantially short of desired outcomes as a result of cut-backs in planned monitoring, training, and the provision of non-food commodities caused by a shortfall of WFP financial resources.

5. *The potential importance of the VAM Unit in monitoring development programme effectiveness and impact.* WFP’s Vulnerability Assessment and Mapping (VAM) capability is, the Evaluation Team believes, one of the best analytical tools and approaches developed in the last decade for appraising the status of populations in WFP countries and for targeting WFP resources on those most in need. It is highly regarded by development professionals in Kenya and elsewhere as a tool for systematic data collection and analysis in ways that are useable by researchers and decision-makers alike. In Kenya, it has largely been used for guiding emergency response to hardest hit geographic areas. The Kenyan VAM unit is now embarked on efforts to make the VAM instruments more useful for the development programme, particularly in improved ability to measure the status of chronic causative factors resulting in food and nutrition insecurity and livelihood insecurity. The Evaluation Team applauds this effort and suggests that, wherever possible, the WFP development staff and VAM staff work together to develop data gathering and analysis tools that can help focus food aid on appropriate interventions, in the right locations, and aimed at the right communities and households for the preparation of the 2004-2008 CSO and CP.

Conclusion 5:

The continuing work of the VAM Unit – in partnership with relevant government agencies, FEWSNET, DFID, (possibly the World Bank), interested NGOs, and academic researchers – has the capability of providing deeper and broader understanding of the dimensions and causality of food insecurity in Kenya. There is need in the years ahead to focus VAM efforts and outputs on increasing the capability



of district-level government and NGO staff to participate with professional competence in the on-going collection and analysis of data and the preparation of cogent reporting to improve the effectiveness of programmes intended to reduce both the causes and consequences of food insecurity.

6. *The issue of “partnering, or the lack of it.* The Evaluation Team was struck during its many interviews with UN agencies, donors and NGOs by the constant repetition of the theme “we all talk about partnering, but we don’t do it.” Even in cases where partnering was said to exist (e.g., between WFP’s SF support and DFID’s school book programme) there was little, if any, harmonization of resources or efforts at joint programming. This issue is discussed at length in the Evaluation Report and a recommendation made that WFP/Kenya become much more proactive in discussions, particularly with other UN agencies in the context of the next UNDAF round, in developing partnered food/non-food activities aimed at WFP’s “Enabling Development” objectives and simultaneously aimed at alleviating impediments to achieving food security in Kenya.

Conclusion 6:

Although there is much discussion of partnering among donors in Kenya, very little partnering among donor and NGO organisations at the programmatic level is actually being undertaken. For WFP, effective partnering during implementation is particularly important, given the ever-present need to combine food resources with non-food resources in most development activities to maximise achievement of program and activity-specific goals and objectives. When partnering arrangements are developed from the earliest phases of strategy formulation and where key partner organizations – government agencies, donors, NGOs and CBOs – design their particular inputs to combine to greatest beneficial effect, the ability of all partners to achieve objectives is greatly enhanced.

7. *The issue of “sustainability” in the school feeding activity.* A problem with school feeding programmes everywhere is the difficulty inherent in shifting from the provision of donated food to a situation where the parents of the schoolchildren and/or the community within the school’s “catchment area” are enabled to provide the needed foods to their children in all but the worst emergency situations. This process in school feeding projects is usually referred to as developing “sustainability.” The present Phase 4 of SF activity proposes that in Years 4 and 5 the number of schools in semi-arid districts receiving WFP food be phased down, presumably because they will have developed sustainable alternatives to donated food. The Evaluation Team is not convinced that the sustainability element of the SF activity is sufficiently robust, appropriately designed, sufficiently far along in its implementation, or even very realistic given the slow pace thus far. It seems likely under these circumstances that the phase-down will not occur, or that, if it does, the affected communities will not be in a position to pick up the feeding responsibility. To the extent possible in the present phase of the regular SF activity, outside sources of development support for selected communities presently involved in the SF programme should be sought (i.e., other donors and NGOs) to increase the capacity of these communities to develop locally viable means for taking over the responsibility of appropriately feeding their pre-primary and primary school students. Not to achieve realistic, potentially successful means for the WFP support to be phased out in large numbers of schools over, say, a ten year period virtually guarantees that WFP’s SF activity will become a permanent fixture in large numbers of schools in arid and semi-arid Kenya. This is not a desirable outcome.

Conclusion 7:

The “sustainability” aspect the school feeding activity needs to be addressed in ways different from the past. Sustainability is unlikely to occur if the focus is narrowly placed on the school itself. What is needed is for school feeding to be integrated into larger, but still targeted, efforts involving the economic betterment of the community in the school’s “catchment area.” This should be a thoroughly partnered, multi-donor effort, with WFP continuing to provide food for the school children and also, where needed, food for FFW activities supporting the broader development programme. This should be a principal theme in the next CSO/CP and UNDAF exercises.



8. *The issue of the growing HIV/AIDS emergency – and what to do about it.* There is need to consider – with immediate effect (i.e., not waiting until the 2004-2008 programming cycle) development of a large-scale activity in support of efforts to combat the effects on large numbers of communities of the HIV/AIDS epidemic in Kenya. As noted in the body of the Report, WFP/Kenya is in the process of finalising a revised Activity Three which would provide a modest amount of food assistance to selected groups in as many as seven hard-hit districts. This may be *too* modest, given the dimensions of the problem already confronting Kenya (e.g., there are now a reported 1.3 million HIV/AIDS orphans in the country; an estimated one of every ten Kenyans will die from HIV/AIDS in Kenya by the end of 2010. ) During the Team’s interviews, one clearly exasperated Kenyan official remarked that it was now beyond the time for “pilot” programmes, given that the epidemic has been growing rapidly in Kenya for more than 20 years. The Evaluation Team, on the basis on many interviews with international, government and donor health officials, agrees with this view. This is a true emergency situation of a type and magnitude never before known and food aid has an important, immediate, role to play. This Evaluation Report recommends that WFP develop a major new food aid activity in Kenya – prior to preparation of the new CP – aimed at increasing the capacity at the community, local CBO and NGO levels – to care for, and increase the livelihood security of, HIV/AIDS-affected households and communities. If necessary a new or revised CP may have to be prepared, reviewed and approved. This should be undertaken on an accelerated schedule.

**Conclusion 8:**

The HIV/AIDS epidemic is soon to evince a massive adverse effect on Kenyan society – at all levels, in many if not most urban areas, and in most of the most productive agricultural areas. As seen previously in Chart 2, the absolute number of deaths that are now occurring, and will increasingly occur over the next eight years, will grow exponentially. The impact on the economy – the polity, the social fabric of the entire nation – will be enormous. It is time to begin planning for the largest emergency the country has ever experienced. It will not be a short-term emergency followed by protracted recovery. Rather it will be a protracted emergency requiring massive assistance for many, many years.

**X. Recommendations**

In all cases, the following recommendations for action stem from the conclusions and related discussion in Section IX above. This is taken, in turn, from the more detailed discussion in the main body of the Evaluation Report. The eight recommendations are:

**Recommendation 1**

WFP/Rome should review the relationship between – on the one hand – strategies developed in Country Offices which have been based on thorough local problem identification and selection of appropriate uses of food assistance in confronting locally identified causes and, on the other hand, centrally-promulgated overall agency-wide policies. The purpose is to determine whether the balance between the two in country programmes such as Kenya is appropriate, where reducing the causes of chronic and acute food insecurity is the overall objective of the country program.

**Recommendation 2:**

The school feeding activity should continue as one component of a broader, integrated programme containing both food and non-food resources aimed at the chronic factors causing escalating household food insecurity in Kenya.

**Recommendation 3:**

WFP/Headquarters may want to consider initiating brainstorming sessions in a number of its Country Offices at this juncture in the process of decentralisation and management reform in the organization. The purpose would be to generate a grass-roots perspective of the impact and problems of these reforms. The net results of such a series of brainstorming sessions – particularly to the extent that it provides a voice to the national staffs of each CO – would be extremely useful as feedback, revealing



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where the impact of these changes had been beneficial and where they may have caused lingering problems or concerns which might otherwise not come to the attention of top managers.

*Recommendation 4:*

Failing the securing of non-food resources from other sources (presently the most likely outcome), WFP/Headquarters should authorize WFP/Kenya to monetise sufficient food resources in Kenya to be able to provide needed monitoring, training, and non-food resources to its school feeding activity and in support of Activities Two and Three, once they are being implemented. It should authorize the importation of an appropriate commodity (presumably hard winter wheat) for such purpose. In addition, WFP/Headquarters should undertake a formal review of the net impact on all of its development programmes (with particular concern for its Sub-Saharan African programmes) of the decision to curtail monetisation and of the effectiveness of alternative means of providing local cash resources and other non-food commodities needed for effective programme implementation.

*Recommendation 5:*

WFP/headquarters and WFP/Kenya must insure that the Country Programme contains adequate resources – both food and financial –for full, continuing participation by WFP/VAM in integrated efforts to improve understanding of the extent and consequences of food insecurity and its causality. This effort should, in partnership with other donors, focus on capacity-building related to data gathering and analysis at the district level.

*Recommendation 6:*

WFP and its government partner agencies should be more proactive in seeking additional donor and implementation organisations partners for all activities in the Country Programme – present and future. This requires that in designing new activities in the 2004-2008 CP planning and programmatic discussions with other UN agency, bilateral, multilateral and NGO organisations he commissioned and both simultaneous and “sequential” partnering options be sought actively.

*Recommendation 7:*

This integrated community development approach where school feeding is but one component of the larger effort should be raised by WFP in the UN family context as a proposed major component of the next UNDAF strategy development. It should also be included in the 2004-2008 CSO/CP development process in which both school feeding and FFW elements are used to strengthen the economic growth potential of the broader school “catchment” community.

*Recommendation 8:*

WFP, in partnership with relevant donors, government organizations, and NGOs must begin preparing for the possibility – or eventuality – of a massive need for food aid to confront the adverse impact of the HIV/AIDS pandemic in Kenya. While this is certainly an important element to be considered by those preparing the CSO/CP for the 2004-2008 Country Programme, there appears to the Evaluation Team to be a need to move from the small-scale activity envisioned Activity Three to a larger effort much sooner than during the next programming cycle.





# Annexes



## **Annex 1. Persons Interviewed**

### **Nairobi**

#### Ministry of Finance and Planning

- Mr. Mwaghazi Mwachofi, Permanent Secretary
- Mr. Nyamanga, Under Secretary

#### Ministry of Education, Science, and Technology

- Prof. J.C. Kiptoon, Permanent Secretary
- Francis Keiru, National Co-ordination of SFP, MOEST, Kenya

#### Ministry of Health

- Dr. Anna Wamae, Head of Child Health Care Division

#### Office of the President

- Mahboub Maalim, ASAL and Emergency Drought Coordinator
- Salim Shaabami

#### National AIDS Control Council

- Dr. Margaret Gachara, Director
- Dr. P.A. Orege, Deputy Director, Technical
- Mr. Joshua M. Ng'elu, Public Sector Coordinator

#### Department of Social Services

- Anne L. Ambwere, Commissioner for Social Services
- Josephine Muriuki, Assistant Commissioner for Social Services
- Mwambi Mungare, Social Development Officer I

#### World Bank

- Mr. Makhtar Diop, Country Director
- Mr. Richard Kaguamba, Senior Env./Natural Resources Management. Specialist

#### United States Agency for International Development (USAID)

- Dr. Kiert Toh, Mission Director
- Dr. Ronald S. Senykoff, Director, Office of Food For Peace
- Mr. George M. Mugo, Food for Peace Program Manager
- Ms. Anita Oberai, Program Assistance

#### European Union

- Mr. Guy Jenkinson
- Mr. Thomas Beuter

#### United Nations Development Programme (UNDP)

- Mr. E. Paul L. André de la Porte, Resident Coordinator
- Ms. Elly Oduol, Assistant Resident Representative

#### United Nations Children Fund (UNICEF)

- Mr. Roger Pearson, Programme Co-ordinator

#### Food and Agriculture Organization (FAO)

- Mr. Daniel Gustafson, FAO Representative
- Mr. Graham Farmer, Food Security Information Co-ordinator

#### World Health Organization (WHO)

- Ms. Tabitha M. Oduori, Family Health Officer
- Dr. Assumpta Muriithi, Integrated Management of Childhood Diseases



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United Nations Education, Scientific, and Culture Organization (UNESCO)

- Mr. Paul Vitta, Director and Regional Representative

United Nations Population Fund (UNFPA)

- Dr. Wangoi Njau, National Programme Officer

Joint United Nations Programme on HIV/AIDS (UNAIDS)

- Dr. Warren Naamara (Country Programme Advisor)

World Food Programme (WFP)

- Mr. Tesema Negash, WFP Representative and Country Director
- Mr. Timo Pakkala, Deputy Country Director
- Mr. Tzeggai Arala, WFP Advisor, Head of Development Unit
- Mr. Ben Watkins, VAM Officer
- Ms. Esther A. Ouma, Programme Analyst (Development)
- Mr. Alex N. Muindi, Programme Officer, School Feeding Programme
- Mr. Thomas Ochieng, Programme Officer
- Ms. Carren Omwenga, Programme Assistant
- Mr. G.G. Mwangi, Programme Assistant
- Ms. Cecilia Kibare, Training Officer
- Ms. Mary Waweru, Training Assistant

University of Nairobi

- Prof. Terry Ryan

CARE

- Mr. Steve Rusk, Programme Development Advisor

World Vision, International

- Mr. Gerald Wagana

Famine Early Warning System Network (FEWS NET)

- Ms. Nanct Mutunga, FEWS NET Representative

**Turkana District**

- Sospeter Marwa, District Officer I, sitting in for District Commissioner
- Dickson Ole Keis, District Education Officer
- Abdikadir Hussen, Deputy DEO
- Yonah Juma, SFP Officer
- Golo Guracho, WFP Field Monitor, EMOP, Turkana District
- Margaret Keah, WFP Logistics Assistant, EMOP, Turkana District

School Visits in Turkana District

- Ernest Onyango, Head teacher, Nadapal Primary School
- Fredrick Ekalale, Head teacher, Loyo Primary School
- Benard Abong, Head teacher, St. Patrick Primary School, Kanamkemer
- John Ekal, Head teacher, Kalimapus Primary School
- Robert Ikai, Head teacher, Nakiria Primary School
- Joseph Mawa, Head teacher, Makutano Primary School
- Daniel Locham, Head teacher, Lopwarin Primary School

**Busia District**

Busia District Commissioner's Office

- Nathan Hirribae, District Commissioner [check]
- Anne Nyongesa, Deputy DPHN
- Kennedy Buhere, Information Officer
- James Kujaju, Representative of the DSDO Office
- A. J. Kaptalai, D. A. L. E. O.
- Dorothy Owino, Social Services



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- Tzeggai Araia, WFP Programme Adviser
- Tom Ochieng, WFP Programme Officer
- Mwambi Mongare, Social Development Officer – Nairobi HQ

Mama Fashion Orphanage

- “Mama Fashion,” Director

REEP NGO – Butala Division (Busia)

- Richard Matata, Project Operations Manager
- Petronila Oyatsi, Counselor/Homebased
- Jack Karingo, Public Relations and Communications

Budalangi Division

- Wilbert Odeya, Chief

EBENEZER Orphans Community Initiative, Budalangi Village

- Berna H. Mutere, Director
- Everlyne M. Nafula, Teacher
- Godfrey T. Abuya, Teacher
- Florence Nabwire, Teacher
- Austine A. Ingwe, Teacher



## Annex 2: Checklist for Meeting the Commitments to Women & Mainstreaming a Gender Perspective

Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
<b>Commitment I: Provide Direct Access to Appropriate Food for Women</b>					
◆ Does the Country Programme make a real effort to get food into the hands of women, e.g. through women's ration cards?	Given the overwhelming size of the EMOP and PRRO programmes in Kenya where there is a very strong emphasis on women's and children's nutrition, the overall WFP food programme is clearly attuned to women's food requirements. In the regular school feeding activity girls and boys are provided equal rations.		√		
◆ Do the CP activities address micronutrient deficiencies amongst women and children?	By and large the regular school feeding programme does not. To the extent that the EMOP (and to a lesser extent the regular) school feeding programme uses GFEI blended/fortified foods there is some positive micronutrient impact.			√	
◆ Do the CP activities consider local cooking and eating habits?	Yes. The school feeding activity consults local community PTA and the latter group undertakes the cooking. The food itself – maize and beans with a little oil is close – often identical – to the foods normally consumed by the children.	√			
◆ Have women been consulted in determining the food basket?	Yes. The local community PTA – comprised in part by local women – are in charge of the food distribution. The maize, beans and oil combination has been readily acceptable for nearly 20 years.				
◆ Are female-headed households given special attention because of their greater poverty and time constraints?	This question is not applicable, given the school feeding focus of the Country Programme. In the EMOP and PRRO Programmes women are given special consideration for these reasons.				
• Does the CP make an effort to reduce the security and/or health risks women face when collecting food?	NA				
<b>Commitment II: Take Measures to Ensure Women's Equal Access to and Full Participation in Power Structures and Decision-Making</b>					
◆ Does the CP address women's strategic needs, i.e., use an approach that challenges traditional gender roles and empowers women? Describe how.	The school feeding programme requires that SF food committees be comprised of 50 percent women. PTAs are also supposed to be 50-50, men and women, but this target is generally not reached. In 2001 the ratio of female to male certified teachers in school feeding schools was 75:100, slightly less than 77:100 ratio of 1998.		√		
◆ Does it address gender relations? Does it bring men into the dialogue around the issues of women's status?	There has been considerable discussion around the issues of the gender ratios and gender balance in the pre- and primary school feeding programme. The general feeling is that the programme, as presently configured is achieving an appropriate gender balance among children being fed in the schools. As noted		√		



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Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
	above, the SF food committees at the community level are supposed to demonstrate gender equality.				
<b>Commitment III: Take Positive Action to Facilitate Women's Equal Access to Resources, Employment, Markets and Trade</b>					
◆ Are Country Programme resources deliberately targeted to women and girls where there is a big gender gap, i.e. of 25 percent? (This includes most WFP-assisted countries.) What is done?	As noted in several places in this Evaluation, Kenyan primary education has achieved a fairly equitable gender balance nationally. In the arid zones, there are a few districts where there are still significantly more boys attending school than girls. As a percentage of total students in school, these are relatively quite small populations. Nonetheless, the next CSO/CP should address how food aid can be used to improve the gender balance in pastoralist arid areas of Kenya.			√	
◆ Does the CP have incentive programs to address the gender gap in primary education? What are they?	As noted above, the gender gap in Kenyan primary schools is reasonably small. National-level figures show no statistically significant gap. In the arid areas there is a gap – in large part because of the reluctance of pastoralist families to send young unattended girls long distances to schools.			√	
◆ Do women participate in FFW? As labourers or also as decision-makers? Do they control the assets created?	There have been only very limited experience with FFW activities associated with micro-projects in the semi-arid areas. There is insufficient implementation to rank this factor				
◆ Is there any opportunity in the CP for women to learn new skills through FFT for greater development sustainability?	FFT was to have been a component of Activity 2 which was short-circuited because of the flood/drought emergency. It is a critically-important component in efforts to build sustainability which must be a substantial element of school feeding in the 2004-2008 CP.			√	
◆ Does the CO engage in advocacy under the CP on behalf of women? For gender equity? To leverage resources for partnership work?	Yes. The CO has long been a major voice on behalf of women as is discussed in Section VII of this Evaluation Report. While the impetus has been reduced by funding shortfalls and the realignment of the regional office to Kampala, WFP/Kenya staff are anxious to build up the momentum behind a revived gender programme.	√			
<b>Commitment IV: Generate and Disseminate Gender-Disaggregated Data for Planning and Evaluation</b>					
◆ Are the M&E systems used in the CP sensitive to gender? Explain how.	Yes. The M&E systems collect enrolment, retention and drop-out information that is gender specific. In addition the VAM Unit is in the process of developing a SAF which will greatly expand understanding about the chronic causes of food insecurity – including of data that is gender specific.		√		
◆ Is qualitative information sensitive to gender also collected?	Yes, within the newly developed SAF there will a large amount of qualitative information related to the gender consequences of household food insecurity.		√		



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Essential Elements of Commitments to Women and Gender Mainstreaming Policy	Detailed Observations	Level of CP Coherence With Commitments to Women and Gender Mainstreaming Policy			
		Very High	High	Low	Very Low
<ul style="list-style-type: none"> <li>Does the CP look at inputs, outputs outcomes and impact from a gender perspective?</li> </ul>	<p>Yes, as noted in several sections of this Evaluation Report, the MOEST reporting is always gender specific. The impact, in terms of the indicators used in the activity reporting, is also gender-specific.</p>		√		
<b>Commitment V: Improve Accountability of Actions Taken to Meet the Commitments</b>					
<ul style="list-style-type: none"> <li>Are WFP staff held accountable in the CP for meeting the Commitments to Women and mainstreaming gender? How?</li> </ul>	<p>Yes. The “Manager’s Appraisal Report” requires just such accountability. All staff are rated on this aspect of their activity management responsibilities.</p>		√		
<ul style="list-style-type: none"> <li>Is the Gender Focal Point given sufficient authority? Support?</li> </ul>	<p>Here there is need for further reinforcement, especially in the aftermath of the moving of the regional gender position from Nairobi to Kampala.</p>			√	
<ul style="list-style-type: none"> <li>Are implementing partners held accountable for meeting the Commitments to Women and mainstreaming gender, e.g. through inclusion in LOU’s and MOU’s? How?</li> </ul>	<p>Yes. There is an explicit set of gender responsibilities in the Plan of Operations signed between MOEST and the WFP CO.</p>		√		



### Annex 3: Indicative Checklist for Activity/Project Level of Compatibility With Enabling Development<sup>36</sup>

Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
<b>1. Government Commitment</b>					
◆ National food security strategy or other enabling policy in place – identify policy	There is a national food policy but it is dated. There is no published national food security policy. The PRSP focuses on poverty, but provides substantial policy guidance on food security strategy.			√	
◆ Inter-ministerial cooperation established – note any committees, mechanisms	There is a substantial level of inter-ministerial cooperation. Examples are the Food Security Steering Committee, District Steering Committees, chaired by the District Commissioner		√		
◆ Committed to targeting the poorest – including women – references in CP agreement or activity designs	The PRSP is the primary guidance – governing the commitment to eradicating poverty by all partners in government and among the donors. The Country Programme Agreement lists as its goal No. 1 “...alleviate poverty among the poor and hungry in targeted arid and semi-arid lands...”	√			
◆ Staff and other human resources assigned in line with capacity – any references to insufficient or under-qualified counterparts	The situation in the single operational activity – school feeding – is very good. There are adequate teachers in virtually all schools. Staffing at the DEO and Headquarters levels is also very good both in terms of numbers and quality.	√			
◆ Related capacity building measures identified if problems occur in qualifications and availability of counterpart staff	The principal issue here is the lack of solid commitment of resources to “sustainability” in the school feeding communities.			√	
<b>2. Coordination</b>					
◆ Programme refers to and conforms to priorities of UNDAF/CCA – cite reference in CP and activities to UNDAF/CCA	The CP does not refer to the CCA or UNDAF because it predates them. Nonetheless, the CP strategy focus on human capacity development conforms to that proposed in the UNDAF.		√		
◆ Complementary linkages with other partners – evidence of participation of non-traditional and non-governmental partners	The partnering between WFP and MOEST is exemplary. Other partnering opportunities abound, but have not been developed.			√	
<b>3. Operational Partners</b>					
◆ Identify operational partners – cite key operational partners by activity	The primary partner in the school feeding activity is the Ministry of Education, Science and Technology. In the districts, it is the District Education Officer.		√		
◆ Operational partners chosen for effectiveness	The operational partners are chosen because the activity falls within their areas of responsibility. As noted repeatedly in this Evaluation Report, they have been	√			

<sup>36</sup> This Checklist is Derived From the Completed Checklist Presented in the Document: *Time For Change: Food Aid and Development - Enabling Development in Practice*, WFP, May 1999.





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Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
	extremely effective.				
<b>4. Understanding Needs</b>					
<i>Consumption Needs</i>					
◆ Food consumption problem adequately identified? – cite references to VAM or other mapping/targeting exercises and information	Within the school feeding activity the food consumption problems have been fully identified over the 20 years the programme has been in operation. The rations are carefully determined and records of actual feeding carefully maintained. VAM has not been involved in the targeting in this activity.		√		
◆ Nature of the food consumption problem – geographic location, effected population, severity	The targeting is all schools in arid areas and selected schools in semi-arid areas. All students in selected pre-primary and primary schools are fed. These lunches are often the only meal these young children receive.	√			
◆ Key indicators of the food consumption problem – indicators cited in CP and activity documents	The school feeding activity is focused on education indicators rather than food consumption indicators. School feeding, by its nature provides food to all the students at selected schools. The schools are selected based on location in arid and semi-arid districts with a history of food shortages. In many of these districts food aid accounts for more than a third of all calories consumed.			√	
<i>Consumption/Investment Link</i>					
◆ How food was linked to the development opportunity in CP and activity plan	Food is the absolute key in the school feeding activity. Without it, parents would be in no position to send their children to school. It is the single most important element in the fact that these schools are producing well-educated graduates.	√			
<b>5. Creation of Lasting Assets</b>					
◆ Which assets were created and for whom?	The creation of assets is not a major element of the school feeding activity.				√
◆ Which are the sustainable benefits from the assets and for whom?	There are only minimal physical assets being created in the school feeding activity				√
<b>6. Reaching the Right People</b>					
◆ Indicators used to identify geographic areas and target groups within these areas	The indicators are geographic. THE school feeding activity operates in all arid areas and selected semi-arid areas. The targeted group is pre-primary and primary schools students. Schools are selected in the semi-arid areas on the basis of enrolment and drop-out rates.	√			
◆ Are women equally targeted?	Girls students are equally targeted.	√			



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Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
◆ Do targeted areas match with most food insecure areas?	The schools selected are, without exception, in the most food insecure areas of the country.	√			
◆ Methods/techniques used to identify groups of participants within a geographic area – cite methods noted in activity summaries.	Targeting is first by aridity of the geographic areas. In the arid areas, all schools are included. In the semi-arid areas, targeted is according to: low enrolment, high drop-out rates and gender balance.	√			
<b>7. Participation</b>					
◆ Project participants involved in planning, implementation and/or monitoring	The PTA/School Feeding Committee is the key participatory element. They make all decisions regarding the local management of the food resources, storage, utilisation and cooking.		√		
◆ Participatory tools and methods used	MOEST, operating through DEOs interacts with the school committees and PTAs. This is required by the activity “Plan of Operation”		√		
◆ Mechanisms used for Facilitating participation	This participation by all parties is facilitated by the DEO staff who are constantly insuring that the community-based participation is as required by the Plan of Operation.		√		
◆ How women and men were involved in decision making – cite references in activity documents to special measures to encourage full participation in decision making	Women are intended to comprise 50 percent of the SF committees and of the PTAs. In most areas they constitute something less than that. The trend in recent years has been for women’s participation as a percentage of the total to be increasing.		√		
<b>8. Cost Effectiveness</b>					
◆ Alternatives examined for meeting food aid objectives	The objective of the sole functioning activity is to provide food in schools to bolster enrolment while at the same time improving the nutritional intake of small children who do not have the opportunity to be adequately fed at home. There is no viable alternative to the present methodology	√			
◆ Measures introduced to minimize costs	Minimising costs is difficult. Due to lack of vehicles, the MOEST must contract with local transporters to deliver food at costs higher than would be the case if MOEST had its own vehicles.			√	
<b>9. Technical Quality</b>					
◆ Activity appraisal mission?	The last appraisal was undertaken in 1994/95. It was a well-done effort.				
◆ At what stages of programme cycle was technical expertise used?	i) evaluation of monitoring and evaluation elements of the school feeding activity; ii) rural school enterprise study				



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Essential Elements of Enabling Development	Detailed Observations	Level of CP and Project Coherence With Enabling Development Policy			
		Very High	High	Low	Very Low
◆ From Where (FAO,ILO,UNESCO,WHO)?	International and Kenyan consulting firms.				
◆ Criteria used for sustainability of assets?	N.A.				
◆ Conditions under which WFP assistance no longer required – cite reference in activity plan	The plans call for a phase-down of the school feeding in the semi-arid districts on the assumption that they will have developed alternatives for feeding the children. This is not happening.				
<b>10. Market Impact</b>					
◆ Analysis of food aid imports or local purchase impact on local markets	A relatively high percentage of the food used has been locally purchased, or exchanged for imported wheat. This is changing and a higher percentage has recently been imported. The impact in terms of disincentives is minimal because these students are not part of “effective” demand for locally purchased food in the absence of the school feeding activity.				
<b>11. Demonstrating Results</b>					
• Performance indicators established and in use?	The performance indicators are enrolment with and without feeding, drop-out rates, gender ratios and, unofficially, comparative national test scores of school feeding schools vs. non school feeding schools.				



#### Annex 4: Bibliography

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## **Annex 5 – Terms of Reference for the Mid-Term Evaluation of the Kenya Country Programme (1999-2003)**

### **Background**

In 1994, WFP introduced a new policy framework called the country programming approach. This replaces the project-by-project approach which made it difficult to relate WFP assistance to overall national planning. With the previous approach, there was little integration of different WFP activities/projects to ensure a coherent country programme. The new approach implies some fundamental changes to the way we plan and programme, focusing on a people-centred and food-based strategy and using the “country” as the basic entity for WFP’s engagement. A country programme should be a cohesive and focused response to those strategic objectives of a recipient country that coincide with the strategic objectives of WFP and other assistance partners. This new orientation is also in step with the direction of UN reform (CCA, UNDAF, etc).

There are three key reference documents which outline the CP approach: CFA 37/P/7 (April 1994), CFA 38/P/6 (October 1994) and CFA 40/8 (October 1995).

Within the directions stipulated by the Country Strategy Outline (CSO) and a well-defined rationale for food aid, the CP should provide a countrywide strategic focus to WFP’s programme of activities/projects. The proposed functions of food aid should be based on a thorough analysis of national food security and the vulnerability of specific population groups.

### **The Kenya Country Programme – An Overview**

The Kenya CP was approved in 1998 by the WFP Executive Board. The programme’s stated aim is to alleviate poverty within arid and semi-arid lands (ASAL) and unplanned urban settlements through support to basic education and community nutrition. Another stated aim at the programme level is to assist the Government and partners to save lives and livelihoods of populations affected by unusual levels of food insecurity at the onset stage of a disaster.

The CP proposed three activities. The first activity is divided into two parts. Part A constitutes school feeding in ASAL areas while part b proposed school lunches for children living in unplanned areas of Nairobi. The activity is implemented by the Ministry of Education and seeks to increase enrollment, improve attention spans, improve nutrient intakes, improve school facilities and assist school committees and communities in the identification and development of enterprises to sustain school feeding in the future.

Two other activities were also approved. It was intended to establish a contingency fund of food commodities to help support project which would help improve household food and livelihood security of pastoralists and small-scale agriculturalists in ASALs prior to the onset of a disaster. A basic activity summary was prepared, but the activity was not subsequently undertaken.

The third activity, which has not yet been implemented, aimed at reducing malnutrition levels among children and women in selected ASAL communities and to encourage the adoption of sound practices as regards diet and nutrition. The activity was to be integrated with another UNICEF government assisted project aimed at promoting community-based primary health care services. The activity was not subsequently implemented.

### **Objectives of the Kenya Country Programme Evaluation**

- 1) To assess the extent to which WFP’s current development activities/projects have been influenced by the CP approach so that they constitute a recognizable CP.
- 2) To assess the extent to which WFP’s systems and procedures for programme and project identification, design, budgeting, resourcing and implementation at both the headquarters and field levels have enhanced or impeded the CP approach.
- 3) To assess the extent to which the country programme approach in Kenya has been a more effective tool for preparing WFP’s contribution in both development and relief.



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- 4) To determine whether the development activities<sup>37</sup> ongoing in Kenya have been designed to make a direct contribution to the objectives of the CP.
- 5) To assess the extent to which the individual WFP activities/projects represent recognized good practice in food aid (including the practices and principles recognized in the “Enabling Development” policy).
- 6) To provide recommendations which can be used in the development of future Country Strategy Outlines and CPs, and to provide accountability to the Executive Board.

### **Scope of Work**

#### ***Evaluating the Country Programme In Light of Its Constituent Activities***

The evaluation of the CP in Kenya will focus primarily on the development and implementation of the programme as a whole. It will consider the programme in the context of the principles of the CP approach as they were understood and communicated throughout WFP at the time that the current CSO and CP were developed.

While focusing first at the programme level, the evaluation will also consider the way in which activities/projects have been integrated into the programme and the extent to which they make a contribution to the programme objectives as well as meet their own. ***It is important to distinguish between the evaluation of the CP and the separate exercise of evaluating each of the activities/projects which make up the CP, the latter being outside the scope of the current evaluation.*** In CP evaluations, a team works its way from the general to the particular, from the CP to the activity level. Activities/projects are assessed in terms of their logic and their expected contribution to meeting the objectives of the CP. It may be that activities/projects provide the most concrete opportunity for assessing progress toward overall programme objectives.

The evaluation will also consider how effectively the Commitments to Women (formulated at The Beijing UN Conference for Women) have been integrated into the CP. In addition, it will assess how well the consideration of gender relations, which can be a major impediment to improved food security, have been mainstreamed into the programming process.

The findings and recommendations of the evaluation will be forward-looking in that they will be framed in a way which supports the development of a new CSO and CP which will conform to current requirements, including those of the “Enabling Development” policy. Since the “Enabling Development” initiative dates from 1999, it will not be appropriate to evaluate programmes developed before that in terms of their effectiveness in meeting the requirements of this policy. Rather, the evaluation team will assess the current programme for its compatibility with the policy prescriptions evident in “Enabling Development” and make recommendations for the future CP/CSO. The assessment of programme fit with “Enabling Development” will be guided by the template provided in Annex 5.

#### ***Linking the Country Programme to Other Activities***

The evaluation will directly cover only the activities/projects defined under the CP. As such it will not attempt to assess the effectiveness of relief and recovery activities/projects, or any development activities/projects which may exist outside of the CP. However, the evaluation will examine development activities/projects in the CP which have been designed to support current or future emergency operations, as well as why development activities/projects may exist outside of the CP.

### **Key Issues and Sub-Issues**

The evaluation will address the following issues and sub-issues.

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<sup>37</sup> In current WFP Country programming, the basic development components of a Country Program are referred to as activities rather than projects. This is appropriate given the large scale of some of the sub-components of each country program but it can cause some confusion when dealing with older “projects”. It can also cause confusion when the sub-components of projects are themselves termed activities. Nonetheless, it seems best to use the term activities in these Terms of Reference with the understanding that for some country programmes, past usage may be to refer to the projects in the program. In those countries, activity may be read as project.



**1. Has the process of developing a CSO and CP resulted in a country programme as described and expected in the guidelines and policies of the WFP?**

- 1.1. How were the activities/projects ongoing before the establishment of the CP modified to fit more readily into the CP approach?
- 1.2. Did the process of developing the CSO and CP include an analysis of national and sub-regional (within the country) food insecurity and vulnerability? Does the CSO and/or the CP make reference to any VAM material developed for this country?
- 1.3. Did the process of developing the CSO and CP result in an identified strategy for WFP development programming in Kenya? Did it include, for example, choices in strategic areas such as: key partners inside and outside government; geographic target areas; targeting considerations within geographic areas; programme areas best dealt with by other agencies?
- 1.4. Are the activities/projects in the CP designed to be complementary in terms of addressing the cycle of food insecurity from various angles, or to be linked in terms of sector, geographic area, beneficiaries or any other common elements? If not, is there a strong rationale for not making these linkages?
- 1.5. Are there specific objectives expressed at the level of the CP (as opposed to the activity/project level)? Are they relevant, realistic and attainable in light of the approved activities/projects in the CP?<sup>38</sup> Further, can the achievement of objectives be measured at the program level?
- 1.6. What evidence exists that the current CP exhibits the desired characteristics of:
  - ♦ integration;
  - ♦ coherence;
  - ♦ focus; and,
  - ♦ flexibility.<sup>39</sup>

**2. To what extent did WFP's systems and procedures for programme and project identification, design, budgeting, implementation and review enhance or impede the CP approach?**

- 2.1. To what extent has the delegation of authority to the regional and country office level enhanced the flexibility of the Country Director in developing and negotiating a CP and in making shifts in resources when appropriate? Has the Country Director been pro-active in using those authorities which have been devolved?
- 2.2. Have appropriate policy statements, guidelines, and headquarters/ regional staff support been made available to country offices during the development of CSOs and CPs?
- 2.3. In the experience of the WFP country office in Kenya, are procedures and rules for establishing programme and project budgets appropriate to a CP approach? Do they allow for the required flexibility in resource planning and allocation?
- 2.4. Is the organizational structure and composition of staff in the country office appropriate given the requirements of the CP approach? Is short-term technical support available where it is needed and appropriate?

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<sup>38</sup> It will be necessary for the evaluation teams to determine the fit between programme level goals and objectives, and those of the individual activities making up the programme.

<sup>39</sup> These terms are defined in CFA 38/P/6 as follows:

**integration:** with the priorities and other activities of the country itself, as well as those of the UN system and other donors;

**coherence:** the elements of the WFP sub-programmes in the country relate closely to each other to achieve a clear purpose;

**focused:** on those geographical areas and households that represent WFP's target groups; and,

**flexibility:** allowing for activities to be adjusted within the programme period in line with changing circumstances.





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- 2.5. Were the defined procedures for preparing and implementing the CP at country level followed? For example, has a CP agreement been signed with the government? Were appraisal missions carried out to prepare Project Summaries? Does a Programme Review Committee exist and does it function?
  - 2.6. What problems or constraints have been identified during the development and implementation of the CP?
- 3. To what extent has the design, development and implementation of a CP resulted in a more effective WFP contribution to development programming?**
- 3.1. Was the national government fully involved in the review of needs in preparation for the CSO and does it agree with the stated priorities of the CP?
  - 3.2. Did the process of developing the CP enhance WFP involvement in the CCA and UNDAF processes under way in Kenya? Did the shift to a CP enhance WFP's ability to contribute to UN coordination through the CSN, CCA, UNDAF or other processes?
  - 3.3. Has the process of developing the CP had any appreciable effect on the ability of the national government to make and meet programme commitments regarding counterpart contributions including both finances and staff time?
  - 3.4. Does the CP include contingency planning measures at either the country programme or activity level? Does it include measures in one or more activities/projects aimed at ensuring that disaster preparedness or disaster mitigation actions are taken in development projects so that the transition to emergency operations may be more effective and timely? Is there evidence that contingency planning will be included in the development of the next country programme?
  - 3.5. While the CP does not include resourcing and planning for PRROS and EMOPS, does it describe them and note any possible actual or potential interaction between development activities/projects and emergency operations?
  - 3.6. Did the CP mechanism permit necessary shifts of resources among activities/projects in a timely and efficient way?
- 4. Does the design of the activities/projects which make up the CP reflect the lessons reflected in the Enabling Development policy? For example:**
- 4.1. Is food aid the most appropriate resource for use in the CP activities/projects? Is food aid justifiable and necessary for the achievement of the activity/project level objectives?
  - 4.2. Are WFP's partners in each activity/project the most appropriate? What measures were taken during the design of the activity/project to assess possible partners?
  - 4.3. Is food aid used in the activities/projects in the CP targeted to food deficit sub-regions and/or populations identifiable as the hungry poor? Is there evidence that these targeted people are being reached?
  - 4.4. Are assets being created in the activities/projects? If so, what measures are in place to ensure that the targeted beneficiaries benefit from these assets?
  - 4.5. What indicators are being monitored which can be used to assess the effectiveness of the activities/projects in the CP? Do they provide information regarding the achievement of anticipated outputs, outcomes and impacts? Were appropriate baselines established for the indicators being used?
- 5. Do the activities/projects in the CP adequately address gender issues and adhere to WFP's Commitments to Women?**
- 5.1. Does the country programme approach make it easier or more difficult to meet the Commitments to Women, and to mainstream a gender perspective? (For a detailed guide to addressing this issue, see Annex 4.)



- 5.2. What changes would be required in the next CSO and CP to ensure better compatibility with the Commitments to Women.
6. **To what extent does the use of food aid in the current activities/projects of the CP conform to the “Enabling Development” policy<sup>40</sup>? (For a detailed guide to addressing this issue see Annex 5.)**
  - 6.1. What changes would be required in the next CSO and CP which would ensure better compatibility with “Enabling Development”?
7. **What measures can be taken in the development of the CSO and the next CP to improve the effectiveness of WFP’s contribution to development during the next programming cycle?**
8. **Are there any other lessons to be learned from the experience gained in designing and implementing the current CP in Kenya?**

#### Notes on Methodology

##### *Stages of the Evaluation*

*The methods proposed below are indicative and may be revised/refined by the OEDE Evaluation Officer and/or team leader.*

The evaluation will normally be divided into three phases:

#### **Phase I – Preparation and Desk Review (2 days):**

Prior to the in-country mission, the team will review all relevant background documentation, including the CSO and CP, activity summaries, project progress reports, project mid-term and terminal evaluation reports, relevant international and national sectoral publications/reports. In addition, the team should locate and review country studies carried out for recent thematic evaluations, such as the review of WFP Commitments to Women. Alternatively, some members of the team may review materials provided electronically and join the team directly in the field. Following decentralization of many programme functions to the field level, some of the documentary material on programmes and activities/projects is best accessed at the level of the regional and country offices.

Prior to departure for the country of evaluation, the Office of Evaluation (OEDE) should forward the TORS to the Country Office. These should be shared with key government focal points for WFP programming, and implementing partners. A small task force of key government stakeholders and key NGO representatives (the actual composition of the task force is left to the discretion of the country office) may be established to review the TORS and to host the debriefing at the end of the mission.

#### **Phase II - The in-country evaluation (2.5 weeks):**

To the extent possible, the Team should meet with all relevant stakeholders, including beneficiaries, local and national government, key implementation partners and other development agencies involved in the UNDAF and with any of WFP’s programmes.

Data collection during the CP evaluations will take place both in the offices of key stakeholders in the capital and in the field where examples of major programme activities/projects can be visited. Priority should be given to meetings in the capital but some coverage of field activities/projects will be necessary. A useful rule of thumb may be to spend two-thirds of the available time in the capital and one-third visiting activities/projects in the field.

Key informant interviews to be carried out by the Team may be divided into different groupings:

*Group One:* WFP full time and contract staff working on development activities/projects;

<sup>40</sup> It is important to note that issue number 5 does not mean that the current country programme will be retroactively evaluated against the criteria of Enabling Development. Rather, the programme will be assessed with a view to providing guidance as to any changes required to ensure compliance in the future.



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*Group Two:* Institutional partners/actors in the development and coordination of programmes at national level. For example:

- UN Agencies active in consultative processes relating to development such as the CCA and UNDAF, including UNDP, UNICEF, UNFPA, FAO, IFAD, WHO;
- Government Ministries who are either involved at the national level in consultations on donor coordination (the Ministry of External Cooperation, Ministry of Planning, Ministry of Finance for example) or represent current or planned partners in WFP development activities/projects: Ministry of Agriculture, National Water Authority, Ministry of Health, National Forestry Service, as appropriate;
- The local offices of the World Bank and regional development bank;
- Bilateral donors with a significant presence in sectors of WFP programming (e.g. DANIDA in PHC in Tanzania, US-AID in family planning and child survival in Uganda). These should be identified by the WFP office in the country. Of special interest will be donors who are taking part in structures aimed at coordination at the national level, such as the health and population working group in Bangladesh.
- NGOs with a national presence and mandate in food security and/or poverty alleviation. The WFP office should be able to identify a small group of national and international NGOs with a strong presence and reputation in food aid and/or food security and poverty programming. Ideally, these organizations should be recognized by the government as co-participants in national or regional programmes.

*Group Three:* Institutional Partners Engaged in WFP Activities

- national, provincial or local offices of the agencies implementing WFP activities/projects on behalf of government (water authority staff, district medical officers, agriculture extension service staff, national forest service staff, as appropriate);
- Staff of national and international NGOs involved in the delivery of WFP food aid and/or the planning and completion of infrastructure assets created with food aid;
- Staff of human service agencies supported by WFP food aid such as nutrition rehabilitation units, mother and child health clinics, schools, etc.

*Group Four:* Participants and Beneficiaries

Accompanied by project staff, the mission members should meet in group settings with participants in food for work projects, parents/children in schools, attendees of MCH clinics etc. Groups can be comprised of village elders or representatives, women, youth, etc. These meetings will serve as a first level test of the targeting aspects of the development activities/projects.

Past experience suggests that the WFP Country Office would benefit by arranging a meeting or workshop (preferably hosted by the government) of the Team, WFP staff and key stakeholder organizations to discuss the preliminary findings of the evaluation prior to the Team's departure.

### **Phase III - Report writing (5 working days team members, 10 working days Team Leader):**

During each phase of the CP evaluation, the team leader should confirm the duties and accountabilities of each team member. This can be easily organized around the products of the evaluation (see Annex 1 and 2) which are in turn organized around the key objectives and issues.

The team leader is responsible for co-ordinating inputs to and writing the Aide Memoire, evaluation summary and final report. Individual reports by team members may either be integrated into the final report or, where necessary, presented as annexes.

### ***The Evaluation Team***



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Depending on the size and sector focus of WFP's programme in a given country, the composition of the evaluation team should be seen as flexible. The evaluation will normally be organized and managed by OEDE and the team will generally be composed of three to four members, including the team leader. The team should contain the following expertise:

- ◆ Food Security Expert
- ◆ Education/school feeding expert
- ◆ Participatory evaluation expert

An effort must be made to ensure that one team member is a locally recruited national consultant who has credibility with key stakeholders in the national government.

### **Organization of the Mission**

Role of the Team Leader : Will finalize the methodology and key issues for the evaluation. This will be done in consultation with the OEDE Evaluation Officer. He/she will also clarify the role and input of each team member, including individual requirements for the Aide Memoire, Evaluation Summary and Final Report. With assistance from the WFP Evaluation Officer, the team leader will define any preparatory work required by the CO and/or local consultants prior to the mission (at least 2 weeks notice should be given to the Country Office). The team leader will assume overall responsibility for the mission, and will synthesize the inputs from all sources in order to produce the necessary outputs.

The Team leader is responsible for producing the following outputs :

- an **Aide Mémoire** for presenting the mission's early findings and recommendations at the final debriefing of the Kenya Country Office;
- a **Full Evaluation Report**; and
- an **Evaluation Summary Report** for presentation to the Executive Board.

The team leader will present the team's findings at all debriefings and will ensure that all deadlines are met for the above outputs.

Role of the other team members : To provide technical expertise according to individual skill sets, and to provide written inputs to the Aide Memoire, Evaluation Summary and Final Report under the guidance of the Team Leader and WFP Evaluation Officer.

Role of the WFP Evaluation Officer : To provide support to the overall evaluation exercise as necessary, which includes liaising between team members, relevant areas of WFP headquarters, and the country office. He will also ensure compliance with the intended thrust of the evaluation, and that the necessary logistical support will be provided by the WFP CO.

Role of the Kenya Country Office : To advise on the timing of the evaluation to ensure that the evaluation outputs are available for the preparation of the CSO. To ensure that all necessary documents required to plan the evaluation and undertake the desk review are provided in a timely manner. To assist with the identification and hiring of local consultants as required. To ensure that any necessary preparatory work is undertaken in-country prior to the arrival of the evaluation team, and to facilitate the work of the team while in-country. Prepares and organizes the mission in-country itinerary, and organizes the CP evaluation workshop/briefing/debriefing.

### **6.5 Products of the Evaluation**

- **Aide Mémoire** for debriefing the Country Office and HQ (maximum 5 pages)  
*deadline : 2 February 2002*
- **Final Evaluation Report and Recommendation Tracking Matrix**  
*deadline : 15 February 2002*
- **Evaluation Summary Report** (maximum 5000 words)  
*deadline : 22 February 2002*

All reports will be prepared in English and must be written in conformity with the outlines in Annexes 1 and 2. Draft versions of the Evaluation Summary Report and Final Report will be reviewed by the OEDE Evaluation Officer prior to being finalized.



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The Evaluation Summary Report, technical reports and Final Evaluation Report must be submitted in hardcopy accompanied by an electronic version. If applicable, annexes should also be made available in WFP standard software (ie. Microsoft package). For ease of processing, the Summary Report should be submitted as plain, unformatted text only (no paragraph numbering, limited bold, underline, etc.).

The mission is fully responsible for its independent full report, which may not necessarily reflect the views of WFP.

The evaluation shall be conducted in conformity with these terms of reference and under the overall guidance of OEDE.

The Annexes to these Terms of Reference provide the evaluation team with some tools to be used in carrying out and reporting on the CP evaluation.